OP. 3100.120.58

ROYAL COMMISSION ON
LOCAL GOVERNMENT IN GREATER LONDON

Written Evidence from Local Authorities, Miscellaneous Bodies and Private Individuals

VOLUME I

LOCAL AUTHORITIES—
ADMINISTRATIVE COUNTY OF LONDON

LONDON
HER MAJESTY'S STATIONERY OFFICE
1962

UNIVERSITY LIBRARY
OP
3 AP
1962
CAMBRIDGE

EXPLANATORY NOTE

The evidence submitted to the Royal Commission falls into the following categories:

(1) written evidence of government departments,
(2) written evidence of local authorities and other bodies, e.g. local authority associations, the universities, professional bodies, political parties and groups, societies, and ratepayers' associations,
(3) written evidence of private individuals, and
(4) oral evidence from all these sources.

The evidence under (1) and (4) above has already been published by Her Majesty's Stationery Office. This further publication of written evidence which includes categories (2) and (3) above is in five volumes.

At the beginning of each volume there are reproduced the various letters which were sent by the Commission inviting the submission of written evidence, and the notice which was issued to the Press.

In selecting the evidence in (2) and (3) above for publication, the Commission decided

(a) that it was not necessary to publish items received in evidence which were themselves already public documents, for example, schemes of delegation of functions, instruments of government of schools, booklets, etc.
(b) to omit any representations which they considered to be outside their terms of reference, and
(c) to limit the publication of representations submitted by private individuals to those which the Commission considered most relevant to their inquiry.

This volume contains the written evidence from local authorities in the Administrative County of London. The remainder of the evidence in (2) and (3) above is published in companion volumes.

Contents

Page

Letter of 17th February, 1958, from Chairman of Royal Commission to Local Authorities inviting evidence v

Letter of 20th February, 1958, from Secretary of Royal Commission to Miscellaneous Bodies inviting evidence viii

Press Notice issued on 20th February, 1958 viii

Letter of 24th March, 1958, from Chairman of Royal Commission to the Vice-Chancellors of Universities inviting evidence ix

Letter of 19th August, 1958, from Chairman of Royal Commission to Local Authorities inviting further evidence x

LOCAL AUTHORITIES

Administrative County of London

London County Council 1

Corporation of London 32

Metropolitan Borough Councils

Battersea 93

Bethnal Green 105

Camberwell 150

Chelsea 155

Deptford 173

Finsbury 190

Fulham 216

Greenwich 226

Hackney 237

Hammersmith 290

Hampstead 291

Holborn 330

Islington 348

Kensington 374

Lambeth 401

Lewisham 403

Paddington 404

St. Marylebone 411

St. Pancras 422

Shoreditch 429

Stepney 439

Page

Metropolitan Borough Councils—*continued*

Stoke Newington 440
Wandsworth 468
Westminster 476
Woolwich 488

Chairman's Letter to Local Authorities Inviting Evidence

Sanctuary Buildings,
16, Great Smith Street,
LONDON, S.W.1.

17th February, 1958.

The Royal Commission on Local Government in Greater London, of which I am Chairman, has begun its consideration of the questions referred to it. A statement showing the membership and terms of reference is attached to Appendix A.

2. The Commission hope for the co-operation of the local authorities concerned and, for their part, as far as possible wish to meet the convenience of the authorities.

3. The Commission wish first of all to examine the effectiveness and convenience of the present organisation of local government in the area under review for the purpose of performing the functions entrusted to local government. The Commission intend to concentrate their attention in the first instance on the following services, viz.:

Education
Environmental health services
Housing
Personal health and welfare
Town and country planning
Traffic

Concurrently with all these, the Commission will consider the general aspects of finance and administration. The main functions which are comprised under the above headings are set out in Appendix B.

4. Your Council is therefore invited to submit evidence to the Commission and if it decides to do so, to deal with the matter under the following heads:

I. A description of the present arrangements within the Council's area for carrying out the functions specified in para. 3 above, irrespective of whether or not the Council is responsible for that service (either alone or jointly with others); and of any defects which have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

III. An outline of any views the Council may have on how these defects may be remedied.

An outline only is asked for at this stage. The Commission will afford the Council an opportunity later of supporting and, if desired, elaborating such views. Moreover, the Commission propose to regard such an outline as being of a preliminary nature only, which the Council would be free to enlarge upon at a later stage. If, on the other hand, the Council wish to put forward its fully detailed views at this stage, it is quite free to do so and also to deal with matters other than those referred to above which the Council may wish to bring to the notice of the Commission.

5. There is, of course, no objection from the Commission's point of view to local authorities combining to submit evidence or to their submitting evidence separately or jointly through their Associations.

6. The Commission would be glad if the Council could submit the evidence requested in para. 4 above as soon as possible and in any event not later than 17th May, 1958.

7. It would be appreciated if thirty copies of evidence could be submitted.

8. The Commission feel that they would be greatly helped if they could visit some of the local authority organisations in the area. These visits would be quite informal and their purpose would simply be to give the Commission some personal knowledge of the circumstances in which local authorities do their work. They would not be for the purpose of collecting evidence. While it would not be possible for them to visit every local authority in the area, the Commission would like to know at this stage whether in principle the Council would be willing to co-operate and to have their principal officers co-operate in a visit of this kind.

9. Finally, I might add that the Commission do not propose for the present to decide to what extent they will call for oral evidence or whether oral evidence would be taken in private or in public.

10. The Secretary of the Commission will, of course, give the Council any information and assistance which the Council may wish to have for the purpose of facilitating the preparation of their evidence.

Yours very truly,

E. S. HERBERT.
Chairman.

APPENDIX A

Chairman.
Sir Edwin Herbert, K.B.E.

Members.
Paul S. Cadbury, Esq., C.B.E.
Miss Alice Johnston, C.B.E.
W. H. Lawson, Esq., C.B.E.
Professor W. J. M. Mackenzie.
Sir Charles Morris.
Sir John Wrigley, K.B.E., C.B.

Secretary.
J. R. Niven, Esq.

TERMS OF REFERENCE

"To examine the present system and working of local government in the Greater London area; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District."

APPENDIX B

Education.	Education. Agricultural Education. Youth Employment Service.
Environmental Health.	Baths, Wash-houses and Bathing Places. Control of Water-courses, Ditches and Ponds. Disinfestation of Premises and Articles. Drainage of Trade Premises. Mortuaries and Post-Mortem Rooms. Public Conveniences. Refuse Collection and Disposal. Regulation of Buildings and Sanitation of Buildings. Sewerage and Sewage Disposal. Street Cleansing.
	Burial Grounds, Cemeteries and Crematoria. Parks and Open Spaces. Powers and Duties under the Physical Training and Recreation Act, 1937. Prevention of River Pollution.
	Port Health Functions (where applicable).
Housing.	Provision of Houses. Slum Clearance. Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses. Regulation of Buildings and Bye-laws.
Personal Health and Welfare.	Powers and Duties under the National Health Service Acts. Mental Health Services. Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944. Care of Children. Registration of Nurseries and Child Minders. Notification of Infectious Diseases. Health Education.
Town and Country Planning.	Town and Country Planning. Powers and Duties under the National Parks and Access to the Countryside Act, 1949.
Traffic.	Construction, Improvement and Maintenance of Roads and Bridges. Street Lighting. Naming of Streets and Numbering of Houses. Parking Places. Road Safety. Bus Shelters. Private Street Works.

Secretary's Letter to Miscellaneous Bodies Inviting Evidence

Sanctuary Buildings, 16 Great Smith Street,
London, S.W.1.
20th February, 1958.

Sir,

I am instructed by the Royal Commission on Local Government in Greater London to inform you that the Royal Commission has begun its consideration of the questions referred to it. A statement showing the membership and the terms of reference is set out overleaf.*

2. If your organisation wishes to submit written evidence on all or any part of the terms of reference, the Commission will be happy to have it. It would be greatly appreciated if you could let the Commission have your evidence as soon as possible and in any event not later than 21st April, 1958, and if you could supply thirty copies of it.

3. There is, of course, no objection from the Commission's point of view to your organisation combining with other organisations to submit joint evidence.

4. The Commission's concern is with the organisation of local government within the area under review. Evidence should therefore relate to the effectiveness and convenience of local government machinery as distinct from the policies which individual local authorities may be applying in their various fields of activity.

5. The Commission do not propose to decide yet whether or to what extent they will require to hear oral evidence or whether oral evidence will be taken in private or in public.

I am, Sir,
Your obedient Servant,
J. R. NIVEN
Secretary.

---

* Not reproduced—the same as Appendix 'A' to Chairman's letter of 17th February, 1958, to local authorities inviting evidence on page vi.

Sanctuary Buildings, 16 Great Smith Street,
London, S.W.1.

Press Notice

The Royal Commission on Local Government in Greater London have written to all the local authorities in the area, explaining how the Commission propose to begin their investigations and inviting the local authorities to submit evidence. The letter states that the Commission wish first of all to see how the present arrangements are working in some of the main local authority functions such as education, environmental health services, housing, personal health and welfare services, town and country planning, and traffic.

The Commission are also prepared to receive evidence from members of the public. Any person who wishes to do so should send his evidence in writing to the Secretary of the Commission (Mr. J. R. Niven) at Sanctuary Buildings, 16, Great Smith Street, London, S.W.1.

20th February, 1958.

Chairman's Letter to the Universities Inviting Evidence

Sanctuary Buildings, 16 Great Smith Street, London, S.W.1
24th March, 1958.

I am writing to you as Chairman of the Royal Commission on Local Government in Greater London. (A statement showing the membership and the terms of reference of the Commission is attached.)*

The purpose of this letter is to invite you to give the Commission your advice and help. It may well be that you have in the University particular scholars, or groups of scholars, who have made studies which have a special bearing on matters affecting the government of Greater London, evidence from whom would be of great value to us as members of the Commission. Obviously our first task is to assess how the present organisation of local government in Greater London works, what defects have been encountered and how far these defects are traceable to inadequacies in the machinery of government. But in order to do this we shall have to conduct our own enquiries over a wide field covering for instance the physical character of the Greater London area on the one side and the sociological character of the population on the other; and we are also concerned with the studies of specialists in Politics, Public Administration and Economics, who are interested in the affairs of London and other great cities.

While, no doubt, some individual scholars will be inclined to tender evidence to us on their own initiative, it occurs to us that it may be better in some cases to invite evidence from individual scholars and in other cases to invite groups of scholars to submit evidence to us jointly. I should be most grateful if you could consent to give me information about any work of likely concern to us which may be being undertaken in any one or more of the departments of the University; and in addition it would be of great assistance to us if you could tell us of any group of scholars who might well be approached, not as individuals but as a group.

Any help that you can give us in this matter will be of very great assistance to us and I shall be extremely grateful for it.

E. S. Herbert,
Chairman.

---

* Not reproduced—the same as Appendix 'A' to Chairman's letter of 17th February, 1958, to local authorties inviting evidence on page vi.

Chairman's Letter to Local Authorities Inviting Further Evidence

Sanctuary Buildings, 16 Great Smith Street,
London, S.W.1.

19th August, 1958.

The Royal Commission have now received evidence from nearly all the local authorities to whom I wrote earlier this year. They have studied this evidence, including that submitted by your Council, and I should like to take this opportunity of thanking your Council for the pains that have evidently been taken in its preparation.

In due course we shall be inviting local authorities to meet the Commission for the purpose of giving those who have submitted written evidence an opportunity of discussing with the Commission any question the Commission wish to put and for the purpose of giving to representatives of the local authorities an opportunity of supplementing orally their written evidence. I shall be communicating with you later upon this matter.

From our reading of the evidence already submitted it is evident that the representations of some local authorities will be of interest to others; indeed we are aware of instances where copies of such representations have already been exchanged or made available. In instances where the advice of the Royal Commission has been asked we have encouraged this practice.

I am now writing to you to say:

(a) that if your Council wishes to see the representations submitted by any other authority you are perfectly at liberty to approach that other authority;

(b) that if any other authority should approach your Council it would be in accordance with the wishes of the Royal Commission that your Council's representations should be made available to that other local authority;

(c) that the representations of all local authorities are available at the office of the Royal Commission for inspection by any local authority; and

(d) that if after such inspection your Council should wish to have copies of the representations of any local authority the Royal Commission will make arrangements for them to be supplied.

I should like also to remind you that the Royal Commission's original request to your Council was for outline evidence confined to what appeared to us to be the major functions of local government. After the Royal Commission have received oral evidence we propose to give each local authority the opportunity, should they then so wish, of filling in the outline in more detail.

Should, however, your Council wish to submit further evidence upon any local government function not covered by my previous letter it would be a convenience if it were in our possession not later than the 1st November, 1958. As before we should like to have thirty copies.

May I repeat that we are most grateful for the co-operation your Council has given to the Royal Commission and I have no doubt that we may continue to rely upon receiving that co-operation during the continuance of our labours.

E. S. HERBERT
Chairman.

Evidence submitted by The London County Council

PART A—ARRANGEMENTS FOR CARRYING OUT FUNCTIONS

General and Introductory

1. The local government of London has in its origin, its history and its administrative pattern and arrangements, various special features.

2. **Origin and History.** Before 1855 local administration outside the City was provided by the county justices and parish authorities of Kent, Middlesex and Surrey, and by a large number of trustees, commissioners and other bodies established to deal with specific local matters of town management. The Metropolis Management Act, 1855, provided a new pattern of administration within the "metropolis", as defined in the Act; elective vestries were constituted for certain large parishes, and district boards for groups of smaller parishes; these bodies were given powers in relation to sanitation and streets. The Act also established the Metropolitan Board of Works. The Board was indirectly elected by the vestries and district boards, had powers of control over them, and throughout the 'metropolis' had functions in relation to main drainage, street improvements and other specified matters. With certain important reservations, the Board's jurisdictions extended over the City, but the constitution of the City and its status as a corporation remained untouched. Administrative powers also remained in the hands of the county justices. The Metropolitan Board of Works, the City Corporation and the 41 elective vestries and district boards formed a unique scheme of local government.

When, under the Local Government Act, 1888, the London County Council, in common with other county councils, was created, the 'metropolis' with slight variations, became the Administrative County, and that area (some 117 square miles), less the City, became the County of London. The County Council took over not only the administrative functions of the county justices but also the powers of the Board of Works. It is thus unique in exercising powers not elsewhere vested in county councils.

The London Government Act, 1899, which substituted 28 Metropolitan Borough Councils for the vestries and district boards, effected some alteration of boundaries and an adjustment of powers between the London local authorities. The metropolitan boroughs vary considerably in size, population and rateable value.

The present system of local government within the Administrative County of London is still unique both in the authorities within it and in the distribution of functions among them.

3. **Administrative Arrangements. (i) Constitution of Authorities.** The constitution of the London County Council is similar to that of other county councils, but with the following special features: (a) a deputy chairman may be appointed as well as a chairman and vice-chairman, (b) the number of aldermen is one-sixth of the number of councillors (instead of one-third), (c) the number of councillors is treble the number of members of Parliament for the Administrative County, each

parliamentary constituency being a three-member constituency for county council elections. The total membership numbers at present 147.

The constitution of the Metropolitan Borough Councils is similar to that of boroughs outside London with the following differences: The aldermen number one-sixth of the number of councillors (instead of one-third); the councillors are elected all at once every three years (instead of one-third each year); a deputy mayor may be appointed by the borough council and has the right to occupy the chair in the absence of the mayor (instead of being appointed by the mayor and being able to occupy the chair only by consent of the meeting). The borough councils vary in size from 35 to 70 members.

The City of London has a special governing body composed of the Lord Mayor, the Court of Aldermen, and the Court of Common Council. This last-mentioned court exercises functions of local government in the City; it is composed of the Lord Mayor, the 25 other aldermen (elected for life by local electors), and 169 (to be later reduced to 159) common councilmen elected by local electors annually. The City's municipal organisation is unique.

(ii) **General Distribution of Functions.** Throughout the whole of the Administrative County (including the City) the County Council exercises certain functions, such as education, main drainage, control of the administration of the London Building Acts, fire protection, personal health and welfare services, and town planning.

Within the City, the City Corporation exercises certain functions, such as the inspection of shops and weights and measures, and certain licensing functions, which in the rest of the Administrative County are exercised by the County Council.

The County Council and the other London local authorities have concurrent powers in the fields of housing, parks, entertainments and street improvements.

The City Corporation and the Metropolitan Borough Councils have local functions such as the provision of public libraries, baths, cemeteries, refuse removal and disposal, and the lighting and maintenance of streets.

In addition to these and other functions conferred by public general statutes, each London authority has individual functions conferred by private Acts. Many of these local-Act provisions have been obtained for the boroughs, either in general or in particular, by clauses in the General Powers Bills promoted almost annually by the Council.

In performing their respective functions the Council and the City and borough authorities (which in matters of common interest to them act through the Metropolitan Boroughs' Standing Joint Committee) exercise a great deal of co-operation.

(iii) **Transfer and Delegation of Functions.** Since 1899, when the Metropolitan Borough Councils were established, there have been statutory provisions to enable powers to be transferred to the City and borough councils from the Council and *vice versa.*

By the transfer of Powers (London) Order, 1933 (S.R. & O. 1933, No. 114), and the Transfer of Powers (London) Order, 1934, (S.R. & O. 1934, No. 523), certain minor functions were transferred from the London County Council to the Metropolitan Borough Councils.

The Town and Country Planning Delegation (London) Regulations, 1948 (S.I. 1948, No. 1459), provide for the exercise in the City by the Corporation of certain planning functions of the Council.

The Council has, under section 114, subsection (12) of the Town and Country Planning Act, 1947, delegated to the City Corporation and Borough Councils its powers under section 31 in relation to the control of advertisements.

There has been no delegation of the general kind found in other counties as, for instance, in respect of education and highways. (Part III of the First Schedule to the Education Act, 1944, does not (*ibid.* section 117, subsection (5)), apply to the Council; the Council is not, except in relation to its bridges and tunnels, a highway authority.)

In 1955, after consultation with the Metropolitan Boroughs' Standing Joint Committee, the Council agreed to delegate or transfer to the boroughs important functions in the field of personal health services, including maternity and child welfare, powers to deal with certain types of applications for permission to develop under the Town and Country Planning Act, 1947, together with ancillary powers and the corresponding powers under the London Building Acts, and powers under the Shops Act, 1950, relating to the health and comfort of shop workers (except at certain places licensed for public entertainment). The London County Council (General Powers) Bill, 1958, Part III, contains provisions to permit the delegation of the above-mentioned functions relating to town planning and control of building and for the transfer of powers relating to dangerous structures and the welfare of shop assistants. So far as the proposed transfer of personal health services is concerned, consideration by the Minister of Health is in abeyance pending the outcome of the consideration of the future of London local government.

(iv) **Concurrent and Interlocking Powers.** A peculiar feature of the distribution of functions is that, for some services, the 'second tier' authorities have powers concurrent with those of the County Council. Thus, all the London authorities may provide parks and open spaces; all of them have power to provide housing, although the Metropolitan Borough Councils may normally only build within their own boroughs; all have powers of slum clearance and redevelopment. All the authorities have power to carry out street improvements. The greater resources of the Council enable it to undertake the major schemes. There are, however, no county roads in London and the Council is not, except in relation to its bridges and tunnels, a highway authority; as soon as a road improvement is completed, the road is handed over for maintenance to the local borough council as highway authority.

In respect of some services, for example, the control of building, and various sanitary services, the Council has a series of functions while the 'second tier' authorities have another series. The Council is the authority for main drainage and sewage disposal; the 'second tier' authorities are responsible for local drainage, discharged when required into the Council's main sewers. The Council has general control of the whole system.

On certain matters the City Corporation and borough councils may make, and enforce, by-laws; on other matters by-laws are made by the Council but are enforceable by the Corporation and the borough councils. For 'good rule and government,' by-laws may be made both by the Council and by the borough councils, but a borough bye-law must not be inconsistent with a county by-law which is in force in any part of the borough.

If a borough council makes default in carrying out duties in respect of certain public health functions, the Council may take action in place of the borough council, without prior reference to any Minister.

4. **Finance—General.** The total rates levied in 1957–58 for local government purposes in the Administrative County of London, including the police, amounted to £71,000,000. The Council took £40,000,000 and the Metropolitan Police took £7,000,000 which together required an equalised rate poundage of about 10s. 8d. to be levied in each borough. The remaining £24,000,000, representing the requirements of the borough councils and the City Corporation, would have required rates to be levied at poundages varying from 1s. 9d. to 16s. 6d. owing to the wide disparity in rateable resources. Excluding the City, those resources as measured by rateable value a head ranged from £206 in Westminster to £12 in Deptford. The need to lessen this disparity has long been recognised on the ground that the

Administrative County of London is one community and that the rateable resources of the business and social centre should be made available in some measure to those other parts of the county which help to create them. With that object in view there have been schemes of rate equalisation in operation since 1869. The present scheme dating from 1948 reduces the disparity in the range of rate poundages in 1957–58 to 5s. 6d., *i.e.*, between 3s. 6d. and 9s.

Whilst the effect of the Local Government Bill cannot be closely estimated there is little doubt that in London a substantial degree of rate equalisation will still be needed after it comes into force. It seems unlikely that any practicable rearrangement of present areas and functions would avoid the need for an equalisation scheme of some kind to reduce the wide differences in rate poundages which would otherwise persist.

On the subject of captal finance each authority is autonomous, but some of the boroughs find difficulty in borrowing. The Council has power to lend to the borough councils and before the war this power was used to an appreciable extent. Since the war, while authorities were able to obtain advances from the Public Works Loan Board, the help was not needed, but consideration is now being given to its resumption so far as circumstances permit. Unlike other local authorities the Council does not seek loan sanction of any Minister for borrowing for capital purposes; it promotes in Parliament an annual Money Bill for somewhat the same purpose.

The estimates of expenditure for any one financial year, which are voted in some detail at four separate meetings of the Council in the summer, are limited to sums necessary for carrying out principles already approved by the Council and projects the liability for which has been accepted by the Council in accordance with section 60, subsection (3), of the London Government Act, 1939. The estimates are compiled by the spending departments in conjunction with the comptroller of the Council and are examined by the executive committees and the Finance Committee. When submitted to the Council they represent the minimum cost of carrying out the Council's approved policies in that year. Strict financial control is exercised by the Council not only through the medium of its annual budget but also by detailed examination of expenditure at all stages from the approval of a project to its completion.

That prices, costs and remuneration in London are higher than elsewhere has long been recognised in the 'London weighting' commonly allowed for in calculations affecting London services, and is illustrated by the proposals in the Local Government Bill for supplementary grants to metropolitan authorities.

5. **County Administration.** The Council's services are available to the citizen in any part of the Administrative County; the cost is spread, by means of the county rate, over the whole of the Administrative County, the rich areas thus assisting the poor areas; and its 'pool' of general housing facilitates the finding of accommodation for persons displaced by slum clearance, street works and other operations.

The large scale of the Council's organisation makes possible the employment of specialist staffs and the establishment of a large central purchasing department. During the present redevelopment of London, when so much reconstruction and new building is taking place (a great deal of it for public works of various kinds, and all of it involving the use and control of land) in a manner that will settle the face of London for the next century and more, the size and resources of the Council have the advantage of enabling it to maintain an architectural and planning organisation of a high standard; there is the further advantage, both to the Council and to private developers, that the administration of the control of building (under the London Buildings Acts) and the administration of town planning is organised and co-ordinated, under unified control, in one department of the Council which is at the same time responsible for the architectural design and construction of the Council's own numerous buildings. The Council is similarly able to maintain an expert department to carry out the acquisition and estate management of the great variety of lands and properties required for the services provided by the Council.

The Council has made itself responsible for arrangements for dealing, under the Town Development Act, 1952, with the 'overspill' of industrial population on a county basis, taking into account the needs of individual boroughs, as indicated in their housing lists, and makes appropriate contributions in respect of transferees selected from the borough lists.

6. **London Law.** The statutory provisions applicable within the Administrative County differ in many respects from those applicable elsewhere. The London Government Act, 1939, for example, provides for the constitution and general powers of the Council and the Metropolitan Borough Councils; the Public Health (London) Act, 1936, differs materially from the Public Health Act, 1936. Many statutes of general application have special London provisions. The London Building Acts, and by-laws made thereunder, provide a special code in relation to the construction of buildings different from that in force in the rest of the country; and the Metropolis Management Acts, applicable only within the Administrative County, contain special provisions relating to the construction and maintenance of streets. It is seldom safe to assume that any enactment which applies outside London, or appears to be of general application, has a similar application to London or even that there is a closely corresponding provision.

7. **Summary.** Because of its historical development and the character of the area, local government in the Administrative County of London is remarkable for special features found nowhere else, not even in the remainder of Greater London. It is one of the smallest administrative counties, and the absence of county boroughs makes its area compact, uniform and capable of being the more easily administered centrally. The constitutions of the local authorities, the distribution of functions between them—not so sharply distinguished as elsewhere in some fields where concurrent powers exist, and yet more distinctly separated in other fields owing to the absence of any regular system of delegation as in other counties—and their mutual relations are unique. These peculiarities are inevitably reflected in the body of local government law applying in London.

Education (Including the Youth Employment Service)

8. **The General Picture.** The Council is the local education authority under the Education Acts for the whole of the Administrative County. There is no statutory provision for delegation to divisional executives. The City Corporation and the Metropolitan Borough Councils as 'minor authorities' appoint a proportion of school managers of primary schools, and may make representations in relation to the establishment or discontinuance of county schools and the establishment of voluntary schools in their respective areas.

The City Corporation maintains, from sources other than rates, the City of London schools for boys and girls, and the Guildhall School of Music. Within the county are also a number of 'direct grant' schools (receiving grant from the Ministry of Education) and of 'independent' schools (receiving no contribution from public funds). In addition, there are various specialised establishments such as the Royal College of Music, the Royal College of Art and the Royal Academy of Dramatic Art.

The University of London, with which the Council maintains close relations, receives from the Council an annual grant of the order of £250,000.

9. **Statistics.** Statistics for the London education service are set out in *London Education Statistics* (copies of the latest edition, that for 1956–57, can be forwarded for the information of members of the Royal Commission). The Council maintains, or in a few cases assists, some 1,380 schools with over 443,000 pupils on roll. The Council is also responsible for between 3,000 and 4,000 pupils at direct-grant and independent day and boarding schools—for example it sends 90 boys a year to Dulwich College. The equivalent of over 17,000 whole-time teachers are employed in the schools maintained or assisted by the Council. 120 establishments of further education are maintained or aided by the Council, and these are attended by 300,000 full and part-time students; student hours amount to some 33,000,000 a year; in addition to the 120 principals, 760 full-time and 8,000 part-time lecturers and instructors are employed in these establishments. The Council administers six colleges for the training of teachers and these have 1,440 students, 1,200 of them being resident.

10. For the year ended 31st March, 1957, the gross expenditure on rate account for the education service was £42,631,411. After allowing for income (excluding Exchequer grants of £20,404,018) the net expenditure was £39,440,454. Gross expenditure on capital account for sites, buildings and equipment amounted to £5,795,361 in the financial year 1956–57.

11. **Incidental Powers.** The Council provides the youth employment service in the Administrative County, and has made by-laws (except for the City) concerning the employment of children, and the employment in street trading of persons under the age of 18. The Council is not a public-library authority but provides an education library service (under education powers) and maintains two public museums under local-Act powers.

12. **History.** From 1870 to 1904 public education in London was largely the responsibility of the School Board for London, the Council having (since 1889) powers under the Technical Instruction Act, 1889. In 1904 the School Board was abolished and the Council became the sole local education authority. Thus, for nearly 90 years, public education has been developed as a unity, over an area virtually unchanged, providing facilities on a common basis for all Londoners.

13. **Administration.** The Council has delegated with certain special reservations, its education powers to its Education Committee.

The Council maintains nine divisional offices, which form the headquarters of the district inspectorate in each case, provide facilities for local consultation by parents and others, and appraise local requirements for the purpose of planning.

The divisional organization thus forms a bridge between the central administration and individual schools, parents and citizens, thus combining the advantages of a centralised system over a wide area with facilities for meeting the needs of individual localities.

Each county and voluntary school and establishment for further education (other than evening institutes) has a local governing or managing body; some are responsible for two or more schools. There are, in all, about 6,000 governors and managers. The powers of these bodies include the opportunity of reporting direct to the appropriate sub-committee of the Council's Education Committee.

The youth employment service is advised by 19 local youth employment committees (including over 300 voluntary workers) reporting to the appropriate sub-committee of the Education Committee. Nineteen youth employment bureaux are maintained.

Virtually every school has a care committee of voluntary workers trained and organised by a staff of paid organisers. This is a unique feature of the London education service unparalleled (it is understood) elsewhere. This service, now 50 years old, has 2,500 voluntary workers.

14. **School Health Service.** Arrangements, allied to and combined with the Council's functions as local health authority, are made for medical inspections, for cleansing of children of unsatisfactory personal hygiene, for minor ailments, and for recuperative holidays. Special clinics are held for particular types of case and psychiatric and speech therapy and dental services are provided.

15. **School Meals Service.** There are some 600 school kitchens and 8 central kitchens. Nearly 250,000 meals a day are provided, some 60,000 of which are transported by 100 vans to schools which have no kitchen on the site. The service employs about 7,300 operative staff under the local supervision of 20 school-meals organisers. Approved maintenance and capital costs are reimbursed in full by the Ministry of Education.

16. **The London School Plan and the London Scheme for Further Education** drawn up by the Council in accordance with the requirements of the Education Act, 1944, were both prepared on a county basis and do not take account of borough boundaries.

17. **Special Education.** The Council maintains 71 day special schools (including 5 hospital schools), 18 classes for children deemed maladjusted and in need of special educational treatment and 24 boarding special schools, most of these last being situated either in the country or near the sea. Some 3,500 handicapped children are conveyed daily to and from school by the Council's buses.

18. **Playing Fields.** It is particularly difficult to provide enough playing fields in London. It has, therefore, been necessary for the Council to lay out large playing fields in the Green Belt, outside the Administrative County, to each of which pupils from a number of secondary schools go for games. Some 850 acres of playing fields are owned by the Council and by the governors of voluntary aided secondary schools. Other new playing fields are in course of being laid out.

19. **Advanced Technology.** Four national colleges have developed out of London polytechnics and technical institutions aided by the Council and three of the polytechnics aided by the Council have the status of colleges of advanced technology. Other major establishments of further education are recognised as schools of the University of London, where students can take internal degrees. In the last academic year 572 degrees were awarded to students attending polytechnics and other colleges aided or maintained by the Council; 35 of these were doctorates. All these institutions draw many students from beyond the county boundary.

20. **Day Colleges.** The Council has encouraged part-time day release for students from industry and commerce. Seven day colleges, having also evening departments, are maintained by the Council. In addition to a number of full-time day students and to many evening students, these day colleges have over 11,000 part-time day students. 33,000 other part-time day students attend technical colleges and other establishments for further education.

21. **Evening Institutes.** The Council has for long maintained evening institutes in all parts of London; the largest of these, the City literary institute, has over 8,000 students. The separate men's and women's institutes are now to be reorganised as general institutes. The London evening institutes are unique in their range, quality and variety of work. For many years they have all had full-time principals.

22. **Awards and Grants.** The Council makes annually some 2,500 major county awards to students at universities and other major establishments of further education.

23. **Service of Youth.** The Council has set up the London Youth Committee to advise it on questions relating to youth service in London. Eighteen full-time youth organisers are employed by the Council, two in each division. These keep in touch with and advise over 3,000 voluntary youth-groups.

24. **Nursery Education.** In general the building of nursery schools has not been possible since the war. The Council at present maintains 25 schools and assists five others. In addition, 168 nursery classes are attached to infants' schools.

25. **Play Centres and Junior Clubs.** There are now 133 play centres and 50 junior clubs meeting outside school hours on school premises.

26. **Boarding Education.** About 1,050 pupils have passed through boarding schools with the Council's help, and 319 boys and 273 girls are at present being assisted at 220 schools. In 1951, the Council established a secondary boarding school for boys at Woolverstone Hall, near Ipswich. The school provides academic courses and has now sent its first pupils to universities. The present roll is 325, and places will eventually be provided for 360 pupils.

27. **Lectures and Classes for Teachers.** As well as administering six colleges for the training of teachers, one of which is one of the three colleges in the county for the training of technical teachers, the Council organises a large number of lectures and classes for serving teachers. In the year 1956–57, 14 full-time courses and 123 evening courses were arranged and attended by approximately 7,500 teachers. For many years the Council has had a College of Physical Education which provides day and evening courses for teachers; recently the Council has opened a centre for the training of teachers of backward children.

28. **Agricultural Education.** The Council's provision for full-time agricultural and horticultural education is made through arrangements with other authorities and by means of financial assistance to students taking courses at establishments of agricultural education. Horticulture for the amateur gardener and lectures on farming and on organic husbandry are among the 500 subjects that are taught in evening classes at evening institutes and other establishments of further education. At one of the Council's new large secondary schools special studies in horticulture are planned for boys and girls attending this school.

Environmental Health Services

Abatement of Nuisance

29. It is the duty of the City Corporation and Metropolitan Borough Councils to enforce the provisions of the Public Health (London) Act, 1936, relating to the abatement of nuisance and otherwise to exercise the powers relating to public health to ensure that all premises within their areas are in proper sanitary condition. Power is given to the Council to act in default of borough councils with respect to the removal of any nuisance, the institution of any proceedings or the enforcement of any by-law. The Council is, under this and other enactments, the authority empowered to make by-laws, which are enforceable by the Metropolitan Borough Councils.

Baths, Wash-houses and Bathing Places

30. The Metropolitan Borough Councils are empowered to provide public baths and wash-houses under the Public Health (London) Act, 1936. Baths have been provided in all the metropolitan boroughs. Wash-houses have been provided by all boroughs except Chelsea, Lewisham and Wandsworth.

The City Corporation has not provided any baths or wash-houses.

Control of Watercourses, Ditches and Ponds

31. Within the Administrative County the only tributaries to the Thames which are still open watercourses are the Wandle with its tributary the Graveney, and the Ravensbourne, with its tributaries the Quaggy, Pool, Beck, etc. Adjoining (and partly within) the county there are the Beverley Brook, which for a considerable part of its length forms the boundary between the Counties of London and Surrey, and the River Lee and Lee Navigation forming the eastern boundary of the County of London.

The London portions of the Beverley Brook and the River Wandle are sewers vested in the Council. As regards the River Ravensbourne no public body appears to have jurisdiction over the stream or any responsibility regarding its maintenance or improvement. The Council is considering whether it should seek these responsibilities.

There are a number of lakes and ponds within the county and where necessary their overflows discharge into the drainage system.

32. **Thames Floods Prevention.** Under the provisions of the Thames River (Prevention of Floods) Acts, 1879 to 1957, it is the responsibility of the Council within the Administrative County to inspect river banks and to require the riparian owners to execute and maintain flood works up to the prescribed levels. The Council also has powers to execute flood works in default of owners.

Disinfestation of Premises and Articles

33. The City Corporation and the Metropolitan Borough Councils have a duty under Part III of the Public Health (London) Act, 1936, to provide cleansing stations and facilities for the cleansing or destruction of filthy or verminous articles and for the cleansing of verminous houses. The county medical officer of health has duties in connection with the inspection and compulsory cleansing of children attending school and inmates of common lodging houses. Parallel powers as regards school children are contained in the Education Act, 1944, but for administrative convenience the powers of the 1936 Act are those normally used.

Drainage of Trade Premises

34. Within the Administrative County of London control over the discharge of trade effluents to sewers is exercised by the Council, the City Corporation and the Metropolitan Borough Councils by means of powers contained in the London County Council (General Powers) Act, 1953. Sewer authorities, i.e., the Council in the case of discharges direct to the Council's main sewers and the City Corporation and the borough councils in the case of local sewers, are empowered to require information regarding existing and future discharges and to enter upon premises for the purpose of taking samples of the effluent discharged. Traders are obliged to give a minimum of two months' notice to the borough in which the premises are situated of any new or modified discharge, and the borough council must forward a copy of such notice to the Council. The Council may itself propose conditions if the proposed discharge is to a main sewer or, if to a local sewer, require the borough council to lay down such conditions as are considered necessary. The Act also makes it an offence to discharge certain matters into the sewers. Sewer authorities in London have no power (save in very limited circumstances) to make charges for the reception into their sewers of trade effluents as have authorities outside London.

In the out-county areas which, by agreement, drain to the London system, control is exercised by the local authorities by means of powers contained in either the Public Health Act, 1936, or the Public Health (Drainage of Trade Premises) Act, 1937.

Mortuaries and Post-Mortem Rooms

35. The Public Health (London) Act, 1936, requires the City Corporation, the Metropolitan Borough Councils and the overseers of the Inner Temple and the Middle Temple to provide and maintain mortuaries for the reception of bodies before burial. The Act also provides that they may, and if required by the Council must, provide accommodation for the conduct of *post-mortem* examinations ordered by coroners.

They are empowered to discharge these functions by combining for the purpose or by contracting for the use by one of the contracting authorities of a building provided and maintained by another of the contracting authorities. The City Corporation maintains a mortuary and *post-mortem* room; about half the Metropolitan Borough Councils also do so.

The Council is empowered to provide 'one or two suitable buildings for the reception of dead bodies found in the county and not identified'. It has not been necessary to exercise this power.

Mortuary and *post-mortem* accommodation is closely related to the coroners' service and to accommodation for the holding of inquests. The duty of providing accommodation for that purpose in London rests on the Council. That duty is discharged by the provision of buildings specially erected for the purpose. Of the coroners' courts now in use one is owned and maintained by the Council; six are rented by the Council from Metropolitan Borough Councils.

The City Corporation appoints its own coroner and provides a coroner's court.

Public Conveniences

36. The provision of public conveniences in London is a duty of the City Corporation and the Metropolitan Borough Councils. Approximately 500 conveniences have been so provided. The Council provides conveniences in its parks and open spaces.

Refuse Collection and Disposal

37. Refuse collection and disposal are duties of the City Corporation and the Metropolitan Borough Councils. Generally, the refuse is taken to central collecting points from which it is transported to controlled tips in the Home Counties. The Council is responsible for the making of by-laws governing these duties.

Regulation of Buildings and By-laws

38. **General.** The construction and alteration of buildings in London is governed by the London Building Acts, 1930 to 1939, and by-laws made under the London Building Act (Amendment) Act, 1935. The system of regulation differs markedly from that in force in the rest of the country. Apart from any consents which may be necessary under town planning legislation, approval of proposals for the erection of new buildings or the alteration of existing buildings is only required when it is proposed to depart from the provisions of the Building Acts or by-laws in respect of the fire protection of trade and warehouse buildings of 'excess cubical extent' and high buildings controlled under section 20 of the Act of 1939, and for means of escape in case of fire. Supervision of building works is exercised on behalf of the Council by 28 district surveyors appointed under the Acts and by the superintending architect of metropolitan buildings. District surveyors also administer the provisions of the 1939 Act in regard to the certification of dangerous structures and carry out duties in respect of the licensing of temporary buildings and structures, other than those dealt with by Metropolitan Borough Councils

under section 30, subsection (2), of the 1939 Act. Regular inspections are made of all 'section 20' buildings by officers of the fire brigade.

An Advisory Committee was appointed a year ago by the Council to review the present system of building control. Its report has just been received and proposes modifications in one or two respects, which the Town Planning Committee will be considering.

39. **Licensing and Control.** As licensing authority for places of public entertainment the Council has made regulations under statute for the protection from fire of premises kept open for the public performance of stage plays and for public dancing, music and other forms of public entertainment. The Council advises the Lord Chamberlain on structural matters and fire and safety precautions relating to the theatres with which he is concerned. Periodic inspections of premises are carried out. The granting or renewal of a licence is conditional, *inter alia*, on compliance with structural, electrical, fire-protection and other requirements.

The Council also exercises control over the use of premises for the storage of petroleum spirit, petroleum mixture, carbide of calcium, explosives, celluloid and cinematograph film, including safeguards to prevent the spread of fire, and the certification of means of escape in factories.

Sanitation of buildings

40. The Public Health (London) Act, 1936, imposes duties and confers powers on the City Corporation and the Metropolitan Borough Councils in respect of these functions.

Sewerage and Sewage Disposal

41. The City Corporation and the Metropolitan Borough Councils are responsible for the management of local sewers and the Council is responsible for the main-drainage system, into which the local sewers discharge, and for the ultimate disposal of the sewage.

No sewer may be constructed within the county (outside the City) without the previous approval of the Council.

The London main-drainage system serves an area of 179 square miles, with a resident population of about 4,500,000, comprising the Administrative County of London, the whole of the adjacent areas of Acton, Barking, Ilford, Leyton, Penge, Tottenham, Walthamstow, West Ham, Willesden and Wood Green, and parts of Beckenham, Croydon, East Ham and Hornsey. The out-county authorities are charged their share of the cost by precept based on the product of a penny rate for the area served.

The sewerage of London generally is on the combined system, a single (local) sewer receiving both sewage from buildings and surface water from roofs, streets, etc., but only a small proportion of surface water is included in the flow received into the London system from out-county boroughs.

The local sewers in the London main drainage area (about 3,000 miles) are vested in the City Corporation, the Metropolitan Borough Councils and the out-county authorities mentioned above. They discharge their contents, directly or indirectly, into the Council's sewers (about 400 miles, of sizes from 3 ft. 9 in. by 2 ft. 6 in. up to 15 ft. 6 in. by 22 ft. 6 in.), which also receive some drainage direct from premises.

The main-drainage system has, therefore, the following three main functions:

(1) The collection of the whole dry-weather flow (about 300,000,000 gallons a day) from the county and certain adjoining areas and its conveyance partly by gravity and partly by pumping (at five main pumping stations) to the outfall works at Beckton, Essex and Erith;

(2) The disposal of excess quantities of surface water to the River Thames by means of storm-relief sewers and seven storm-pumping stations; and

(3) The treatment of sewage at the outfalls and the disposal of the residual sludge.

At the outfalls all the sewage (over 100,000,000,000 gallons a year) is treated by settlement in sedimentation channels, where it separates into sludge and a liquid effluent. Part of the sludge is treated in sludge-digestion plant to produce methane gas for use in the works. Residual sludge (over 2,000,000 tons a year) is removed by the Council's four sludge vessels (total capacity 6,210 tons) and discharged at the Black Deep, 60 miles away in the North Sea. At the northern outfall works at Beckton, part (about 60,000,000 gallons a day) of the liquid effluent from the sedimentation channels is given secondary treatment by the 'activated sludge' process before being discharged into the Thames.

The Council has approved a large programme of extensions to the outfall works, at a cost of about £18,000,000. The first extension—new primary sedimentation plant at the northern outfall works—was brought into use in 1955. When all the works are completed, all the sewage flow will receive efficient primary treatment by sedimentation and two-thirds of it will receive secondary (biological) treatment. All sludge produced will be digested, so as to produce gas to generate electrical power for the works and reduce the quantity of sludge for disposal at sea.

The gross expenditure on rate account for the Council's main drainage service in the year ended 31st March, 1957 was £2,191,784. After allowing for miscellaneous income the net expenditure was £2,159,772. Towards this contributions of £295,698 were made by out-county local authorities. Gross expenditure on capital account in 1956–57 amounted to £1,352,971.

Prevention of River Pollution

42. The Council is under statutory obligation to prevent, as far as practicable, sewage from entering the Thames in or near the metropolis and to prevent nuisance to public or to property. Substantial works have been or are being constructed to purify the sewage of London and further works are contemplated which will reduce the amount of storm-water discharged to the river.

The Council has during the last 60 years consistently sampled and analysed the water of the river weekly from Teddington to the Black Deep, a distance of 90 miles, and thus has had the problem constantly under review. The analytical results amount to many thousands of samples.

Port Health Functions

43. The City Corporation is the port health authority of the Port of London, the limits of which extend from high water mark at Teddington Lock to the mouth of the river.

The principal duties of the port health authority include abatement of nuisances and removal of refuse, and powers of regulation and control relating to aliens, canal boats and house boats, crew accommodation, food and drugs, fertilisers and feeding stuffs, fumigations, infectious diseases, infestation and air pollution.

Street Cleansing

44. Street cleansing is carried out by the City Corporation and the Metropolitan Borough Councils under the Public Health (London) Act, 1936.

The Council is responsible for cleansing the Thames river crossings (bridges and tunnels other than the City bridges) and a number of smaller bridges within the county. Except in the case of the Thames tunnels, the cleansing of which is carried out by the Council, the Council has agreements with the Metropolitan Borough Councils concerned to carry out the cleansing, payment therefor being made to the borough councils.

Burial Grounds, Cemeteries and Crematoria

45. The provision and administration of burial grounds and cemeteries in London is mainly in the hands of the Metropolitan Borough Councils and the City Corporation, which derive their powers from the Burial Acts, 1852 to 1906, and the Public Health (Interments) Act, 1879. These Acts are permissive and 21 of the boroughs, as well as the City Corporation, have adopted the provisions. A few cemeteries are still maintained by public and private companies. The Cremation Act, 1902, empowers any local authority acting as a burial board or maintaining a cemetery to provide and maintain a crematorium. The City Corporation and six Metropolitan Borough Councils have provided crematoria. Under private Acts, two crematoria have been established in London by companies.

Parks and Open Spaces

46. Responsibility for the administration of parks and open spaces in the Administrative County of London and those administered by the Council outside the county may be tabulated as follows:

Administering authority	Under 1 acre		1–2 acres		2–5 acres		5–10 acres		10–50 acres		50–100 acres		Over 100 acres	
	No.	Acreage	No.	Acreage	No.	Acreage	No.	Acreage	No.	Acreage	No.	Acreage	No.	Acreage
Within or partly within the Administrative County														
London County Council	20	7	11	16	17	56	21	160	40	1,019	8	512	18	3,591*
Metropolitan Borough Councils and City Corporation	246	106	72	97	45	132	18	124	14	304	1	65	—	—
Ministry of Works	1	0·1	1	2	2	7	3	16	—	—	3	208	5	3,703
Other bodies	—	—	—	—	—	—	1†	9	—	—	—	—	2‡	1,303
Outside the Administrative County														
London County Council	—	—	—	—	—	—	2	14	1	22	1	66	3	1,441
City Corporation	—	—	—	—	—	—	—	—	2	55	3	198	3	6,930

* Crystal Palace held by the London County Council under the London County Council (Crystal Palace) Act, 1951, is not included.

† Coram's Fields in the hands of a special council of management.

‡ Comprising Wimbledon Common and Putney Common (1,178 acres) controlled by specially elected conservators and Woolwich Common (125 acres) controlled by the War Office.

There are also 233 private squares and open spaces (mostly under two acres in extent).

47. Both the Council and the Metropolitan Borough Councils have powers to provide and maintain parks and open spaces. The Council's general policy has been to provide and maintain parks and open spaces of two acres and above in area and to leave to the Metropolitan Borough Councils the provision and maintenance of open spaces of a lesser area. The Council usually contributes half the net cost of open spaces provided by borough councils. The Council's parks and open spaces, inside and outside the county, amount to 142 places covering 6,904 acres. These figures, as indicated above, exclude the Crystal Palace.

The Council is at present engaged on an extensive programme of new parks and open spaces in implementation of the Administrative County of London Development Plan on which for acquisitions and works it expects to spend at the rate of £700,000 a year in the next twelve-year period of the Plan. The Council has obtained a variety of additional powers, mainly to enable it to provide and administer recreation and open-air entertainments on a wider scale to greater advantage and to promote championships in a number of sports, etc.

Facilities and entertainments are provided without regard to local boundaries. Examples are the 11 open-air swimming baths (including 3 lidos), 10 athletics tracks, 386 football pitches and 226 cricket pitches which can be allocated on a county-wide basis so that clubs from areas deficient in open space can be accommodated in areas better provided, and the open-air entertainments of very wide appeal, e.g., the lakeside symphony concerts at Kenwood, the triennial open-air sculpture exhibitions and the motor and motor-cycle racing (at the Crystal Palace).

Since the passing of the Green Belt (London and Home Counties) Act, 1938, the Council has adopted a policy of contributing towards the cost of acquisition by out-county authorities of land within the Green Belt for regional open spaces for the benefit of London. The aim is to secure public access to three acres for each 1,000 of London's population. Out of an original allocation of £2,000,000 for this purpose, contributions of approximately £1,000,000 have been made in respect of 26,521 acres.

For the year ended 31 March 1957 the Council's gross expenditure on rate account for parks and open spaces was £2,013,431. After allowing for income (excluding Exchequer grants under the Town and Country Planning Acts, 1947 and 1954, of £18,715) the net expenditure was £1,745,447. Gross expenditure on capital account in 1956–57 amounted to £432,914.

Housing

Provision of Houses and Slum Clearance

48. For ten years after the end of the Second World War, effort was concentrated on meeting general housing need. Since 1955, notwithstanding a large waiting list, the provision of dwellings has been primarily to meet the needs of slum clearance. This general statement should be considered in relation to the wider issues raised by the Administrative County of London Development Plan, including the aim to relocate industry and decentralise population to new and expanded towns, and the need to rehouse many people so that education, roads, open spaces and other services may be developed.

49. **Functions of the Different Authorities within the County.** The powers under the Housing Act, 1957, in relation to clearance of slum areas, overcrowding, and the provision of housing accommodation (including assistance to housing associations) are exercised concurrently by the Council, the City Corporation and the Metropolitan Borough Councils, the Council acting throughout the county, and each borough council, in general, within its own area. The Council may also provide housing outside the county. The borough councils exercise the powers in Part II of the 1957 Act concerning individual unfit houses.

50. **Dwellings Provided.** The Council now manages over 190,000 dwellings. Of this number, it had provided 176,594 up to 31st March, 1957 (87,954 inside the county and 88,640 outside). To the same date 79,019 dwellings had been provided by the Metropolitan Borough Councils and the City Corporation.

51. **Management of Existing Dwellings.** The organisation for the management and maintenance of the Council's dwellings is based on maximum decentralisation so that a local service is readily available to the tenants. The dwellings are divided

into ten groups, each group being under the control of a district staff concerned with management and maintenance. Each district is itself divided into areas (in all 39), with local staffs for the collection of rent and general questions of estate management. Nearly all maintenance work is carried out by a direct-labour force of some 6,000 men.

Slum Clearance

52. Under the Housing (Repairs and Rents) Act, 1954, the Council and the Metropolitan Borough Councils in 1955 jointly submitted statements of some 21,000 unfit houses in London. Proposals for dealing with them, by arrangement between the authorities, allotted 13,000 to the Council and 8,000 to the borough councils.

Of the areas in the current programme, only a little over one-half are zoned for housing and they are, as far as possible, shared equally with the borough councils both as to rehousing from the areas and subsequent housing development. The other areas are zoned for schools, open spaces, roads and other Council services and for commercial or industrial development, and the Council accepts liability for rehousing from all these areas. Thus the major burden of clearance and rehousing falls on the Council.

In its clearance and redevelopment operations over the past three years, the Council has rehoused 15,500 families. This has been possible only by giving first call to these families on every available letting, whether arising in new dwellings or from vacancies occurring on existing estates both in and outside the Administrative County. The success of the future rehousing programme depends on this policy of treating all the Council's estates as one pool. Such a policy also facilitates the transfer of tenants, because of changes in their employments, from one locality to another. The fact that the Council is obliged to build and maintain housing estates outside the county, which form part of its general housing pool, serves to give some degree of continuity and uniformity in housing provision over the whole of Greater London.

Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

53. Apart from the powers, under Part V of the Housing Act, 1957, given to the Council and the Metropolitan Borough Councils to give assistance to housing associations, the Council and the borough councils have powers under the Housing Act, 1949, to make housing loans and improvement grants. By agreement with the borough councils, the Council lends in the area of a borough only if the borough council has no scheme or does not provide for assistance in the particular case. On properties outside the county, the Council formerly assisted residents in the county and persons who work in the county, but only if the local authority for the out-county area did not provide assistance, either generally or in the particular case.

Difficulty in obtaining capital finance has restricted the operations of many authorities in the last year or two. This has tended to increase claims upon the Council. The Council has accordingly temporarily restricted its scheme in certain respects and now refuses assistance in cases where the local authority has suspended or restricted its own scheme. The result is that there is no longer equality of treatment between ratepayers throughout the areas in which the Council normally operates.

54. For the year ended 31 March, 1957, the Council's gross expenditure on rate account for housing (including £5,092,561 for rates and gas and electricity charges recoverable from tenants) was £23,158,877. After allowing for income (excluding Exchequer subsidies of £3,536,680) net expenditure was £7,545,859. Gross expenditure on capital account in 1956–57 was £16,736,594.

Personal Health and Welfare

Powers and Duties under National Health Service Acts

55. **Administration of County Health Services.** The Council is the local health authority under the National Health Service Act, 1946. The Council's Health Committee appointed under that Act includes out of a total of 49 members (including *ex officio* members), 10 members of the City Corporation or of the Metropolitan Borough Councils. With the exception of midwifery, ambulance and mental health services, which are centrally administered, and the home-nursing service, which is run on an agency basis by voluntary organisations, the day-to-day administration of the county health services is delegated to divisional health committees in each of the nine health divisions into which for this purpose London has been divided. Each divisional health committee has a majority of members representing the local city or borough councils. The routine school-medical inspections which are part of the education service are based on the divisional health organisation.

For the year ended 31 March 1957, the gross maintenance expenditure by the Council on local health services (including the ambulance service) was £5,817,377. After allowing for income (excluding Exchequer grants of £2,541,011) net cost was £5,303,338. Gross capital expenditure in 1956–57 amounted to £52,937.

56. **Health Centre.** A comprehensive health centre under section 21 of the National Health Service Act, 1946, is provided by the Council at Woodberry Down, Stoke Newington. There are also three centres providing dental services.

57. **Mothers and Young Children.** Services provided include ante-natal, post-natal and child-welfare clinics, day nurseries, voluntary child-minders and occasional crèches, dental care, recuperative holiday homes, care of unmarried mothers and their children, mothercraft training, etc. About 825,000 attendances a year are made by mothers with their children under five years of age, and about 47% of all expectant mothers attend the 170 welfare centres. There are 85 day nurseries (4,710 places).

58. **Midwifery.** The Council's scheme comprises midwives appointed by the Council and district midwives employed by district nursing associations and hospitals acting as agents for the Council.

Four non-medical supervisors of midwives provide a 24-hour service of supervision. The number of domiciliary confinements attended by midwives in the county in 1957 was as follows:

By midwives appointed by the Council	6,041
Under agency arrangements, by midwives employed by—	
District nursing associations	2,138
Hospitals	2,004

The Council is the local supervising authority under the Midwives Act, 1951, with powers similar to those of other local health authorities.

59. **Health Visiting.** During the year ended 31 March 1957, some 815,000 visits were made by the equivalent of 365 full-time health visitors. A chief nursing officer advises, *inter alia*, on the co-ordination of the various home-visiting services and supervision is maintained through the divisional nursing officer and her two assistants and their centre superintendents. The health visiting service has been to some extent integrated with the school nursing service. The continuing aim is the closer association of health visitors with voluntary care-committee workers at schools.

60. **Home Nursing.** The home-nursing service is provided by 26 voluntary district-nursing associations acting as agents for the Council, liaison being maintained through the Central Council for District Nursing in London. In 1957 a total of 1,991,621 visits was made. The number of patients nursed during the year was 67,169.

61. **Vaccination and Immunisation.** Facilities for the immunisation of children against diphtheria and whooping cough, and vaccination against smallpox are provided at the Council's child welfare centres, special immunisation or vaccination clinics, day nurseries, schools and residential establishments in London. Prophylactic material is provided by the council to general medical practitioners on request. Arrangements are also made for immunisation against tetanus. The Council also participates in the Ministry of Health scheme for inoculation against poliomyelitis.

62. **Ambulance Service.** (a) *Direct Service.* The Council operates a service of 333 ambulances and sitting-case cars from a headquarters station and 26 ambulance stations in the county.

(b) *Agency and Supplementary Services.* To supplement its own service the Council arranges for some removals to be undertaken by:

(i) The ambulance department of the Joint Committee of the Order of St. John of Jerusalem and the British Red Cross Society; and

(ii) The hospital car service organised jointly by the St. John Ambulance Brigade, the British Red Cross Society and the Women's Voluntary Services.

For the year ended 31st March, 1957, the gross maintenance expenditure on the ambulance services was £1,074,503. After allowing for income (excluding Exchequer grants of £511,245) net expenditure was £1,023,399.

63. **Prevention of Illness, Care and After-care.** (i) *Tuberculosis.* There are 31 chest clinics in London provided and maintained by the hospital authorities. The chest physicians are employed jointly by these authorities and the Council; the Council also provides health visitors and other staff for prevention and after-care work.

The services provided by the Council include the boarding out of children exposed to infective tuberculosis in their own homes or children with one or both parents receiving residential treatment for tuberculosis; the maintenance of patients undertaking training at village settlements; the provision of extra nourishment for necessitous patients; B.C.G. vaccination of susceptible contacts of known cases of tuberculosis, of diabetics and of school children on attaining the age of 13 years; provision of hostels to accommodate homeless infective ambulant tuberculous men; and diversional therapy.

(ii) *Invalid Meals.* Meals are provided for sick persons through a voluntary grant-aided organisation operating in 14 of the metropolitan boroughs.

(iii) *Foot Clinics.* A chiropody service is provided by the Council and there is at least one foot clinic in each metropolitan borough, but not in the City of London.

(iv) *Venereal Disease.* Arrangements are made for the tracing of contacts of persons found to be suffering from venereal disease and for persuading them to undergo treatment.

(v) *Recuperative Holidays* are provided on medical recommendation for adults who have been under medical treatment or to prevent mental or physical breakdown leading to possible neglect or ill-treatment of children in their own homes. Similar facilities are given to expectant and nursing mothers and young children, and to schoolchildren.

(vi) *Home-nursing Equipment and Apparatus.* The supply of small articles of equipment on loan to patients being nursed at home is undertaken on the Council's behalf by the British Red Cross Society's medical loan depots, which receive a grant from the Council, and by the district nursing associations (for their own patients), whose expenditure on this account also ranks for grant. The Council itself supplies large and expensive items of equipment and all the loan equipment needed for tuberculous patients.

(vii) *Family Service Units.* There are three family service units in London (Kensington and Paddington unit, Islington unit and Stepney unit) providing case-work service for problem families. These units are grant-aided by the Council.

(viii) *Social Case Workers.* Five of these workers are employed for the prevention of the break up of families.

64. **Domestic Help.** The local supervision of this service is undertaken by home-help organisers from 31 area offices. The number of hours of service provided in 1957 was 4,896,000 hours and the number of cases assisted 35,737. In addition to the ordinary service to households during normal working hours, night helps for chronic sick persons and child helps for children temporarily deprived of both parents are provided as necessary. Specially trained home helps are provided for problem families to work with the mothers and to teach them the rudiments of housecraft.

Mental Health Services

65. **Mental Treatment.** The Council appoints officers to take initial proceedings in providing care and treatment for persons suffering from mental illness. The number of cases dealt with by mental welfare officers in 1956 was 7,624.

Mental Deficiency. In 1956, 810 new cases were brought to notice.

Care and After-care. The number of new cases referred in 1956 was 280.

All the Council's mental health services are organised centrally, except that the social work in connection with the ascertainment, supervision and guardianship of defectives is carried out by social workers located in four local offices. A consultant psychiatrist is employed to advise on matters of policy and to supervise on behalf of the medical officer of health the work of the 25 duly authorised officers under the Lunacy and Mental Treatment Acts, 1890 to 1930, and the work of the four psychiatric social workers providing care and after-care for the mentally ill.

Thirty-six social workers under a senior social worker on the central staff carry out from four local offices social work connected with the ascertainment, supervision and guardianship of mental defectives. On 31st December, 1956, there were 217 cases under guardianship, 5,032 under statutory supervision and 1,329 under voluntary supervision.

A hostel has been provided in Camberwell for 12 mentally defective girls who have no suitable home of their own.

Twenty training and occupation centres distributed throughout the county with places for some 1,150 persons are provided for mental defectives living in the community. Seven clinics suitably located and run on maternity and child-welfare lines are conducted specially for mentally backward children under five years of age.

Machinery for Co-ordination and Co-operation

66. (i) **Hospitals and General Medical and Dental Services.** The Health Committee and the divisional health committees include representatives of medical interests. The Council nominates eight members of the London Executive Council and the medical officer of health is a member of the Local Medical Committee for the

County of London. Periodic conferences are held with officers of the Metropolitan Regional Hospital Boards, medical officers of the Home Counties, house governors of teaching hospitals and borough medical officers. Each of the nine divisional medical officers is a member of at least one hospital management committee and they, and other senior divisional staff, also serve on many voluntary committees concerned with health.

(ii) **Divisional Organisation.** The nine areas for the purposes of the National Health Service Act are identical with those for the education and children's services. This facilitates co-operation.

(iii) **Joint Appointment of Medical Staff by the Council and the Metropolitan Borough Councils.** A number of medical staff hold joint appointments under the Council and the Metropolitan Borough Councils.

(iv) **General Practitioners** are employed sessionally in the Council's clinics and the school health service. In some districts a health visitor is allocated to a general practitioner group practice. Hospital medical officers also hold sessional appointments in the maternity-and-child-welfare and school-health services. There are also schemes for the health visitor to attend hospital maternity wards, out-patient diabetic clinics, paediatric clinics, asthma clinics and geriatric units. The list doctor is consulted where treatment is found to be necessary for a child of any age.

(v) **Divisional Co-ordinating Committees.** The Council has set up for each of the nine health divisions a committee to co-ordinate the efforts of the agencies undertaking work with families, to prevent the neglect or ill-treatment of children and the break-up of family life and to deal with problem families. The committee consist of representatives of the Council's public health, education, children's, housing and welfare services and of other statutory and voluntary agencies.

Powers and Duties under the National Assistance Act, 1948, and the Disabled Persons (Employment) Act, 1944

67. These services (provided under National Assistance Act powers unless otherwise stated) are as follows:

(a) **Accommodation.** (i) *Aged and Infirm.* Residential accommodation for persons in need of care and attention not otherwise available to them is provided in 35 'small' homes with accommodation ranging from 24 beds to 100 beds and in nine 'large' homes with accommodation ranging from 140 beds to 1,270 beds. Fifteen of the homes are situated outside the county. There are at present 1,650 residents in the small homes (including 80 in two homes reserved for blind) and 5,000 in the large homes. Two homes are for men only; six for women only. An additional 1,750 persons are maintained by the Council in voluntary establishments inside and outside the county. Four additional small homes are in course of erection. One of these is designed for blind residents and another will include, within its curtilage, flatlets for old people leading independent lives but needing background services provided by the home. Establishments are divided into ten groups, each with a visiting sub-committee of 10 to 12 members. The total membership includes about 90 local co-opted members.

(ii) *Unmarried Mothers.* Ante-natal and post-natal accommodation is provided for unmarried mothers both in Council establishments and, more usually, in voluntary homes.

(iii) *Homeless Families.* Temporary accommodation for the wives and young children of homeless families is provided at three of the large homes. Temporary accommodation is provided for homeless families in seven establishments ("short-stay accommodation") for limited periods whilst they seek their housing accommodation.

(iv) *Persons Without a Settled Way of Living*. Reception centres (three for men, one for women) are provided by the Council as agent for the National Assistance Board. The London reception centres provide over 25% of the accommodation in England and Wales for 'wayfarers'. A welfare office for the homeless is maintained jointly with the National Assistance Board for the assistance of people stranded in London.

(v) *Problem Families.* Four small residential units accommodating 26 families are provided for the rehabilitation of families of this kind.

(vi) *Residential Hostels* (five for men, three for women) are provided for persons working, studying or training in London. These are provided under the Housing Acts.

(vii) *Residential Hostels.* Two residential hostels are provided for women in employment who have an infant to care for.

(viii) *Lodging Houses.* Three lodging houses for men (1,875 beds) are provided under the Housing Acts.

68. (b) **Welfare Services for the Substantially and Permanently Handicapped.** The Council registers blind persons; partially-sighted persons; and other permanently and substantially handicapped persons for whom services are provided.

The Council provides for home visiting and the alleviation of problems arising from the handicap, it provides club activities, pastime occupation and marketing of produce, diversionary work, home workers' schemes, employment in workshops, placement in employment of the blind, non-residential rehabilitation courses, transport specially adapted for use by disabled people, and assistance with holidays. There are three local district organisations for these various services.

The Council has no direct responsibility under the Disabled Persons (Employment) Act, 1944, but is grant-aided by the Ministry of Labour under section 15 of that Act for certain of its activities under section 29 of the National Assistance Act, e.g., in providing sheltered work in workshops and under home-worker schemes.

69. (c) **Meals and Recreation for Old People.** By arrangement, the powers conferred by the National Assistance Act, 1948, section 31, are exercised by the Metropolitan Borough Councils except that the Council contributes at the rate of 10d. a meal towards the cost (usually 1s. 8d.) of meals provided for old people.

A Central Consultative Committee, comprising representatives of the statutory and voluntary organisations concerned, maintains liaison and offers advice and guidance on all matters concerned with the welfare of old people in their own homes.

70. (d) **Powers of Supervision.** The Council provides for the registration and inspection of voluntary and private homes accommodating disabled and/or aged persons, the registration of charities for disabled persons, and the safeguarding of the property of persons admitted to hospitals or other establishments and the management of the affairs of mental patients.

71. **Chronic Sick.** In the Council's homes for the aged there are 800 residents who have, in the course of time, become chronically sick and should therefore now be the responsibility of the hospital authorities. Accommodation is not, however, available for them in London hospitals. There are about 200 recovered patients in hospitals awaiting admission to the Council's homes. A system of reciprocal exchanges operates to a limited extent.

72. (e) **Expenditure.** For the year ended 31 March 1957, the gross maintenance expenditure on the Council's services under the National Assistance Acts and the Disabled Persons (Employment) Acts, 1944, was £3,066,818. After allowing for

income (excluding Exchequer grants of £92,560) the net cost was £1,981,431. Gross capital expenditure in 1956–57 amounted to £187,754.

Care of Children

73. **Functions.** The Council is the local authority in the Administrative County under the Children Acts. The children's service provides for the care and welfare of children deprived of normal home life or committed to care by the courts; the protection of children in relation to criminal or summary proceedings; remand homes, approved schools and other residential accommodation, including the finding and supervision of foster homes; the registration of adoption societies, supervision of children placed for adoption, guardian *ad litem* duties for courts, adoption placings of children in statutory care; and the protection of children placed, for reward, apart from their parents.

74. **Organisation.** Local administration is in nine areas (coterminous with health and education divisions). These are grouped under three district committees (appointed by Children's Committee) which have delegated powers in relation to child care, residential care of children in establishments, etc. Managing committees (broadly, one for each) deal with the local management of residential establishments. Managers must include members of the Council, but the majority are coopted to represent local interests. The total membership of all these committees includes over 200 persons.

Although this is a statutory service for children and families living in the Administrative County, nearly four-fifths of the main provision the Council makes for the care of deprived children (foster homes and residential establishments) is outside the county, broadly within a radius of 60 miles from London.

75. **Statistics.** The Council has two remand homes, three approved schools, 104 children's homes and hostels; and (at the area offices mentioned above) a casework service comprising about 120 child-welfare officers including four intensive caseworkers engaged on rehabilitation work with families. During 1957 *bona fide* applications for reception into care under the Children Act were received in respect of about 11,000 London children. Children are being received into care under the Children Act and by committal from the courts at a current rate of about 5,000 a year (4,933 in 1957); as a result of rehabilitative casework and discharge work approximately the same number (4,819 in 1957) go out of care each year, the majority returning to their own parents. In total, there are nearly 9,000 children in care and about 750 under approved-school orders at any one time. In addition, at any one time, about 650 children are supervised under the child-life-protection provisions, and about 600 are supervised under adoption duties.

For the year ended 31st March, 1957, the gross maintenance expenditure on this children's service was £3,125,945. After allowing for income (excluding Exchequer grants of £1,431,005) net expenditure was £2,876,776. Gross capital expenditure in 1956–57 amounted to £144,968.

Registration of Nurseries and Child-minders

76. The nine divisional health committees (see paragraph 55 above) are responsible for exercising the Council's duties and powers. In 1956 there were 58 private day nurseries statutorily registered, providing 1,646 places. There were 102 childminders statutorily registered minding 611 children.

Notification of Infectious Diseases

77. Under Part IX of the Public Health (London) Act, 1936, certain infectious diseases are notifiable to the medical officers of health of the Metropolitan Borough

Councils who are responsible for any necessary action for the prevention of the spread of disease. Copies of all notifications are sent to the county medical officer of health, who is thus enabled to judge the trend of any disease.

Health Education

78. The Council aims to develop a comprehensive educational programme in physical and mental health; to seek the co-operation of the Metropolitan Borough Councils and to utilise the services of the Central Council for Health Education and other appropriate bodies to this end. In the main the Council has concentrated on the personal health services.

Special home-safety and diphtheria-immunisation campaigns are held on a county-wide basis. Other health subjects are dealt with divisionally at appropriate times. Home-safety handbooks have been distributed. Exhibitions are staged and opportunity is taken of participating in those presented by other authorities. Talks and demonstrations are given regularly at welfare centres to parent-teacher associations, schools, etc.

Health education in schools, like other aspects of the curriculum, is the responsibility of the head teacher. The schools play a large part in the Council's efforts in the general field of health education. Maternity-and-child-welfare centres provide the principal continuing opportunity for health education.

Town and County Planning

Town Planning

79. **Authorities and Functions.** In the Administrative County (differing in this respect from other counties) town planning has, since the inception of planning legislation in 1909, been administered on a county basis. Under the Town and Country Planning Act, 1947, the Council is the sole planning authority for the Administrative County (including the City) but certain powers are reserved to the City Corporation. This has meant that the two codes of planning and building legislation can be administered side by side.

The experience of the Council as a planning authority is unique by reason not only of the length of time over which that experience has been acquired, but also the dense and complex condition of the building development throughout the Council's area.

Though the Council is required to consult the Metropolitan Borough Councils on planning proposals which deal with local roads or would conflict materially with existing local development, there has been no substantial delegation of planning functions. Under the Town and Country Planning Delegation (London) Regulations, 1948, however, the power to grant planning permission in the City is exercised in the Council's name by the City Corporation subject to the concurrence of the Council. In the current session of Parliament legislation is being promoted under which it is proposed to extend the delegation to the City Corporation and to delegate to the Metropolitan Borough Councils the powers to grant planning permissions in a limited class of cases (dealing, in general, with control of alterations and conversion of dwelling houses) together with corresponding functions under the London Building Acts, and the power to make tree preservation orders.

80. **The Development Plan.** The Administrative County of London Development Plan prepared under the 1947 Act was approved in 1955. The aims of the Plan include the preservation of the best of existing London, and the development and improvement of its efficiency as the national capital and as a commercial and industrial centre. The existing community structure of London, rather than the local

government boundaries, is recognised and is to be developed, and the ultimate population to be provided for, in density zones decreasing from the centre, is about 3,250,000.

In addition to provision for sites for the major uses, the Development Plan aims at an ultimate standard of open space of four acres a 1,000 population.

In the densely developed conditions of the Administrative County, planning operations are particularly difficult and expensive. Gross expenditure in 1956–57 on rate account for town planning purposes, including the control of building under the London Building Acts, was £1,295,192. After allowing for income (excluding Exchequer grants of £43,833) net expenditure was £963,529. Gross capital expenditure in 1956–57 for redevelopment, the elimination of non-conforming users and other planning purposes was £827,682.

Under the Development Plan, planning standards have been laid down, in particular, for parking facilities related to the area or occupation of adjacent buildings, and for a 'plot ratio' by which the floor space of 'bulk buildings' of non-residential character is related to the amount of land available for that class of development. This has the advantage of allowing greater flexibility in design, and of allowing advance estimates to be made of the floor area permissible on any particular site. The general aim is to encourage office building nearer to where office workers live, and thus reduce peak load traffic and congestion in central London.

Development applications for the Council's planning consent are of the order of 10,000 a year.

With a view to dealing with 'overspill' of population, the Council has entered into appropriate arrangements, under the Town Development Act, 1952, with a number of local authorities outside Greater London.

The National Parks and Access to the Countryside Act, 1949

81. This Act has only a very limited application in London.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

82. **Roads.** The Council, as successor to the Metropolitan Board of Works, is empowered to make, widen or improve any street, road or way for facilitating the passage or traffic between different parts of the Administrative County. Under these powers it acts as a 'major improvement' authority. The City Corporation and Metropolitan Borough Councils are the highway authorities and have powers in their respective areas, to make, widen or improve any street, road or way. They accordingly carry out 'minor improvements.' Any street improvements proposed by a borough council require the Council's consent and in this way, and by the use of its powers of building control and town planning, the Council exercises a general influence. The responsibility for maintenance and cleansing of roads and streets, whether main or local, is, however, the responsibility of the City Corporation and the Metropolitan Borough Councils. London thus differs from other counties in that county councils outside London have responsibility in regard to main roads, for both improvement and maintenance.

Generally, in practice the Council carries out road improvement works on major roads except in the City of London, and, on completion, the newly executed work becomes the responsibility of the borough council or councils concerned for maintenance.

In 1957 work was continued on the Cromwell Road extension, and a start made on the Elephant and Castle and Notting Hill Gate improvements. The programme for the next few years includes extensive improvements, including works at St.

Giles's Circus, the Strand, the Holborn-Kingsway intersection, Hyde Park Corner–Park Lane–Marble Arch, Finchley Road, Western Avenue extension and the duplication of Blackwall Tunnell. A long-term programme to cost over £80,000,000 is part of the Development Plan, and parliamentary powers have been obtained for some schemes. In addition to the larger major improvement schemes the Council has started work on a five-year programme of smaller schemes involving an annual expenditure of over £500,000. Gross capital expenditure on street improvements in 1956–57 amounted to £1,353,408, and is estimated at £4,000,000 in 1958–59.

83. **Bridges.** The Council maintains 10 road bridges over the Thames, of which three have been rebuilt in the last 25 years, and 14 other road bridges, and is responsible, for the structure only, of a further 40. In the case of the 10 Thames bridges under its control and certain of the smaller county bridges, the Council is responsible for the maintenance of the footway and carriageway paving as well as the bridge structure, but for most of the smaller county bridges the Council's responsibility is limited to upkeep of the bridge structure.

The City Corporation maintains Blackfriars, Southwark, London and Tower Bridges out of corporate funds (the Bridge House Estates).

Each Metropolitan Borough Council has powers in its respective borough to make, widen or improve any bridge over a canal.

84. **Tunnels and Ferry.** Four Thames tunnels are maintained by the Council: Blackwall and Rotherhithe for pedestrians and vehicles, and Greenwich and Woolwich for pedestrians only.

The Council is also responsible for the Woolwich free ferry service for passengers, animals, vehicles and goods. There are at present four boats, each designed to carry passengers up to 1,000 and vehicles up to an aggregate of 100 tons.

85. **Thames Embankments.** The Council maintains the river walls and the parapet lighting of the Grosvenor Road embankment, and the Albert, Victoria and Chelsea embankments. Maintenance of the road surfaces and other lighting on these embankments is the responsibility of the Metropolitan Borough Councils concerned. Responsibility for the upkeep of river walls elsewhere rests on the riparian owners.

86. **Pipe Subways.** The Council is responsible for the maintenance of some two dozen pipe subways having a total length of about nine miles. These subways contain the pipes, mains and cables of the gas, electricity and water authorities and the General Post Office and enable work to be carried out to this apparatus without the necessity for roadway excavations and consequent disturbance to traffic.

87. **Expenditure.** Gross expenditure on rate account in 1956–57 for means of communication was £1,054,227, which was offset by income (mainly rents from properties acquired in the course of redevelopments) of £499,699.

Street Lighting

88. The Council's financial responsibility for street lighting, both installation and maintenance, is limited to the Thames tunnels, Thames bridges (except the City bridges) and embankment walls. Sometimes it is responsible for the installation only on major roads improvements. Otherwise street lighting is carried out by the City Corporation and the Metropolitan Borough Councils.

Naming of Streets and Numbering of Houses

89. Responsibility for the naming of streets and numbering of houses is placed on the Council under the London Building Acts (Amendment) Act, 1939. The work

is carried out under the direction of the superintending architect of metropolitan buildings in conjunction with the postal authorities, the City Corporation and the Metropolitan Borough Councils.

The Council has made regulations under the Act of 1939 in regard to setting up the names of streets, etc., and the numbering and naming of buildings. These regulations are administered by the City Corporation and the Metropolitan Borough Councils; these authorities are empowered to take proceedings in respect of offences.

Parking Places

90. The City Corporation and Metropolitan Borough Councils have power to provide parking places off the highway. These authorities, and the Council, have concurrent powers to obtain orders designating parking places in streets.

Road Safety

91. There is close co-operation between the Council as local education authority and the road safety committees of the Metropolitan Borough Councils, which carry on with the work of safety education begun in the schools. The Council's divisional education officers or their representatives are members of the borough road safety committees and these committees also include a number of teachers. The Council makes an annual grant to the Road Safety Exhibition and Training Centre of the Royal Society for the Prevention of Accidents, and is directly represented on committees of the Society, with which it co-operates closely.

Powers under the Schools Crossing Patrols Act, 1953, are exercised in the county, as in other parts of the Metropolitan Police District, by the Commissioner of Police of the Metropolis.

Bus Shelters

92. The Council in common with the other London local authorities has powers under the Local Government (Miscellaneous Provisions) Act, 1953, to provide bus shelters. In general, however, these shelters are provided under private Acts by the London Transport Executive.

Private Street Works

93. Responsibility for private street works rests with the City and the Metropolitan Borough Councils under the Metropolis Management Acts, which differ in their provisions from the legislation on the same subject applicable outside London.

PART B—MATTERS FOR CONSIDERATION IN RELATION TO POSSIBLE DEFECTS, THEIR ANALYSIS AND REMEDY

94. It will be apparent from the foregoing statement of evidence (Part A) that the system of local government in London provides an efficient range of public services. It is a special system, peculiar to the Administrative County of London, and derives from the historical development of local services in the exceptional circumstances of the capital. It recognises that London is one town which contains, however, within itself a number of smaller towns, and, by the two-tier structure of

local authorities which it provides, and by the distribution of functions between them, it seeks to meet this characteristic. The system of London government in its present form has been in existence for more than half a century, and may be said, in general, to have proved increasingly successful in meeting the needs of London because of the co-operation between the Council, the City Corporation, the Metropolitan Borough Councils and the Metropolitan Boroughs' Standing Joint Committee, and of the growing awareness that healthy and effective local government in the county depends upon a partnership between these local authorities.

95. No major defects of structure or organisation exist: what defects may be found fall rather within the field of distribution of functions. Any defects and difficulties which arise out of the concurrent and inter-locking powers of the two tiers of authorities rarely, if ever, impede the maintenance of the services provided; and the co-operation mentioned in the foregoing paragraph enables difficulties which may arise in administering those services, such as drainage, sewerage, parks, housing, town planning and bridges, to be met and overcome in a spirit of compromise and goodwill. Moreover, the fact that the system does permit of variety may in itself be an advantage in allowing for more intimate assessment of local needs, and provide opportunity for varied experience and experiment—benefits which are said to flow from any system of local government as opposed to central government.

96. A matter worth special mention is the control of water-courses. There is lack of definition in the division of responsibilities among the authorities concerned with the tributaries (particularly the Wandle) of the Thames (other than the Lee) and of the Ravensbourne. This is a situation comparable with that in other localities where river boards do not cover a whole river system flowing through the areas of several local authorities.

CONCLUSION

97. The scale and range of the public services provided by the London local authorities certainly do not fall short of any standard normally to be expected in the capital of a civilised country. Indeed, the Council feels justifiably proud of the magnitude of its achievements in fulfilling its duty to the citizens of London.

The county services are designed to meet the needs of the Londoner irrespective of the locality in which he resides or its financial capacity; the county rate spreads the cost and serves to equalise the burden; the Council's organisation and its extensive resources allow for the employment of specialist staffs, and for the centralised purchase of supplies and of land. At the same time the boroughs provide for variety of local outlooks and for the more intimate administration of purely local services, and the two tiers of authorities co-operate in linking together the services they respectively administer.

Although modern London has grown from the conurbation of a number of smaller areas, it has a special character of its own both in local government and as a national centre. The London County Council embodies the civic consciousness of the Londoner and expresses and emphasises the unity of London.

Exact comparisons cannot validly be made with other local authorities, since the Council is neither a county borough council nor similar to any other county council, either in the nature and condition of the area administered, or in the range of services provided. London is one of the smallest administrative counties; the density of its population and the extent of the Council's resources are unusual. All these factors allow for an administration which can be more centralised, and yet at the same time less remote than might otherwise be the case.

This administration has been considerably localised by special local (divisional) organisations for education, health, welfare, children's and housing services. The thousands of persons—teachers, health visitors and social workers of many kinds whose direct contact with the public it is the Council's function to maintain—and the thousands of voluntary workers—members of the Council and of its divisional committees, governors and managers and members of visiting committees of schools and institutions, and school care committee workers—keep the Council in the closest touch with local citizens, local needs and local conditions.

Such difficulties as do arise through the division of functions between London authorities are considerably reduced and can often be circumvented by compromise, co-operation and consultation between the various authorities.

As indicated in paragraph 3 of Part A of this statement, the Council in 1955 embarked upon a policy of delegation and transfer to the Metropolitan Borough Councils of functions in certain fields. It is the Council's intention to develop this policy as occasion and circumstances arise which make such a course appropriate.

On the whole the present system is workable and its patent merit is that it in fact works. Such shortcomings as the system appears to have derive mainly from the two-tier method of administration, which the Council does not desire to see altered in principle. Such adjustments of functions as may in practice be found desirable can be achieved by the transfer or delegation of powers by ministerial orders or by local Act of Parliament.

The Council has no desire to seek a wider area or a wider field of administration for itself, nor to see the present ones curtailed. It is easy to assert that a change of areas or authorities would have advantages, but these assertions are incapable of proof, and the Council is confident that, so far as its own area is concerned, no greater efficiency could be secured by any alteration in the methods of administration.

W. O. HART,
Clerk of the Council

The County Hall, S.E.1.
July 1958.

Supplementary Evidence submitted by The London County Council

FIRE PROTECTION

1. **Statutory Position.** The Metropolitan Fire Brigade was constituted under the Metropolitan Fire Brigade Act of 1865 and the London County Council assumed responsibility for the Brigade under the Local Government Act, 1888. In 1904, the designation of the Brigade was changed by statute to that of the London Fire Brigade. The Council's responsibilities remained unchanged until the passing of the Fire Brigades Act, 1938, but before the last named Act had become fully effective, the outbreak of war in 1939 and the enemy air attacks on London and other large cities led to the nationalisation of local authority fire services in August 1941. The National Fire Service was dissolved by the provisions of the Fire Services Act, 1947, and the control of the London Fire Brigade reverted in April 1948 to the London County Council though under somewhat different conditions from those which had operated before nationalisation.

2. **Powers and Duties.** Under the 1947 Act the Council is required to provide and maintain a fire brigade trained and equipped to deal with all normal requirements; to make arrangements for dealing with fire calls; to obtain information needed for fire-fighting purposes about buildings and other property in the county (including the water supplies available); to ensure that reasonable steps are taken to prevent or mitigate damage from the Brigade's operations; to give on request advice about the prevention of fires, the reduction of their spread and means of escape, and to ensure an adequate supply of water for fire-fighting purposes. The Council is also required to make schemes with neighbouring fire authorities for mutual help in dealing with abnormal fires and for immediate response to calls near the boundary.

3. **Strength of Brigade.** The present authorised strength of the Brigade (1st November, 1958) is 2,456 uniformed and there are also 330 non-uniformed personnel (administrative, clerical and technical, engineering and operative, catering, messengers and cleaners) under the control of the Chief Officer of the Fire Brigade. Since 1948 the Brigade has not been manned at full strength owing to heavy wastage and recruitment difficulties and at one time the deficiency amounted to 450 men. Recruitment has, however, improved during the past 18 months and the deficiency has been reduced to 260.

4. **Appliances and Equipment.** There are 188 first-line appliances of all types in commission and 33 appliances used for reserve and training purposes, a total of 221. One hundred and nine of these appliances are post-war pumping appliances which can be used either as pumps or pump-escapes. Other appliances include 18 turntable ladders, three emergency tenders, two foam tenders, two hose-laying lorries, two control units, two breakdown tenders, one canteen van and two fireboats. One hundred and fifty-five vehicles and the two fireboats are fitted with radio equipment and other special equipment includes "walkie-talkie" radio, emergency lifting gear, cutting plant, resuscitation apparatus, breathing apparatus and portable searchlights. There are over 32,000 statutory fire hydrants in use and the Brigade possesses over 50 miles of hose. The mobilisation of appliances to incidents is completely centralised at Brigade Headquarters.

5. **Standard of Fire Cover.** Prior to the war the allocation of stations and appliances was based on two main requirements, viz., that any part of the county area could be reached by a life-saving appliance within five minutes of the receipt of a

call and that 100 men could be concentrated within 15 minutes at a serious fire in any part of the county with an exceptional fire risk. The national 'standard of cover' scheme of 1948 divided the country into six categories of fire risk. Fifty-nine per cent of the County of London falls within the two highest categories of fire risk, in which at least two appliances are required to be at the scene of a fire within five minutes of the receipt of a call and a third within eight minutes. Other time limits are specified for the arrival of supporting appliances. The introduction of the national scheme did not involve any appreciable change in the London arrangements applying before the war although the standard of cover in London is slightly higher in the areas of the lower risk categories than is required by the national scheme. Certain variations in the present standards of cover have recently been recommended by the Central Fire Brigades Advisory Council and it is expected that a circular on this subject will shortly be issued by the Home Office.

6. **Stations.** There are 58 land and three river stations (one of the latter is temporarily closed) organised in four operational divisions. An extensive programme for rebuilding and improving stations has been approved in principle but because of financial restriction new building has, since 1948, been restricted to two stations, one of which is almost completed and partly occupied and one which has only recently been commenced.

7. **Calls.** The demands made on the Brigade have increased very considerably and detailed comparison of the incidents attended during the 10 years prior to the war and the 10 years since 1948 shows that:

(a) The number of fires (other than chimney fires) has increased by 60 per cent.
(b) The number of chimney fires has increased by nearly 500 per cent.
(c) The number of special services has increased by over 900 per cent.
(d) The total number of calls has increased by 123 per cent.

Calls for 1957 were as follows:

Fires (other than chimney fires)	10,308
Chimney fires	4,306
False alarms (malicious) by fire alarm	259
(NOTE—All street fire alarms have now been disestablished)	
False alarms (malicious) by telephone	2,529
False alarms given with good intent or due to mechanical defect	2,757
Special services	2,451
	22,610

The additional post-war demands made by the increased number of calls have been substantially met, despite the limitations imposed by manpower shortage, by improvements in organisation and equipment. Particular mention may be made of:

(a) the reduction in the number of operational divisions from 6 before the war to 4 in 1948;
(b) the centralisation in 1948 of control and mobilising arrangements; and
(c) the development during and since the war of radio equipment.

8. **Water Supplies.** Water for fire fighting is obtained principally from fire hydrants connected to the street mains of the Metropolitan Water Board, with which the Brigade maintains satisfactory working relations. Over 32,000 street hydrants are installed throughout the County and additional hydrants are installed as required to meet the needs created by new building. Use is also made as necessary of privately-owned hydrants located in premises, some of which are fitted on

the recommendation of the Brigade, and of the various open water supplies throughout London.

9. **Fire Prevention.** About 16,500 fire prevention visits are made each year to check safety precautions in places of public entertainment, large warehouses, factories and other buildings. Advice on fire prevention is given, on request, to a wide variety of applicants.

10. **Expenditure and Income.** The estimated total expenditure under all heads including pensions, debt charges and the auxiliary fire service, is £3,018,930 for the financial year 1958–59. The estimated total income is £1,010,010 and the net expenditure falling on the rates is £2,008,920, equivalent to a rate of 5·164d. in the £1. Included in the income are sums of £654,500 exchequer grant payable under Section 25 of the Fire Services Act 1947 and £180,000 payable by fire insurance companies.

Under sections 13–17 of the Metropolitan Fire Brigade Act of 1865, which are still operative, every insurance company which insures from fire any property in the County area is required to pay annually to the Council (formerly the Metropolitan Board of Works), a contribution to the expenses of maintaining the Brigade. This contribution is calculated at the rate of £35 per £1,000,000 worth (gross) of property insured in the County. So far as is known, the London Fire Brigade is now the only brigade to which contributions are statutorily payable by insurance companies.

PUBLIC CONTROL SERVICES

The Public Control services of the Council are a miscellaneous group of largely unrelated activities having, as a common factor, some element of regulation in the interests of the public at large or of sections of the public. The method of regulation is primarily by licensing or registration and by inspection; offences may be dealt with by warnings, by court proceedings, or by the Council itself varying, revoking, or refusing to renew a licence. For convenient organisation the services are grouped in three categories, (i) those which are revenue producing, (ii) those which have a technical content, (iii) those predominantly administrative.

(i) **Services which are Revenue Producing.** The issue of 925,000 motor vehicle licences and 725,000 driving licences produced a total income of nearly £9,000,000 during 1957. This revenue is passed to the Exchequer, which bears the costs of collection. Coupled with the issue of licences is the maintenance of the registers of motor vehicles and drivers which are constantly referred to for police and other purposes. A group of local taxation licences (to sell or kill game, carry a gun, or keep a dog, or to carry on the business of moneylender, pawnbroker or hawker, or to keep a refreshment house) produces revenue for the Council of approximately £58,000; the registers of licences again are available for police purposes.

(ii) **Services which have a Technical Content.** Reference was made in the evidence already submitted (para. 39) to the Council's control, in the interests of safety, of the keeping of petroleum spirit, petroleum mixture, carbide of calcium, explosives, celluloid and cinematograph film. This involves the licensing and inspection of some 3,800 premises storing 12,500,000 gallons of petroleum spirit and the registration and inspection of some 4,000 premises storing fireworks. Eleven inspectors are employed.

A weights and measures service (23 inspectors and various ancillary staff) operating from four local offices, is responsible for the verification of weighing and measuring appliances, for the inspection of such appliances in use for trade and for the detection of short weight in sales of food, drink or fuel. Some 65,000 inspections a year result in the checking of approximately 1,000,000 weights and measures and articles of food and fuel.

(iii) **Services Predominantly Administrative.** Under powers conferred by local acts the Council licenses annually, for the prevention of fraud or immorality, private employment agencies (850) and establishments which give massage or other remedial treatment (1,000); it also registers 900 hairdressers who offer face or scalp massage and manicure. Under general acts the Council also licenses nurses' agencies (40), registers theatrical employers (3,000), trainers of performing animals (1,100) and war charities and charities for disabled persons (200); arranges for the inspection of shops to ensure compliance with statutory provisions for the welfare of shop assistants and observance of closing hours (40,000 inspections) and of animals in transit and certain kinds of premises to detect infectious disease and to prevent suffering.

Coroners are appointed by the Council and the cost of their inquiries (£70,000 a year) is borne by the Council.

In addition to ensuring safety at places of public entertainment (para. 39 of evidence already submitted) the Council exercises, in some directions, control over the type of entertainment offered to the public and the publicity for it, and over the general conduct of the premises. It receives the contributions to charity from cinemas open on Sundays (£90,000) and distributes this amount amongst over 600 charities on the basis of need.

For the work in this group 19 inspectors are employed whose duties embrace both straightforward inspections and detailed investigations in particular cases.

For all public control services in groups (ii) and (iii) above, with the exception of the licensing of places of public entertainment, the City Corporation is the responsible authority within its own area.

In the centre of London the Lord Chamberlain is the licensing authority for the performance of stage plays at all theatres (other than Drury Lane and Covent Garden which enjoys Letters Patent direct from the Crown). He is also the licensing authority under the Cinematograph Acts for premises which he licenses for stage plays. His jurisdiction is defined in the Theatres Act, 1843, by reference to local boundaries as they existed at that time. The Lord Chamberlain is advised by the Council's officers, including specialist officers in this particular field, on questions of safety, but not on questions of the type of entertainment or the conduct of the premises; on these matters close liaison is maintained between the Lord Chamberlain and the Council.

The Council's licensing work concerned with vehicles and drivers is necessarily centralised; the miscellany of other services are organised with two prime objects in view, (a) efficient but economical local inspection (e.g. for 65,000 Shops Act premises 12 inspectors are employed who also undertake other duties including inspections of places of public entertainment when required); (b) central direction of the inspectors' work (i) to preserve uniformity in administration throughout the County, (ii) to maintain mobility of the inspectorate so that inspection may be concentrated when the need arises and the services of any inspector utilised in any part of the County, and further so that no inspector's work is rendered ineffective through his becoming too familiar a figure in any one district.

W. O. HART,
Clerk of the Council

The County Hall, S.E.1
November, 1958

Evidence submitted by The Corporation of London

STATEMENT AS TO THE ORIGIN, CONSTITUTION AND FUNCTIONS OF THE CORPORATION OF LONDON

CONTENTS

Page

Preface . . . 33

Origins . . . 34

Area and Population . . . 34

Constitution . . . 35
  Lord Mayor . . . 36
  Common Hall . . . 37
  Sheriffs . . . 37
  Wards and Wardmotes . . . 39
  Voters . . . 40
  Aldermen . . . 42
  Court of Aldermen . . . 42
  Common Councilmen . . . 43
  Court of Common Council . . . 44

Finances of the Corporation . . . 45

Functions and Services . . . 49
  Town Planning . . . 49
  Housing . . . 51
  Public Health . . . 53
  Port of London Health . . . 60
  Open Spaces . . . 67
  Markets . . . 69
    Billingsgate . . . 70
    Leadenhall . . . 71
    London Central . . . 71
    Metropolitan Cattle . . . 72
    Spitalfields . . . 73
  Inspection of Shops &c . . . 74
  Weights and Measures . . . 75
  Bridges . . . 77
  Education . . . 79
  Library, Museum and Art Gallery . . . 81
  Records . . . 83
  Public Relations . . . 84
  Police . . . 84
  Civil Defence . . . 85

PREFACE

This statement of the origins, constitution and functions of the Corporation of London is prepared by the policy Committee under the authority of the Common Council in accordance with precedent to assist the Royal Commission on the government of Greater London. Subject to any directions of the Royal Commission itself the Corporation proposes, again following precedent, to submit in addition to this statement a written memorandum of evidence and to call witnesses. The statement should, therefore, be read as part of a wider whole.

Any statement on so ancient an authority as the Corporation of London, which is unique and not a local authority in the ordinary sense, must, of necessity, be to some extent historical in order that the true character of the City municipal institutions and powers may be understood. The Corporation of London has always valued the privileges, powers and ceremonies which it has inherited by reason of its long history, as means whereby it was enabled to serve both the City and a wider community more fully.

Originally the City was London, the Capital of the Kingdom. It was the birthplace of municipal government and the pattern for the creation of other municipal authorities. It was here that local democracy, through ward elections of councilmen by householders, was first developed. The City of London was the nucleus around which Greater London grew. Although the City boundaries did not expand with the spreading population of London, the Corporation has not been unmindful of the needs of the wider areas in and for which it has provided markets, open spaces, port health and housing facilities.

In the national interest Parliament has made provision for the preservation of ancient buildings, works of art, manuscripts and other things of historical importance. It would seem at least as important that ancient institutions should be preserved, particularly when they have been moulded by the centuries to serve modern needs. Parliament itself, no less than the Corporation of London, is an example of such an institution.

The City of London, viewed from a national standpoint, is, by reason of its long history, its international repute, and the important functions of its Lord Mayors, an historical asset to be safeguarded. The pageantry and ceremonial of the Mayoralty, Guildhall and the Mansion House require the support of the municipality of which they are the crown; to give that support the municipality must remain both important and dignified. If they were divorced from their historical associations, or imitated in any other context, particularly if they were drawn into the orbit of politics, such ceremonies would become meaningless, and the prestige of the City of London would rapidly decline. In a world of rapid change, institutions with deep roots are a source of stability at home and of admiration abroad.

The Corporation of London feels that for completeness of record it should stress the fact that the 'City of London' is an historic and communal entity which has grown up over many centuries. It would naturally deprecate any measures which in any way infringed this communal entity. Nevertheless the Corporation has never in the past and does not now take a narrow view of its responsibilities of taking measures for the welfare of the inhabitants of London generally. It would therefore be willing to examine with the greatest interest and sympathy any proposals which the Royal Commission may think fit to make for any expansion of its usefulness in these directions.

In view of the terms of reference of the Royal Commission the statement does not deal in detail with:

(a) The many ceremonial functions of the Rt. Hon. the Lord Mayor and the work of the Mansion House and Guildhall in connection therewith.
(b) The Mansion House and Guildhall Justice Rooms.

(c) The Mayor's and City of London Court.
(d) The Central Criminal Court.
(e) The Irish Society.
(f) H.M. Commission of Lieutenancy for the City of London.
(g) The Chamberlain's Court.
(h) The Secondary and High Bailiff of Southwark.
(j) The Police—although a brief statement has been included.
(k) The airport at Fairlop which has recently been disposed of.

The preparation of this statement reflects the combined efforts of many individuals, but above all it owes much to the industry and learning of the Deputy Keeper of the Records, Mr. Philip E. Jones, LL.B., F.S.A.

NICHOLS.
Town Clerk.

GUILDHALL, E.C.2.
April, 1958.

ORIGINS

The City of London is described in A.D. 61 as a town of the highest repute and a busy emporium for trade and traders. Probably it was a centre of commerce before the Roman invasion. The Romans adopted it as the hub of their road system and the seat of their financial officials and protected it with strong walls. Thus the foundations of its importance were laid some nineteen centuries ago. There is no doubt municipal institutions flourished in London under the Romans and even as fragments of their wall can still be identified so can the imprint of Roman institutions be seen in the modern government of the City. The status of freeman was vital in Roman law and the London custom of patrimony still confers rights on the son of a freeman of the City.

The City of London emerged from the Saxon period no less important. Alfred the Great appointed his son-in-law in the year 886 to be its governor, and Middlesex was soon subordinated to London for fiscal and legal purposes. After the Norman Conquest William the First by charter of 1067 confirmed the rights and privileges formerly enjoyed by the citizens under Edward the Confessor. The commercial importance of London and the privileges acquired by royal charters naturally gave rise to a sense of corporate responsibility and unity. The City has no charter of incorporation for it acted as a unified community in law before the theory of incorporation was evolved. This unification into a commune, or corporation, had royal sanction or confirmation in 1191 and led to the appointment of a Mayor as head of the community.

Municipal authority, the duties of local administration, rested originally with the Aldermen, each within his own ward. For common action the Aldermen federated in a Court of Aldermen at which the Mayor presided. The latter Court in the 13th century summoned commoners from the wards to give assistance and advice and so made provision for the future Council, which soon came to be appointed by ward elections. By 1346 a modern authority of Mayor, Aldermen and Councilmen was established.

AREA AND POPULATION

The Roman wall of London enclosed only 325 acres, but during the Saxon period a girdle of land beyond the wall was attached whereby the present City of 677 acres was constituted. Although authorised to incorporate Southwark within the City the Corporation never exercised that option, and the jurisdiction of its sheriff over Middlesex ceased in 1888.

The whole of London Bridge, with a few houses at the bridge foot on the south side, was always within the boundary of the City until excluded in modern times by the Ordnance Survey. The matter was of importance when the bridge supported dwellings on both sides of the roadway for its whole length. The whole of Blackfriars Bridge is within the limits of the City. The northern boundary of the City was very slightly amended by the Metropolitan Meat and Poultry Market Act 1860. Substantially the City is still the City of the Norman Conquest.

The commercial prosperity of the City of London inevitably led to congestion of buildings, population and traffic. During the last 100 years the population of the City has undergone a striking change. For three centuries prior to 1860 the number of residents had remained almost static at around 125,000. In the last 100 years there has been a great turnover from a residential to a non-residential population. The inhabitants not only welcomed the opportunity for suburban life afforded by new travel facilities, but traders seized the chance to extend their commercial premises. Consequently the fall in resident population was matched, in fact exceeded, by the rise of a day-time population. The turn over from a resident to a non-resident population altered the character of the City and affected the basis of municipal institutions. An alteration in the franchise in 1867 attempted to reflect this change but no complete practical solution has yet been found.

During the same period the number of individual buildings in the City has gradually decreased, the trend being accelerated greatly by the big-block development favoured by modern commercial practice and modern town planning. Likewise the area occupied by streets and open spaces is increasing. It is unlikely that the working population of the City will ever exceed the 1939 estimate of 500,000 within the present boundary. The establishment of some residential areas in the City can increase the number of residents which is at present in the region of 5,000.

CONSTITUTION

A charter of 1608 confirmed all charters, privileges and customs granted to the Mayor, Commonalty and Citizens of London by whatsoever name of incorporation hitherto used, and listed numerous titles by which the corporation and citizens had been described. Similarly in 1690 a Statute of 2 William and Mary c. 8 declared that the Mayor and Commonalty and Citizens should 'remain, continue and be and prescribe to be a body corporate and politick in re, facto et nomine'. The Commonalty therein mentioned is the Common Council of the City. Although the Common Seal of the City still bears the legend 'Sigillum Baronum Londoniarum' the corporate title has for long been firmly established as the Mayor and Commonalty and Citizens of the City of London.

As a local authority the Corporation acts by the Mayor Aldermen and Commons of the City of London in Common Council assembled, which is the designation usually found in modern Acts of Parliament conferring powers or imposing duties upon the Corporation. The convenient name Corporation of London is comparatively modern, having been in use for some 150 years.

The constitution of the Corporation, like the British constitution, is largely unwritten and may be amended by the Corporation itself, except in so far as that power has been expressly limited by Statutes. The right to amend the customary constitution was granted in a charter of 1341, and confirmed by parliament in 1377, in the following words:

> If any of the customs in the said City heretofore obtained and used be in any part difficult or defective, or any things anew arising in the same City, where before no remedy hath been ordained, should need amendment, the Mayor and

Aldermen and their heirs and successors, with the assent of the Commonalty of the same City, may apply and ordain a suitable remedy, consonant with good faith and reason, provided such ordinance be profitable to us and to our people.

Under these provisions the Common Council regulates the election of Lord Mayor, Aldermen, Sheriffs and Common Councilmen (other than the franchise), settles the size of the Common Council, prescribes the powers of various civic assemblies and generally amends the constitution in conformity with modern thought and needs. The Municipal Corporations Commission in 1837 observed that the Common Council had studied to improve the Corporate institutions with great earnestness, unremitting caution and scrupulous justice.

While the powers of the Corporation in regard to its constitution are exceptional, its functions, by custom, statute and delegation, are also wider than those of a Metropolitan Borough. Like some other ancient cities, the Corporation has in some respects been accorded the status of a county. The Corporation regularly promotes its own Various Powers Bills in Parliament.

LORD MAYOR

The citizens of London appointed their first Mayor in 1192 and the present Lord Mayor is the 630th person to hold that office. The right to appoint a Mayor was confirmed by charter of 1215 which required that the person chosen should be faithful, discreet and fit for government, should be presented for the Sovereign's approval, should take an oath of office, and should be subject to annual election.

The Lord Mayor receives the Royal Approval from the Lord Chancellor at the House of Lords, usually early in October, and makes his declaration in lieu of an oath on 9th November (or, if that day be a Sunday, on the day following) in the Queen's Bench Division of the High Court of Justice, pursuant to the Supreme Court of Judicature (Consolidation) Act 1925, sec. 223. This is the occasion of the Lord Mayor's Show which has been a feature of London's pageantry since the 14th century.

The election of Lord Mayor takes place in Guildhall on Michaelmas Day, unless that day be a Sunday, in which case it is held on the previous Saturday (Act of Parliament 3 & 4 Wm. IV c. 31, Acts of Common Council 1 Aug. 1546 and 6 Sept. 1644). By an ordinance of 1435 a candidate for the mayoralty must be an Alderman and by an ordinance of 1385 must have served the office of Sheriff 'so that he may be tried as to his governance and bounty.' The names of the Aldermen who are so qualified are submitted to the Liverymen of the City Companies summoned to meet in Guildhall, where two persons are chosen for submission to the Court of Aldermen. Choice is made initially by show of hands but a poll by ballot may be demanded. The Court of Aldermen elects one of the two persons so submitted to be Lord Mayor. The Lord Mayor takes office on November 8th on the occasion of his admission at Guildhall. His title is subject to his being presented to the Judges of the Queen's Bench Division on November 9th when having made a declaration of office his title becomes complete.

The long apprenticeship required of a Lord Mayor in the office of Alderman and Sheriff, election by ward voters as an Alderman, election twice by the Liverymen for Sheriff and Mayor, and scrutiny by the Court of Aldermen ensures that the person finally elected is in every way fitted to perform the duties and to undertake the responsibilities of the office—a civic office of national and international, indeed of legendary fame and repute, free of all political association.

The titles Lord Mayor and Right Honourable were both acquired by custom, originating in the Latin Dominus Major of the 13th century and the French tres honourable seignour le maire of the 14th century.

COMMON HALL

The City of London was unique in evolving a separate electoral assembly, known as Common Hall, for the choice of certain municipal officers. The original right of all freemen to attend was limited in 1475 to those freemen who were admitted to the livery of their respective companies. This privilege of the liverymen was confirmed by statute in 1724 (11 Geo. I, c. 18, sec. 14) which requires that electors shall be Freemen and Liverymen of at least one year's standing. The Common Hall register of voters for 1957 contains 12,999 names of liverymen of the 80 City companies, and is prepared by the Secondary of the City in conformity with the City of London Ballot Act, 1887. Initially an election is by show of hands but a poll may be demanded by any candidate or any two electors, which poll is held on the third day after the demand providing that day is not a Saturday, Sunday, Christmas Day, Good Friday, bank holiday or a day approved for public thanksgiving or mourning, in which case the poll must be held on the first day thereafter which is not one of those days. The Sheriffs are the returning officers, the period of the poll is from 8 a.m. to 6 p.m. and election expenses of each candidate are limited to £250. Postal or proxy voting is not permissible.

The liverymen are not organised politically, and represent interests far beyond the City of London. The Sheriffs, Chamberlain, and a few other officers are also elected in Common Hall by the liverymen.

The following graph shews how markedly interest in the City Livery Companies has grown since the war and how the Common Hall Electorate is thus increasing. The vitality of the Livery Companies is further demonstrated by the desire of modern organisations, such as the Solicitors and the Guild of Air Pilots and Air Navigators, to be admitted as Livery Companies.

SHERIFFS

The Sheriff of the City of London is the successor of the pre-Conquest portreeve. The citizens acquired the right to elect the Sheriffs of London and Middlesex by two charters of 1131 and 1199 subject to the payment of a fee farm rent of £300 per annum into the Exchequer. The authority of the Sheriffs in Middlesex was terminated by sec. 113 of the Local Government Act 1888, but two Sheriffs continued to be elected for the City alone. The fee farm rent has been redeemed by the Corporation.

Like the Lord Mayor, the Sheriffs are elected by the liverymen in Common Hall. Since 1585 the election has taken place on Midsummer Day (unless that day be a Sunday, in which case the election is held on 25 June), The Sheriffs assume office on 28th September (or, if a Sunday, then on 27th September).

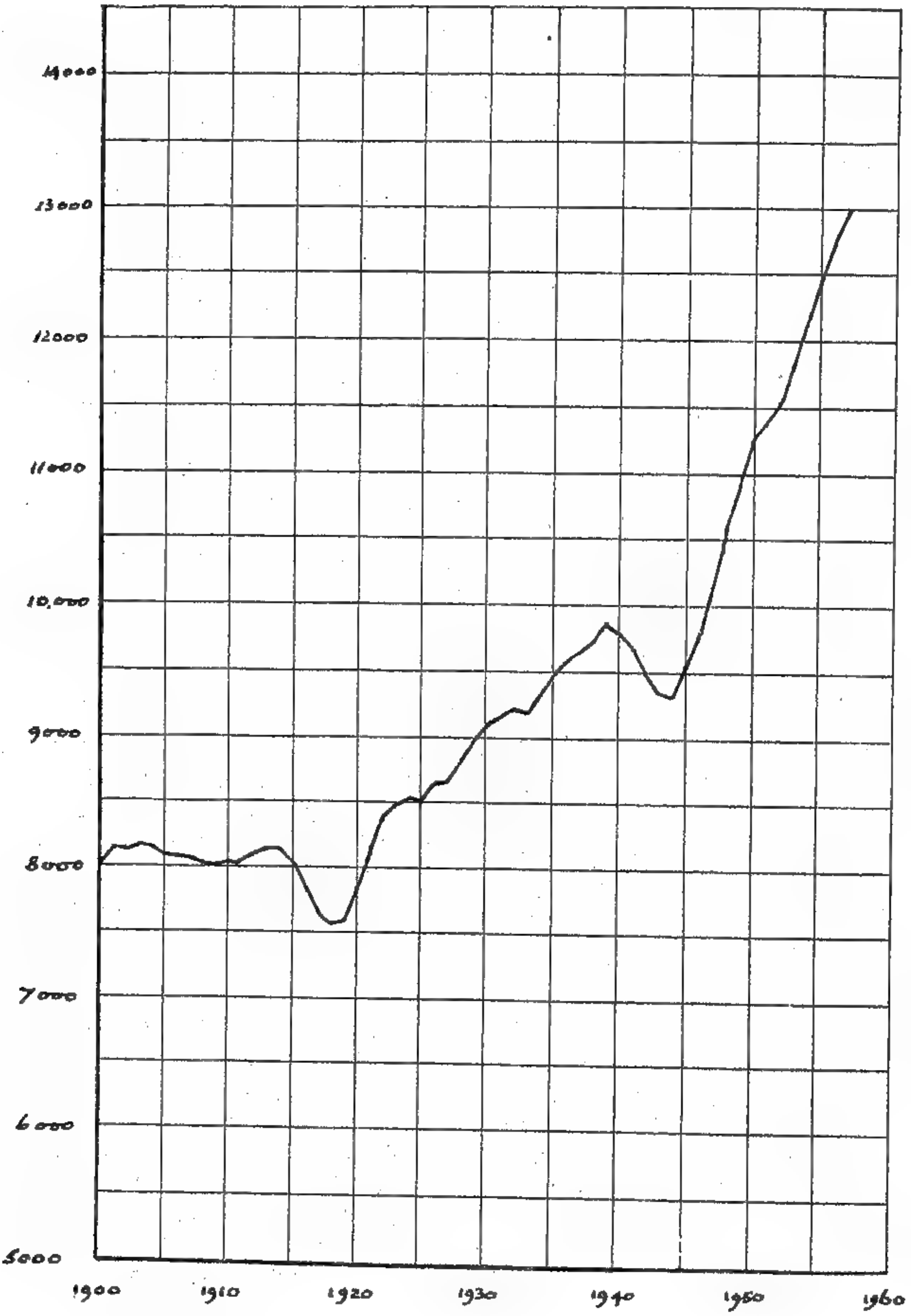
All Aldermen of more than one year's standing who have not served the office of Sheriff are in nomination, together with freemen nominated between 14th March and 14th May by the Lord Mayor or nominated in writing by two liverymen before 31st May. Immediately after that date all persons are informed by the Secondary of their nomination and have up to 7th June to withdraw by notice in writing. No person who has served the office is eligible for a second term.

The election, initially by show of hands, often proceeds to a ballot conducted in accordance with the Ballot Act 1887.

Warrants signifying Royal Approval of the persons elected are issued under the Exchequer Seal (Sheriffs Act 1887, sec. 33(2)).

Under its charters the office of sheriff belongs to the Corporation, all fees from the shrievalty are received by the Secondary and the Corporation is responsible to the Exchequer. Each Sheriff receives £350 from the Corporation but must be

CITY LIVERY ELECTORATE



prepared to expend a considerable sum from his own estate in order to perform adequately the duties appertaining to his office.

The Sheriffs are expected to attend the Lord Mayor at most official functions and to join with him in works of charity and occasions of hospitality. They preside at the election of Lord Mayor in Common Hall and (if not already members) are invited to attend meetings of the Common Council and the Court of Aldermen. One of the Sheriffs attends throughout every day at the Central Criminal Court and carries out any directions given by the Judges. Both Sheriffs are present on the first day of the attendance of the King's Bench Judge at the Sessions and on certain other occasions. The privilege of the Corporation of presenting petitions at the Bar of the House of Commons is discharged by the Sheriffs, who also have the duty of waiting upon the Sovereign to ascertain the Royal pleasure as to the reception of addresses from the Corporation. Most of the ordinary duties of a Sheriff as a legal officer are performed by the Secondary.

WARDS AND WARDMOTES

The division of the City into wards is probably of pre-Conquest origin and was fundamental to municipal organization from earliest times.

The original number of 24 wards was increased to 26 by the division of Farringdon into two wards in 1394 and the creation of Bridge Ward without in 1550 which was then intended to comprehend the Borough of Southwark. The boundaries of the wards in general have remained unaltered, apart from very slight additions under the Blackfriars Bridge Act, 1755, Post Office Act, 1815, and the Metropolitan Meat and Poultry Market Act, 1860, and minor variations made in the common boundaries of certain wards in 1957 by Act of Common Council as a result of the comprehensive redevelopment of the area. The wards are unequal in area, in respect of the number of voters, and in representation in the Common Council.

Meetings of the inhabitants of each ward were held at regular intervals, under the title of wardmotes, for the purpose of local government and the election of ward officers.

For five centuries annual wardmotes have been held on St. Thomas's Day (21st December) at which the Common Councilmen for each ward have been elected. Wardmotes are held at other times to fill casual vacancies and as necessary for the election of Aldermen. Wardmotes still provide an opportunity for the inhabitants and ratepayers of each ward to send formal resolutions to the Council and thereby keep the governing body in close touch with local sentiments.

Elections at wardmotes are not conducted on political lines. Candidates for Alderman or Common Councilman make no mention of political parties in speech or printed address but are elected mainly on the basis of their experience as competent business men. No woman has yet been elected to the Common Council but since the Sex Disqualification (Removal) Act, 1919, a woman is not, by reason of her sex alone, disqualified from standing as a candidate for the Common Council.

POLL AT WARDMOTES

Elections of Aldermen and Common Councilmen at wardmotes are initially by the customary show of hands. Upon the Presiding Officer declaring the result of the show of hands a candidate or two or more of the electors may demand a poll. The poll must be held on the day following the wardmote, unless that day shall be a Saturday, Sunday, Christmas Day, Good Friday, bank holiday or a day approved for public thanksgiving or mourning, in which case the poll must be held on the first day thereafter which is not one of those days. Should the Lord Mayor be required to take a poll in more than one ward on the same day then he may appoint another day (City of London (Various Powers) Act, 1954, sec. 17). The period of the poll is from 8 a.m. to not later than 8 p.m., and it is conducted, as far as circumstances permit, in the same manner as a contested Parliamentary election. Persons who by reason of their circumstances are prevented from voting in person may apply to be placed on the Absent Voters List and vote by post or proxy (City of London (Various Powers) Act, 1957, sec. 8). Election expenses of each candidate are limited to £25. plus 2d. for each elector above 500.

VOTERS

Apart from the franchise enjoyed by liverymen to elect the Lord Mayor, Sheriffs, and some other City Officers, there are three other franchises in the City of London.

(a) Parliamentary franchise.
(b) Local Government franchise for County Council elections.
(c) Local Government franchise for City Council elections.

(a) The Parliamentary electorate in the City is now the same as in the rest of the country, and includes only residents of both sexes, aged over 21, of British nationality.

In the period preceding 1918, this electorate included 3,800 male resident householders, the male occupiers of business premises (22,000) and also those liverymen who resided within 25 miles of the City (7,000), making in 1900 a total Parliamentary electorate of 33,000.

In 1918, wives aged over 30 of resident householders and of business premises occupiers, together with female resident householders and female business premises occupiers, were added, making in 1920 a Parliamentary electorate of 44,000. In 1928 the age for women was reduced from 30 to 21, and this raised an otherwise falling electorate to 46,500 in 1929. At the outbreak of the Second World War this electorate stood at 38,000. War-time legislation excluded wives as such and confined the electorate to those who made a claim, and this resulted in a reduction to 12,000. The Representation of the People Act 1948 removed the business premises occupiers from the Parliamentary franchise and confined it to residents, who in the City number around 4,000. The inevitable result was that the City lost its representative in Parliament. Thus the franchise now excludes the whole commercial population.

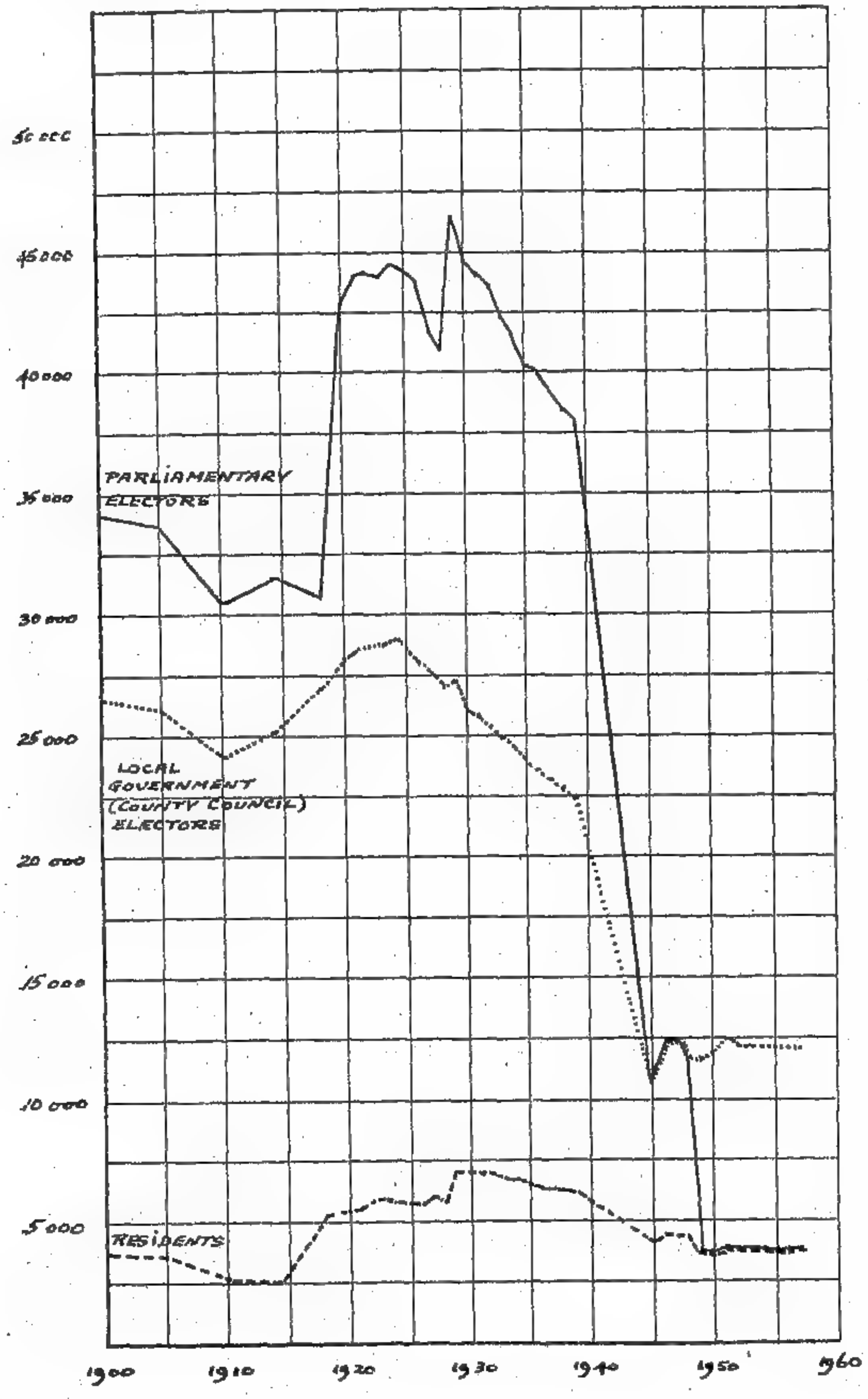
(b) The Local Government franchise for County Council elections similarly was expanded by the addition of wives and was reduced since 1948 to business premises occupiers, and now includes only those who reside outside the County of London, in addition to the Parliamentary electorate as above. This electorate now numbers 12,263 and is falling slowly.

(c) The Local Government franchise for City Council elections of Aldermen and Common Councilmen, is the same as that for local government generally in the country, i.e. to be either a resident, or a non-resident occupier of premises (as owner or tenant) of a gross annual value of not less than £10, in both cases of either sex, to be aged over 21 and of British nationality or that of the Republic of Eire.

The registers of voters were formerly compiled by the 25 Ward Clerks and in 1938 aggregated 25,000. No significant change has taken place in the qualification beyond a further requirement for a 12 months period of occupation being reduced to occupation upon a qualifying date. Since 1949 preparation of Ward Lists has been centralised upon the Secondary and these totalled 15,200 in 1957, which total is falling slowly. This fall is due mainly to private businesses undergoing incorporation, whereby the former partners become disfranchised.

The bulk of office premises are occupied by Limited Companies, who pay rates but do not have a vote.

PARLIAMENTARY AND LOCAL GOVERNMENT VOTER



ALDERMEN

Aldermen can be recognised in Saxon London, and from the Norman Conquest their jurisdiction provided the basis for municipal redevelopment. From at least the 13th century they have been elected one in respect of each ward and unlike other municipalities the Aldermen of the City are still elected by the ward voters and not by the Council. The Aldermen were responsible for establishing the Council to assist them in the administration of the City and it would be contrary to history for the Alderman to be appointed by the body that they themselves had created. By an Act of Parliament 17 Richard II, c. 11 (1393–94) Aldermen of the City hold office for life, or until resignation, or removal for just and reasonable cause. An Alderman upon election now engages to resign from office on attaining the age of 75 years.

A candidate must be a freeman of the City (Act of Common Council 1714) but need not reside in or have any voting qualification for the ward for which he is nominated. A nomination must be made in writing by an elector on the current ward list of voters at least 14 days before the day fixed for holding the election (Act of Common Council 1957). The person elected is subject to approval according to the discretion and sound conscience of the Mayor and Aldermen as a fit and proper person to support the dignity and discharge the duties of the office. Petitions against an election on the ground of unsuitability may be presented to the Court of Aldermen by electors. This procedure of approval does much to ensure that the person admitted is in every way suitable not only to fill the office of Alderman for life, but also the office of Justice of the Peace and the office of Lord Mayor which in due time he may be called upon to fill. A person elected Alderman may be discharged for insufficiency of estate or disqualified by reason of insolvency, absence for six months or conviction of fraud or any crime.

By a charter of 1741 all the Aldermen are Justices of the Peace and no commission is issued for the City of London. The Lord Mayor or an Alderman sits daily in the Mansion House Justice Room while another Alderman sits daily in the magistrates court at Guildhall. All the Aldermen are also included in the commission for the Central Criminal Court and one Alderman, by rota, attends every day that Court is sitting.

The Aldermen sit as a Court of Aldermen for various municipal purposes and are also an integral part of the Common Council where two of their number are necessary to complete a quorum. Four Aldermen serve on the Standing Committees of the Council. An Alderman presides at his annual wardmote and is associated closely with the activities and functions of his ward. He appoints a Deputy from among the Councilmen of the ward to assist him.

COURT OF ALDERMEN

The Aldermen meeting together as a Court of Aldermen achieved the federation of the wards and liberties and constituted the first municipal council of the City. In the late 13th century, as administration tended to be more centralised and more exacting, the Aldermen summoned various commoners from the wards for advice and help and so laid the foundations of a Common Council.

Municipal administration passed slowly from the Court of Aldermen to the Court of Common Council, which by the 18th century had become the predominant body.

The Court of Aldermen is summoned and presided over by the Lord Mayor, the quorum consisting by custom of 12 Aldermen besides the Lord Mayor. The Court meets in public above twelve times in each year and its functions are now largely semi-legal in character. It controls the Justice Rooms at the Mansion House and Guildhall and appoints the staff there together with certain other officers at the Mansion House. The Recorder is appointed by and many City Officers make their declaration of office in the Court of Aldermen. The Court exercises certain powers in relation to the regulation and establishment of the Police Force and makes orders, on the advice of the Commissioner, in respect of Street Traffic.

The Court of Aldermen receives election returns from the wardmotes. It makes the final choice of Lord Mayor from the two candidates nominated by Common Hall and decides on the suitability of persons elected as Aldermen.

The Court of Aldermen has jurisdiction over the Livery Companies, it approves of their ordinances, recognises new companies, grants liveries, and in some cases regulates the number of liverymen and the fees to be paid on admission. This control arose partly from the early civic regulation of trade and partly as a result of the constitutional significance of the voting rights of liverymen. The admission of freemen of the Companies to the freedom of the City is granted by the Court of Aldermen, which also regulates the binding of apprentices. Some other questions touching the mayoralty and justices are with advantage considered by this Court. The Court nominates Aldermen to be governors or trustees of many charitable and educational institutions and makes appointments to the Licensing Committees and to the Visiting Committees for certain prisons.

COMMON COUNCILMEN

Common Councilmen, under various titles, have been summoned to assist in the government of the City ever since the 13th century and annual elections by the householders of each ward have been customary from the beginning of the fifteenth century. The number of Common Councilmen tended to increase as the population of the City increased. It rose from 40 in 1285 to 96 in 1384, and reached 240 by 1826. Since that date the trend has been reversed. In 1840 the number was reduced to 206 and by December 1959 will be further reduced to 159.

A candidate must at the date of nomination and of election be a freeman of the City and registered in the list of voters for the ward in which he is a candidate and occupying as owner or tenant rateable land or premises in the ward of the yearly value of not less than £10 (City of London (Various Powers) Act, 1957, sec. 5 (1)). He must be nominated in writing on a form provided by the Ward Clerk by two electors of the ward at least 14 days before the day fixed for the election. The names, addresses and descriptions of candidates are printed and fixed in some conspicuous place in the ward at least four days before the election (Acts of Common Council 2 Dec. 1920 and 19 Sept. 1947).

Each Common Councilman on election must subscribe a declaration at the wardmote, or before the Lord Mayor or an Alderman of the City, or in Common Council, or before any Justice of the Peace, before he exercises office.

A Common Councilman may resign from office by writing signed by him and delivered to the Town Clerk, whereupon the Court of Aldermen declares the office vacant and the Lord Mayor issues his precept for the election of a successor (City of London (Various Powers) Act, 1900, sec. 59).

A Common Councilman becomes disqualified and ceases to hold office if he is declared bankrupt or insolvent or if he makes any composition with his creditors, absents himself from his duty for six consecutive months, or is convicted of fraud or any crime. (City of London Elections Act, 1849, sec. 9).

Common Councilmen must be prepared to devote considerable time each week to the work of the Corporation. The Council sits each fortnight at 1 p.m. and meetings of Committees take place every day of the week and commence between noon and 2 p.m. Each Member serves on an average on four Committees. Chairmen, in particular, must be prepared to allocate some part of almost every day to their civic duties.

Standing Orders of the Council are careful to ensure that the private business of a Member and his work for the Corporation shall never come into conflict. No member, or his partner, can supply goods or enter into a contract for work for the Corporation. Exceptions are made in respect of professional firms and of incorporated companies quoted on the Stock Exchange of which a member may be a shareholder, providing the member discloses his interest and retires during the consideration. Nor can a member act for a third party in transactions with the Corporation without disclosing his interest and retiring during the proceedings.

COURT OF COMMON COUNCIL

Spasmodic meetings of Aldermen and Commons developed in the 14th century in a regular Council. The Common Councilmen were elected by the freeman householders of the wards and representation varied with the size of each ward. This representative council, regularly elected on a democratic basis, ensured that London did not, like other cities, come to be governed by an oligarchy, and parliamentary reform in order to break vested interests was unnecessary. The Common Council, large in numbers, represented closely the business community of the City. Although in modern times individual ratepayers and occupiers have given place more and more to incorporated companies, no provision for the direct representation of which has yet been made, the Common Council by reason of its size and close integration with every aspect of the business life of the City of London has remained a truly representative assembly.

Before the end of the 14th century the Common Council secured jurisdiction in financial matters, obtained control of the City Seal, and assumed legislative functions. As municipal government expanded so the powers of the Council increased. The Common Council amends the civic constitution by passing Acts, which like parliamentary acts are read in bill form three times. Although the Aldermen have always been an integral part of the Common Council, they have also continued to meet as a separate Court of Aldermen, but that Court exercises no control over the Common Council and Acts of Common Council do not come before it for approval. The functions of the Common Council and the Court of Aldermen are complementary. The Common Council meets fortnightly and the quorum is 40 members, of whom the Lord Mayor or his locum tenens must be one, and two at least must be Aldermen. The business of the Common Council is conducted by the Town Clerk in the name of the Lord Mayor. An abstract of the Minutes is printed and circulated, the full minutes being entered on the Journal, both of which are signed by the Town Clerk.

The powers and duties of the Corporation not only in its general capacity but also in respect of its functions as a 'local authority' in a narrow sense are carried out through the Common Council. These powers and duties rest on its position as a Common Law Corporation, that is to say, its rights are derived from prescription and custom, the relevant Charters and numerous Acts of Parliament. The last-named affect, of course, what may be called the 'local authority' powers, but also extend over part of the general field. Its functions, some of which will be considered later under separate headings, are not dependent solely on rates as the income from the ancient corporate property of the citizens enables many functions to be discharged without any cost to rates or taxes.

The Common Council delegates much local government administration to committees, itself approving the general lines of policy, confirming major steps and sanctioning expenditure. Most committees consist of four Aldermen, nominated by the Court of Aldermen, and 29 Commoners, nominated one for each ward, or side of a ward in the case of the larger wards. Thus ward representation is observed even in committee appointments. Although committees are appointed annually members normally serve for four years and cannot continue longer except by consent of the remainder of the Common Councilmen of their ward and the approval of the Council. Each committee elects its Chairman annually from those members who have already served two consecutive years on the committee. A Chairman seeking re-election requires a two-thirds majority of the members voting. The quorum of the main committees is seven members.

The committees may be grouped according to their functions:

Public Services
Improvements & Town Planning
Streets
Housing
Barbican (Housing)
Port & City of London Health (including County Purposes)
Police
Civil Defence
Markets—Cattle
  Central
  Billingsgate & Leadenhall
  Spitalfields
Open Spaces—Epping Forest
  West Ham Park

Domestic
General Purposes
Officers & Clerks
Labour

Estates
City Lands
Bridge House
Gresham

Finance
Rates Finance
Coal & Corn & Finance (including control of Burnham Beeches and Surrey Commons)

Educational
Library
Music
City of London Schools
Freemen's School

Policy
Special

Additional committees are appointed from time to time for special purposes. Reports from committees to the Council are usually signed by the Chairman and those Members who concur, and if of sufficient importance are printed and circulated to all Members of the Council.

The Council and its committees are not organised on party lines. No politics has been the custom in the City for at least a century. There is no party or group in power, no opposition; debate has its proper effect on decision and voting is free, according to conscience, and varies from question to question.

FINANCES OF THE CORPORATION

The finances of the Corporation are exceptional by reason of an income apart from rates, and the use of that income to finance some functions which otherwise might be chargeable to rate funds.

As an ancient municipality the Corporation has always been in possession of corporate property held on behalf of the citizens, the income from which has come to be known as City's Cash. The Corporation has also administered the estates which were given for the support of London Bridge, the income being used solely for the maintenance of bridges across the Thames and the improvement of the estate.

The Corporation's customary power to levy rates for civic purposes was augmented by the statutory powers conferred on the Commissioners of Sewers for such services as drainage, paving, lighting and improvements. The Common Council now levies rates for what have become known as local authority services as the legal successor to the Commissioners of Sewers and the Overseers of the Poor.

By the City of London (Union of Parishes) Act, 1907, the Common Council were empowered to levy rates as follows:

(1) A General Rate, to be levied over the whole of the City, in lieu of the separate Consolidated, Sewers, Police and Trophy Tax rates formerly levied separately in respect of each ward.

(2) A Poor Rate, also to be levied over the whole area of the City, in lieu of the separate rates previously levied by the 112 separate parishes.

Tithe Rate. In 1910 the City of London (Tithes and Rates) Act authorised the Corporation to purchase from the previous holders the right to levy a tithe rate in the parish of St. Botolph Without Aldgate. Thereafter the power to make a tithe rate passed to the Corporation, the rate to be such a sum as is necessary to provide for the annual cost of the loan raised to purchase the tithe plus expenses of collecting the rate. The tithe rate for the parish will cease in 1970 by which time the loan will have been fully repaid.

In 1947 the Corporation promoted the City of London (Tithes) Act to extinguish parish tithes in the remainder of the City. A loan was raised to pay compensation to the Church Commissioners and to holders of offices, and the repayment of the loan and expenses of extinguishment is met by a uniform addition to the General Rate. Thus a uniform charge for 60 years throughout the City replaces the various perpetual charges levied in the separate parishes.

Poor Rate. The bulk of the proceeds of the Poor Rate, amounting to over £6 million in 1957–58, is paid to the London County Council for services administered by that authority for London generally and for the City's contribution to the London Scheme for equalisation of Rates. The Corporation retains costs of collection and small sums for the maintenance of churchyards and for pensions and transfer values in respect of the staff of its former Mental Hospital, in all amounting in 1957–58 to £20,000.

General Rate. The General Rate bears the cost of Town Planning and Housing, including the interest and redemption of loans, the expenses of maintenance and cleansing of the streets and sewers, the removal of refuse, public health services, the cost of the Library, Museum and Art Gallery, Central Criminal Court House, Mayor's and City of London Court, the Corporation's contribution to the Officers' Superannuation Fund, part of the cost of the Police, Civil Defence and of street improvements, the expenses of the Secondary in relation to elections, the registration of Births, Deaths and Marriages, band performances, and tithe extinguishment, and any loss (or profit) on Spitalfields Market; the requirement of the Court of Lieutenancy for Finsbury Barracks and the City of London Territorial and Auxiliary Forces, is also carried to the General Rate Account.

The expansion of local Authority services is clearly reflected in the following table of rateable value and rates required:

Year ended 31st March	*Rateable Value*		*Amount required for*	
			General Rate	*Poor Rate*
	£		£	£
1910	5,479,579		454,023	1,251,902
1920	5,808,818		881,143	2,073,762
1930	8,090,072		983,540	2,862,709
1940	8,344,286		986,563	3,086,192
1950	6,233,334		1,199,545	3,439,495
1955	6,818,132		1,850,024	4,310,751
1956	6,877,406		1,905,407	4,425,236
1957	13,860,245	(Revaluation)	2,397,944	5,518,092
1958	11,214,000	(20% allowance for commercial properties)	2,671,883	6,017,881

Estimated Net Expenditure out of Rates for Year Ended 31st March, 1958

	Gross Expenditure	*Gross Income*	Estimated amount required to be provided for year ended 31st March, 1958
	£	£	£
Poor Rate			
London County Council	6,006,525	7,605	5,998,920
Port & City of London Health Committee	13,851	42	13,809
Rates Finance Committee	26,279	21,127	5,152
TOTAL FOR POOR RATE	6,046,655	28,774	6,017,881
General Rate			
Improvements & Town Planning Committee	1,164,148	649,103	515,045
Streets Committee	995,329	149,182	846,147
Port & City of London Health Committee	270,122	151,782	118,340
Housing Committee			
(Consolidated Account)	19,859	17,366	2,493
(Housing Revenue Account)	306,201	188,738	117,463
Streets Committee (sewers)	34,606	1,500	33,106
City of London Police	1,193,710	399,216	794,494
Spitalfields Market Committee	248,956	234,990	13,966
Library Committee	92,317	860	91,457
Mayor's & City of London Court	42,995	11,254	31,741
Civil Defence Committee	43,954	41,809	2,145
Central Criminal Court	84,291	8,417	75,874
Trophy Tax	4,608	—	4,608
Rates Finance Committee			
Ward Expenses	5,734	—	5,734
Superannuation etc.	191,582	91,696	99,886
Special Committee	10,045	150	9,895
Holborn Valley Improvement	10,049	—	10,049
City of London (Tithes) Act, 1947	39,716	2,267	37,449
Payments in respect of British Transport Commission & British Electricity Authority	—	138,009 Deduct	138,009
	4,758,222	2,086,339	2,671,883
St. Botolph Aldgate Tithe Rate	7,829	170	7,659

City's Cash. In addition to the revenue arising from the corporate lands of the citizens, City's Cash includes rents and tolls from markets, fees from the Freedom, School fees, legal fees and fines from the Courts and other incidental income. The total revenue from all sources for the year 1957–58, after allowing for Income Tax and Corporation Duty thereon, is estimated at £1,328,977, the actual figure for 1956–57 having been £1,364,600. Apart from the cost of maintaining the Estate (£66,724 in 1956–57), City's Cash is charged with the gross cost of the following, namely:

The upkeep of the Guildhall and the Mansion House, together with Guildhall House and other Corporation Offices (at a total cost of £124,251 in 1956–57), the maintenance and improvements of markets, except Spitalfields (costing £419,932 in 1956–57), the maintenance of Open Spaces outside the City boundary (costing £63,627 in 1956–57), the City of London School, and the City of London School for Girls, the City of London Freemen's School and the Guildhall School of Music and Drama (together costing £337,317 in 1956–57), and Almshouses and Old People's Homes. In addition to the foregoing items a proportion of the salaries of the Officers of the Central Administrative Departments is charged. The Fund also bears the cost of allowances to the Lord Mayor and Sheriffs, salaries of Judges, charitable donations (amounting in 1956–57 to £12,025) and receptions and hospitality undertaken most often in the national interest (costing in 1956–57 £17,616).

Bridge House Estates Fund. This fund has always been administered by the Corporation in the nature of a trust and has been charged by various statutes with the redemption of loans raised for the construction and upkeep of London, Tower, Southwark and Blackfriars Bridges.

The historical evolution of the Corporation's finances has resulted in two separate financial organisations, one in respect of rate funds and another in respect of non-rate funds, each with its own separate controlling Committee and accounting officers. While the Chamberlain is the treasurer and banker for the whole of the Corporation and advises on all loans and investments, he is accountant only for the historic funds and trusts; the responsible accounting officer for the rate funds is the Town Clerk. Thus the annual accounts of the Corporation, printed in two sections, reflect the twofold character of the Corporation—one, the ancient municipality founded on custom, charters, and corporate possessions, and two, the modern local authority relying upon statutes and upon rates.

The Chamberlain of London, who is mentioned in 1276 and has a seal of office, has the care and custody of all moneys of the Corporation. As banker, he allows interest on funds in his hands effecting a daily settlement with the Bankers' Clearing House. The present banking turnover exceeds £72 millions per annum. He is responsible for investments to a total value of over £18 millions and for the fire insurance of properties. The Chamberlain collects most of the rents of Corporation properties, pays salaries, and prepares all returns to the Inland Revenue in respect not only of Corporation activities but also for some 170 charitable funds. He makes all payments on behalf of the Corporation either by cheque, or in currency, or by warrants drawn on him by the spending Committees.

No account exceeding £500, except for wages or duly certified instalments on contracts already approved, may be paid without the consent of the Common Council. No proposal involving an expense of over 50 guineas may be submitted to the Council unless the matter has been reported upon by the Finance Committee concerned. Rates expenditure is controlled by the Rates Finance Committee and City's Cash and Bridge House spending is supervised by the Coal and Corn and Finance Committee, the title of which recalls the days when duties on coal and corn contributed substantial sums to the civic coffers. Both Committees receive from the spending Committees annual estimates of their requirements, and in presenting the estimates to the Council, the Chairman of each Finance Committee reviews the financial trends.

Audit. A continuous internal audit has been in operation since 1899 and it is the duty of the professional qualified auditor to check that all expenditure has been authorised either in the estimates or by a special report to the Council. No payment is made or warrant drawn without his signature.

City's Cash and Bridge House Estates Accounts are also subject to annual audit by four professional auditors appointed by the Liverymen in Common Hall. The General Rate Accounts and the St. Botolph, Aldgate, Tithe Rate Accounts are audited by three professional auditors appointed by the Common Council. The Poor Rate Accounts are audited by the District Auditor appointed by the Ministry of Housing and Local Government. The Superannuation Fund, registered under the Friendly Societies Acts, is audited by two professional auditors appointed each year by the Common Council.

FUNCTIONS AND SERVICES

Town Planning

Development Plan. By virtue of the provisions of section 114 (1) of the Town and Country Planning Act, 1947, the London County Council is the local planning authority for the administrative County of London. Under sub-section (11) of that section it must consult with the Common Council before submitting to the Minister any development plan or any amendment thereof relating to land in the City.

In preparing the County of London Development Plan for the administrative County of London, the County Council accepted the offer of the City Corporation to undertake the survey of the City area required under section 5 of the Town and Country Planning Act, 1947. Subsequently the County Council incorporated into the Development Plan the proposals for the redevelopment of the City which had been prepared by the City Corporation based on the report of their planning consultant, Sir William Holford, M.A., F.R.I.B.A., P.P.T.P.I. The Corporation is again undertaking the survey which is required in connection with the Quinquennial Review to the Development Plan.

Before reviewing the powers of the London County Council and the Common Council to deal with various matters under the Town Planning Acts, it may be said that they have not in the opinion of the Common Council proved entirely satisfactory, resulting in a certain degree of over-centralisation, and the Common Council has a Bill now before Parliament upon this subject.

Development Applications. The Town and Country Planning Delegation (London) Regulations, 1948 (S.I. 1948 No. 1459) made under the powers of section 114 (10) of the Town and Country Planning Act, 1947, provides that:

> The London County Council shall delegate to the Common Council their functions in relation to applications for planning permission in respect of land in the City of London under sections 14, 16, 17, 18, 23 and 24 of the Act.
>
> Before dealing with any application for permission the Common Council shall obtain the agreement of the London County Council to the manner in which they propose to deal with it, and any application which in the opinion of the said Councils is of exceptional difficulty shall be referred to the Minister of Housing and Local Government in accordance with the Town and Country Planning (City of London Applications) Direction 1948.
>
> All applications are dealt with by the Common Council through the Improvements & Town Planning Committee and after the concurrence of the London County Council the decisions are issued by the Common Council on behalf of the London County Council.

Delegation. Besides the delegation of functions under the above mentioned sections the special provisions of the Act as applied to London under section 114 have effect as if for reference therein to the Council of a County Borough or County District were substituted references to the Common Council, i.e. sections 19, 29, 30, 38, 39, 40, 41, 98, 100 and 101 together with the 6th and 10th schedules thereto. Also the power of a local planning authority to make agreements under section 25 of the Act is extended in relation to land in the City of London to the Common Council and for the purpose of section 48 of the Act the appropriate Council in relation to land in the administrative County of London is, in the case of land in the City of London the Common Council.

The revocation or modification of a permission must, however, be effected by the London County Council, and the delay thus occasioned could result in action being taken too late to prevent the development concerned.

Control of Advertisements. The London County Council under the provisions of section 114(10) of the Town & Country Planning Act, 1947, delegated to the

Common Council the whole of its functions under the (Control of Advertisements) Regulations 1948–51, made under section 31 of the Town & Country Planning Act, 1947, but compensation arising out of enforcement under section 31 (i.e. in respect of work carried out for removal of advertisements) is still the liability of the London County Council.

Appeals. All appeals made to the Minister under section 16 of the Town & Country Planning Act, 1947, and Article 20 of the (Control of Advertisements) Regulations 1948 are held in the City and are defended by and at the expense of the Court of Common Council, except in those cases where the appeal is against the failure of the Common Council to give a decision, due to a disagreement with the London County Council. In such cases the appeal is defended by the London County Council.

Acquisition, Management and Disposal of Land. One of the major functions of the Court of Common Council under the provisions of the Town & Country Planning Act, 1947, is the acquisition of war damaged land for the purposes of comprehensive redevelopment in the City following the designation of the land for this purpose under section 5 (2) (c) of the Act. This function is provided for under section 114 (2) of the Act.

Section 19 of the Act relates to the obligation to purchase land upon refusal of planning permission in certain circumstances; up to the 31st October last the Common Council has acquired under this section a considerable number of interests in land at a cost of about £12,350,000 and is committed to an expenditure of about £854,000 in respect of purchase notices which are still outstanding.

Section 38 of the 1947 Act enables the Common Council to acquire land compulsorily and to date 15 compulsory purchase orders have been made and confirmed by the Minister of Housing and Local Government involving a capital expenditure of about £12,000,000.

The Common Council may also purchase land for redevelopment purposes by agreement, which is provided for under section 40 of the Act. To date the Corporation have availed themselves of this power to the extent of £2,300,000 and further land transactions to the order of £1,000,000 are awaiting completion or contemplated. In addition from time to time land has been appropriated from the Bridge House and City Lands Committees under the provisions of the City of London (Various Powers) Act, 1949, at a figure totalling £1,000,000. Powers under the Metropolitan Paving Act 1817, have also been invoked for street widening and compensation has been paid amounting to £212,000.

In the case of land acquisition under section 19 and in respect of land required for redevelopment areas, standing and occupied buildings have from time to time been purchased pending their demolition.

Having acquired land for redevelopment purposes, the Corporation are empowered under section 19 of the Town & Country Planning Act, 1944, as re-enacted, to dispose of land in order to secure its proper redevelopment. At the present time terms have been agreed for the disposal of 31 separate sites on building lease at ground rentals totalling about £570,000 per annum. In addition it is anticipated that future disposals of land on building lease in respect of areas which are at present being acquired will produce ground rentals to the order of £240,000 per annum.

The Common Council are also able to dispose of the freehold interest in land with the consent of the Minister and in a number of special cases this has been done, the sale prices totalling some £210,000, which figure includes a number of transactions involving the exchange of land.

Realisation of Planning Proposals. The Common Council has pursued a policy of land acquisition where necessary to ensure conformity of rebuilding in accordance with a predetermined plan. Exceptions to this policy have been made, however, where satisfactory development could be carried out without any further cost to the ratepayers than if acquisition had been resorted to. This policy has enabled many of the proposals in the Development Plan to be realised, i.e. improvement to highways, control of the density of the buildings, day-lighting standards, the proper provision of car parking and off-loading requirements. It has further ensured the comprehensive development of Redevelopment Units, and the provision of amenity spaces and has controlled the use of new buildings in accordance with the development Plan.

The capital investment involved in rebuilding and repairing war damaged buildings since 1945 amounts to approximately £100,000,000. This includes 140 major buildings containing 11¾ million sq. ft. of floor space.

Developments undertaken by the Corporation following devastation by enemy action are indicated by the following table of annual cost upon rates:

Year	*Expenditure*	*Income*	*Net Expenditure*
	£	£	£
1947–48	23,372	529	22,843
1948–49	27,431	44	27,387
1949–50	38,060	1,895	36,165
1950–51	134,481	32,044	102,437
1951–52	163,064	20,192	142,872
1952–53	237,754	74,497	163,257
1953–54	267,751	232,995	134,756
1954–55	490,849	308,434	182,415
1955–56	588,190	405,601	182,589
1956–57	817,792	555,162	262,630
1957–58	1,036,983	639,171	397,812

The bulk of the expenditure is in respect of loan charges on money borrowed for acquisitions and the income is chiefly from Government grants. Income from substantial ground rents reserved in leases to developers is however now coming in and will increase rapidly. It is estimated that in 1958–59 the cost of Town Planning will require the product of a 9d. rate.

In addition, in the year ending 31st March, 1959, the ratepayers of the City of London will contribute £125,000, or the equivalent of a 2½d. rate, to the costs of Town Planning in the administrative County of London as a whole.

Housing

The Corporation's housing activities have been mainly, but not exclusively, carried out under statutes now consolidated in the Housing Act, 1957. Section 1 of that Act provides that the local authority for the purposes of the Act is, as respects the City of London, the Common Council.

Under the Housing Acts the Corporation has provided accommodation since 1884. The power to provide accommodation extends outside the City.

The total numbers of flats and houses are:

Pre-war Flats	638
Pre-war houses to be replaced by flats	361
Post-war flats and houses	479
Flats in schemes under construction or development	790
Almshouses	52
Total	2,320

The figures do not include the projected residential development in the Barbican area which should provide about 2,500 flats.

Loans outstanding in respect of Capital Expenditure on housing at 31st March, 1958, amounted to over £2,500,000 towards which sinking funds amounted to £310,000.

For the year ended 31st March, 1958 expenditure on the Housing Revenue Account was £306,201 and income £188,738; the large amount of the net expenditure—£117,463 being partly due to expenditure on development of new estates not yet fully revenue producing and to improvements charged to Revenue. A differential rent scheme is in operation on the post-war erected or improved estates.

The qualification to be satisfied by those to be rehoused on the above estates is a residential one, either in the City or in the Corporation's own flats. For a period up to July 1956, applications were also accepted from others, either

(a) being at present inadequately housed, having taken up employment in the City and having no qualification for inclusion on the housing register of any local authority within the London Area,

or

(b) employed within the City under circumstances such as to cause unavoidable hardship in travelling from their present place of residence to their employment.

There are about 500,000 people coming into the City each day to work, and with the publicity given to the approaching completion of the Golden Lane estate, the number seeking acceptance under (a) and (b) above was increasing to an extent as to be beyond the probable capacity of land available to the Corporation to house them. No new applications under (a) and (b) have therefore been accepted since July, 1956. Barbican, if implemented, will have to be considered as a separate or special problem.

Most of the Corporation's housing estates lie outside the City. One reason for this has been the high cost of land in the City. Nevertheless, in 1948 the Corporation prepared a scheme for the use of five acres of land in the Barbican area for housing, but the then Minister of Health did not confirm the Compulsory Purchase Order. Again in 1952, the Court of Common Council referred it to a Committee to consider and report on the effects of the decrease of residential population in the City (referred to earlier in this statement) and the policy to be pursued in consequence thereof. The Committee reported that they did not consider that any substantial schemes for the provision of housing accommodation in the City were likely to be submitted by private developers and (in the light of the decision of the Minister of Health of 1948) they were unable to recommend that the Corporation should itself undertake the development of further land in the City for housing.

Since then there has been a renewed interest in the provision of housing in the City, which would be in accordance with the present policy of H.M. Government on the problem of urban congestion. During the past two years the Corporation has had under examination a proposal for the redevelopment of about 35 acres in the City known as the Barbican or Cripplegate area—previously a commercial district, and largely destroyed by bombing during the war—to provide a new residential neighbourhood for about 7,000 people. As a result the Court of Common Council on the 19th September, 1957 accepted the objective of the creation in the Barbican area of a genuine residential neighbourhood incorporating schools, shops, open spaces and other amenities, even if that meant forgoing a more remunerative return on the land.

The neighbourhood is to include provision for the City of London School for Girls and the Guildhall School of Music and Drama and, in view of the fact that little or no new provision has been made in the central areas of London, either by private enterprise or by local authorities, for housing accommodation for the middle and higher income groups, the residential neighbourhood is intended primarily for such income groups.

A detailed estimate of the capital cost of the scheme cannot yet be given but it is probably in the neighbourhood of £17,000,000 of which approximately £6,000,000 would be the cost of acquisition and clearing of land. Of the figure of £6,000,000, approximately £1,500,000 has already been spent on acquisition. The area south of the street known as Barbican is covered by confirmed Compulsory Purchase Orders and the land is now being acquired. The report submitted to the Court of Common Council on the 19th September, 1957, stated that the Committee were aware of the demand among middle and higher income groups employed in the City for accommodation near to their places of employment. To obtain more precise estimates of cost, to have the assurance of the approval of the London County Council as the local planning authority and the Minister of Housing and Local Government as the Minister ultimately responsible, the report proposed that a scheme should be worked out in every degree of detail and rents and terms of letting stated with a view to the issue of a prospectus. It would then be possible to assess the demand with accuracy. To enable this to be done, the Court of Common Council on the 12th December, 1957, commissioned a firm of architects to prepare a revised scheme before the summer recess of 1958 for the development of a residential neighbourhood in the Barbican area.

The Corporation of London, as Trustees of the Bridge House Estates, also owns a considerable amount of housing property in south London, information about which is given in connection with the Bridge House Trust. In connection with the City of London Police Force, the Corporation has also provided quarters for single and married men.

In addition the ratepayers of the City of London will contribute in the year ending 31st March, 1959, £652,336 or the equivalent of 1s. 1d. rate, to the cost of Housing in the administrative County of London generally.

Public Health

The organisation of the modern Public Health Services on a municipal basis is usually traced to legislation authorising the permanent appointment of Commissioners of Sewers by the Common Council following the Great Fire of 1666.

An Act of 1667 (18 & 19 Charles II, c. 8), extended by an Act of 1671 (22 & 23 Charles II, c. 17), provided that all common sewers, drains and vaults and paving and pitching the streets should be set out by so many persons as the Common Council should appoint. Those and subsequent Acts were repealed by the City of London Sewers Act, 1848 (11 & 12 Vict., c. 163) which consolidated and greatly increased the powers for the sanitary improvement of the City. This Act, supplemented by the City of London Sewers Acts 1851 and 1897, is the basis of the present powers of the Corporation. The Commissioners appointed under the Acts were also the 'Sanitary Authority' to carry out in the City all Acts relating to Municipal Government, such as the Public Health Act 1891, Adulteration of Food Acts 1860 and 1872, and the Workshop Regulation Act 1867.

The City of London Sewers Act, 1897 (60 & 61 Vict., c. 133) dissolved the Commission and thereafter the Common Council delegated its powers and duties relating to Public Health to a Sanitary Committee, which in 1934 was redesignated the Public Health Committee. As will appear later in this statement the Common Council is also the Health Authority for the whole of the Port of London and had a Port Health Committee. In 1956 the two separate departments each under its own Medical Officer were amalgamated and in 1957 the Public Health Committee and the Port Health Committee were amalgamated into one Committee known as the Port and City of London Health Committee. By virtue of its powers under the

City of London Sewers Act 1848 the Corporation in that year appointed its first Medical Officer of Health, Dr. John Simon, who later became the first Medical Officer of the Local Government Board, the predecessor of the Ministry of Health. The Surveyor to the Commissioners of Sewers was the predecessor of the present City Engineer. Matters concerning the highways have been under the control of a Streets Committee since 1866 and Improvement Committees for particular purposes gave place in 1853 to a standing Improvements Committee, the title of which incorporated Town Planning in 1941.

Highways. The Corporation of London is responsible as Highway Authority for the maintenance and improvement of all the City streets, totalling in length approximately 48 miles. Of this, 14 miles are classified as eligible for monetary grants from the Ministry of Transport towards the cost of maintenance and improvement. Under Michael Angelo Taylor's Act, 1817 (57 Geo. III, c. 29) the Corporation obtained powers in common with other authorities of the Metropolis to effect street improvements, to pave and water streets and to regulate encroachments, although encroachments had for centuries been regulated by the Corporation under customary powers. The City Engineer is responsible for all road works and the high standard of road maintenance adopted results in an average annual expenditure of some £200,000. During the financial year 1957–58, £400,000 was spent on road improvements. Beyond this, works of magnitude are financed by way of loan. During 1958 the first section of the cross City road, known as Route 11, which roughly follows the line of the ancient City wall, will be completed at a cost of £610,000 for works and £850,000 for land, and will include a car park for 240 cars under the road. Cheapside improvement will be completed during 1958–59 at a cost of £71,000 for works and £750,000 for land.

The Corporation experimented over many years in highway design and construction for built up areas and during the period 1848–70 paving in wood blocks and stone setts was extensively carried out, followed by the use of asphalt as a surface, first introduced experimentally in 1869. Since 1938 asphalt in rock powder form or from lake asphalt or residual bitumen has been used for all main and secondary roads. In 1939 a non skid surface treatment was adopted for all asphalt carriageways by the use of differential wear precoated granite chips, a form of construction now in full use. In addition to the policy of adopting new surfacing for carriageways with a high standard of maintenance, the Corporation has been one of the leading authorities in introducing safety measures in highway design in built-up areas by the construction of pedestrian refuges in 1864, pedestrian subways in 1896, traffic control by traffic signal installation in 1930, with the vehicle actuated system in Cornhill introduced in 1932 being the first of its kind in Europe. Subways for mains and services were first adopted in 1869, the City of London thus having led in these matters when a pipe-subway was incorporated by the Engineer as part of the Holborn Valley Improvement Scheme. Since that date 10 further subways have been completed totalling a distance of 1¾ miles under powers conferred by the City of London (Various Powers) Act, 1900, and in the present Route 11 scheme a further pipe subway of 380 yards is now under construction. There are also five pedestrian subways in the City.

Street Cleansing. Hand and machine sweeping, gutter cleansing, and washing by hose and by pressure machine is practically continuous and 2,800 street gullies are emptied at fortnightly and monthly intervals according to their position. Hand labour is being replaced by modern machines wherever possible. Gritting, sanding and snow removal is organised as occasion may demand.

Street Lighting. The City of London has for over 500 years taken a leading part in the progressive stages of street lighting. Gas was experimentally introduced in 1807 and the City was ultimately lighted throughout by gas so that by 1849 there was no public place without gas lamps. Electric lighting was first introduced in England when in 1878 the City installed several arc lamps along Holborn Viaduct and Victoria Embankment. By 1911 approximately 10½ miles of streets were lighted with Magazine Flame arc lamps providing lighting of a very high standard. Electric lighting of main roads and gas lighting of minor roads remained until the end of the Second World War. A comprehensive scheme of fluorescent lighting for the main City thoroughfares was commenced in 1953 and is now well in hand, expenditure for 1958 being estimated at £25,000. In this connection the implementation of the Corporation's powers under the City of London (Various Powers) Act, 1900, requiring frontagers to allow attachment of public lighting apparatus to their buildings, has resulted in the system being accommodated in this way thus effecting an efficient lighting system without the necessity of using either standards or overhead supporting cables.

Street Parking. It is considered that the City's streets do not lend themselves to the recent suggestion for the introduction of Parking Meters. It is the Corporation's intention to restrict street parking to a minimum and to develop public and private basement parks and multi-storey garages, for which powers were obtained by the City of London (Various Powers) Act, 1957, sec. 12.

Sewers. The present system of egg-shaped brick lined sewers, totalling a distance of over 41 miles, dates back to the 18th century. The sewers are laid at a sufficient depth to allow gravity drainage from basements and discharge into the deep level main sewers which, constructed by the Metropolitan Board of Works, are now under the control of the London County Council. A feature of the City system is the incorporation of a vertical drop shaft terminating in a 15 in. road cover as part of the gully installation to permit rapid disposal of snow. The average depth of the sewer network being 20 ft. to invert has the advantage of allowing repairs and reconstruction to be carried out in heading with minimum disturbance of the traffic above. The Corporation is responsible for the cleansing as well as the maintenance of these sewers.

Refuse Collection and Disposal. There are over 4,000 premises in the City occupied by some 16,400 businesses which produce an average of 7,000 bins of refuse each day, which approaches 30,000 tons per annum. From about 75% of these premises refuse is collected daily and from the remainder three times a week. A special service is provided for the collection of approximately 500 tons of trade refuse and about 2,500 tons of market refuse each year. Street orderly bins and litter baskets were introduced into the main streets as long ago as 1869.

In view of the very large proportion of City streets that are time-limited for refuse collection, and for reasons of economy, refuse collection and the street cleansing service are operated largely as one service. All grades of labour have been eliminated and the General Cleansing Grade undertakes all routine manual work. Over 50 collection and cleansing vehicles are in operation and a staff of nearly 400 men employed.

In 1875 the Corporation purchased an 85-year leasehold interest in Letts Wharf, Lambeth, at a cost of £24,500 and housed the Cleansing Depot there with facilities for loading barges from the wharf and from a pier. This method was maintained until 1953 when improved loading facilities were constructed at a cost of £23,000. These involved the use of a small dock which was widened and roofed in to provide loading facilities for two barges under cover. Disposal of refuse in Greater London has been an ever-increasing problem during the past 20 years and as a result of a recommendation of the Metropolitan Boroughs' Standing Joint Committee in 1947, that this problem be in some way solved by a grouping system of Authorities for the purposes of refuse disposal, the Corporation accepted the spirit of this proposal by arranging for their new Depot (first conceived in 1938), at that time a firm project, to be designed to allow the members of their group, i.e. Holborn and Finsbury, to be offered tipping facilities, an offer which has been accepted. The Corporation through the City Engineer are now engaged upon the development of a new Public Cleansing Depot and Wharf with Docks which will provide an up-to-date hygienic method of loading refuse barges for ultimate disposal on scheduled land down river in the County of Essex, at an estimated cost of £1,200,000 exclusive of land. Such a project, which it is anticipated will be completed within 5 years, will be an outstanding contribution towards solving the problem of Greater London's disposal of refuse by providing their group with a modern disposal centre. A further problem of London's refuse disposal is that of acquiring land on which to dispose of the refuse by the controlled tipping method following its conveyance down river by barge, a method considered by the Greater London Authorities as the most economical. In this connection the Corporation has anticipated the increasing difficulty of finding suitable land. In 1903, 130 acres of land were purchased at Hornchurch and used by the Corporation from that date. As tipping on this land is approaching completion further land of approximately 209 acres in area has recently been purchased at a cost of £30,000, at Stanford-le-Hope, following an intensive survey of the lands abutting the lower reaches of the Thames. This will enable the Corporation to have an outlet for refuse under its own control for a further 70 years.

Public Conveniences. Under its Sanitary Powers, the Corporation has always taken an active interest in the provision of Public Conveniences and was the first Authority in the Country to provide this service in the form of an underground building; this was in 1887, and since that date 47 underground conveniences have been built, together with 4 surface conveniences. All are staffed, and paper towels, soap and water are supplied free on request. Clean linen towel, soap and hot water are available at a small charge.

Hydrants. In 1879 the Corporation laid down a complete system of hydrants within the City, although at that time they had no statutory authority for this particular work. They have continued to replace, improve, add to and maintain this system since that date.

Cemetery and Crematorium. In 1852 an Act 15 & 16 Vict., c. 85 empowered the Corporation to authorise the Commissioners of Sewers to act as Burial Board for the City. Following the powers received under this Act the Corporation purchased 200 acres of land at Little Ilford, Essex, which was designed and laid out as a Cemetery and completed in 1856. In 1904 a Crematorium was built within the Cemetery and this building has been added to since that date and now comprises four furnaces and two memorial halls. The layout of the Cemetery and Garden of Remembrance attached to the Crematorium are spacious in conception and both are maintained to a high standard. This facility is used by a considerably greater population than that resident within the City.

Health and Hygiene. Common lodging-houses, factories, workshops and work places are under constant inspection. Drainage and sanitation in new buildings is subject to the approval of the City Engineer and in old buildings to the inspection of the Medical Officer. Plans for alterations or additions to sanitary arrangements are submitted for approval under the City of London (Various Powers) Act, 1900. The three District Inspectors also deal with the many complaints relating to sanitary matters generally which are the inevitable result of old buildings in the City.

Necessary action under the Housing Acts in relation to overcrowding, structural defects, closing and demolition orders are the responsibility of the District Inspectors under the Medical Officer of Health, notably under certain parts of the Housing Repairs and Rents Act, 1954, and the Rent Act, 1957.

There are 197 factories in which the provisions of secs. 1, 2, 3, 4 & 6 of the Factories Acts, 1937 and 1948 are enforced by the Corporation, in addition to which there are 89 factories in which sec. 7 of the Acts are enforced. In these, and the 972 kitchens of catering establishments, 1,308 defects were reported in 1957 and remedial action taken. Under the Acts the inspection of outworkers' premises is maintained, and the register of outworkers kept.

Under the Public Health (London) Act, 1936, inquiry is made into all cases of infectious disease, whether in the case of a resident, City worker, or passenger by ship or air. Disinfection of premises or clothing is carried out where necessary. Contacts are kept under surveillance, and movement outside the City area notified to the appropriate authority. Specimens are submitted for bacteriological examination where necessary. As a matter of routine, consideration is given in each case as to whether a contact should be excluded from work if handling food is involved in the contact's employment.

Compliance with the statutory provisions for suitable and sufficient sanitary conveniences, washing facilities, lighting, heating and ventilation, in the 1,250 shops in the City is enforced by constant inspection.

Any necessary action for cleansing and maintaining war damaged sites clear of deposits of refuse is taken under the War Damaged Sites Act, 1949.

There are 240 privately owned deep water bores in the City, the supervision of the purity of which is carried out under the Water Act, 1945.

There are 77 hairdressing establishments registered under the Corporation's by-laws made under the London County Council (General Powers) Act, 1954, for securing the hygienic conduct of such establishments.

From time to time it has been necessary for the Corporation to use its powers under sec. 47 of the National Assistance Act, 1948, for the removal of aged or infirm persons to hospital.

City Mortuary. The mortuary at Golden Lane, Cripplegate, contains a Chapel for the reception of deceased persons, a post-mortem room, and six body-preserving chambers. During 1957, 164 bodies were received into the Mortuary and 164 post-mortem examinations held.

Disinfecting Station. At the same premises there is disinfecting apparatus and accommodation for the cleansing of verminous persons. During 1957, 1¼ million secondhand articles of clothing were disinfected prior to export under certificate. 583 verminous persons and children were cleansed and 5,820 articles of clothing disinfected.

Coroner's Court. Plans are in hand for the rebuilding of the Coroner's Court which was destroyed by enemy action.

Exhumations and reinterments. The rebuilding of the City has necessitated frequent action under the Town & Country Planning (Churches, Places of Religious Worship and Burial Grounds) Regulations, 1950, made under the Town & Country Planning Act, 1947, in regard to the disinterment and removal for burial or cremation of human remains discovered as a result of excavations prior to building operations in disused burial grounds. These operations are carried out under Home Office Licence and under the supervision of the Medical Officer of Health, subject to the Corporation's Regulations governing such operations, and any conditions imposed by the Bishop of London.

Exhumations and reinterments at the City of London Cemetery at Manor Park are similarly carried out under the supervision of the Medical Officer of Health.

Rodent Control and Pigeon Nuisance. Under the Prevention of Damage by Pests Act, 1949, a Rodent Officer and five operatives work under the direction of the Medical Officer of Health on rodent control. The work comprises the inspection of properties to ascertain the presence of rats and mice, treatment of such properties as are found to be infested and periodical control measures for the destruction of rats in the City sewers. In 1957, 4,030 occupancies and properties were inspected and 604 infestations were the subject of control measures. As a result of the ready co-operation of the officers of the Ministry of Agriculture, Fisheries and Food the City was the first authority to use Sodium Fluoroacetate, technically known as '1080' for direct poisoning in sewer treatments.

Under sec. 212 of the Public Health (London) Act, 1936, the City has contracted with a firm of pigeon catchers for the control of the number of pigeons congregating in the area in order to reduce the damage and nuisance caused by these birds.

Food, Meat and Milk. The City has been a Food and Drugs Authority since 1860 and today the chain of control and inspection of foodstuffs is complete, from the landing at riverside wharves, direct or by barge from the London Docks, to the wholesale merchant; and, so far as meat is concerned, through the Smithfield Market and the cold stores to the wholesaler, and also to the consumer in City shops or catering establishments.

During 1957, 192,000 tons of foodstuffs entered the City at wharves, all of it subject to inspection under the Public Health (Imported Food) Regulations, 1937 and 1948. 118 tons were condemned as unfit for human consumption. 6,234 samples of imported processed egg were taken for bacteriological examination.

422,607 tons of meat were delivered to Smithfield Market and 497 tons condemned on inspection. Meat in City cold stores, butchers' shops and Leadenhall Meat Market is also inspected. The transport and handling of meat in and around Smithfield Market are subject to the Food Hygiene Regulations. The meat inspection staff at Smithfield are housed in modern offices with a lecture hall, laboratory and condemned meat room. In 1957, 18 demonstrations and lectures were given to D.P.H. students and other interested parties.

There are seven dairy shops in the City within the meaning of the Milk and Dairies Regulations, 1949. 86 Supplementary Licences in respect of 25 firms or individuals and 33 Dealers' Licences in respect of 15 firms or individuals were issued during 1956 under the Milk (Special Designations) (Raw Milk) Regulations, 1949–50 and the Milk (Special Designations) (Pasteurised and Sterilised Milk) Regulations, 1949–53. 23 firms with premises outside the City are registered under the Milk and Dairies Regulations, 1949, as distributors of milk within the City, and 14 firms with City premises.

Sampling is carried out for the purposes of the Public Health (Preservatives, etc. in Food) Regulations, 1927. Under the Food and Drugs Act, 1955, and Regulations made under it, sampling of food and drugs is continuously maintained as a check on the 'nature, substance and quality' of the articles, and, under the Labelling of Food Order that the labelling is in conformity therewith. 126 premises for the sale, manufacture or storage of ice cream and the preparation or manufacture of sausages, potted, pressed, pickled or preserved food intended for sale, are regularly inspected and are registered under sec. 16 of the Act.

Catering Establishments. Kitchens and premises of restaurants, cafés, canteens of business premises, and licensed houses are inspected, and investigations into outbreaks of food poisoning are carried out. In 1957 there were 972 such establishments in the City, and 57 proposed new undertakings were the subject of inquiry. The City is unique in that whilst its resident population is about 5,000 it has an estimated day-time population of approximately half a million people, increasingly concentrated in large office blocks and, as a result of the use of luncheon vouchers, eating in large restaurants and canteens. Food poisoning under these conditions can assume serious proportions. A high standard of hygiene and food safety must be maintained by inspections under the Food Hygiene Regulations, 1955.

Grading and Marking. The provisions of the Merchandise Marks Acts, 1887–1953, and orders made under them are enforceable by the Committee through the Medical Office of Health. Enforcement of the Agricultural Produce (Grading and Marking) Act, 1928–31, and orders made thereunder is a duty, the necessity for which has declined with the virtual disappearance of itinerant vendors. The Corporation has County Council status under the Fertilisers and Feeding Stuffs Act, 1926, and regulations made under it; samples are taken as a check on stated analysis, the inspection and sampling being carried out in co-operation with the officers of the London County Council.

Pharmacy. There are 70 registrations under the Pharmacy and Poisons Act, 1933, enforcement of which requires periodical inspections, as also do the provisions of the Pharmacy and Medicines Act, 1941.

Smoke Abatement. Before general legislation in the Clean Air Act, 1956, gave powers to Local Authorities to designate 'smoke control areas' the City had promoted its own legislation in the City of London (Various Powers) Act, 1954, making the whole of the City a 'smokeless zone', the success of which has been personally witnessed by the Minister of Housing and Local Government.

Seven (soon to be increased to 8) conveniently sited centres house apparatus for the daily measurement of the degree of atmospheric pollution, and the City co-operates with the Department of Scientific and Industrial Research in their investigations in this connection.

There are 7 Railway Termini within the City boundary; 5, namely, Fenchurch Street Station, Liverpool Street Station, Cannon Street Station, Broad Street Station and Moorgate, present special problems of atmospheric pollution. Energetic action on the part of the Port and City of London Health Committee has resulted in lectures to footplate staff and a scheme for the eventual use of diesel locomotives in place of the existing solid fuel locomotives in anticipation of the provisions for taking action in respect of smoke from railway engines which will come into force in 1958.

Transference of powers under National Health Service Act, 1946

Before the coming into force of the National Health Service Act 1946, the City Corporation maintained a comprehensive personal health service. Their mental hospital at Stone, near Dartford, Kent, accommodating 400 mentally ill patients had a reputation for progressive administration. This was maintained entirely by the City Corporation. The Hospital, together with its large farm, passed to the Local Hospital Board.

There was a Maternity and Child Welfare Centre with Ante-Natal and Post-Natal Clinics established in St. Bartholomew's Hosptal, as it is today, and there were two Health Visitors.

There was also a Tuberculosis Dispensary held in St. Bartholomew's Hospital, as it is today, and mass X-ray examinations were carried out by a mobile unit which commenced operations at St. Bartholomew's Hospital in 1945 and was transferred to the City Corporation's premises at Golden Lane in November, 1950. It continues there today.

The Corporation also controlled a Centre at St. Bartholomew's Hospital for the diagnosis and treatment of Venereal Diseases.

It is felt that the transference of these centres and clinics has severed the local link between City residents and the local authority. Much was achieved before 1946 by the close co-operation of the health visitors and the public health inspectors by informal action on matters relating to housing conditions generally, often matters of a trivial nature which would not otherwise have been brought to the inspectors' attention, but the attention to which often means so much to the family comfort and well-being.

Port of London Health

Origin.

The Corporation of the City of London was originally constituted the Sanitary Authority of the Port of London by section 20 of the Public Health Act, 1872. The Act gave the Local Government Board power to assign by order to the Port Sanitary Authority any powers, rights, duties, etc. under the Sanitary or other Acts, powers which have been brought up to date under subsequent legislation including the Public Health (London) Act, 1936. By this Act the title was changed from Port 'Sanitary' to Port 'Health'.

Area of Jurisdiction

Under the Public Health Act, 1872, the limits of the Port were defined to be those of the Port as established for the purposes of the Customs laws, and the present limits of the Port of London were defined by a Treasury Minute, dated 1st August 1833, as follows:

> 'We the undersigned, Lords Commissioners of Her Majesty's Treasury of the United Kingdom of Great Britain and Ireland, do hereby, under the Authority of "The Customs Consolidated Act, 1876", appoint London to continue and be a Port in that part of the United Kingdom called England, and do hereby declare that the limits of the said Port of London shall commence at High Water mark in the River Thames at Teddington Lock in the County of Surrey and extend down both sides of the River Thames to an imaginary straight line drawn from the Pilot Mark at the entrance of Havengore Creek, in the County of Essex, to the Lands End at Warden Point, in the Isle of Sheppey in the County of Kent, such point being the north-western limit of the Port of Faversham, and shall extend up and include both sides of the River Medway to an imaginary straight line drawn from the south-east point of land westward of Coalmouth Creek, thence across the said River Medway to the westernmost point of the piece of land which forms the eastern side of Stangate Creek, or, in other words, the north-west point of Fleet Marsh, and from thence in a southerly direction to Swale Church, in the said County of Kent, and thence in a north-easterly direction to Elmley Chapel, in the said Isle of Sheppey, a supposed direct line from Elmley Chapel to Swale Church, being the western limit of the Port of Faversham, and the said Port of London shall include the Islands in Havengore Creek aforesaid, called Potton and Rushley Islands, and so much of the said Creek and watercourse as extends from it to the Town of Rochford, and shall also include all other islands, rivers, streams, creeks, waters, watercourses, channels, harbours, docks and places within the before-mentioned limits contained.'

An Assignment of Powers Order made by the Local Government Board on 30th June 1898 made the further provision that the then Port Sanitary Authority of the Port of London

> 'shall have the powers, rights, duties, capacities, liabilities and obligations assigned by the above-recited Order as well in and over the whole of any wharf and of the area within the gates of any dock and the buildings thereon respectively, forming part of or abutting upon the Port of London as in and over all waters within the limits of the said Port.'

Eleven docks come within the jurisdiction of the Port Health Authority and are divided into five Groups, as follows:

Regent's Canal, London and St. Katharine Docks.
Surrey Commercial Docks.
East India, West India and Millwall Docks.
Royal Victoria, Royal Albert and King George V Docks.
Tilbury Docks.

The River distance between the Western and Eastern limits of the Port is about 68½ miles and in addition to the enclosed docks, includes the following navigable tributaries, waters and creeks of the River Thames:

On the right bank from Teddington downwards:

Wandsworth Creek (River Wandle).
Part of the Grand Surrey Canal within the Surrey Commercial Docks.
Hay's Dock.
St. Saviour's Dock.
Deadman's Dock.
Deptford Creek (River Ravensbourne).
Dartford Creek (Rivers Cray and Darenth).
Gravesend Canal Basin.
Cliffe Creek.
Yantlet and Coalmouth Creeks.
Part of the River Medway and of the Swale.

On the left bank from Teddington downwards:

The entrance to the River Brent.
Chelsea Creek.
Grosvenor Dock.
Limekiln Creek.
Bow Creek (River Lea).
Barking Creek (River Roding).
Rainham Creek (River Ingrebourne).
Mucking Creek.
Thames Haven.
Hole Haven.
Potton and Rushley Creeks.
The River Roach as far as Rochford.

Powers and Duties

In 1872 this country was seriously menaced by a threatened invasion of Cholera then raging on the Continent and the Government of the day decided to constitute a Port Sanitary Authority of the Port of London in order to relieve the Privy Council of some of its responsibilities for the prevention of the entry of epidemic disease into the country.

Since then a number of Acts of Parliament and Statutory Instruments have assigned powers to the Port Health Authority covering the following subjects:

(a) Abatement of Nuisances and Removal of Refuse.
(b) Aircraft.
(c) Aliens.
(d) Canal Boats.
(e) Crew Accommodation.
(f) Dangerous Drugs.
(g) Fertilisers and Feeding Stuffs.

(h) Food.
(i) Fumigations.
(j) Houseboats.
(k) Infectious Disease.
(l) Rats and Mice.
(m) Shellfish.
(n) Smoke Abatement.

(a) Abatement of Nuisances and Removal of Refuse

Provisions are made in the Public Health (London) Act, 1936, enabling the Authority to deal with nuisances which arise within their area of jurisdiction and for the removal of refuse from the dock areas. In addition the Corporation has made by-laws for preventing nuisances arising from refuse wharves and barges or vessels carrying offensive cargoes on the River.

(b) Aircraft

The Public Health (Aircraft) Regulations, 1952 and (Amendment) Regulations, 1954, have been made under the Public Health Act, 1936, and are designed principally to combat the introduction of infectious disease into the country and prescribe the measures to be adopted in the enforcement and execution of the regulations. At the moment there is no aerodrome either wholly or partially situated in the Port of London Health Authority's area of jurisdiction.

(c) Aliens

The Aliens Order, 1953, made under the Aliens Restriction Act, 1914, and the (Amendment) Act, 1919, calls for the appointment by the Ministry of Health in pursuance of arrangements made between that Minister and the Secretary of State, of Medical Inspectors for the purposes of this Order and for the sake of convenience the Medical Officer and the Assistant Medical Officers of the Port Health Authority are appointed as Medical Inspectors.

(d) Canal Boats

The Public Health Act, 1936, repealed the Canal Boats Act, 1884, under which the Port Health Authority was designated a Registration Authority but Part X —Canal Boats, of the Public Health Act, 1936, reimposed that duty as also to carry into effect the provisions of this part of the Act and the regulations made thereunder. At the moment no regulations have been made.

Under the Act every registration authority shall within twenty-one days after the end of each calendar year make a report to the Minister as to the steps taken by them during that year to carry into effect the said provisions.

During the year ended 31st December, 1957, fifty-one inspections of canal boats were made of which twenty-one were found not to conform with the requirements of the Act regarding painting and cleanliness, defective cabin bulkheads, ventilation, cabin fittings, and doors. No new registrations were effected during the year.

(e) Crew Accommodation

Section 3 of Part I of the Public Health (London) Act, 1936, prescribes that for the purposes of the provisions of this Act, any vessel, unless otherwise specified, lying in a river or other water of a sanitary authority shall be subject to the jurisdiction of the sanitary authority in the same manner as if it were a house within their district and as if the master of the vessel were the occupier of the house.

The Minister of Transport in exercise of powers conferred upon him under the Merchant Shipping Act, 1952, issued The Merchant Shipping (Crew Accommodation) Regulations, 1953, and while these regulations are not applicable to the Port Health Authority, the handbook issued by the Minister entitled 'Crew Accommodation in Merchant Ships' to be read in conjunction with the above-mentioned regulations, is of considerable assistance to Port Health Inspectors in carrying out their inspection of crew accommodation of ships lying within the Port of London.

During the year ended 31st December, 1957, the number of vessels visited by Port Health Inspectors was 13,523 on 646 of which sanitary defects were found, details being brought to the notice of the Master, Owners and/or Ministry of Transport. On 638 of these vessels the defects were remedied.

(f) Dangerous Drugs

Regulation 13(2) of the Dangerous Drugs Regulations, 1953, reads:

(a) The master of a foreign ship which is in a port in Great Britain shall be authorised to procure such quantity of drugs and preparations as may be certified by the medical officer of health of the port health authority within whose jurisdiction the ship is or, in his absence, by the assistant medical officer of health, to be necessary for the equipment of the ship until it reaches its home port.

(b) A person who supplies a drug or preparation in accordance with a certificate given under this paragraph shall retain the certificate and mark it with the date on which the drug or preparation was supplied and keep it on his premises so as to be at all times available for inspection.

During the year 1957, sixty-one such certificates were issued.

(g) Fertilisers and Feeding Stuffs

Section 27 of the Fertilisers and Feeding Stuffs Act, 1926, prescribes that the sanitary authority of the Port of London shall, to the exclusion of any other council, perform and exercise the duties and powers by this Act imposed and conferred on councils of counties and county boroughs.

The Minister of Agriculture, Fisheries and Food in exercise of powers vested in him by section 23 of the above-mentioned Act, made regulations cited as the Fertilisers and Feeding Stuffs Regulations, 1932 and the Fertilisers and Feeding Stuffs (Amendment) Regulations, 1951, both of which were revoked by the Fertilisers & Feeding Stuffs Regulations, 1955.

Under section 18 of the Act the Authority is called upon to make a quarterly return of the results of the analysis of any samples submitted to the Analyst during the preceding three months.

(h) Food

Vast quantities of foodstuffs of every conceivable variety (nearly 6½ million tons yearly), are imported into London from every part of the world and the Government rightly insists that these foodstuffs shall be wholesome, free from disease and in other words 'fit for human consumption'. Particularly is this so in the case of perishable foods such as meat and fish which, unless in sound condition, are liable to convey disease.

One of the principal duties, therefore, of the Port Health Authority is the inspection of all foodstuffs entering the port and this absorbs a great deal of time and energy. The Acts and Regulations governing the importation of foodstuffs into the United Kingdom are:

The Public Health (Preservatives, etc. in Food) Regulations, 1925 to 1948.
The Public Health (Imported Milk) Regulations, 1926.
The Public Health (Imported Food) Regulations, 1937 & 1948.
The Food and Drugs (Whalemeat) Regulations, 1949 & 1950.
The Food and Drugs Act, 1955 (Section 11 only—'Powers to examine food in course of transit.')
The Food Hygiene Regulations, 1955.

The Port Health Authority is also responsible for the hygienic transport and handling of meat at the docks.

The amount of foodstuffs seized and condemned as unfit for human consumption and either reconditioned or disposed of for animal consumption or for industrial purposes under guarantee or totally destroyed is approximately 3,500 tons per annum (or 0·5% of the total imports of food).

The method of disposal of foodstuffs seized and condemned in 1957 was, approximately, as follows:

Burnt or buried (total destruction)	62·6
Cattle feeding	2·3
Refining (sugar and sugar sweepings)	4·2
Boiling down (rendering for fats, etc.)	6·7
Reconditioning, manufacturing or industrial purposes	20·4
Released to other districts (under supervision of the Local Medical Officer of Health	3·3
Re-exported (not falling within any of the above categories or contravening the Regulations)	0·5
	100

(i) Fumigations

Regulations governing the use of Hydrogen Cyanide for the fumigation of ships and buildings have been made by the Secretary of State in pursuance of his powers under section I of the Hydrogen Cyanide (Fumigation) Act, 1937.

The Regulations which came into operation on the 1st February, 1952, are cited as follows:

The Hydrogen Cyanide (Fumigation of Buildings) Regulations, 1951.
The Hydrogen Cyanide (Fumigation of Ships) Regulations, 1951.

Since the use of fumigants is closely connected with the control of infectious disease and rats and mice, a further reference to the above-mentioned regulations will be found under the headings describing the activities of the Port Health Authority in regard to infectious disease and rats and mice.

(j) Houseboats

A houseboat is defined as any vessel or boat lying in any river or water or on any foreshore within the district of the Port Health Authority which is used or is capable of being used as a place of habitation whether such use be temporary or permanent and as such is subject to the provisions of section 3 of Part I of the Public Health (London) Act, 1936.

Similarly under the City of London (Various Powers) Act, 1933, sections 6 and 7 the Corporation of London as the Port Sanitary Authority for the Port of London may from time to time make by-laws in regard to houseboats.

However, no By-laws have in fact been made since those made under section 95 of the Public Health (London) Act, 1891, and London Port Sanitary Authority (Additional Powers) Order, 1923. Draft by-laws drawn up in 1946 are still awaiting the confirmation of the Minister of Health.

(k) Infectious Disease

Part IX of the Public Health (London) Act, 1936, prescribes the action to be taken for the prevention and treatment of disease, and under this Act the following regulations have been made:

Public Health (Ships) Regulations, 1952 & 1954.
Public Health (Infectious Diseases) Regulations, 1953.

For the control of communicable diseases, the Authority has a Boarding Station, the hulk *Hygeia,* situated at Gravesend, which besides serving as headquarters for the Boarding Medical Officer on duty, acts as a mooring station for the two launches based on the Lower River District. A radio communication system links all three vessels.

There are three Boarding Medical Officers each of whom does a 24-hour tour of duty, followed by 48 hours off.

All vessels coming from a foreign port are required on arrival at Gravesend to present a 'Declaration of Health', signed by the Master and countersigned by the Ship's Surgeon, if one is carried, declaring that either no case of infectious sickness has occurred during the voyage or if there has been such a case, giving particulars in the Schedule to the Declaration. The Master is also required to disclose whether there have been any deaths or any undue mortality among the rats that may be on board.

In practice the Boarding Medical Officer usually has advance information of a vessel requiring his attention because, in accordance with the requirements set out in the Declaration of Health, the Master must, if the vessel is fitted with wireless, send a message to "Portelth, London" stating the name of his vessel and the time she is expected to arrive off Gravesend. These messages are picked up by the North Foreland Radio Station and are telephoned direct to the Boarding Medical Officer on the *Hygeia.*

If a case or cases of infectious disease or suspected cases are discovered they are promptly removed by the Authority's Ambulance launch to the Denton Hospital either for treatment at that hospital or subsequent removal to the appropriate hospital under the South-East Metropolitan Regional Hospital Board.

The Denton Isolation Hospital was erected by the Corporation of London and was solely under their control until the advent of the National Health Service Act, when it was transferred to the South-East Metropolitan Regional Hospital Board, who are now in administrative control of the hospital. Arrangements have been made, however, that any patients admitted to the hospital from vessels arriving in the Port are under the clinical control of the Assistant Medical Officers stationed at Gravesend.

During the year ended 31st December, 1957, 1,470 cases of notifiable and other infectious diseases were reported as having occurred on 248 vessels during the voyage, of which 563 were landed in the Port.

(l) Rats and Mice

Rats present a great danger owing to their susceptibility to plague to which they readily succumb and to the danger of their transmitting the disease by means of their fleas to human beings. To combat this menace the Public Health (Ships) Regulations, 1952 & 1954, made under the Public Health (London) Act, 1936, prescribe the measures to be taken on board a ship which has had during the voyage, or if found on arrival to have a rat mortality on board which is not accountable for by any measures taken by the Ship's personnel, i.e. trapping, poisoning, etc.

Incidentally rats and mice can also do an enormous amount of damage to food stocks and other merchandise carried in ships and stored in warehouses, with consequent grave financial loss to commerce.

Consequently the Port Health Authority has an extensive and efficient scheme of rodent control and employs a number of fully trained whole-time 'Rodent Officers' whose sole duty it is to visit ships and premises in order to find evidence of rodent infestation and, if necessary, to lay traps and poisons.

In addition, under international agreement, ships trading abroad are periodically inspected, at least once every six months, and if found to be in a 'ratty' condition are 'deratted'. Deratisation is carried out by the use of fumigants which include Sulphur Dioxide and Hydrogen Cyanide and the use of poisons such as Sodium-fluoroacetate ('1080') and 'Warfarin'.

Additional legislation for the control of rats and mice has been issued under the Prevention of Damage by Pests Act, 1949, namely the Prevention of Damage by Pests (Application to Shipping) Order, 1951, and the Prevention of Damage by Pests (Application to Shipping) (Amendment No. 2) Order, 1956.

During the year ended 31st December, 1957, 138 vessels were either fumigated, trapped or poison baited for rodent destruction and the issue of International Certificates. Thirty vessels were fumigated, resulting in the recovery of 327 rats and 986 mice. The remaining 108 vessels were subjected to poisoning in 103 of which '1080' was used, resulting in the destruction of 1,193 rats and 184 mice. Also during 1957, 1071 Deratting Exemption Certificates and 105 Rodent Control Certificates were issued.

A total of 4,863 rats were destroyed and their bodies recovered during the course of 1957, 2,372 in ships and 2,491 on shore premises in the Port. In addition 4,973 mice were destroyed, 1,180 in ships and 3,793 on shore premises. Sixty-four rats were examined for plague with negative results.

(m) **Shellfish**

The Minister of Health in the exercise of the powers conferred on him by various Public Health Acts, culminating in the Public Health (London) Act, 1936, made regulations cited as the Public Health (Shellfish) Regulations, 1934, for the control of shellfish and shellfish layings coming within the jurisdiction of the Port Health Authority.

These regulations confer powers on a local authority that on receipt of a report of their Medical Officer of Health that the consumption of shellfish taken from a laying is likely to cause danger to public health, they may make an Order prohibiting the distribution for sale for human consumption of shellfish taken from the laying either absolutely or subject to such exceptions and conditions as they may think proper, having regard to the interests of the public health.

Such an Order was made by the Mayor and Commonalty and Citizens of the City of London, the Port Sanitary Authority of the Port of London and the local authority for the purposes of the Public Health (Shellfish) Regulations, 1934, dated 23rd April, 1936.

In this Order the 'prescribed area' covered the public and private layings bordering that part of the foreshore of the Estuary of the River Thames between roughly Canvey Island and Shoeburyness.

In 1935 the Ministry of Health issued regulations cited as the Medway (Shellfish) Regulations, 1935, in which the 'prescribed area' covered the foreshore of the River Medway from roughly Sheerness to the western limit of the Faversham Port Sanitary Authority and portions of the River Swale.

During the latter part of 1956, cases of typhoid fever occurred among persons who had eaten shellfish from layings in the Isle of Sheppey which were not covered by the Medway (Shellfish) Regulations.

As a result the Corporation of the City of London made a further Order dated 25th July, 1957, which defined as a 'prescribed area' the foreshore or waters bordering on that part of the Estuary of the River Thames or any tributary waters thereof, between Garrison Point, Sheerness and Warden Point, in the Isle of Sheppey.

(n) Smoke Abatement

Smoke nuisances created by vessels plying up and down the River Thames and while lying at berths in the docks and also from premises within the dock areas, are controlled by the Public Health (London) Act, 1936, and the Clean Air Act, 1956, and it is understood that regulations made under the latter Act will be issued in the near future.

Open Spaces

For more than a century the Corporation of London has appreciated the need for, and has endeavoured to secure the preservation of, open spaces in and around London. The Royal Commission on London Government in 1923 observed 'that the generosity of the City Corporation has secured for London parks and open spaces of inestimable value, in some cases far from its own boundaries.' The open spaces outside the City were not acquired and are not supported at the cost of the rates. The Corporation has also encouraged and contributed towards the preservation of open spaces under the control of other bodies. By the Corporation of London (Open Spaces) Act, 1878, the Corporation was authorised to acquire land in mortmain within 25 miles of the City as open spaces for the recreation and enjoyment of the public and to preserve the natural aspect and timber, and was restrained from building or enclosing except for necessary improvement. The Corporation consults frequently with the local authorities in whose districts the open spaces are situated. The proximity of intense housing development is making more and more difficult the preservation of open spaces in their natural condition.

Burnham Beeches

This woodland, noted for the old pollarded beech trees, was acquired by the Corporation in 1880 subject to existing rights of common and shooting. The original 374 acres has been extended by the addition of Fleet Wood, New Coppice and Tower Wood, the capital cost being £21,500. The open space now covers more than 500 acres. In order to maintain the character of the woodland extensive planting of young beech trees has been undertaken in recent years. The net cost to City's Cash for 1956–7 was £6,292.

Coulsdon Commons

The commons of Farthingdown, Riddlesdown, Coulsdon and Kenley were acquired by the Corporation in 1883. Subsequent additions have been made, bringing the total capital cost to about £10,000. The areas of these open spaces now amount to approximately 430 acres. The cost of maintenance to City's Cash in 1956–7 was £2,560.

Highgate Wood and Queen's Park, Kilburn

Gravel Pit Wood, Highgate, and 30 acres of the site of the Royal Agricultural Show held at Kilburn in 1879 were offered to the Corporation in 1885 by the Ecclesiastical Commissioners. The Corporation decided to acquire the Kilburn site with moneys provided under the will of William Ward. The capital sum remaining of this bequest, viz., £18,000, is insufficient to maintain the Park, which in 1956–57 cost City's Cash £6,833. Hard tennis courts, a children's playground and summer band concerts are appreciated in a thickly populated district.

Highgate Wood, which extends to 70 acres, was purchased by the Corporation and is maintained as far as possible in natural conditions. A cricket pitch has been laid out and children's play apparatus installed. The net cost of maintenance in 1956–57 to City's Cash was £5,331.

West Wickham Common

West Wickham Common, 25 acres, and Spring Park, 51 acres of woodland, are maintained in their natural condition. The former was acquired by the Corporation in 1892, and of the latter 35 acres was accepted by gift in 1924 and 17 acres purchased by the Corporation in 1927. Together they cost the City's Cash about £1,200 per annum to maintain.

Epping Forest

The Corporation was enabled to prevent the enclosure of much of Epping Forest by reason of common rights which it acquired as a result of the purchase of land at Ilford for the purpose of the City of London Cemetery. Eleven years continuous work at law and in Parliament between 1871 and 1882 resulted in some 5,500 acres being saved as open space, 3,000 acres of which consisted of waste lands purchased by the Corporation from lords of the manors. The Epping Forest Act, 1878, constituted the Corporation as Conservators, acting through an Epping Forest Committee consisting of twelve persons nominated by the Common Council and four Verderers elected by the Commoners of the Forest.

Since 1882 considerable additions have been made to the Forest which now covers almost 6,000 acres. It stretches from Forest Gate for about 13 miles northward to Thornwood. Parts are used for organised games, cricket, football and golf, and horse riding and boating is permitted subject to regulations. The Epping Forest Act, 1878, lays a duty on the Conservators to preserve at all times, as far as possible, the natural aspect of the Forest. The Forest is managed by a Superintendent who has a staff of some 60 keepers, woodmen and labourers. The net cost to City's Cash is at present about £21,500 per annum.

West Ham Park

This Park of 77 acres was purchased in 1874, £10,000 being contributed by the Corporation, £10,000 by Mr. John Gurney and other members of his family, and £5,000 by subscriptions. Management is entrusted to a Committee, eight of whom are appointed by the Corporation, four by Mr. Gurney and his successors and three by the Borough of West Ham. While part of the park is laid out as a garden, there are extensive facilities for tennis, cricket, football, hockey, netball and athletics. Band performances are given in the summer and there is a putting green, children's playground and sandpit. The net expenditure from City's Cash in 1956–57 was £13,500.

Bunhill Fields

The maintenance of this ancient burial ground, which is just outside the City boundary, in 1956–57 cost £1,807.

Many small open spaces in the City are maintained by the Corporation from Rate funds, in accordance with powers conferred by the Open Spaces Act, 1906, and the City of London (Various Powers) Acts, 1933 and 1946, notably Finsbury Circus Garden (where there are band concerts and a bowling green), St. Paul's Churchyard, St. Paul's Garden, Bridgewater Square, Vine Street playground, London Wall Garden, Greyfriars Churchyard, Tower Hill Terrace and Smithfield Garden, together with other oases that are under construction in conformity with the new Development Plan. The maintenance of these open spaces in 1956–57 cost £16,438.

Markets

Markets in the City of London were probably coeval with the City itself. They existed by prescription and immemorial usage and were not established by royal grant or authority. The title of the Corporation to its market rights has been confirmed by charters (e.g. in 1327, 1638 and 1663), acts of Parliaments and legal decisions. The Common Law right that any market set up within 7 miles of an established market might be suppressed as a nuisance was reinforced by a provision in the charters that no market should be set up within 7 miles of the City. In derogation of the City's rights Covent Garden was granted to the Earl of Bedford and Spitalfields Market to John Balch. The City has also acquiesced in the establishment of some other metropolitan markets by forbearing to plead its rights.

The City markets fulfil a wider function than that of supplying local needs. Not only is the vast food consumption of the Metropolis satisfied, but London is a natural distributing centre for imported foodstuffs and for the disposal of temporary home surpluses. The Corporation has exercised its market rights for the public benefit and has endeavoured to meet with adequate organisation the greatly increased responsibilities laid upon it by the development of Greater London. The Corporation removed the markets from their original sites in the streets, and has built and rebuilt and enlarged accommodation on more convenient sites. It has established new markets, some outside the City boundary. During and after the war the Ministry of Food found that the City meat and cattle markets were adequate and convenient to supply large areas of Greater London and adjacent districts. The Corporation has constantly under review the adequacy and convenience of all the City markets, not only to the traders but to the public in general, As will be seen vast improvements have been undertaken at all the markets, involving not only market accommodation and functions but also to improve access by road and rail and avoid local congestion. Each of the four markets is controlled by a Committee of the Common Council and administered by a Superintendent, who reports regularly on the conduct of the market and trends in trade. Conferences with Market Tenants' Associations, with representatives of employees, and with traffic authorities are of frequent occurrence and the four Markets Committees meet jointly on common problems.

A market is naturally a concourse of people, of buyers and sellers, of produce and vehicles; it requires ancillary services and cannot be isolated from a town. The more successful the market, the greater the concourse. The Corporation has provided wide roadways around and in its markets and has in contemplation the provision of additional internal parking facilities. Every endeavour is made to disperse market traffic before other commercial traffic becomes heavy. The removal of markets to new sites is generally objected to by existing traders as ancillary trade connections have grown up and become firmly rooted around the market. Removal must also entail immense cost and consequent higher rents and tolls. The consumption of London demands markets in a fairly central position; removal to any point of the compass would entail a double journey across London from other points. Improvements on or near existing sites seems the most practical and economic solution, a solution undertaken by the Corporation at Spitalfields and planned at Billingsgate and Islington. Much market congestion may be avoided by the extension of standardisation of product, pack and package, which enables goods to be sold by sample and description—a development that has been encouraged by the Corporation at Spitalfields by the building of the Fruit Exchange. The constant desire of the Corporation to improve all the markets is manifest by its past actions and its present schemes. Projected improvement schemes at Billingsgate and Islington are estimated to cost £500,000. Active consideration is being given to improvements to the Abattoir at the Cattle Market and to ease the flow of through traffic near Spitalfields. The markets, except Spitalfields, are part of the Estates of the Corporation and as such are part of the security for Corporation loans, not only for markets but for many other purposes for which the Corporation requires to borrow money.

Except for Covent Garden, granted in derogation of its rights, and the Borough Market, once controlled by the Corporation and voluntarily surrendered, the Corporation is really the wholesale market authority for Greater London. The Corporation not only has legal rights but vast experience, and no other body has staff experienced in administering such large and varied markets. Their continued existence for such a long period bears witness to economic and successful administration. The London County Council and the Metropolitan Boroughs since 1902 have had statutory powers to establish markets, but have not used those powers.

Billingsgate Market

Billingsgate, dating at least from the reign of King Ethelred (A.D. 979–1016) is the most ancient of the markets belonging to the Corporation. Originally a general market for coal, corn, iron, wine and other goods, Billingsgate became pre-eminently a fish market in the 16th century. Under an Act of Parliament (10 & 11 Wm. III, c. 24) it was constituted a free and open market for all sorts of fish whatsoever and the Corporation were authorised to set tolls. An Act of 1846 (9 & 10 Vict. c. 346) consolidated earlier statutes relating to the Market and provided that Billingsgate should be a free and open market for the wholesale and retail sale of all sorts of fish in any quantity on every day of the week except Sunday.

In 1871 the Corporation acquired statutory power to purchase additional land and improve the Market at a cost of £150,000. Further extensions were authorised in 1937 when Botolph Wharf, Nicholson's Wharf, a passage adjoining the Customs House and certain warehouses were acquired. The sites, unbuilt upon by reason of the war, were used as additional parking places for delivery vans. Technical improvements were constantly made and a new lighting system was installed in 1956. After examining most carefully schemes for the removal of Billingsgate Market the Council accepted a report on 31st October, 1957, recommending the construction of a large quay as a parking space, with entrance and exit roadways, and ancillary improvements at an estimated cost of £300,000. the proposals are designed to bring all market traffic into the Market to the relief of the surrounding streets, and the London County Council has granted planning permission.

The bulk of the supplies to the Market is drawn from Hull, Grimsby, Aberdeen, Fleetwood, Milford and Lowestoft, but there is hardly a fishing village that does not at some season send part of its catches to Billingsgate. It is, in fact, the clearing-house for the fishing industry. Some supplies are received from continental ports. The following table shows the tonnage received at the Market:

	tons		*tons*
1889 . .	127,916	1950 . .	153,782
1938 . .	149,125	1951 . .	160,836
1945 . .	140,428	1952 . .	148,452
1946 . .	195,387	1953 . .	129,451
1947 . .	195,567	1954 . .	117,774
1948 . .	194,093	1955 . .	111,803
1949 . .	174,176	1956 . .	105,111
		1957 . .	102,227

A daily average of 600 tons in 1947 has declined to a daily average of 330 tons last year.

While recent contractions in supplies reflect a general trend in the industry, the figures at Billingsgate have been aggravated by deliveries from the ports direct to retailers, the refusal of porters to handle fish from senders who also deliver direct, the introduction of filleting machines at the ports whereby tonnage at the Market is reduced, and the direct marketing of frozen packs. The income from the Market, as a result of higher charges, has remained steady at around £60,000 per annum. Allowing for the cost of the improvement scheme the net annual deficit is estimated at £3,750.

Leadenhall Market

A market has been held in this area for more than six centuries. The Corporation acquired the freehold in 1411 and constructed a large market house in 1445.

The market was last rebuilt in 1881. Approaches have been widened and improved. Although part of the Market is still a wholesale poultry, game and egg market, many of the shops are let to retailers of meat, fish, provisions, fruit, seeds and other articles. Being in the heart of the City, the market, covering an area of about 26,000 square ft., is a popular shopping centre for City workers, particularly during their lunch break. No tolls are levied and no record is kept of deliveries. Income from rents in the Market is £16,000 per annum.

London Central Markets

Smithfield has been renowned as a market place since the 12th century and toll, called 'scavage', was collected by the City authorities as early as 1226. The Corporation's title to the field and to receive tolls and profits from fairs and markets was confirmed by charter of 1638. In 1615 the City spent £16,000 on paving the market area, fencing it with rails and constructing sewers to carry away the surface water. Till the 18th century the market consisted only of pens and was mainly a live cattle market.

The London Central Meat, Poultry and Provisions Markets were established at Smithfield by virtue of a statute of 1860 (23 & 24 Vict., c. 193), the live cattle market, with attendant drovers, having been moved to Islington in 1855. A dead meat market, established in Newgate Street by 1600, was transferred to the Central Markets in 1868. Farringdon Market, formerly Fleet Market, for fruit, vegetables and flowers was closed and transferred to the Central Markets in 1892. Extensions of the Central Markets were authorised by subsequent Acts until by 1899 it comprised six separate buildings and covered an area of 10 acres.

The market is well planned for receiving and distributing supplies, an average weight of 2,000 tons being a normal day's delivery. The substructure of all market buildings is used as railway goods depots and cold storage, lifts communicating directly into the market. Fifteen miles of rails are capable of hanging 60,000 sides of meat. During the war the market was taken over by the Ministry and only the traders in poultry and provisions remained. The fish and fruit, vegetable and flower sections, comprising 69 shops, were destroyed and have not been rebuilt.

The extent of the trade of the meat and poultry section of the Market is indicated in the following table of deliveries:

	tons		*tons*
1869 . .	127,981	1948 . .	286,217
1878 . .	195,993	1950 . .	347,462
1888 . .	263,520	1952 . .	300,244
1898 . .	405,282	1953 . .	363,196
1908 . .	409,732	1954 . .	354,698
1918 . .	211,090	1955 . .	386,046
1928 . .	470,161	1956 . .	423,968
1938 . .	461,957	1957 . .	422,607

Of the 1956 supplies, half the beef was imported from the Argentine and half the mutton came from New Zealand. 85% of the pork and 90% of the poultry originated in the United Kingdom. Handling is undertaken by about 600 licensed porters and meat inspectors are maintained by the Corporation at the Market. In 1956 the weight of meat condemned was 657 tons, and in 1957 497 tons.

The Poultry Market was destroyed by fire on 23rd January, 1958, and temporary accommodation is being arranged for the tenants until a decision as to rebuilding can be taken.

Income from the Meat, Poultry and Provision Market is in the region of £250,000 per annum and from the Fish, Fruit, Vegetable and Flower Market about £5,000 per annum. After allowing for reserve allocations for periodic painting and works, there is at present an annual surplus which will be considerably reduced as a result of the above mentioned fire.

Metropolitan Cattle Market

The Cattle Market, formerly at Smithfield, was established at Islington in 1855 under the powers of the Metropolitan Market Act, 1851 (14 & 15 Vict., c. 61).

Animals from foreign countries as well as home-bred cattle were received at the Market without restriction till 1871. An Act (32 & 33 Vict., c. 70) passed in 1869 constituted the Corporation of London the sole local authority in the Metropolis for regulating the importation of foreign cattle. The Corporation thereupon constructed at Deptford a separate Foreign Cattle Market at an initial cost of £224,000. Subsequent extensions enlarged the Market area to nearly 30 acres. The site was appropriated by the War Office in 1914 and the trade in live foreign cattle for slaughters did not revive after the war. Subsequently the site was sold to the Government.

The Cattle Market, abattoir and lairages at Islington occupy a site of approximately 33 acres. The lairage accommodation has proved adequate for all animals ever sent to the Market. Facilities are available for the feeding and care of live animals (hay, straw and fodder cost over £5,921 in 1957), and for cleansing and disinfecting vehicles used for carriage. A watch is also kept on the suitability of transport.

The abattoir and chill rooms, erected by the Corporation at a cost of over £60,000, offer every facility and reduce to a minimum the time and labour spent on slaughter. Electric hoists are installed in the slaughterhouses, a constant supply of hot water is available for dressing the animals and facilities are available for chilling the carcases before distribution. In 1957 the number of carcases exceeded 24,000. Further modernisation of the abattoir is planned. About 150 slaughtermen and 36 drovers are licensed by the Corporation. All animals are rendered insensible to pain before slaughter and the most modern human slaughtering instruments are provided. Special provisions are made for slaughter by Jewish or Moslem methods. A Veterinary Officer provides certificates for the export of meat.

During both World Wars the Market was used as a Government depot and on the last occasion the period of Ministry control extended to 14½ years, till June, 1954. Ministry concentration of slaughtering increased considerably the work of the Market in the years prior to 1955.

The number of animals slaughtered at the Market in recent years was as follows:

	1949	1950	1951	1952	1953	1954	1955	1956	1957
Cattle	102,959	105,094	110,657	102,664	86,866	92,314	50,997	52,553	50,622
Sheep	150,982	139,176	132,334	144,641	146,648	119,852	61,905	44,345	42,986
Calves	60,664	60,001	63,552	66,212	66,548	75,124	82,979	101,213	78,015
Pigs	11,967	7,694	8,976	5,495	75,383	144,455	110,967	72,474	58,842
	326,572	311,965	315,519	319,012	355,445	431,745	306,848	270,585	230,465

Numbers in 1956 and 1957 may have been affected by the Government decision to permit the reopening of small private slaughterhouses, in spite of the difficulty of enforcing adequate meat inspection. During 1957 meat condemned at the Cattle Market as unfit for food amounted to 120 tons, for which £3,326 was paid to the traders concerned.

The Corporation has, in exercise of the powers conferred by section 68 of the Disease of Animals Act, 1950, entered into agreements with the London County Council for the discharge by the Corporation of the Council's duties under the Horses (Sea Transport) Order, 1952, and the Exported Cattle Protection Order, 1957. Considerable quantities of meat are also prepared and certified for export to the Continent.

Apart from the various activities carried on in connection with the livestock industry, the market square of some 15 acres was the scene for many years on Tuesdays and Fridays of one of the largest general markets in the world, which became popularly known as the 'Caledonian Market'. Accommodation was provided for over 2,000 stallholders, most under cover, and it would be difficult to mention any commodity which could not be bought 'on the stones'. Many of the stallholders would otherwise have been engaged in street trading. The market was closed in 1939 and has not been reopened. On 31st October, 1957, the Council agreed to a report recommending that parliamentary powers be sought to enable the Corporation to utilise the Market Square at Islington as a Fruit, Vegetable and Flower Market, at an estimated cost of £300,000. Such a market might well ease congestion elsewhere by providing an alternative site for the trade at a very moderate capital cost.

The total revenue received in 1957 was about £125,000, and after allowing for reserve funds for works and maintenance, there was surplus of some £9,200, the first for many years.

Spitalfields Market

The right to hold a market at Spitalfields was granted by the Crown to John Balch in 1682. The freehold was purchased by the Corporation in 1901 and the leasehold interest was obtained in 1920 after the Metropolitan Borough of Stepney had declined to exercise its option to acquire the Market.

The area of the main market was almost doubled under statutory powers obtained by the Corporation in 1922 and now covers about 5 acres on an island site. It contains over 200 warehouses and stands, most with storage basements. A separate section of 36 stands with basements was created specially suitable for the sale of flowers and a large building on an adjacent site, and known as the London Fruit exchange, was designed for the handling of imported fruit and the holding of auction sales. Two auction rooms are capable of seating nearly 1,000 buyers. Much of the fruit is sold by sample and never actually enters the market. Internally the market is well laid out with wide roadways and the whole market area extends to nearly 10 acres. It has become a most important metropolitan market, and a key distributive centre for imported fruit and vegetables.

The Committee are proceeding with further traffic improvement schemes but traffic in the area is not entirely a market matter for main roads in the district are themselves congested quite apart from market traffic.

The City of London (Various Powers) Act, 1922, enabled the Corporation to borrow for the purposes of the Market on the credit of the market revenues with the General Rates of the City as a collateral security to the extent of a 3d. rate, any deficit in revenue to that extent being charged to the rate and any surplus being carried to the credit of the General Rate. In 1928 the rates were charged with £52,000 but as market revenues increased the yearly deficit decreased. In 1956 a surplus of £25,410 and in 1957 £9,762 was transferred to the credit of the rates. Towards an outstanding loan of nearly £1¾ million some £364,000 is provided in a sinking fund.

Inspection of Shops, etc

The following Acts, which are the responsibility of the London County Council in the remainder of London, are administered in the City by the Corporation:

Explosives Acts, 1875 and 1923.
London County Council (General Powers) Act, 1912, Part II, Petroleum Oil Depots.
Fabrics (Misdescription) Act, 1913.
London County Council (Celluloid &c.) Act, 1915.
London County Council (General Powers) Acts, 1915–1950, Establishments for Massage or Special Treatment.
Finance (new Duties) Act, 1916.
London County Council (General Powers) Acts, 1921 and 1926 Employment Agencies.
Theatrical Employers Registration Acts, 1925 and 1928.
Performing Animals (Regulation) Act, 1925.
Petroleum (Regulation) Acts, 1928 and 1936.
Children and Young Persons Act, 1933, Part II, Employment of Children.
Young Persons (Employment) Act, 1938.
War Charities Act, 1940.
Shops Act, 1950.
Road Traffic Act, 1956, section 42, Protective Helmets.
Nurses Agencies Act, 1957.

The following Acts, also administered by the Corporation in the City, are the responsibility of the Metropolitan Boroughs elsewhere in London:

Pet Animals Act, 1951.
Heating Appliances (Fireguards) Act, 1952.
Small Lotteries and Gaming Act, 1956.

The three Corporation Inspectors are authorised to carry out all duties under all the above Acts and do not specialise in particular sections. This method represents the most economical use of manpower and makes unnecessary visits by several inspectors to the same building.

Inspection of shops in the City is of considerable importance. Not only is there a large number of retail shops and catering establishments employing many assistants, but there is an even greater number of wholesale establishments where the conditions of employment of staff are equally important. An owner occupier of a shop in the City is rare. The employment of young persons in shops, cafés, warehouses and commercial establishments requires careful scrutiny.

Responsibilities under the Petroleum Act involve consultations with architects, heating and ventilation engineers and other specialist contractors concerned with the design and construction of new and the adaption of existing buildings, which consultations are carried through directly by the inspectors. This procedure is expeditious and the lack of a rigid code of requirements preserves the deliberate flexibility contained in the legislation. Each licence is drafted specifically to cover the premises in question.

The work of inspection under, and enforcement of, the provisions of the other Acts mentioned above varies little from that undertaken by other authorities, but requires an intimate knowledge of the City, its buildings and commercial methods and needs.

Weights and Measures

Under the Fourth Schedule of the Weights and Measures Act, 1878, the 'Court of the Lord Mayor and Aldermen of the City' are designated as the local authority responsible for the administration of the Weights and Measures Acts in the 'County of the City of London'. The rights formerly granted by Charters are protected by sections 67 and 68 respectively of that Act.

The Corporation administers the following Acts, Regulations, Statutory Instruments, By-laws, etc., relating to Weights and Measures within the boundaries of the City of London. No jurisdiction is exercised over any Markets or other Corporation property situated outside the City boundaries:

Weights and Measures Acts, 1878, 1889, 1892, 1893, 1897, 1904, 1926, 1936.
Weights and Measures Regulations, 1907–1952.
Weights and Measures (Leather Measurement) Regulations, 1921.
Measuring Instruments (Liquid Fuel and Lubricating Oil) Regulations, 1929.
Weights and Measures (Sand and Ballast) Regulations, 1938–1943.
Sale of Food (Weights and Measures) Act, 1926.
Pre-packed Food (Weights and Measures: Marking) Order, 1950.
Bread Order, 1953.
Sale of Food (Weights and Measures: Bacon and Ham) Regulations, 1956.
City of London Coal and Coke By-Laws.
London County Council (General Powers) Act, 1926 (s. 41).
London County Council (General Powers) Act, 1928 (ss. 55 & 56).
Merchandise Marks Acts, 1887–1953.
Licensing Act, 1953 (ss. 130 & 131).
Corn Sales Act, 1921 (ss. 1 & 5).
Markets and Fairs Clauses Act, 1847 (ss. 21–30).
Merchant Shipping Act, 1894 (s. 201).
Factories Act, 1937 (s. 121).

The powers and duties thus conferred upon the Corporation are exactly the same as those given to County and County Borough Authorities in the Greater London area. Nevertheless administration varies considerably according to the commercial activities of each area. Duties fall broadly into three headings:

A. To ensure that all weighing and measuring appliances supplied by manufacturers to traders are accurate, by the verification and stamping of all new and repaired apparatus.

B. To ensure that traders' appliances remain accurate during use, are suitable to their particular trade, and are used correctly and not fraudulently. This is done by the 'in situ' inspection of all appliances in use for trade at least once a year.

C. To protect all sections of the community against receiving incorrect weight or measure when buying foodstuffs, coal, coke, liquid fuel, certain intoxicants, sand and ballast, and all other commodities within the limitations of the Merchandise Marks Acts, 1887 to 1953. To carry out these duties frequent weighings of actual deliveries of coal, coke, meat, bread, milk etc., are made. Complaints are fully investigated and, when necessary, test purchases are made.

A. The Department is open every day for verification of new and repaired appliances and has the necessary staff and equipment to deal with submitted apparatus quickly and efficiently, whereas some Counties' Weights and Measures Offices only accept equipment for verification on certain days. Since the passing of the Weights and Measures Regulations, 1907, the City Weights and Measures

Department has specialised in the verification of glass measures (particularly Apothecaries' measures). During the year ending 31st December, 1957, this Department verified and stamped 82,619 measures of capacity. The total revenue during 1957 from verification amounted to over £7,436, of which £6,376 was derived from the stamping of apothecaries' measures.

Glass graduators and scalemakers with premises as far away as Croydon and Hounslow regularly submit their appliances to this Office, mainly because the facilities and service offered here are convenient. Due to the large amount of verification performed, the revenue from statutory verification fees makes this Department much less dependent financially upon the ratepayer; during the past three years, approximately three-quarters of the cost of running the Department has been met from this source of revenue.

B. The qualified Inspectors of the Department have the usual powers of entry, inspection, seizure, etc. Due to the fact that a large proportion of the City's trade is wholesale the actual types of inspections differ from those areas where retail transactions form the larger part of trade dealings. A large amount of time is spent by the City Inspectors in inspecting the weighing appliances in the various wholesale markets within the City, e.g. Smithfield and Billingsgate, where all weighing machines are inspected twice annually. A large proportion of the wholesale diamond trade of the Country is centred in the City, and because of the very precise types of balances employed, a considerable amount of time has to be devoted to this section of commerce.

C. Due to the fact that the City contains the headquarters of a large number of nation-wide Companies concerned with the sale of imported food, the staff of the City office spend much time in advising on matters of labelling and in check-weighing pre-packed foods. A service is offered to importers, wholesalers and retailers concerned with canned and packeted foods whereby samples of these foods can be examined and a certificate issued as to their contents and compliance with the various Orders relating to food labelling matters. This service is welcomed by the trade as a means of preventing short-weight or incorrectly labelled tins and packets of food from being distributed throughout the country, thus reducing the number of complaints and possible prosecutions by Inspectors in various parts of the Country. In addition to this, numerous enquiries from other Weights and Measures authorities are made at the Head Offices of food distributors and importers, and the City Inspectors have therefore tended to become specialists in the enforcement and interpretation of the numerous enactments and regulations relating to the weight and labelling of foods. During 1957, 4,383 articles of food including milk were examined under the scheme, and 3,787 packeted and canned commodities have been net-weighed and the markings examined to ensure that they meet the requirements of the Pre-Packed Food (Weights and Measures: Marking) Order, 1950. Of these, 505 have been found deficient in weight, and many were also incorrectly marked.

The 'Report of the Committee on Weights and Measures Legislation' submitted to the President of the Board of Trade on the 13th December, 1950, and presented by him to Parliament in May, 1951 (Cmd. 8219), may be quoted:

> 414. We therefore suggest that the task of reorganisation would need to be taken in two stages. Stage I should come at the end of two years from the passing of any new Act based on our recommendations and would be designed to allow time for the smaller authorities to make the necessary arrangements for transferring their responsibilities to the larger authorities. Stage II should come at the end of five years from the passing of the new Act and would be designed to give the larger authorities time to reorganise their services in the light of the new duties they may be called upon to administer under the new Act.

415. On the basis of these definitions, we recommend that at Stage I only the following units of local government should continue to be Weights and Measures authorities: in England and Wales, counties and county boroughs and the four boroughs mentioned below: in Scotland...
The four special cases in England and Wales are the City of London, Luton, Poole and Cambridge. The first of these, with its own traditions of Weights and Measures enforcement dating back to very early times, has a day population of some 400,000 and employs at present four Inspectors who are well versed in the dealings at a number of important wholesale markets.

417. By Stage II, each of the remaining local authorities should have been able to make the staff arrangements necessary to meet the requirements of the new Act; and we recommend that any authority in whose area the work is not sufficient to justify the employment of at least three Inspectors should take steps to combine with another authority for the purpose of weights and measures administration so that an inspectorate of an efficient size can be created....

455. The Committee also recommended that each local authority should appoint a fully qualified Chief Inspector.

The City of London inspectorate consists of Chief Inspector, three qualified inspectors, seven assistants and a clerk and cashier.

Bridges

All the road bridges connecting the City with Southwark and Bermondsey namely Tower, London, Southwark and Blackfriars Bridges, are owned and maintained by the Corporation, expenditure on buildings, maintenance, watching and cleansing being charged to the income from property, of which the Corporation are trustees, known as the Bridge House Estates. Thus the bridges are not a charge on either rates or taxes.

The title of the Corporation to the Bridge House Estates is very ancient and, though the doctrine of trusts was not fully developed in the 13th century, there is evidence to show that the citizens assumed a voluntary trust and regarded themselves as holding the properties belonging to London Bridge as trustees for the sustentation of the bridge. The origin of this trust exercised by the citizens possibly extends back to the early wooden bridge across the Thames, which existed before Peter of Colechurch's stone bridge of 1176.

The care and custody of the bridge and its estates were vested in two Wardens (later styled Bridge Masters) who possessed large, if not absolute, powers of dealing with the properties, their accounts, always kept separately from the other accounts of the Corporation, being audited annually by a Committee appointed to represent the citizens. In the course of centuries, the duties and responsibilities of the Wardens were varied, notably by an Act of Common Council of 1592 which established a Committee to lease the Estates. This Committee, now the Bridge House Estates Committee, gradually assumed all the powers of the Wardens, although two Bridge Masters are still annually elected in Common Hall.

Thus it is that the Estates are today held by the Corporation as trustees, originally for the maintenance of 'The Bridge', though the Funds have been utilised in more recent times with the sanction of Parliament for the erection and maintenance, not only of the 'new' London Bridge (constructed in the years 1825–31, at a cost of £715,000, replacing the original bridge of Peter of Colechurch), but also of the Tower, Southwark and Blackfriars Bridges. Of these, Blackfriars Bridge is the oldest and was originally constructed by the Corporation in the years

1760–1769. The Bridge remained in use for over a century, extensive repairs being carried out in the year 1833, and was eventually replaced by the present structure in 1869. In 1906 the bridge was widened to permit of the construction of a tramway (now removed) at a cost of £232,000. Southwark Bridge, originally erected by a private company in 1815, was purchased by the Corporation in 1868 for the sum of £218,000 and freed from toll; the work of widening and improving the gradients of the bridge was interrupted by the war of 1914–18, but the reconstructed bridge was eventually opened in 1921. Tower Bridge was completed and opened in the year 1894 at a cost to the Bridge House Estates of about £1,184,000. The maintenance of these four bridges involves an expenditure out of the revenues of the estates of approximately £85,000 per annum, exclusive of capital charges. The surplus revenues from the estates are allocated to reserves for bridge rebuilding, property improvement and bridge repainting and repairs. The total allocation to these reserves in 1956–57 was £167,000.

The properties comprising the Bridge House Estates are situated in the City of London, the Boroughs of Southwark and Bermondsey and in other parts of the Metropolis and produce with investment income a gross annual revenue of nearly £400,000. Though a large proportion of this revenue is derived from ground rents and other leasehold properties, part of the Estate consists of residential accommodation including certain properties acquired by the Corporation under the provisions of the Corporation of London (Bridges) Act, 1911.

Following the completion of Tower Bridge and the widening of London Bridge at the turn of the century, the Corporation was authorised under the provisions of the Corporation of London (Bridges) Act, 1911, to provide, by means of a proposed St. Paul's Bridge, a further means of cross-river communication. The construction of the new bridge was necessarily postponed on account of the outbreak of hostilities in 1914; but meanwhile a considerable area of property had been acquired to enable the approaches to the bridge to be constructed. On the south side of the river, the property acquired included a large area of old cottage property known as the Moss Alley area, and which, at the time, was regarded as one of the worst slum areas in London. The clearance of this property was long overdue; and the abandonment in 1929 of the St. Paul's Bridge scheme provided the Corporation with a long awaited opportunity to utilise the Moss Alley area (no longer required for bridge approaches) as a vacant site to which it could remove tenants from other sub-standard residential accommodation, thus enabling a progressive scheme of redevelopment to be contemplated.

Though the Corporation no longer enjoyed Statutory Powers to undertake a rehousing scheme (which powers had lapsed with the abandonment of the St. Paul's Bridge scheme), it was felt that the urgency of the problem and the progressive policy adopted by the legislature in the early thirties on the question of slum clearance merited steps being taken to overcome legal difficulties occasioned by the limited powers enjoyed by the Corporation as private trustees. Negotiations to this end were satisfactorily concluded, and in 1930, two blocks of flats, now known as Sumner Buildings were erected in Sumner Street at a cost of some £67,000 for the purpose of rehousing the residents of the Moss Alley area. Later, in the same year, the construction of two additional blocks of flats on an adjoining site was undertaken, thereby enabling tenants of old properties in Tupman Place to be rehoused. With these properties in hand the clearance of the whole of the Tupman Place area was undertaken. In 1933 the Common Council gave approval to a scheme for the progressive redevelopment of a number of other residential areas forming part of the Bridge House Estates, by the erection of blocks of flats as the cleared sites successively became available. Under this policy, a block of flats known as Stopher House was erected in 1936 and a further block known as Pakeman House in 1939, these schemes involving a total expenditure out of Bridge House Estates funds of some £50,000.

The outbreak of the Second World War necessarily postponed further estate development; but as a result of an exchange of lands with the London County Council, a block of flats was erected in Lancaster Street in 1954 at a cost of some £70,000, and at the present time a further block of flats, shops and garages is nearing completion in Great Suffolk Street, the estimated cost of which amounts to approximately £250,000.

It will thus be seen that during the past 25 years the Corporation, as trustees of the Bridge House Estates, has been involved in the progressive modernisation of much of its residential accommodation in the Borough of Southwark, forming part of the Bridge House Estates. In addition to the construction of new blocks of flats, the Corporation has carried out an extensive programme of repair of war damage and rehabilitation of other residential properties with the result that it is now entitled to regard its task in this direction as within sight of completion, since most of the remaining sub-standard accommodation is incapable of separate redevelopment for residential purposes, either by reason of zoning in the County of London Development Plan for Non-Residential Purposes, or on account of other Town Planning requirements. It is anticipated that with the co-operation of the Southwark Borough Council and the London County Council, with whom the Corporation has maintained a close liaison in housing developments, it will be possible for the remaining sub-standard areas to be incorporated (where appropriate) into large schemes of residential redevelopment by these local authorities.

In undertaking these extensive housing schemes, the Corporation has had to have regard to the primary purpose of the Trust, namely, the maintenance and improvement of cross-river communications. Although the return on the capital invested in housing schemes has necessarily been very low (of the order of 1% to 1½%), it was felt that the historic connection of the Bridge House Estates with the Borough of Southwark in particular, justified the Corporation taking an enlightened view of responsibilities as a landlord, provided always that it was satisfied that it did not thereby jeopardise the primary purpose of the Trust. However, with the ever-increasing problem of traffic congestion, the time has now come when the question of cross-river communications is again engaging the attention of the Corporation. Schemes for the ultimate replacement of Tower Bridge and the provision of additional pedestrian and vehicular facilities on London Bridge are actively being pursued. While loans outstanding chargeable to Bridge House Funds amount to £500,300, a bridge rebuilding reserve fund, judiciously built up, now exceeds £1 million.

Education

The Corporation of London is not a local education authority under the Education Acts. In the City the Local Education Authority is the London County Council. The Corporation appoints one of the Managers of Sir John Cass Foundation School and of Coleman Street Ward School. Three representative Governors are appointed by the Corporation to Castle Baynard Ward School, two to Cripplegate School Foundation, one to the Central Foundation Schools, one to the City of London College, eight to the United Westminster Schools, and one to Birkbeck College, and twelve Governors are appointed for Christ's Hospital. Twenty persons are nominated as Governors of the City and Guilds Institute for the advancement of Technical Education, four of whom serve on the Council of the Institute; the scheme is under review. To the latter Institute the Corporation has made grants totalling £40,000. Attention must also be drawn to the numerous schools and educational institutions founded, managed or supported by the Livery Companies.

Although never enjoying the status of an education authority by statute, the Corporation continues its work in the provision of educational facilities. In some respects it was a pioneer as a local authority in this field. The Corporation now maintains from moneys other than Rate Funds, the City of London School, established in 1834, the City of London School for Girls, opened in 1894, the City of London Freemen's School, founded in 1854, and the Guildhall School of Music and Drama, opened in 1880.

City of London School

John Carpenter, Town Clerk of London, bequeathed to the Corporation in 1442 lands and tenements charged with the maintenance and education of four boys born within the City of London and then others in their places for ever. It seems probable that the precise terms of Carpenter's bequest were observed for nearly two centuries. For ten years prior to the establishment of the City of London School, Carpenter's scholars were educated at Tonbridge School. Following an exhaustive inquiry into the terms of the bequest the Corporation sponsored an Act of Parliament of 1834 which charged the Carpenter Estates with a perpetual annual sum of £900 for the support of a school.

The City of London School was built on the site of Honey Lane Market at a cost of £20,000. In 1882 the School was removed to the Victoria Embankment, the new premises costing £100,000. An extension in 1937 cost £45,000, and the recent incorporation of an adjoining building entailed an expense of £56,000. The premises contain a gymnasium, swimming bath and fives courts, and the playing fields are at Grove Park.

The original curriculum of the school was very liberal for the period; it included French, as well as Latin and Greek, and lectures in chemistry and philosophy. Science has always been stressed and a scheme for additional laboratories at a cost of £40,000 was approved in July, 1957, with the aid of a grant of £9,600 from the Industrial Fund for the Advancement of Scientific Education. Russian has recently been added to the curriculum.

Boys are admitted from the age of nine up to the age of fifteen; the present number receiving tuition being 870. There are over forty full-time masters. The school is inspected and recognised by the Ministry of Education and admits a certain number of boys on the nomination of the County Councils of London and Middlesex. The present terminal fee is £37. The deficiency between annual revenue and cost of maintenance in 1956 was £35,000 and in 1957 £49,000, charged to City's Cash.

City of London School for Girls

This school was established in conformity with the will of William Ward who in 1881 left £20,000 for the purpose. The building in Carmelite Street cost £17,000, exclusive of site, and was extended in 1939 and 1957 by including property in Tudor Street.

The curriculum is wide and includes French, German, Latin and Greek, art, music and needlework. Girls are admitted from the age of seven and may remain until nineteen. The number of pupils is now 377 and the terminal fee is 27 guineas. The deficiency between annual revenue and cost of maintenance is now about £22,000, charged to City's Cash. It is proposed to remove the school to a more convenient site in a residential area south of Barbican.

City of London Freemen's School

This co-educational school was established at Brixton for the religious and virtuous education of orphans of Freemen of the City of London under the authority of the Freemen's Orphan School Act, 1850. At a cost of £32,000 the school was removed to Ashtead Park in 1926, when paying boy pupils were admitted. Paying girl pupils have been admitted from 1933. Additional classrooms and a science laboratory were added in 1957 at a cost of some £30,000.

A Grammar School education, leading to the General Certificate of Education at all levels, is provided, and the School is inspected and recognised by the Ministry of Education. The School stands within beautiful park land which provides ideal conditions for sport.

Foundation scholars are normally admitted between the ages of nine and twelve years and are educated and fully maintained until their course is completed.

The total number of pupils at the School on 1st September 1957 was 290.

	Boys	*Girls*
Foundation . . .	9	7
Paying Boarders . .	33	23
Paying day pupils . .	148	70

Fees for senior boarders from 1st January, 1958, are £222 per annum, and for senior day pupils £96 per annum. Corresponding junior fees are £207 and £81. The school is also partially supported by rents and other charitable endowments and by the allocation of all fees paid to the Corporation for admission to the Freedom, which in 1957 amounted to £2,632. The deficiency between annual revenue and cost of maintenance in 1956 was £12,770 and in 1957 £17,587 which sums were charged to City's Cash.

Guildhall School of Music and Drama

The School evolved from the Guildhall Orchestral Society and was founded in Aldermanbury. The present premises on the Thames Embankment were erected in 1886 at a cost of £26,000. An extension in John Carpenter Street in 1898 cost an additional £25,000.

The School offers a thorough education in music in all its branches, in drama and speech training and all subjects connected with the stage, including ballet. It is recognised for the training of teachers of music and drama. Diplomas, A.G.S.M. and L.G.S.M., are awarded and examinations are held at local centres throughout the British Isles. The number of students in 1957 was 1,487, and the deficiency between annual revenue and cost of maintenance in 1957 was £18,000.

It is proposed to remove the School to a more convenient site in a residential area south of Barbican.

The Court of Common Council discharges its responsibilities as the Governing Body of these four schools through three Committees, the City of London Schools Committee, the Freemen's School Committee, and the Music Committee.

Guildhall Library

The present Guildhall Library, founded over 130 years ago, ranks today as one of the major reference libraries of the country with a world-wide reputation and is extensively used by scholars and students as well as by the general public. It is the largest reference library in London and in practice acts as a central reference library for that area. Its reputation rests on the fact that it contains many scarce and valuable books and that many of its collections are unique. Particularly notable are its superb London collections which have a significance far beyond the locality. Its Commercial Reference Room, which contains as comprehensive a commercial collection as will be found anywhere in the country, also adds to its status.

The Library was established by the Corporation in 1824 as a private library for the use of its members and accredited students. Having developed it into a large general reference library, with particular emphasis on London, the Corporation erected the present building and opened it in 1873 for use by the general public. In 1921 the Corporation adopted the Public Libraries Acts and placed the cost of maintaining the Library, together with the Museum and Art Gallery, on the rates.

The Library, administered on behalf of the Common Council by a Library Committee, has continued to function as a public library for reference only. The Corporation does not maintain a lending library but supports by annual grants the lending libraries of the three City Institutes of Bishopsgate, Cripplegate and St. Bride's.

The policy of the Library Committee is to maintain and build up (a) the London collection and supporting ancillary collections, (b) a general reference library, (c) a commercial reference section. As a result the Library contains a most comprehensive collection of books, prints, maps and manuscript records relating to the City in particular and to London in general; a general reference collection particularly strong in local and national history, topography, genealogy, and legal publications; and a comprehensive series of commercial reference works, including current British and overseas directories, trade and professional periodicals, statistical annuals and London, provincial and overseas newspapers, which is designed to meet the special needs of City business men. The value of the London collection is greatly enhanced by the deposit of manuscript records by most of the City parishes and by many livery companies, business houses and insurance companies. The Library has recently been appointed by the Bishop of London as the Diocesan Record Office of the City. The total stock of the Library consists of over 200,000 items including nearly 40,000 manuscripts and deeds and 27,000 prints.

The stock of the Library is recorded in the London Union Catalogue which it helps to maintain by an annual grant. Financial support is also given to the National Central Library and through that body and the London Union Catalogue the Guildhall Library will lend to other libraries works not available elsewhere. The equipment of the Library is modern and includes photo-reproduction apparatus, microfilm readers and duplicating machines. It has a staff highly trained in reference library work and its procedure for the production of books is simple and rapid.

The number of readers using the Library is estimated at 1,000 daily, and expenditure for the year ending 31st March, 1958, is estimated at £75,000, representing a rate of about 1½d. in the pound.

Museum

The Guildhall Museum, founded about the same time as the Library over 130 years ago, has developed from a small collection of local antiquities into a museum of national and international repute. In addition to being a museum of great interest to the general public, it is also a storehouse of archaeological evidence relating to the City and is visited by archaeologists and students from all over the world. It contains many collections of great archaeological and historic interest. Special mention may be made of the Roman sculptures from the Mithraic Temple, the collection of Roman antiquities, including a fine mosaic pavement, the collection of medieval pottery, English glass of the 16th and 17th centuries, the Cheapside hoard of Elizabethan jewelry, and the Museum of Leathercraft illustrating the use of leather from the earliest times to the present day.

In 1955, through the courtesy of the Gresham Committee, provision was made in the Royal Exchange to display portions of the collections, and the Museum now functions from there. A new Museum building will be erected as part of the reconstruction of Guildhall precinct.

The policy of the Library Committee, who administer the Museum, is to maintain a museum of antiquities relating to the City of London, together with objects of civic and City interest. The Committee, through its officers and in conjunction with other bodies, watches all excavation sites in the City for archaeological remains.

The main contents of the Museum are antiquities of Roman, medieval and later periods; church and livery company plate; civic medals, presentation swords, wands of office, Pilgrim Badges, Tradesmen's tokens; and fire insurance companies' marks. The Museum is particularly rich in ceramics both native and imported. The Museum of the Worshipful Company of Clockmakers is on deposit and is displayed in a room adjoining the Library.

The number of visitors from the general public averages 450 daily and the average annual cost of maintenance is £8,000.

Art Gallery

An Art Gallery, built on the east side of Guildhall Yard to house the collection of pictures acquired by the Corporation by commission, presentation, bequest and purchase from the late 17th century onwards, was opened to the public in 1886. This building, enlarged in 1890 and 1901, was destroyed through enemy action in 1941. In 1946 a temporary gallery was erected on the site and will be replaced in due course by a permanent building.

The policy of the Library Committee who administer the Gallery is (a) to acquire pictures of London interest provided they are of sufficient artistic merit or of value as historical records, and other works of art of outstanding artistic merit, (b) to hold annual loan exhibitions of London interest or relating to London artists, (c) to arrange exhibitions of pictures from the Corporation's own collection, (d) to lend the Gallery free of charge to art societies having some connection with London or of interest to the working population of the City. The Committee endeavours to promote interest in art in the City and to give the vast day population an opportunity to see pictures of good artistic merit.

An average of 64,000 people visit the Gallery annually and the cost of maintenance amounts to about £3,400 per annum. Although since 1921 the Gallery has been maintained by the rates, the collection of 1,600 pictures has been acquired by the Corporation, and all new purchases are made, without recourse to rate funds.

Records

The Corporation was one of the first authorities to provide facilities for the public to inspect its municipal records. An archivist was appointed in 1876 and a technical assistant for maintenance and repairs has been employed since 1926. A Readers Room for students and research workers is provided and permission to search is given freely, usually upon initial interview. No fees have ever been charged and photographic copies are provide at cost. Maintenance of the Records Office, apart from the provision of accommodation, costs about £5,500 per annum and is not a charge upon the rates.

A Guide to the rich accumulation of municipal records at Guildhall has been published and numerous calendars to the more important rolls and manuscripts have been edited by the Deputy Keepers and printed under the direction of the Library Committee.

The completeness and present condition of the Corporation records bear eloquent witness to the care exercised by successive Town Clerks, as Keepers of the Records, and to the Corporation's appreciation through the centuries of the value of records to posterity. The adequacy of strong-room accommodation is kept under constant review and the Deputy Keeper is concerned as to the preservation of modern as well as of ancient records.

Public Relations

Arising out of recommendations contained in the Interim Report of the Consultative Committee on Publicity for Local Government issued in November, 1947, the Corporation examined its channels of communication with the public.

This resulted in the setting up of an Information Service, the appointment of an Information Officer and the building of a public information centre close to St. Paul's Cathedral.

In 1955 the Library Committee assumed control of the service, the scope of which was extended and further machinery provided to handle anticipated development.

Today the service is in the charge of the Information and Press Officer, who is responsible to the Town Clerk, and is the medium for the communication of information to the public concerning the work and activities of the Corporation in carrying out its functions as a local government authority. Every opportunity is taken through the Press, through Sound Radio and Television and through a variety of publications which have been produced from time to time, to interpret and explain to the public the services provided for them by the Corporation. The cost of the Information Service is about £7,000 per annum apart from accommodation.

Police

From time immemorial the citizens of London have provided their own police and watch. The present City Police Force, established under the City of London Police Act, 1839, is the successor of a professional day force formed in 1800, and a professional nightly watch established in 1737. These in turn had succeeded watchmen who by ancient custom had been appointed by and for each ward of the City. Watching was then just a normal part of ward administration and the maintenance of the peace was the duty of every citizen.

Under sec. 3 of the City of London Police Act, 1839, the Common Council appoints a Commissioner, subject to the approval of Her Majesty signified by the Secretary of State, and by sec. 9 sets the establishment of the Force. The authorised establishment is now 985 and comprises the Commissioner, Assistant Commissioner, 3 chief Superintendents, 6 Superintendents, 12 chief Inspectors, 38 Inspectors, 117 Sergeants and 807 Constables. For administrative purposes the Force is divided into four Departments, viz. Administration, Clerical, Traffic, Criminal Investigation. A Cadet Force has been established for young potential policemen.

The buildings provided for the Force consist of a Chief Office at 26 Old Jewry, three divisional Stations at Bishopsgate, Cloak Lane and Snow Hill. A proposed new Station, in Goldsmith Street, north of Cheapside, is under consideration. A Police Hospital, erected in 1939, was closed on the passing of the National Health Service Act, 1946. Flats for married members of the Force were first provided in 1876. Thirty-five flats at Bishopsgate were supplemented in 1929 by 148 flats built round a sports quadrangle at Ferndale Court, Brixton. Between 1955 and 1957 authority was given for the purchase of 90 houses in various parts of London for use as married quarters. Some single constables are accommodated at Bishopsgate. Management of the buildings and necessary equipment is under the control of the Police Committee appointed in accordance with sec. 56 of the Act. Discipline is in the hands of the Commissioner.

The Force has its own radio-telephone service consisting of a transmitter at Headquarters, radio cars, motor cycles and walkie-talkies, supplemented by a Police wireless car. It has a mounted branch, women constables, dog section, and photographic and ray department. The duties of the City Police are somewhat exceptional by reason of the character of the City of London itself, and more especially by the commerce of certain areas and the wealth left almost unguarded by night.

In all aspects of its work the City Police Force maintains close liaison with New Scotland Yard and the various Divisions of the Metropolitan Police. In a case of special emergency the Lord Mayor may request the Secretary of State to authorise the Metropolitan Police to act within the City and may authorise the City Police to act within the Metropolitan District.

Under the Police Act, 1919, and the Local Government Act, 1929, the expense of maintaining the City of London Police Force is met by a contribution from the Home Office which is arrived at by deducting the produce of a 4d General Rate from one-half of the total cost, the remainder being met out of the General Rate. For 1955–56 the General Rate contributed £579,274 and the Home Office £338,466. The figures for 1956–57 were £824,940 and £369,025 respectively.

Civil Defence

The Corporation is a 'Corps Authority' established by the Defence Act 1948, the Civil Defence Regulations and the Civil Defence Corps Regulations. As such, it is responsible for the organisation of Civil Defence within the City, in accordance with the Regulations and Statutory Instruments issued in that respect.

The present staff comprises the Civil Defence Officer and Controller Designate (part-time) and a full-time staff of Civil Defence Training Officer, and Administrative Assistant, two Civil Defence Instructors, a Training Assistant and a Clerical Assistant.

It maintains a training school at Church Alley, Basinghall Street and a fire-fighting training site and gas chamber at Moor Lane. It acts as 'custodian' of the Mobile Sector Control Unit comprising Operations Vehicle, Signals Vehicle, Reconnaissance Landrover and Field-cable Landrover and a large quantity of wireless training equipment issued for the joint use of the City and a number of neighbouring Metropolitan Boroughs.

The resident population of the City does not allow the formation of a numerous division of the Civil Defence Corps and the principal activity of the department is the development of the Industrial C.D. Service in the business houses within the City.

Up to date some 400 Civil Defence Instructors have been trained by the Department for the business houses, and many of these are in their turn training volunteer units for their firms.

Further Evidence submitted by The Corporation of London

1. The Corporation of London submits the undermentioned observations on the matters referred to in the letter dated the 17th February, 1958, addressed by the Chairman of the Royal Commission to the Rt. Hon. The Lord Mayor, Sir Denis Truscott, Kt., T.D.

2. In conjunction with these observations there is also sent herewith a Statement (hereinafter referred to as 'the Statement') setting out the Origins and Constitution of the Corporation of London, together with a descripion of the Functions performed by the Corporation acting in its different capacities as:

(a) an Ancient Municipality,
(b) Trustees of the Bridge House Estates, and
(c) a modern Local Government Authority for the City of London.

The Commission is respectfully referred to the detailed particulars of the Statement.

The Unique Nature of the Corporation of London

3. In making its observations on the matters referred to in Appendix B of the Chairman's letter of the 17th February, 1958, the Corporation feels that it should straightway draw attention to the distinction which exists between the Corporation of London and the local government authorities not only of those areas which fall within the Commission's terms of reference, but of all other areas throughout the land.

4. The Corporation of London is a corporation by prescription. It owes its being not at all to Statute Law. The statutes relating to it are very numerous but they are essentially auxiliary. To put it shortly, except where some statute expressly or by implication has limited the functions of the Corporation, it may be said that the doctrine of *ultra vires* is irrelevant. The Corporation has, therefore, interpreted its responsibilities for many centuries in the widest possible way; it has taken on great responsibilities which it conceived to be in the interests of the inhabitants of London generally; it has not confined itself merely to the interests of those inhabiting and resorting to the City itself.

5. Accordingly the Corporation may be said to function, roughly speaking, in three capacities: first, as an Ancient Municipality functioning in the general capacity above referred to, in which the boundaries of its responsibility are what it conceives from time to time to be for the public good; secondly, in its capacity as Trustees of the Bridge House Estates, and thirdly, in its 'Local Authority' capacity. In its first capacity its activities are financed by its corporate funds known as City's Cash; in its second by the produce of the Bridge House Estates; and in its third by rate monies. In the course of functioning in the foregoing capacities, the Corporation has repeatedly sought and obtained specific statutory powers to enable it to carry out these functions more efficiently. In particular it has had by statute conferred upon it many 'local authority functions'.

6. It will be understood that in its first capacity as an Ancient Municipality the Corporation carries out many functions for the public good which elsewhere

are in part covered by what are usually called 'local authority functions'; e.g. housing, open spaces, education, etc. These functions sometimes overlap the 'local authority functions' of the Corporation itself; e.g. in relation to housing and open spaces. It is not therefore possible to reply to the letter from the Chairman of the Royal Commission on a basis of 'local authority functions', as this would give a misleading picture; for example, in the field of education the Corporation and the Livery of the City of London maintain a considerable educational effort which is unsupported by any 'local authority functions' at all.

7. In summary the position may be expressed as follows:

(1) The Corporation performs in its capacity as an Ancient Municipality a variety of functions the cost of which is wholly borne by the Corporation's corporate funds (City's Cash), e.g. the Corporation's Schools, the London Central Market, Billingsgate and Leadenhall Markets, and the Metropolitan Cattle Market, the provision and maintenance of numerous Open Spaces (including the nine square miles of Epping Forest) and Burnham Beeches situated within a radius of 25 miles of London; the maintenance of the Mansion House and the provision of Entertainment and Hospitality which the Corporation has felt honoured and privileged over the centuries to offer to Royalty, to the Heads of Foreign States, and to national and international leaders, heroes and patriots who have earned the esteem and gratitude of their country and their fellow men.

(2) The Corporation in its trustee capacity as Trustees of the Bridge House Estates discharges the responsibility of providing and maintaining the four City Bridges over the River Thames, namely, London Bridge, Blackfriars, Southwark and Tower Bridges out of the Bridge House Trust Funds, no cost falling upon either ratepayer or taxpayer nor upon river-borne traffic requiring the opening of Tower Bridge. The Corporation has administered this ancient trust for over seven centuries.

(3) Finally the Corporation performs in its capacity as a Local Authority many of the more customary local government functions which have been conferred upon it by statute and the cost of which is charged to rate monies, e.g. Housing, Town Planning, Streets, Library and Art Gallery, Public Health and Port Health Matters, etc. etc.

8. Turning now to the matters referred to in Appendix B of the letter from the Chairman of the Royal Commission, the Corporation's observations are stated in the following paragraphs.

EDUCATION

9. The Corporation is not a local education authority under the Education Act, 1944, for the City of London, this function being performed by the London County Council. The Corporation does, however, provide and maintain out of its corporate funds (City's Cash) and without charge on the rates, important educational facilities both within and without the City of London. The Commission is referred to pages 79 to 81 in the Statement for full particulars of the Corporation's functions in this connection and it is only necessary to state here that the Corporation's pioneering work in the field of education has resulted in the establishment of the City of London School (opened in 1837 and the pupils at which now number 835), the City of London School for Girls (opened in 1894 and the pupils at which now number 378) and the City of London Freemen's School (opened in 1854 and the pupils at which now number 283) as centres of comprehensive education well known throughout the country for the high standards maintained. The schools are recognised by the Ministry of Education. The Corporation also provides specialist educational facilities at the Guildhall School of Music and

Drama (opened in 1880 and the pupils at which now number 1,542) and this, in common with the above-mentioned schools, enjoys very high repute. In the year 1956–57 the total net cost to the Corporation of these four schools amounted to £107,563.

10. Mention should be made of Gresham College in the City of London, an establishment which is noted for the free public lectures which have been delivered there for over three centuries. Gresham College is controlled by a joint committee appointed by the Corporation and by the Mercers' Company in pursuance of the Will dated 5th July, 1575, of Sir Thomas Gresham, a former Lord Mayor of London.

ENVIRONMENTAL HEALTH

11. The Corporation of London was a pioneer in the matter of public health. As long ago as 1848, by virtue of powers obtained in the City of London Sewers Act, 1848, the Corporation appointed as its first Medical Officer of Health, Dr. John Simon, a fellow of the Royal Society and a surgeon at St. Thomas's Hospital. Whereas Edwin Chadwick investigated and fearlessly made public the appalling conditions under which the industrial population was existing, it was John Simon who designed the administrative measures necessary to alleviate the evils of the time and the sufferings of the people. He is universally acknowledged as the 'Father of Public Health'. After seven years in the City, he was appointed Medical Officer of the Central Board of Health, then Medical Officer of Her Majesty's Privy Council, and finally the first Medical Officer of the Local Government Board.

12. The observations which the Corporation would make under the above heading are related to the following matters, namely:

(i) sanitary matters, e.g. drainage, sewers, refuse collection and disposal, public conveniences, etc. etc.
(ii) cemeteries and crematoria;
(iii) open spaces;
(iv) powers and duties under the Physical Training and Recreation Act, 1937;
(v) port health functions.

13. As respects (i) the Commission is referred generally to the title 'Public Health' at pages 53 to 60 of the Statement.

14. As to (ii) relating to cemeteries and crematoria, full details of the Corporation's functions as Burial Board for the City of London are contained in the Statement (page 56) and it is not desired to add further observations with respect to this matter.

15. As to (iii) relating to open spaces the Commission is referred to the Statement (pages 67 to 69). It is desired to add in this connection that the Corporation by virtue of the cumulative effect of various Acts of Parliament, i.e. the Epping Forest Acts, 1878 and 1880, the City of London (Open Spaces) Act, 1878, the Open Spaces Act, 1906, the Highgate and Kilburn Open Spaces Act, 1886, etc., has over the past 100 years made itself responsible for providing out of City's Cash (that is to say without charge upon either the City rates or upon the local rates of any other area) large tracts of open space for the recreation and enjoyment of the public. The Corporation's early activities in this respect during the latter half of the 19th century may be said to have established the case for that London Green Belt which is now, in the 20th century, so sorely needed.

16. As to (iv) the Corporation is the local authority in the City of London for the purposes of the Physical Training and Recreation Act, 1937, and has made grants under the provisions of that Act.

17. As to (v), the Corporation's functions as Port Health Authority, these are referred to in the Statement (pages 60 to 67) and it remains only to emphasise that the port health district of the Corporation extends over about 68½ miles of the River Thames from Teddington Lock to the Nore, and includes the five groups of docks and the navigable tributaries, waters and creeks of the River Thames which are referred to on page 61 of the Statement.

18. The Port of London is one of the largest ports in the world and the Corporation as Port Health Authority in maintaining a day and night watch of all ships entering the Port of London has, it is submitted, made an important contribution towards the protection of public health and the prevention of the spread of disease.

19. It will be noted that the riparian authorities in the port health district, in addition to the London County Council, the Middlesex County Council, the Kent County Council and the Essex County Council, consist of no less than forty-three local authorities with whom the Corporation works in harmony on all matters of common interest.

HOUSING

20. The Corporation is the housing authority under the Housing Act, 1957, for the City of London and its power to provide housing accommodation extends outside the City. The Commission is referred to the Statement (pages 51 to 53) in which there are set out details of the work carried out by the Corporation in this capacity. In addition to its responsibilities as a statutory housing authority, the Corporation, in its capacity as Trustees of the Bridge House Estate, has been responsible for the clearance of much slum property on the south of the River Thames and the rehousing of the tenants in blocks of flats of modern design and construction. Details of the housing work carried out by the Corporation in this Trustee capacity will be found on pages 78 and 79 of the Statement. In connection with the City of London Police Force the Corporation, acting through its Police Committee, has provided quarters for single and for married men.

PERSONAL HEALTH AND WELFARE

21. At the present time the responsibility for functions under this heading rests with the London County Council. In 1955 the London County Council proposed to promote legislation to enable it to delegate to Metropolitan Borough Councils certain personal health services. This legislation was not promoted but in the event of any personal health and welfare services being delegated to or vested in Metropolitan Borough Councils the Corporation would be prepared to consider undertaking any of such services which after examination it found it could effectively discharge.

22. Under this heading, however, it is considered appropriate to refer to the question of air pollution, a matter closely allied to personal health. A short reference is made to this subject under Smoke Abatement in the Statement (page 59) and it is emphasised that when the Corporation promoted its own legislation (which is now contained in the City of London (Various Powers) Act, 1954, under which the whole of the City of London is a non-smoke-producing zone), the City were pioneers in attempting to achieve clean air throughout the whole of the metropolis. Since the passing of the City's legislation the question of air pollution has been further considered by Parliament, on a more general scale, in the Clean Air Act, 1956.

TOWN AND COUNTRY PLANNING

23. The position of the Corporation in relation to town and country planning is set out in the Statement (pages 49 to 51) and the Corporation has the following observations to make on this important aspect of local government in London.

24. Until 1947 the Corporation alone was responsible for the administration of town planning in relation to the City of London, but on the passing of the Town and Country Planning Act, 1947, the local planning authority for the City of London became the London County Council, although the Act contained (in Section 114) special provisions relating to the application of the Act to London. Under these provisions:

- (i) the Corporation was designated the sole authority for the purposes of certain sections of the Act;
- (ii) for the purposes of other sections of the Act, the Act obligated the London County Council to delegate powers and responsibilities to the Corporation; and
- (iii) for the purposes of yet further sections of the Act, the London County Council were permitted to delegate functions and responsibilities to the Corporation.

25. The City of London suffered extensive war damage during the course of the 1939–45 war and vast areas were devastated as the result of enemy action. The rateable value of the City in April, 1939, was £8,308,466, and at the end of the war in October, 1945, it had been reduced to £6,084,516.

26. In order to secure the rebuilding of the City with the least delay possible, the Corporation on the 30th day of October, 1947, made application to the Ministry of Housing and Local Government for an Order under the Town and Country Planning Act, 1944, declaring that the war-damaged land consisting of some 277 acres should be made subject to compulsory acquisition for the purpose of dealing with extensive war damage. This Order, the City of London Declaratory Order, 1948, came into force on the 7th January, 1949.

27. Since this preliminary step the Corporation, which is now the acquiring authority for the purposes of the Town and Country Planning Act, 1947, have made fourteen compulsory purchase orders and have formed twenty-four redevelopment units in order to facilitate and speed the rebuilding of the devastated areas of the City of London. During the past ten years over £20,000,000 worth of land and buildings in the City has been conveyed to the Corporation in pursuance of the Town and Country Planning Act, 1947.

28. The Corporation has felt for some time that matters of town and country planning in the City of London could more efficiently be performed if the Corporation was once again entrusted with greater powers of planning control. Accordingly provisions, designed to bring about this desirable state of affairs, have been included in the City of London (Various Powers) Bill promoted by the Corporation in the current session of Parliament.

29. Since the Bill has been before Parliament discussions have taken place between the London County Council and the Corporation and there have been joint meetings with the Minister of Housing and Local Government. As a result of these discussions, although agreement has not been reached on the Corporation's original proposition that it should be the local planning authority for the City of London for the purposes of Part III of the Town and Country Planning Act, 1947, agreement has been reached with the London County Council that certain extended powers under that Act shall be delegated to the Corporation by the London County Council.

30. In reaching this agreement with the London County Council it is considered appropriate to point out that it would be wrong to assume that the Corporation has retreated from its view that the Corporation should be the sole authority for the purposes of town and country planning in the City of London under Part III of the Town and Country Planning Act, 1947. It is hoped that the exercise by the Corporation of the extended delegated powers referred to above will be but a further step towards the ultimate goal of sole responsibility for these Part III functions.

TRAFFIC

31. The Corporation's functions under this heading may be considered under two sub heads, namely (i) bridges, and (ii) streets.

32. As to bridges the Commission is referred to the Statement (pages 77 to 79) from which it will be seen that London Bridge, Blackfriars Bridge, Southwark Bridge and Tower Bridge were all provided, and are now maintained, by the Corporation out of trust funds which are administered by the Corporation as Trustees of the Bridge House Estates. All expenditure on the bridges has come from this trust fund which the Corporation has held for upwards of 700 years and no expense has been borne by ratepayer or taxpayer. The bridges themselves have been provided by the Corporation in pursuance of statutory authority.

33. As to streets, the Corporation is the highway authority for the City of London and as such is responsible for the construction, improvement and maintenance of streets out of rate monies. All ancillary matters such as street lighting, car parking, etc. are similarly the responsibility of the Corporation and the facts relating to these activities of the Corporation are contained in the Statement (pages 54 and 55).

FINANCE

34. In paragraph 3 of his letter of the 17th February, 1958, the Chairman of the Royal Commission speaks of the Commission considering 'the general aspects of finance' concurrently with the six services mentioned in that paragraph and commented upon in the previous paragraphs of this letter.

35. On the general matter of finance the Corporation would say that so far as the activities of the Corporation of London are concerned it is always necessary to distinguish between the various sources of revenue available to the Corporation. These have already been alluded to in this letter but may be summarized briefly as follows.

36. The sources of revenue of the Corporation of London fall into three distinct categories, namely:

(a) the Corporate Funds of the Corporation known as 'City's Cash';
(b) the Trust Fund of the Bridge House Estates of the Corporation known as the 'Bridge House Estates Fund'; and
(c) a General Rate, and a Poor Rate, collectively known as 'Rate Funds'.

37. Of the six services referred to in the Chairman's letter, one, namely Education, is financed wholly out of City's Cash, whereas others such as Environmental Health Service and Personal Health and Welfare, insofar as these two services may be taken to include Open Spaces, are financed partly out of Rate Funds and partly out of City's Cash, and the services of Housing and Traffic (insofar as it relates to bridges) may be said to be financed partly out of Rate Funds and partly out of the Bridge House Estates Funds. The remaining service—Town and Country Planning—is financed solely out of Rate Funds.

38. The historical evolution of the Corporation's finances has resulted in two separate financial organisations, one in respect of Non-Rate Funds and another in respect of Rate Funds, each with its own controlling Committee and Accounting Officers and thus the annual accounts of the Corporation, printed in separate sections, reflect the two-fold character of the Corporation, (1) the ancient municipality founded on custom, charters, and corporate possessions, and (2) the modern local authority relying upon statutes and upon rates. Rate Funds are controlled by the Rates Finance Committee; City's Cash and Trust Funds by the Coal and Corn and Finance Committee; and the Bridge House Estates Fund by the Bridge House Estates Committee, except that the finances of this Fund from the point of view of investment and expenditure are subject to the control of the Coal and Corn and Finance Committee.

39. The finance arrangements of the Corporation are dealt with in greater detail at pages 45 to 48 of the Statement but it has been thought right, in concluding this letter, to refer to them again, albeit briefly, if only to emphasise the cardinal feature of the Corporation of London which is the special and exceptional nature not only of its constitution but of the manner in which it discharges its duties and obligations and also carries out those functions the responsibility for which it has voluntarily taken upon itself in the public interest.

40. The letter from the Chairman of the Royal Commission asks for an 'outline' reply only at this stage. Accordingly in forwarding these observations the Corporation reserves the right to support and elaborate them in due time by way of additional statement or oral evidence and, if thought necessary or helpful, to introduce at the same time such other matters as may be of assistance to the Royal Commission.

GUILDHALL,
E.C.2.

14th May, 1958

Evidence submitted by The Battersea Metropolitan Borough Council

Town Hall,
Battersea, S.W.11.

17th July, 1958.

Dear Sir,

The Chairman's letter of the 17th February, last, has now been considered by the Council and I am instructed to forward the enclosed statement setting out the present arrangements in Battersea for dealing with the services referred to in paragraph 3 of the letter. Included in columns II and III of the statement are a number of observations for consideration by the Royal Commission.

In addition, the Council desire to submit the following general observations:

1. Paragraphs 23, 33 and 34 of the statement mention that the London County Council (General Powers) Bill now before Parliament seeks to delegate or transfer to metropolitan borough councils certain functions of the London County Council. This has been brought about by negotiation between the Metropolitan Boroughs' Standing Joint Committee, on behalf of the constituent councils and the County Council.

   The Council expresses the hope that the present policy of transfer by negotiation will continue.
2. The Council are of the opinion that the existing boundary of the Administrative County of London should be retained.
3. In view of the unique opportunities for co-operation which are provided in London by the Metropolitan Boroughs' Standing Joint Committee and the Metropolitan Boroughs' (Organisation and Methods) Committee, the Council are not in favour of the abolition of any of the metropolitan boroughs but are of opinion that, where any particular services or functions are considered too large for administration by a small borough, powers should be available to enable a joint committee of suitably situated boroughs to be appointed for the administration of such services or functions.

The Council will be pleased to provide facilities for members of the Royal Commission to visit the Borough if they wish to do so and have instructed the principal officers of the Council to make the necessary arrangements.

Thirty copies of the statement are enclosed.

Yours faithfully,

C. M. W. S. Freeman
Town Clerk.

T. R. Niven, Esq.,
The Secretary,
Royal Commission on Local Government in Greater London.

STATISTICS

Area	2,307 acres (excluding water=2,139)
Population	111,800 (Registrar General's Estimate June, 1957)
Total Rateable Value 1st April, 1958	£1,494,576
Rate in £ for 1958–59	17*s.* 0*d.*
Penny rate produces	£6,119
No. of separate assessments with residential accommodation	29,806
Mileage of roads maintained—Classified	17·96
Unclassified	55·55
Total	73·51
Total outstanding loan debt 31st March, 1958	£3,992,412

The Borough is divided into 16 Wards returning	55 Councillors
There are	9 Aldermen
Total Membership of Council	64

The Borough is divided into two Parliamentary Constituencies—

Battersea North—Electorate on 1958 Register	42,007
Battersea South—Electorate on 1958 Register	38,209
Total	80,216

I DESCRIPTION OF PRESENT ARRANGEMENTS AND OF DEFECTS

Education

1. Education

The London County Council are the Education Authority.

The Battersea Borough Council are directly concerned only in so far as they appoint some of the Managers and Governors of certain schools.

The London County Council as Education Authority provide Primary Schools, Secondary Schools, and Special Schools, and have some supervision over two Grammar Schools and the Battersea College of Technology, formerly the Battersea Polytechnic, which has been selected for development as a college of advanced technology.

2. Agricultural Education

Not a function of the Borough Council.

3. Youth Employment Service

The London County Council provide a Youth Employment Bureau at the Divisional Education Office in the Borough.

Environmental Health

4. Baths, Wash-houses and Bathing Places

The Borough Council have four baths establishments which provide slipper baths, foam baths, covered swimming baths and public wash-houses.

Swimming instruction is provided at a fee. The schools make extensive use of the baths for swimming instruction.

There are 167 slipper baths, of one class only. These are available free to old age pensioners on production of a Pension Book.

There are four swimming baths, the largest being 150 ft. x 50 ft. In the winter, two of the baths are converted to halls which are available for hire. There are also seven halls or rooms available for hire all the year round.

There are three wash-houses.

There are no public open-air bathing places in the borough. There is a children's paddling pool in Battersea Park which is controlled by the London County Council.

5. Control of Water-Courses, Ditches and Ponds

There is a lake in Battersea Park and ponds on Clapham Common and Wandsworth Common, all of which are controlled by the London County Council. There are no open ditches and watercourses as far as is known.

6. Disinfestation of Premises and Articles

Disinfestation of verminous rooms is carried out by the Public Health Department of the Borough Council. Articles in the room requiring treatment are removed for steam disinfestation at the Borough Council's Disinfecting Station. Special machines emitting a fine spray are used for dealing with insect pests in covered ducts taking hot water, plumbing and drainage pipes in large blocks of flats.

It is presumed that disinfestation includes disinfection and also disinfestation of verminous persons as well as premises. Close liaison exists between the Borough Council, the Wandsworth Borough Council, the Lambeth Borough Council and the London County Council in relation to the cleansing of verminous persons. Arrangements exist with these three authorities, by which, under certain circumstances, persons who are the responsibility of those authorities are cleansed in the Battersea Borough Council premises by Battersea Borough Council staff. There is a financial adjustment which works very well in respect of these services.

7. Drainage of Trade Premises

The control of the discharge of trade effluent into sewers is regulated by Part II of the London County Council (General Powers) Act, 1953. The Act empowers the Borough Council to authorise the London County Council (with the latter's agreement) to perform on the Borough Council's behalf any of their functions under Sections 9 to 12 of the Act which relate to requiring information from occupiers of premises, imposing of conditions, agreements and inspections of premises. The Borough Council have decided not to enter into such an arrangement as a general practice but have done so in a few cases where the trade premises are drained into London County Council sewers in addition to Borough Council sewers.

8. Mortuaries and Post-Mortem Rooms

The Borough Council have a Mortuary of which the capacity is 26 bodies. There is a post-mortem room attached. The staff who are employed by the Borough

Council comprise 1 Mortuary Superintendent, 1 Assistant Superintendent and a resident Caretaker/Cleaner.

The Wandsworth Borough Council make an annual grant to the Borough Council towards the cost of maintaining the Mortuary which is calculated on the approximate number of bodies received from Wandsworth.

A Coroner's Court adjoins the Mortuary and is leased to the London County Council.

9. Public Conveniences

Five public conveniences for both sexes and one for women only are provided by the Borough Council in various parts of the borough, two being underground. All the W.C. accommodation at each is provided free and free washing facilities are also available.

Three public urinals are maintained and in addition the urinals attached to 10 licensed premises are by arrangement with the owners available to the general public between certain hours, the Borough Council being responsible for periodic cleaning.

Public conveniences are also provided by the London County Council in Battersea Park and on Clapham Common.

10. Refuse Collection and Disposal

Collection

The collection of refuse from household and trade premises, blocks of flats, etc. is undertaken by the Borough Council's own directly employed labour and fleet of vehicles.

Fourteen Rear Barrier-Loaders collect within their allocated sectors once a week; and collection from flats is made by Bin Lifting Bulk Loaders two to three times weekly as required.

Refuse from street markets and individual street stalls is cleared by a specially allocated vehicle.

Disposal

Disposal of refuse is undertaken by contract.

Following collection, the refuse is taken to the Borough Council's riverside wharf where it is discharged into a pit from which it is extracted by crane and transferred to barges waiting alongside. The barges transport the refuse to East Tilbury where it is disposed of by 'Controlled Tipping'.

This system of disposal and the renewal of the contractor's contract from time to time has been approved by the Refuse Sub-Committee of the Metropolitan Boroughs' Standing Joint Committee under a scheme whereby Battersea, Lambeth and Wandsworth are grouped together with the ultimate hope of co-ordinating the disposal of their refuse.

Salvage

Kitchen waste and waste paper are collected from most parts of the borough by means of six electric trucks of 16 cwt. capacity into which are emptied individual household kitchen waste containers. Numbers of containers at present—13,950.

The collection of waste paper is incorporated with the collection of kitchen waste and subsequently sold under contract to the Thames Board Mills.

Kitchen waste is sold to the Reigate Corporation for treatment in their processing plant.

Tonnages for 1957–58 are approximately:

House and Trade Refuse	28,000 tons
Kitchen Waste	1,950 tons
Waste Paper	290 tons

11. Regulation of Buildings and Sanitation of Buildings

The Borough Council are responsible for: supervision and control of new and existing drainage works; enforcement of drainage by-laws and regulations with respect to sanitation of dwellings, shops and factories; abatement of nuisances; certification of adequacy of water supply.

12. Sewerage and Sewage Disposal

The provision of local sewers and supervision of the connection thereto of premises is the responsibility of the Borough Council. The London County Council as main drainage authority are responsible for the provision and maintenance of trunk sewers (to which local services are connected) and pumping stations and for the ultimate treatment and disposal of sewage.

13. Street Cleansing

Sweeping and watering of streets and emptying of street gullies is carried out by the Borough Council who directly employ their own sweepers and equipment. Mechanical sweepers are also in use and sweepings are disposed of under the refuse disposal contract.

Gully cleansing is undertaken by two mechanical gully emptiers. Total number of gullies 5,450.

14. Burial Grounds, Cemeteries and Crematoria

The Borough Council own one cemetery of eight acres within the borough which was closed for interments in 1881 except in cases of private graves already purchased and except for a few spaces still available for private graves.

The Borough Council also own 120 acres of land at Morden, Surrey, which was purchased in 1891 for use as a cemetery.

The Borough Council, the Sutton and Cheam Borough Council and the Urban District Councils of Carshalton and of Merton and Morden obtained Parliamentary powers in the North-East Surrey Crematorium Board Act, 1956, to establish a Crematorium which was opened on 1st May, 1958. The Crematorium was constructed by converting and extending an existing building in the Borough Council's Cemetery at Morden.

15. Parks and Open Spaces

Battersea Park, and such parts of Clapham Common and Wandsworth Common as are situated in Battersea, are controlled by the London County Council.

The Borough Council own and maintain four small open spaces and recreation grounds in the borough amounting in total to an area of about three acres. Other small open spaces are to be developed and maintained by the Borough Council by agreement with the London County Council under the County of London Development Plan.

The Borough Council use surplus cemetery land at Morden, Surrey, as a sports ground of about 18 acres and provide cricket pitches in summer and football pitches in winter which are let to Battersea and other clubs.

16. Powers and Duties under the Physical Training and Recreation Act, 1937

The Council are proposing to use their powers under this Act to sponsor the building of premises for a River Club which will be organised by voluntary bodies.

17. Prevention of River Pollution

There are no streams in the borough to which the Rivers (Prevention of Pollution) Act, 1951, applies. The Port of London Authority exercises powers over the River Thames.

18. Port Health Functioning

These are not applicable in Battersea.

19. Clean Air Act, 1956

Under this Act the Borough Council have submitted to the Minister of Housing and Local Government an application for approval in principle to the making of a Smoke Control Order in respect of an area of approximately 50 acres in the southern end of the borough.

Housing

20. Provision of Houses

The London County Council and the Borough Council exercise concurrently in the borough powers to provide housing, the allocation of sites between the two authorities being arranged by agreement. Within a few months of their first meeting in 1900 the Borough Council planned the development of the Latchmere Estate (366 dwellings) and built it with their own Works Department. This policy of building by direct employed labour has been followed since then and has been supplemented in the post-war years by employment of building contractors. Types of new housing provided by the Borough Council include multi-storied blocks of flats, maisonnettes and houses in terrace formation. A considerable amount of conversion of acquired properties into flats is undertaken and old houses have also been converted into single rooms for occupation by old people. The Borough Council own or hold on lease sites of temporary bungalows under the Housing (Temporary Accommodation) Act, 1948. A considerable number of houses are still held under requisition and an active programme of acquiring substitute properties is in hand.

Family units of accommodation now controlled by the Borough Councils are as follows:

Built	2,168
Acquired	310
Prefabricated Bungalows	356
Requisitioned Property	591
Total	3,425

Major schemes of redevelopment now in hand are the Battersea Park Road Area of 50 acres and the Winstanley Road Area of 47 acres and other individual sites are being developed. Improvements to the dwellings on the Latchmere Estate, one of the larger estates, are now being made.

21. Slum Clearance

Slum clearance is dealt with concurrently by the County Council and the Borough Council, the areas being agreed by the two authorities.

The Borough Council have also been active in closing individually unfit houses, having dealt with 56 in the last two years, in addition to closing 75 rooms in 39 other houses.

22. Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction and Improvement of Houses

The Borough Council have operated since 1951 a scheme under Section 4 of the Housing Act, 1949, for making advances for the acquisition, construction, conversion and improvement of houses. They also guarantee repayment of advances by building societies (Section 5).

The Borough Council give financial assistance by way of annual subsidy under Section 120 of the Housing Act, 1957, to a Housing Association in respect of new dwellings. The Borough Council also make, under Section 20 of the 1949 Act, grants for improvement of Houses.

23. Regulation of Buildings and By-laws

The following parts of the Housing Act, 1957, are administered by the Borough Council alone:

Part II (Provisions for securing the repair, maintenance and sanitary condition of houses), including the closing or demolition of premises which are beyond repair at reasonable cost.

Part IV (Abatement of overcrowding).

Control over the construction of buildings is exercised by the London County Council under the London Building Acts, 1930 to 1939.

The Borough Council have control over the licensing of certain temporary structures.

Clause 14 of the London County Council (General Powers) Bill in Parliament —Session 1957–58—seeks to empower the County Council by agreement with a Metropolitan Borough Council to delegate to the latter any of their functions under the London Building Acts and by-laws.

Clause 15 of the same Bill seeks to transfer to Metropolitan Borough Councils the County Council's functions under the London Building Acts relating to dangerous structures and neglected structures.

Personal Health and Welfare

24. Special Administrative Arrangements for Battersea and Wandsworth

The Boroughs of Battersea and Wandsworth constitute the London County Council's Health Division 9. In 1952 it was agreed between the two Borough Councils and the County Council that the three posts of Divisional Medical Officer and of Borough Medical Officers of Health of Battersea and Wandsworth should be combined and vested in one person. There are separate full-time Deputy Medical Officers of Health for both boroughs who act also as Deputy Divisional Medical Officers. The services of the Deputies are available to both boroughs in case of need.

25. Powers and Duties under the National Health Service Acts

The Borough Council has practically no powers under the National Health Service Acts. This applies to almost all the services dealt with under the Acts by the Health Authorities. Metropolitan Borough Councils are not local Health Authorities within the meaning of the Acts.

26. Mental Health Services

These are administered by the London County Council.

27. Powers and Duties under the National Assistance Acts

The Borough Council exercise powers conferred on them by the following sections of the National Assistance Act, 1948:

Section 31 (Contributions to old people's organisations).

Under this Section the Borough Council make an annual grant of £450 to the Battersea Old People's Welfare Committee which operates a 'Meals on Wheels' service, a chiropody service and arranges for old people to be visited. The meals are supplied from the Borough Council's staff canteen which also supplies meals for the Wandsworth Old People's Welfare Committee's 'Meals on Wheels' service.

The Borough Council make an annual contribution under this Section of £50 to an old people's club.

Section 47 (Removal to suitable premises of persons in need of care and attention) as extended by Section 1 of the National Assistance (Amendment) Act, 1951.

Section 50 (Burial or cremation of the dead).

The other powers conferred on local authorities by these Acts are exercised by the London County Council.

28. Disabled Persons (Employment) Act, 1944

Apart from complying with their obligation as an employer of a substantial number of employees to employ a quota of registered disabled persons, the Borough Council have no functions under this Act.

29. Care of Children

The County Council exercise this function, having appointed a Children's Officer for an area co-terminous with Health Division 9.

30. Registration of Nurseries and Child Minders

The County Council exercise this function.

31. Notification of Infectious Diseases

Notifiable diseases are notified by medical practitioners to the Medical Officer of Health and the appropriate preventive action is taken.

32. Health Education

It is difficult to define exactly the dividing line between the environmental and personal health in the matter of health education. In general, as far as personal health is concerned, the responsibility rests with the London County Council as the local health authority. In other services, such as, for instance, Clean Air, the responsibility is with the Borough Council.

The Medical Officer of Health and Public Health Inspectors give lectures to schools and women's organisations. Propaganda leaflets are issued by the Public Health Department and bookmarks through the Public Libraries.

Under the arrangements described earlier which exist in the area, it is possible to integrate Health Education quite closely as between Public Health Inspectors and Health Visitors.

Town and Country Planning

33. Town and Country Planning

The London County Council are the Planning Authority.

The County Council have delegated to the Borough Council, with effect from 1st January, 1949, their functions under the Town and Country Planning (Control of Advertisements) Regulations, 1948, and amending regulations with certain reservations relating, *inter alia*, to the defining of areas of special control.

As regards applications for Town Planning consent, the County Council are required by the Town and Country General Development Order and Development Charge Applications Regulations, 1950, to consult the Borough Council where the development would conflict materially with existing development in the locality or would conflict with proposals to construct or widen streets notified to the County Council by the Borough Council (Article 9 (2) (b)).

Clause 12 of the London County Council (General Powers) Bill in Parliament —Session 1957–58—seeks to empower the County Council by agreement with a Metropolitan Borough Council to delegate to the latter any of their functions under Part III of the Town and Country Planning Act, 1947, which relates to control of development, tree preservation orders, preservation of buildings of special architectural or historic interest, and power to require proper maintenance of waste land.

34. Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The powers of the local planning authority under this Act are exercised by the London County Council.

Clause 12 of the London County Council (General Powers) Bill in Parliament—Session 1957–58—seeks to enable the County Council by agreement with a Metropolitan Borough Council to delegate to the latter any of their functions under Section 89 of the Act which relates to the planting of trees and treatment of derelict land.

Traffic

35. Construction, Improvement and Maintenance of Roads and Bridges

Reconstruction and maintenance of all classified and unclassified roads is carried out by the Borough Council either by contract or by direct employed labour. There are approximately 73 miles or road maintained.

Under an Order of the London County Council, made in 1901, certain roads or parts of roads forming the boundary between Battersea and Wandsworth are maintained by Wandsworth and the remainder by Battersea.

As regards improvements, it is generally accepted that the authority initiating a scheme (either the County Council or the Borough Council) should be solely responsible for the cost but this is subject to discussion in the case of particular improvements.

Bridges. There are three bridges carrying Class I roads over railways and two carrying a Class II and Class III road, respectively, over railways, and one bridge carrying a Class I road over a river creek owned by the S.E. Gas Board, and the Council maintain the road surface in all cases.

The British Transport Commission pay £100 per annum contribution to the cost of maintaining the road surfaces on three of the bridges.

The Borough Council are liable for the maintenance of the structure of only one of the bridges.

River Thames Bridges. The County Council are responsible for the maintenance of the three river bridges in the borough (Chelsea, Albert and Battersea) including maintenance of the road surface and lighting. The Borough Council sweep the carriage way up to the centre of the bridge.

36. Street Lighting

Electric lighting is used throughout and Mercury Vapour has been adopted for all Class I roads, the lamps being attached to standards placed on the footways. In other roads tungsten filament lamps are used.

Lamps are maintained by the London Electricity Board under agreement but the maintenance and painting of lamp columns is carried out by the Borough Council's own Works Department.

37. Naming of Streets and Numbering of Houses

The Borough Council's proposals for names of new streets and for numbering new houses are subject to the approval of the County Council who are responsible for this under Part II of the London Buildings Acts (Amendment) Act, 1939.

38. Parking Places

Two car parks were formed during the war on bombed sites which were requisitioned under Reg. 51 of the Defence (General) Regulations, 1939 but these have been discontinued following rebuilding of the sites by the owners.

Parking places in two streets have been specified under the London Traffic (Parking Places) Consolidation Regulation, 1957. These are restricted to private cars or hackney vehicles with a seating capacity not exceeding six and relate to one side only of one street and both sides of the other street. Hours are 8 a.m. to 8 p.m. Both streets lead off St. John's Road which is a principal shopping area in the borough and adjacent to Clapham Junction Station.

39. Road Safety

There is a Road Safety Committee for the borough consisting of the members of the Borough Council's Highways Committee and representatives of the following bodies: Police, Royal Society for Prevention of Accidents, London County Council as Education Authority, Consultative Committee of Head Teachers, Battersea Youth Committee, West Lambeth Teachers Association, The Road Haulage Association Ltd., Battersea Women's Co-operative Guilds, Battersea Trades Council, Transport and General Workers Union (Battersea L.T.E. Bus Garage), Army, Battersea Chamber of Commerce, Rotary Club of Battersea, Battersea Council of Churches.

The Committee meets once a month and reports to the Borough Council.

The Committee organises intensive campaigns, usually twice a year, in conjunction with the Royal Society and provides film shows for children and old people at the Town Hall. Recommendations to erect additional or to change the position of road signs are made to the Highways Committee together with suggestions for pedestrian crossings, barriers outside Schools, 'slow' etc. markings on the roads.

40. Bus Shelters

The Borough Council have not exercised their powers under Sections 4 to 7 of the Local Government (Miscellaneous Provisions) Act, 1953, to provide bus shelters. Those provided in the borough are standard queue shelters erected by the London Transport Executive.

41. Private Street Works

The last private street to be taken over by the Borough Council and paved at the expense of the frontagers was in 1935. Powers under the Metropolis Management Act 1855 and the Metropolis Management Amendment Act 1862 were used for this purpose.

II ANALYSIS OF DEFECTS

III OUTLINE OF VIEWS ON HOW DEFECTS MAY BE REMEDIED

Housing

42. Provision of Houses

We are of the opinion that there should be earlier consultation by the London County Council with the Borough Council as to the sites to be developed for housing purposes.

Personal Health and Welfare

43. Powers and Duties under the National Health Service Acts

There are a number of defects under the present organisation of the Health Services as set up under the National Health Service Acts. One of the main defects is the separation into three distinct and quite independent services of the hospital service, the general practitioners and preventive and public health services. In County areas, and particularly so in London, this division of responsibility is intensified because the London County Council is the local health authority, while the Metropolitan Borough Councils, many of them of sizeable populations, are not. This leads to a very undesirable duplication of effort, particularly in such functions as the care of the aged and the control of infectious disease. In most areas, this difficulty has been overcome by close liaison at officer level, but the basic defects exist, and ought to be remedied.

The defects mentioned above have to a large extent been overcome by the administrative arrangements referred to in paragraph 24 above. Over the past six and a half years these arrangements have proved remarkably satisfactory and efficient. The services in this area are on a firmer basis than in any other area of London. This is because there is more close integration between the environmental health services of the Borough Council and the personal health service of the London County Council. There is bound to be close integration of the work at 'higher' officer level, but this inevitably permeates down through the whole of the service.

Thus integration and co-ordination exists throughout the whole of the service, and is particularly noticeable in those parts of the work which are partly environmental and partly personal, such as the control of infectious disease and the care of old persons. The other advantage of the arrangement in this area is that the area concerned is a sizeable unit, which provides a multiplicity of professional problems and interest. This is most important, in view of the changing aspects of Public Health work as the improvement in public health takes place.

It is considered that, in particular, the Maternity and Child Welfare Services, vaccination and immunisation of children below school age, foot clinics and the Home Helps Service should be transferred to the Borough Council.

44. Registration of Nurseries and Child Minders

It is considered that day nurseries, the regulation of private day nurseries and child minders and the voluntary child-minders' service should be transferred from the County Council to the Borough Council.

Town and Country Planning

It is the Borough Council's hope that all the powers under Part III of the Town and Country Planning Act, 1947, will be delegated to the Borough Council.

Evidence submitted by The Bethnal Green Metropolitan Borough Council

CONTENTS

Page

Statistics 106

Education 107
- Education 107
- Agricultural Education 108
- Youth Employment Service 108

Environmental Health 108
- Baths, Wash-houses and Bathing Places 108
- Control of Water-courses, Ditches and Ponds 110
- Disinfestation of Premises and Articles 110
- Drainage of Trade Premises 110
- Mortuaries and Post-mortem Rooms 111
- Public Conveniences 111
- Refuse Collection and Disposal 111
- Regulation of Buildings and Sanitation of Buildings 112
- Sewerage and Sewage Disposal 112
- Street Cleansing 112

- Burial Grounds, Cemeteries and Crematoria 113
- Parks and Open Spaces 113
- Powers and Duties under the Physical Training and Recreation Act, 1937 . 114
- Prevention of River Pollution 115

Housing 115
- Provision of Houses 115
- Slum Clearance 117
- Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses 117
- Regulation of Buildings and By-laws 118

Personal Health and Welfare 118
- Powers and Duties under the National Health Services Act . . . 118
- Mental Health Services 119
- Powers and Duties under the:
  - National Assistance Acts 119
  - Disabled Persons (Employment) Act, 1944 121
- Care of Children 121
- Registration of Nurseries and Child Minders 122
- Notification of Infectious Diseases 122
- Health Education 122

Page
Town and Country Planning 123
Town and Country Planning 123
Powers and duties under the National Parks and Access to the Countryside Act, 1949 123
Traffic 123
Construction, Improvement and Maintenance of Roads and Bridges. . 123
Street Lighting 124
Naming of Streets and Numbering of Houses 124
Parking Places 125
Road Safety 125
Bus Shelters 126
Private Street Works 126
General Observations 126
* **Map of Electoral Constituency and Metropolitan Borough** . . . . .

* Not reproduced.

STATISTICS

Area of Bethnal Green	759 acres
Population (Registrar General's estimate—1st April, 1958)	50,940
Constitution of Borough Council	30 Councillors 5 Aldermen
Electorate—1958 Register	
(a) Borough Council electorate (1958 Register) (i.e. total number of local government electors in Bethnal Green)	36,801
Number of Wards in the Borough	5
Number of Polling Districts in the Borough	20
(b) Parliamentary electorate (1958 Register) (i.e. the number of electors in the Parliamentary Constituency of Bethnal Green viz. the Metropolitan Borough of Bethnal Green and the three Wards of South Hackney (Wick, Triangle and Victoria))	58,512
(c) London County Council electorate (1958 Register) (i.e. the number of County Council electors in the L.C.C. Division which is co-terminous with the Parliamentary Constituency)	59,229
Number of Pooling Districts in the Parliamentary Constituency and London County Council Division of Bethnal Green	29
Rateable Value of Borough (1st April, 1958)	£649,900
Parks and Open Spaces	100 acres
Length of Roads	39·11 miles
No. of Rateable Assessments	
(a) Houses and flats	15,301
(b) Shops, offices, etc.	2,614
(c) Manufacturing premises	1,011

Rate in the £ for Year ending 31st March, 1959 . . = 20*s*. 4*d*.
Product of 1d. rate (1st April, 1958)—Gross £2,579 . Nett £2,525

Borough Council Establishments	
Baths and Wash-houses	2
Public Libraries	4
Borough Council Housing Estates	
No. of Housing Units	1,174
No. of Housing Units under construction	329
No. of Housing Units approaching tender stage	707
No. of Community Centres	2

Borough Council Staff

	Officers	*Manual Staff*	*Officers*	*Manual Workers*	*Total*
Town Clerk's Department:					
Town Clerk's Office	34	24	46	46	92
Births, Deaths and Marriages	3	—			
Housing Section	6	12			
Civil Defence	2	1			
Holiday Centre	1	9			
Borough Treasurer's Department			38	—	38
Borough Surveyor's Department			50	286	336
Public Health Department			*17	8	25
Baths and Wash-houses Department			9	72	81
Public Libraries Department			28	5	33
			188	417	605

* Includes vacancies for 4 Public Health Inspectors.

EDUCATION

I. Present Arrangements

Insofar as the Administrative County of London is concerned, the County Council is the Local Education Authority.

(a) Divisional Administration

The divisional administration of the education authority covers Bethnal Green, Poplar, Stepney and the City of London.

(b) Stages of Education

Education is now organised in three progressive stages

- (i) Primary Education. There are 20 Primary Schools in Bethnal Green. One of the schools is an E.P.N. school.
- (ii) Secondary Education. There are 6 Secondary Schools in Bethnal Green. *Note*—There is also 1 Grammar School in Bethnal Green, but 8 Grammar Schools in neighbouring boroughs educate pupils resident in Bethnal Green.
- (iii) Further Education. There are 2 Institutes in Bethnal Green, a Men's Institute and a Women's Institute, which provide athletic, cultural and handicraft education in Bethnal Green. There are no Technical Colleges or Commercial Institutes as such.

(c) School Managers and Governors

The Borough Council makes the following appointments on Management Committees:

School Managers . . . . = 25
Governors . . . . . = 1

So far as the administration of the Education Acts are concerned, the only connection of the Borough Council therewith is in the appointment of school managers and governors.

II and III. Defects and Remedies

The Council is of opinion that the organisation of the educational services in the Borough is effective and satisfactory, and that it should remain under the jurisdiction of the London County Council.

Agricultural Education

I. Present Arrangements

The arrangements for agricultural education come within the jurisdiction of the London County Council which is the local education authority for the County of London.

II and III. Defects and Remedies

The Council is not aware of any defect in the present arrangements insofar as they relate to Bethnal Green.

Youth Employment Service

I. Present Arrangements

The Youth Employment Service comes within the central administration of the London County Council, at County Hall.

One Youth Employment Officer serves both Bethnal Green and Poplar, and he is assisted by a Committee appointed by the County Council. The Borough Council elect a member to this Committee.

II and III. Defects and Remedies

So far as the Borough Council is aware the present arrangements are satisfactory and adequate.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

I. Present Arrangements

The Bethnal Green Borough Council derives its powers and duties with regard to the establishment and operation of Municipal Baths and Laundries from Part VII of the Public Health (London) Act, 1936.

Details of the Council's establishments, the services carried out thereat, and the use made thereof by the Public are as follows:

(1) Main Baths Establishment, Old Ford Road, Bethnal Green

This establishment comprises:

(a) *First and Second Class Swimming Baths*

(The First Class Bath is used as a Public Hall during the winter season.)

(b) *Warm Baths*

Male	48
Female	42

(c) *Remedial Baths*

A complete installation of Turkish, Vapour and Electric (Radiant Heat) Baths. The accommodation is designed for 60 persons at one time.

(d) *Public Machine Laundry and Hand-Laundry*

This comprises 15 electrically driven washing machines and 9 hydro-extractor and 48 heated drying horses.

Hand Laundry has its own complement of hydro-extractor machines and drying horses.

Finishing Rooms are also provided, including electric mangles, ironing tables and irons.

(2) Branch Institution, Cheshire Street

This branch institution has suites of private warm baths for both sexes, and a Machine and Hand Laundry, comprising 6 washing machines, hydro-extractors, washing machines, and mangling and ironing room.

Annual Average User

(i) *Swimming Baths.* 111,485 persons (including 30,000 schoolchildren).

(ii) *York Hall (converted 1st Class Baths).* This is licensed during the winter season for music, music and dancing, and is used for a variety of recreational purposes. During the average winter season it is used on 154 occasions.

(iii) *Warm Baths (both Institutions).* 276,189 persons.

(iv) *Remedial Baths.* 14,901.

(v) *Laundries.* 38,310.

The majority of housing units in Bethnal Green have no bathroom, and the laundering facilities in most of these houses are inadequate.

It is submitted that the relatively extensive Baths facilities provided in the Borough satisfy a real need, which is evidenced by the number of users.

It is interesting to note, for example, that, although Bethnal Green's population is relatively small, the annual number of users of the Remedial Baths and Warm Baths is the third highest in London.

Among special facilities provided by the Council in York Hall are Indoor Bowls and Badminton, and the Council itself holds an Annual Festival of Arts which attracts competitors from the whole country.

The Main Institution provides central heating for the nearby Town Hall, Civil Defence Headquarters, and Maternity Centre, and will shortly be required to supply central heating to a block of flats to be built near by.

London County Council Open Air Swimming Pool

Supplementary to the facilities for swimming provided by the Borough Council, the London County Council has provided an open air swimming pool in that part of Victoria Park which lies within the boundaries of the Borough of Bethnal Green.

II and III. Defects and Remedies

It is considered that the powers afforded under the above Act are adequate for their purpose, and that the facilities which the Borough Council and County Council are providing for the use of the public are both necessary and adequate.

Control of Watercourses, Ditches and Ponds

I. Present Arrangements

The powers of the Council in relation to the above are contained in section 83 of the Public Health (London) Act, 1936. No duties fall to be carried out by the Council in respect thereof.

II and III. Defects and Remedies

No observations.

Disinfestation of Premises and Articles

I. Present Arrangements

The power and duties of the Council under Part III of the Public Health (London) Act, 1936, with regard to the disinfestation of premises and articles are carried out by the Public Health Department and are as follows:

(a) *Disinfestation of Premises*

The number of vehicles used is two 15/20 cwt. vans. The staff employed is three men, i.e. Leading Disinfector, Disinfecting Apparatus Attendant and a Driver/Disinfector.

During the year 1957, 445 rooms were disinfested.

(b) *Disinfestation and Disinfected Articles*

The Council has a Disinfecting Station at its Works Depot, Digby Street, E.2. The Station is a substantial building and contains all necessary apparatus and equipment for the efficient disinfestation of bedding, clothing, etc. During the year 1957, the following work was carried out:

Articles submitted to steam disinfection	396
Articles disinfected by formalin	2,293
Hospital Mattresses etc. disinfected	4,426
No. of articles destroyed by request	2,243

In addition all bombed sites, static water tanks and stables in the Borough were sprayed with insecticide as preventive measures against flies and mosquitoes during the summer months.

The furniture and bedding of 259 families removing to Borough Council flats were disinfested during 1957.

II and III. Defects and Remedies

The Council is of the opinion that the organisation for disinfestation and disinfection of premises and articles in the Borough is both effective and convenient, and the powers are adequate.

Drainage of Trade Premises

I. Present Arrangements

The drainage of trade premises is governed by Part II of the London County Council (General Powers) Act, 1953, and is within the jurisdiction of the Public Health Department.

II and III. Defects and Remedies

The Council has experienced no difficulty in exercising its powers in Bethnal Green, and considers that these powers are adequate and satisfactory for the effective control of the discharge of trade effluents.

Mortuaries and Post Mortem Rooms

I. Present Arrangements

The powers of the Borough Council relating to the provision of mortuaries and Post Mortem rooms are contained in Sections 234 and 339 of the Public Health (London) Act, 1936.

By arrangement under Section 237, Hackney Borough Council is responsible for the provision of a Mortuary and Post-mortem Room on a regional basis to cover the needs of the Boroughs of Hackney, Bethnal Green, Shoreditch and Stoke Newington.

Bethnal Green bears a proportion of the cost based on population.

This matter has been kept constantly under review, and the above arrangement was decided as recently as March, 1958.

II and III. Defects and Remedies

The Council considers the present arrangement to be effective and economical, and has no comments to make thereon.

Public Conveniences

I. Present Arrangements

These are provided under Part III of the Public Health (London) Act, 1936, and are under the control of the Borough Council when situate on the public highway, but a number are installed in London County Council Parks by the County Council.

There are three public conveniences under the control of the Borough Council, staffed by 8 men and 8 women on a shift system.

The use of w.c.'s is provided free of charge, and in the interests of the encouragement of personal hygiene, washing facilities are also provided free of charge at all conveniences.

II. Defects

There could occur a duplication of conveniences where the London County Council, under its powers, constructs such a building in a park whilst the Borough Council finds it necessary to construct another in close proximity for use by the general public using the highway.

III. Remedies

The remedy for this duplication is to bring the provision and maintenance of public conveniences in parks within the jurisdiction of the Borough Council in whose area the park is situated.

Refuse Collection and Disposal

I. Present Arrangements

All refuse is collected by the Borough Council and disposed of via barges from Northumberland Wharf, Poplar, to low-lying ground 38 miles down the Thames, where it is tipped; other methods in use are as follows:

(a) disposal to Leyton refuse destructor works:

(b) disposal to Shoreditch, where bulk capacity road transport conveys it to tips in Hertfordshire.

Approximately 14,500 tons of house and trade refuse are collected per annum by 27 Refuse Collectors, and 7 vehicles are engaged full time and 1 vehicle 2 days per week on this service.

II. Defects

Fog, strikes of bargemen, or state of tide make it necessary to use Leyton Destructor instead of Northumberland Wharf to the extent of approximately 25% of refuse collected. Poplar Wharf not being open on Saturday afternoon, a load of market refuse has to be sent to Shoreditch each week.

III. Remedies

A central disposal point where strikes of bargemen or state of tide would not affect deliveries would be an improvement. For some time past this matter has been under consideration, with a view to the establishment of a central refuse incinerator for the use of a group of Boroughs, but the lack of a suitable site and/or the prohibitive cost thereof has hindered progress.

The question of refuse disposal in the Administrative County is closely watched by the Refuse Sub-Committee of the Metropolitan Boroughs' Standing Joint Committee with a view to the establishment of satisfactory schemes for the disposal of refuse in borough groups in the London Area, and the Council has no criticism to make of the present arrangements, which are the most effective that circumstances will at the moment permit.

Regulation of Buildings and Sanitation of Buildings

I. Present Arrangements

The powers of the Council in relation to the above are contained in Part II of the Public Health (London) Act, 1936, and Drainage By-Laws. The Public Health Department is responsible for the supervision of the construction of drainage of new buildings and the repair and/or reconstruction of existing drainage.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Sewerage and Disposal

I. Present Arrangements

Under the provisions of Part II of the Public Health (London) Act, 1936, the main outfall and storm overflow sewers are vested in the London County Council and convey all sewage to the Barking outfall works. Secondary sewers are vested in the Borough Council and discharge into London County Council main outfalls.

II and III. Defects and Remedies

This has proved satisfactory, so that no improvements are suggested.

Street Cleansing

I. Present Arrangements

This is carried out by the Borough Council under Part III of the Public Health (London) Act, 1936.

Approximately 1,000 tons of refuse are collected per annum by 4 men, 35 sweepers with trucks, and 1 vehicle.

In addition, approximately 700 tons of market refuse are collected per annum, this service requiring 4 street sweepers whole-time, plus 2 loaders working afternoons only, with regular working on Saturdays and Sundays to meet special requirements.

II. Defects

The major defect with regard to street cleansing is the modern incidence of more or less permanently and continuously parked motor vehicles by the roadside, which prevents adequate cleansing, and results in the deposit of rubbish under these cars for months at a time.

III. Remedies

The Council has instituted a system whereby labels are placed on such cars requesting their removal for the purpose of street cleansing, but it is difficult for the Council to enforce such requests unless it can be proved that the car is causing an obstruction.

The only satisfactory means of preventing this nuisance however would be the prohibition of permanently and continuously parked cars on the highway, a matter under consideration at the moment by both the Ministry of Transport and the Police, as well as the London County Council under its Town Planning Powers.

A further remedy would be adequate powers to be given to the second-tier authority to erect multiple garages in highly urbanised areas.

Burial Grounds, Cemeteries and Crematoria

I. Present Arrangements

The Council has not exercised its statutory powers in the provision of burial grounds, cemeteries and crematoria in the Borough.

There are no burial grounds, cemeteries or crematoria in use in Bethnal Green.

Lack of the requisite land in the Borough and/or the prohibitive cost thereof would preclude the establishment of a burial ground or cemetery.

In recent years preliminary consideration has been given to the establishment of an out-county cemetery to be under the joint jurisdiction of the Bethnal Green and Poplar Borough Councils, but no action has yet been taken thereon.

Provision for interment and cremation by non-local authority bodies such as the City of London Cemetery, Manor Park, and the Manor Park Cemetery, are at present adequate to satisfy the needs of the inhabitants of East London, both as regards interment and cremation.

II and III. Defects and Remedies

The matter is being kept under constant review, and in the light of future requirements the Bethnal Green Council is prepared to exercise its statutory powers in this connection when opportune.

Parks and Open Spaces

I. Present Arrangements

The large Parks and Open Spaces are vested in and maintained by the London County Council, whereas those with considerably smaller areas are maintained by the Borough Council under the Open Spaces Act, 1906, and the London County Council (General Powers) Act, 1935.

The Borough Council owns and maintains 11 small open spaces of a total area of 4·02 acres in Bethnal Green. Twenty-two staff are employed with casual watchmen on duty at week-ends and evenings during the summer months, as required.

II. Defects

The principal defect in the dual control is that the Borough Council, whilst having fairly large open spaces around housing estates to maintain, has inadequate propagating areas and considerable shortage of greenhouse accommodation for the propagation of plants necessary.

III. Remedies

A remedy for this defect would be for the London County Council to make available for the use of the Borough Council reasonable areas of ground and greenhouse accommodation in that part of its Victoria Park, coming within the boundaries of Bethnal Green.

Powers and Duties under the Physical Training and Recreation Act, 1937

I. Present Arrangements

The Council exercises its powers under the Physical Training and Recreation Act in the following manner:

(a) *Holiday Centre, 'The Aubreys', Redbourn*

In view of the need to provide facilities for holidays at a reasonable cost to the inhabitants of the Borough, especially the elderly and those in the lower income groups, the Council purchased in 1951, the premises known as 'The Aubreys'.

The Centre comprises a modernised 17th-century house in its own grounds of approximately 5½ acres, in the heart of the country, containing accommodation for a maximum of 44 residents at a time.

During the year ended 31st March, 1958, the Centre was used to the extent of 962 resident weeks, and each year through the co-operation of the Bethnal Green Old People's Welfare Committee, approximately 220 old persons spend a holiday at the Centre, mostly at Christmas and off-season periods.

The Centre is also gaining popularity as a venue for old people's outings from Bethnal Green, and as a meeting place for week-end schools and conferences. Week-end and day visits totalled 366 during the past year. Visitors are required to be members of a club or association within the meaning of Section 4 of the Act.

(b) *Grants to Clubs*

The Council makes an annual grant towards that part of the deficit of University House, Victoria Park Square, which can be attributed to losses in connection with activities coming within Section 4 of the Act of 1937.

University House is one of the four University Social Settlements in Bethnal Green.

II and III. Defects and Remedies

The Council is of the opinion that the powers under the Act are adequate, and that they are being used to the best advantage in the Borough, therefore they have no observations to make on any defect therein.

Prevention of River Pollution

I. Present Arrangements

As no part of Bethnal Green is within the Thames Catchment Area or the Lee Catchment Area, the Borough Council is the authority for the enforcement of the Rivers (Prevention of Pollution) Act, 1951, in Bethnal Green.

The only waterway within the definition of stream coming within the Borough boundary is part of the Grand Union Canal.

II and III. Defects and Remedies

The main difficulties arise in the riparian authorities, and Bethnal Green not being such an authority, the Council has experienced no difficulty in exercising its powers and considers that these powers are adequate for the effective control and prevention of river pollution.

HOUSING

I. Present Arrangements

The Housing Act, 1957, deals with the following functions of the Council:

Part I	A duty is cast on the local authority to inspect the whole of its district and keep records.
Part II	Provisions for securing the repair, maintenance and sanitary condition of houses.
Part III	Clearance and Redevelopment (Slum Clearance).
Part IV	Abatement of overcrowding.
Part V	Provision of housing accommodation.
Part VI	Financial provisions.
Part VII	Miscellaneous provisions and procedure.

Under the Housing Act, 1957, and under preceding Housing Acts, the Council have provided the following accommodation:

Pre-War (1922–1939)	*No. of dwellings*
Bethnal Green Estate	167
Burnham Estate	80
Butler Estate	40
Cambridge Heath Estate	32
Claredale Estate	73
Delta Estate	35
Digby Estate	55
Hadrian Estate	83
Vaughan Estate	20
Weaver House	16
Total	601

Post-War (1946 to date)	*No. of dwellings*
Beatrice Webb House	15
Bunsen House	20
Clarion House	6
Digby Estate Extension	18
Dorset Estate	242
Hooke House	48
James Middleton House	45
Margaret Bondfield House	9
Pepys House	38
Reynolds House	60
Rogers Estate	120
Susan Lawrence House	9
Stafford Cripps House	51
William Fenn House	16
Ayrton Gould House	45
Chater House	37
Ellen Wilkinson House	74
George Belt House	35
Mary Macarthur House	60
O'Brien House	60
Windsor House	23
Jowitt House	8
Jenkinson House	18
Clynes House	18
Bevin House	31
Sulkin House	24
Wedgwood House	20
Trevelyan House	24
Lakeview Estate	48
Total	1,222

In addition the following schemes are being dealt with by the Council and are in the various stages of progress indicated:

	No. of Dwellings
Schemes in course of erection	
Old Ford Road (No. 1) Site (remainder)	12
Roman Road Area (remainder)	40
Claredale Street Area	160
Arline Street Extension (Dorset Estate)	69
Approved schemes in various stages of progress	
Approach Road (No. 1) Site	75
Claredale Street Area Old People's Dwellings	20
Warley Street Nursery School Site	12
Cranbrook Street Area	600

Schemes at Planning Stage and proposed for acquisition

Columbia Square Area
Eastman Street Area
Mansford Street Area

No details are being submitted about requisitioned housing because under the provisions of the Requisitioned Houses and Housing (Amendment) Act, 1955, requisitioning should cease in 1960, but it should be noted that the Council has agreed, with the Minister, a programme of purchase of requisitioned houses which it will not be able to release by the 31st March, 1960, numbering between 75 to 100 houses.

Under Part III of the Housing Act, 1957, mentioned above, the Council has, since 1951, actively pursued a considerable slum clearance programme. Since that date 450 houses have been demolished under the provisions of the Act and a further 270 houses are programmed for demolition before the end of 1960. In place of these houses the Council is erecting new accommodation under Part V of the Housing Act, 1957.

The London County Council has similar powers to the Council in respect of housing, but by agreement the larger areas in the main have been allotted to the London County Council and the smaller ones to the Borough Council. This is an arrangement which has worked eminently satisfactorily, but for the future it is probable that most of the slum clearance work will be done by the Borough Council because the larger areas have been exhausted.

II. Defects

There are no substantial defects, except those occasioned as a result of delay in the approval of the Council's schemes by the Minister and the Planning Authority. If more powers were given to Borough Councils it should be possible for many of these delays to be avoided. The delays are occasioned as a result of the Minister being required to approve schemes for loan sanction and subsidy purposes, and of course the Planning Authority being required to approve schemes under planning powers.

III. Remedies

(a) Provided the certificates of the appropriate Council officers can be obtained that a housing scheme is designed in accordance with the requirements of the Minister as contained in governmental circulars, and provided the cost of a housing scheme is kept to a particular ceiling level which is notified from time to time by the Ministry, it should be possible for borough councils to plan schemes and execute works without the necessity of long delays occasioned by Ministerial security. Similarly it should be recognised that local authorities will provide schemes in conformity with good planning without the necessity of a detailed scrutiny, from a planning point of view, by the Planning Authority.

(b) Further examination should be made of the problem of delays occasioned in the preparation, submission and consideration of compulsory purchase orders; in particular those following the declaration of slum clearance areas.

Slum Clearance

I. Present Arrangements

The Public Health Department is responsible under Part III of the Housing Act, 1957, for carrying out surveys and examination of properties in the Borough with a view to the selection of areas suitable for representation as clearance areas.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Assistance to other Bodies of Persons to Facilitate the Acquisition, Construction or Improvement of Houses

I. Present Arrangements

The Borough Council has power under the Housing Act, 1949, to improve housing accommodation with the aid of Exchequer assistance, and also to make grants for the improvement of housing accommodation by persons other than local authorities.

The Council itself is improving and constructing a number of houses under these powers, but so far only one housing association has availed itself of the opportunity of obtaining exchequer contributions towards improvement. The Council has also recently resolved to submit to the Minister a scheme under Section 4 of the Housing Act, 1949, to make advances to persons for the acquisition of houses.

II and III. Defects and Remedies

The Council considers its powers to be adequate and satisfactory.

Regulation of Buildings and By-laws

I. Present Arrangements

The Borough Council makes observations to the London County Council under Sections 13 and 20 of the London Building Act, 1930, Section 12 of the London Building Act (Amendment) Act, 1935, and Section 131 of the London Building Acts (Amendment) Act, 1939. It also deals directly with certain types of structures under Part IV of the London Building Acts (Amendment) Act, 1939 and administers the By-laws of the London County Council in relation to Lamps, Signs and other structures overhanging the public way.

The Metropolitan Boroughs' Standing Joint Committee is at present in negotiation with the London County Council with a view to the delegation and/or transfer to the metropolitan boroughs of certain Building Act powers, including those relating to small temporary buildings, temporary buildings in advance of the building line, means of escape in buildings converted into flats, buildings beyond the general line of frontage and dangerous and neglected structures. The Minister has agreed in principle to this being done, and suitable clauses have been included in the London County Council (General Powers) Bill, 1957–58.

II and III. Defects and Remedies

No special defects have been encountered, although in matters of detail it is felt that the Sign By-laws should be revised in view of some overlapping by the Advertisement Regulations. The By-laws should not be entirely eliminated for the reason that certain structures overhanging footways do not necessarily carry advertisement material. Such structures cannot properly be controlled under Section 129 of the London Building Acts (Amendment) Act, 1939, as this section provides only removal powers.

Subject to the enactment of the clauses transferring and/or delegating the additional powers outlined in the second paragraph above relating to Building Acts, the Council has no criticism to make as to the distribution of powers between the County Council and the Borough Council, or as to the exercise thereof.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

I. Present Arrangements

The London County Council, as Local Health Authority, is responsible for carrying out the duties and powers of Part III of the National Health Service Act, 1946.

II. Defects

With the exception of the Midwifery and Ambulance Services, the local health services as administered by the London County Council have become too impersonal in character with an increasing remoteness of control. It is particularly desirable in the administration of such services that there should be a high degree of personal and localised contact with members of the public.

The organisation at County Hall is such that it is not possible for any individual member of the County Council to be familiar with the details of the services provided throughout London and the services must therefore be controlled in the main by the officers rather than the elected members. Even the senior officers cannot be aware of the details by personal observation but must rely on the reports of their staffs.

It is also considered that the present administration of the services is uneconomical both in cost and manpower.

Prior to 1948 the local health services were provided by the Metropolitan Borough Councils, which because of their close link with local inhabitants were particularly suited for the purpose. The local Town Hall is the place to which the inhabitants normally and properly come for advice and help concerning any of the services administered by a local authority irrespective of which authority is in fact responsible.

III. Remedies

It is considered that if the administration of the local health services were returned to the Metropolitan Borough Councils, the result would be a more effective and convenient service and at less cost to the ratepayer.

Mental Health Services

I. Present Arrangements

The London County Council, as Local Health Authority, is responsible for the Mental Health Services contained in Part V of the National Health Service Act, 1946.

Hospitals for the mentally ill or the mentally defective are administered by the Regional Hospital Boards.

II and III. Defects and Remedies

The Borough Council has no observations to make on the present arrangements for mental health services within the Borough, which appear to be adequate and satisfactory.

Powers and Duties under the National Assistance Acts

The powers and duties of the Local Authority under the National Assistance Act, 1948, are, with the exception of Sections 31, 47 and 50 of the Act, vested in the London County Council in the Administrative County.

SECTION 31

I. Present Arrangements

Under this section the Borough Council contributes to the funds of the Bethnal Green Old People's Welfare Committee, a voluntary association in the Borough which promotes the social welfare of the aged.

In view of the relatively large number of elderly persons resident in the Borough (some 8,000 over the age of 65), and having regard to their low income, the need for welfare services for the elderly are very considerable in Bethnal Green, and the contribution for the year ending 31st March, 1958 was £6,000. The Committee has no other source of voluntary contribution.

Many of the aged folk in Bethnal Green eke out a lonely existence in one-room accommodation, and the Committee provides a much needed social amenity in the form of clubs, of which 10 are run by the Committee, catering for 900 elderly persons.

The association also organises outings, and in conjunction with the Borough Council, cheap holidays at the Council's Holiday Centre, 'The Aubreys', Redbourn.

The Borough Council provides, in conjunction with the County Council, a meals-on-wheels service for the homebound aged, serving approximately 70 to 80 meals per day.

Special contributions are made to the funds of other social welfare organisations in the Borough in connection with work for the elderly.

II and III. Defects and Remedies

The lack of adequate voluntary assistance renders it desirable that the social welfare of the aged should be a direct responsibility of the Borough Council, and it is considered that the Borough Council should be given direct power to administer the service as part of its functions.

SECTION 47

I. Present Arrangements

The powers and duties of the Council under Section 47 of the 1948 Act are administered by the Public Health Department of the Council.

One person was removed to suitable premises under this Section during the year 1957.

II and III. Defects and Remedies

The powers of the Council in this respect are adequate and satisfactory, and the Council has no criticism to make thereof. They are of opinion that as this matter is parochial in character it should remain within the jurisdiction of the municipal authority at its most local level.

SECTION 50

I. Present Arrangements

The powers and duties of the Council under Section 50 of the 1958 Act are administered by the Public Health Department of the Council.

Seven persons were buried under the Act during the year 1957, at a total cost of £74 3s. 0d.

There have been no cremations under this section.

II and III. Defects and Remedies

The powers of the Council in this respect are adequate and satisfactory, and the Council has no criticism to make thereof. They are of opinion that as this matter is parochial in character it should remain within the jurisdiction of the municipal authority at its most local level.

PART III OF THE NATIONAL ASSISTANCE ACT, 1948 (EXCEPT SECTION 31)

I. Present Arrangements

These functions are at present, in the County of London, within the jurisdiction of the County Council.

The local welfare area of the London County Council for the purposes of Part III of the Act of 1948 comprises the City of London, Bethnal Green, Finsbury, Hackney, Holborn, Islington, Poplar, Shoreditch, St. Pancras, Stepney and Stoke Newington, and the office is at No. 10, Corsica Street, N.5. The actual accommodation is sited throughout the London Area. The nearest Reception Centre to Bethnal Green is Southern Grove Lodge, Mile End, E. 1., but homeless applicants are not necessarily directed to this Centre from Bethnal Green, as centres are sited throughout the London Area.

Accommodation for persons who by reason of age, infirmity or other circumstances are in need of care and attention is also provided on a similar basis.

II. Defects

Although the Borough Council has no criticism to make of the manner in which the County Council is at present exercising its powers, the Borough Council is of the firm opinion that the functions under this Part of the Act are of such an intimate and personal nature as to qualify them for administration at the most local level possible.

Each Borough Council is capable of assessing the needs of its own residents, and accommodation should accordingly be provided for the needs of each Borough and situated within the Borough boundaries.

III. Remedies

The Borough Council is of the opinion that the powers and duties of the County Council under Part III of the Act should be transferred to the Borough Council.

Disabled Persons (Employment) Act, 1944

I. Present Arrangements

The Council as such, has no powers and duties under the above Act, save those of an employer under Section 9 etc.

The present minimum quota is 3%, and at the 1st April, 1958, the Council had in its employ 3·96% disabled persons, which is in excess of its quota.

II and III. Defects and Remedies

The Council has no criticism to make of the working of the Act, and considers the minimum quota to be correctly assessed.

Care of Children

I. Present Arrangements

The London County Council is responsible for the care of children in accordance with the Childrens Act, 1948, and deals with all matters relating to general child-care policy and the staffing and management of residential establishments.

II and III. Defects and Remedies

The Council is satisfied that the present arrangements are adequate and satisfactory and has no criticism to make thereof.

Registration of Nurseries and Child Minders

I. Present Arrangements

The London County Council, as Local Health Authority, keeps registers of private nurseries and of women approved by the Council to look after children during the day whilst their mothers are at work.

II. Defects

It is considered that the present arrangements have resulted in remote control and lack of the personal touch which is so essential for the welfare of the children concerned.

III. Remedies

It is considered that the supervision of nurseries and child minders would be more effective and economical if the duties were transferred back to the borough councils.

Notification of Infectious Diseases

I. Present Arrangements

The powers and duties of the Council under Part IX of the Public Health (London) Act, 1936, with regard to the prevention of disease, come within the jurisdiction of the Public Health Department.

It is the legal obligation of medical practitioners to notify the district medical officer of health of all cases of infectious disease coming to their knowledge. Upon receipt of a notification arrangements are made, if required by the medical practitioner, for the removal of the patient to Isolation Hospital. The home address is visited and all necessary information, details of family, accommodation, isolation of patient, probable source of infection, insanitary conditions, etc., obtained. Schools and day nurseries of child contacts are informed and disinfection, if deemed necessary, is carried out and all possible steps are taken to prevent the spread of infection. Information concerning cases of infectious disease is also received from schools, nurseries, parents, etc. As required, specimens are submitted to the Public Health Laboratory Service for bacteriological examination.

II and III. Defects and Remedies

It is considered that the present arrangements are effective and convenient.

Health Education

I. Present Arrangements

The London County Council, as Local Health Authority, is responsible for the publication of information as to health or disease.

The Public Health Department does, however, issue copies of the monthly publication 'Better Health' and other health education material as deemed necessary.

II and III. Defects and Remedies

The Council is of opinion that such a function, which has no specific local application, is, both from an administrative and economic point of view best carried out by the 1st tier authority, the London County Council, and therefore has no criticism to make of the existing arrangements which are adequate and satisfactory.

TOWN AND COUNTRY PLANNING

I. Present Arrangements

The Council makes observations to the London County Council in respect of applications in pursuance of the provisions of Article 9 of the Town and Country Planning General Development Order, 1950, and the Town and Country Planning (Housing Accommodation Direction) 1952. It also exercises delegated functions under the Town and Country Planning (Control of Advertisements) Regulations, 1948–51.

With the approval, in principle, of the Minister, the London County Council has incorporated in its current General Powers Bill clauses delegating to the borough councils powers to deal with certain categories of applications for permission to develop (subject to the County Council retaining control of its own development) as follows:

Change of user other than for industry;
Change of use of premises within the Housing Accommodation Direction;
Conversion of houses into flats;
Minor additions and alterations;
Power to require the proper maintenance of waste land;
The enforcement of planning control in respect of the foregoing;
Also powers relating to Orders for the preservation of trees and woodlands.

II and III. Defects and Remedies

If the above-mentioned delegation of powers is carried into effect, the Borough Council feels that there will be a proper division of responsibility and functions between the County Council and the Borough Council, with due regard to those functions best carried out at the most local level with the advantage of local knowledge, and those functions best carried out over a wider area with a view to uniformity.

National Parks and Access to the Countryside Act, 1949

I. Present Arrangements

The Powers and duties under the above Act insofar as they relate to Local Authorities, are carried out by the Local Planning Authority, which is the London County Council.

The London County Council, with the agreement of the Minister, is incorporating in its current General Powers Bill clauses to enable its functions under Section 89 of the 1949 Act relating to the planting of trees and treatment of derelict land, to be delegated to metropolitan boroughs.

II and III. Defects and Remedies

Subject to the relevant part of the General Powers Bill above-mentioned becoming law, the Borough Council has no criticism to make of the manner in which the County Council carries out its functions under the above Act.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

I. Present Arrangements

The construction, improvement and maintenance of roads has always been carried out by the Borough Council, except on one or two minor occasions when the London County Council has constructed new highways on its own housing estates, which have later either been retained as private roads or occasionally dedicated as public highways.

In a period of 40 years only two bridges have been reconstructed in Bethnal Green, and both of these by the London County Council.

Since 1948, when a general agreement was reached between the London County Council and the Metropolitan Boroughs' Standing Joint Committee, a local authority initiating a road improvement scheme has been recognised as being solely responsible for the cost (subject to any Government grant), and that in general the London County Council has been responsible for improvements to Class I Roads and some Class II Roads, whilst the borough councils have been responsible for the remainder and for Class III and unclassified Roads.

II. Defects

The principal defect, so far as road improvements are concerned, appears to be the difficulty in obtaining Ministerial approval to major works of road improvement, such as Roman road widening.

III. Remedies

This defect can only be eliminated by the provision of more capital for road improvement work.

Street Lighting

I. Present Arrangements

The Borough Council, under the power conferred upon it by the Metropolis Management Act, 1855, Section 130, and in accordance with the recommendations made by the Ministry of Transport and Civil Aviation, which seek to co-ordinate standards of street lighting, particularly on roads which pass through adjacent Boroughs, has 1,302 street lighting fitments throughout the whole of the Borough area, which are fully maintained by arrangement with the London Electricity Board.

II. Defects

Defects are the varying standards as between adjoining Boroughs. At the moment steps are being taken to remove these defects by co-operation and co-ordination between the adjacent lighting authorities and the universal adoption of a code for street lighting which has recently been the subject of a report prepared by the Association of Metropolitan Borough Engineers and Surveyors.

III. Remedies

Subject to the satisfactory outcome of the present negotiations the Council has no criticism to make of the existing arrangements.

Naming of Streets and Numbering of Houses

I. Present Arrangements

This is carried out by the borough councils under orders made by the London County Council, under the London Building Acts (Amendment) Act, 1939, Part II.

II and III. Defects and Remedies

There appear to be no defects in the practice.

Parking Places

I. Present Arrangements

This is a matter dealt with by the Borough Council in co-operation with the Ministry of Transport and the Police. The London County Council is becoming increasingly interested in the proposals from a Town Planning aspect.

II. Defects

The main defect in providing parking places is finding suitable areas at a reasonable cost.

III. Remedies

Defects such as the shortage of parking places can only be remedied by co-operation between all authorities concerned and availability of financial resources.

Road Safety

I. Present Arrangements

The powers of the Borough Council with regard to Road Safety are carried out under the provisions of Section 5 of the Road Traffic Act, 1956, and Government Circulars preceding that Act.

The Council acts through the medium of a Road Safety Committee consisting of members of the Council and co-opted representatives of interested organisations. Administration is in the hands of a Council officer on a 60% basis.

The principal activities of the Committee, which are mainly propaganda in complexion, are as follows:

Special Campaigns on a national or area basis.
Safety First demonstrations with the co-operation of the Police Authorities.
Film Shows at clubs and institutions.
Cycling Proficiency tests.
Inter-School Road Safety intelligence tests.
Poster competitions for junior entrants.
Tableaux in local Carnivals.
Annual award of trophies to accident-free schools.
Examination of suggestions of ratepayers.

Constant review of road safety and traffic measures within the Borough including the following:

Adult Patrols.
Pedestrian Crossings.
Protective railings for schools and at crossings.
Obstructive parking of vehicles.
Traffic lights.

The Committee has erected notice boards throughout the Borough, at points of vantage, including black spots, displaying statistical information relating to road accidents. The Council also uses poster propaganda material from the Royal Society for the Prevention of Accidents.

The Committee's propaganda activities are mainly directed to children and elderly persons, as these form the greater part of the accident potential.

II and III. Defects and Remedies

The Council is of opinion that the powers of Metropolitan Borough Councils are adequate in this matter, that the Council's road safety activities go a long way to mitigate the effects of the gradually increasing dangers of the roads, and that these powers and duties are correctly placed upon the Municipal Authority at its most local level, by reason of the intimate and parochial nature of the problems involved.

Bus Shelters

I. Present Arrangements

The provision of bus shelters in Bethnal Green is primarily the responsibility of the London Transport Executive, which normally decides upon the appropriate site for such shelters, carries out the construction and pays the cost thereof. The Borough Council, however, has powers to construct such shelters under Section 4 of the Local Government (Miscellaneous Provisions) Act, 1953, and in the past the London Transport Executive has offered to pay a small proportion of the cost of such shelters when erected by the local Authority.

II. Defects

The main defect in this arrangement is that the London Transport Executive might quite conceivably leave the whole question of the provision of bus shelter accommodation to a Borough Council if it found that the Borough Council was enthusiastic enough to go ahead building such shelters.

III. Remedies

Full co-operation and co-ordination should take place between the London Transport Executive and the Borough Council before bus shelters are constructed in the area, and it should be quite understood that the transport authority should pay for the whole cost of such shelters.

Private Street Works

I. Present Arrangements

Only two private street works jobs have been carried out by the Borough Council during the last 35 years, and it is unlikely that it will be necessary for such works to be carried out in the future, as private streets are gradually disappearing in Bethnal Green.

II and III. Defects and Remedies

No observations.

GENERAL OBSERVATIONS

The Council has already conveyed to the Ministry its opinion that in reviewing the structure of local government in the Greater London Area, the boundaries of local authorities within the Administrative County of London should remain unchanged unless an overwhelmingly strong case can be made for any alteration therein.

The Council submits the following points for consideration in support of its view:

(i) The present metropolitan boroughs have substantially existed as units of local government for many years. For example, in the case of Bethnal Green, the Parish of St. Matthew the boundaries of which are co-terminous with the boundaries of the present metropolitan borough, was first established as an independent local government unit in 1742.

(ii) The present boroughs have become established by natural evolution, and in the process have acquired local history and pride which is the mainspring of local loyalty and civic service. The destruction of the identity of any London borough would be as distasteful as the destruction of the identity of the City of London and would have the effect of destroying the local community structure and spirit.

(iii) Each metropolitan borough has its individual characteristics, and during the past 50 years councils have done much to develop and maintain the individual character of their boroughs. During the post-war years this has become more marked in the friendly competition between boroughs in the field of housing and slum clearance, and the maintenance and improvement of amenities peculiar to the needs of each borough.

(iv) Notwithstanding disparity in size, each metropolitan borough has effectively served as an independent unit of local government for a considerable period of time. At no time has it been established that, by reason of size or financial resources, any London borough has been unable to carry out effectively and conveniently the functions imposed upon it by Statute or otherwise, and this was particularly so during the war years when each borough proved its local unity and strength, yet established its ability to co-operate with other authorities on major issues.

(v) So far as finance is concerned, the amalgamation of boroughs, at least so far as the eastern part of London is concerned, would not substantially alter the distribution of financial resources within the metropolis, as most east London boroughs are 'receiving' boroughs.

(vi) Unless an overwhelmingly strong case can be made in its favour, the method of merging a small borough into a large borough should be avoided as being contrary to democratic principles. If it is decided that some alteration of boundaries is inevitable, endeavour should be made to retain the identity of each small borough by the annexation of the requisite portion of a large borough.

(vii) Any alteration of boundaries in the Administrative County at the present time would be inappropriate by reason of the fluidity in population and values of all metropolitan boroughs due to extensive slum clearance and redevelopment schemes (there has been a transitional reduction of 3,000 in the population of Bethnal Green in the past year, due to slum clearance). Furthermore, whereas the population figures of a local government unit usually represent persons for whom services are provided in the particular area, population figures in the London area, however, especially in the inner London boroughs, do not represent entirely the number of persons for whom such services are provided: they represent only the domiciled population, whereas the services are in many cases in addition provided for a vast working population who come in daily from the dormitory areas and whose numbers are not reflected in usual population statistics.

(viii) The establishment of a small number of large boroughs within the Administrative County would logically attract to such boroughs County Borough status, which would give reasonable grounds for the abolition of the County Council or other overall authority. In the particular case of London with its extensive conurbation, this would be undesirable by reason of the need for uniformity of action in such matters as education, fire service, etc., which, within the continuous conurbation of the crowded metropolis are best provided by the overall machinery of a county council.

It is further submitted that matters which can only effectively and conveniently be dealt with locally, should be so dealt with. Such matters are services of a personal or urgent nature and which, it is submitted, cannot be dealt with either effectively or immediately by the remote administrative machinery of a large local government unit. In the present structure of local government in London the ratepayer has always been used to effective and immediate action at local level.

(ix) That, without prejudice to the Council's view that the status, boundaries and identities of existing metropolitan boroughs should be substantially retained, where the Commission are of opinion that certain specific services in any particular area are uneconomic, or could be run more economically over a wider area, consideration should be given to the introduction of legislation where it does not at present exist, for the amalgamation of such services between two or more boroughs, to be conducted on a joint committee basis, the cost of administration to be proportionately shared by the participating boroughs.

F. H. BRISTOW, LL.B.,
Town Clerk.

May, 1958

Supplementary Evidence submitted by the Bethnal Green Metropolitan Borough Council

CONTENTS

Page

Environmental Health . . . 130
- Clean Air . . . 130
- Factories, Workshops, etc. . . . 130
- Food . . . 131
- Hairdressers . . . 132
- Sanitary Nuisances . . . 132
- Pharmacy, Poisons and Medicine . . . 132
- Personal Cleansing . . . 132
- Tenements and Lodging Houses . . . 133
- Prevention of Damage by Pests . . . 133

Traffic . . . 133
- Stopping up and Closing of Highways . . . 134
- Breaking up and Reinstatement of Highways . . . 134
- Obstructions over the Highway . . . 134
- Lands Adjoining the Highway . . . 134
- Highway Amenities . . . 135
- Street Trading . . . 135
- Obstruction on or near the Highway . . . 135
- Control of Nuisances on the Highway . . . 136
- Heavy Traffic . . . 136
- Buildings and Site Lines . . . 137
- Dedication of Highways . . . 137
- Highway Equipment and Material . . . 137
- Boundary Posts . . . 137

London Building Acts . . . 138
- London Building Acts . . . 138

Rating and Valuation . . . 138
- Rating Valuation . . . 138

Amenity Services . . . 139
- Libraries . . . 139
- Allotments . . . 141
- Entertainments . . . 141
- Information . . . 142
- War Damaged Sites . . . 142

Public Protection and Control . . . 143
- Controlled Tenancies etc. . . . 143
- Good Rule and Government . . . 143
- Home Safety . . . 144
- Crash Helmets . . . 144
- Animals . . . 144
- Small Lotteries . . . 144
- Canal Boats . . . 145
- Rag and Bone Dealers . . . 145
- Markets . . . 145
- Civil Defence . . . 145

Page
Miscellaneous 146
Promotion and Opposition of Bills in Parliament 146
Provision of Aerodromes 146
Provision of District Heating Undertakings 146
Disused Burial Grounds 147
Voluntary Organisations 147
Buildings of Historical or Architectural Interest 148
Maintenance of War Memorials 148
Gifts 148
Provision of Offices, Buildings, etc. 148
Provision and Maintenance of Public Clocks 148
Registration of Births, Deaths and Marriages 149
Local Land Charges 149
Registration of Electors 149

ENVIRONMENTAL HEALTH

Clean Air

I. Present Arrangements

The powers and duties of the Council in securing the abatement of atmospheric pollution including the declaration of smoke control areas, requiring new furnaces to be smokeless, securing the prohibition of dark smoke from chimneys and the reduction of the emission of industrial grit, are contained in the Clean Air Act, 1956.

The Council has recently approved in principle a smoke control area consisting of some 136 acres of the Borough.

During 1957, 75 smoke observations were carried out in the Borough and warning letters were sent in some cases.

A station for the monthly measurement of deposited matter and of sulphur dioxide is maintained by the Council, as is a second station for recording the daily measurement of pollution by sulphur dioxide and of smoke.

II and III. Defects and Remedies

The Council has experienced no difficulty in enforcing the provisions of the Clean Air Act and considers that the powers are adequate.

Factories, Workshops, etc.

I. Present Arrangements

The powers and duties of the Council for the enforcement of sanitary provisions in factories; the supervision of basement bakehouses; the registration of outworkers; the licensing and control of certain premises, e.g. rag flock, offensive trades, etc., are contained in the Factories Act, 1937, the Rag Flock and Other Filling Materials Act, 1951, and the Public Health (London) Act, 1936.

There are some 1,500 factories in the Borough at which 833 inspections were made during 1957, 112 notices being served.

There are 6 basement bakehouses in the Borough. Five of these recently had their certificates of suitability continued but one occupier was informed that his certificate would cease to have effect after a further 12 months.

Lists of outworkers submitted by employers during 1957 contained the names of 540 persons.

There are no premises in the Borough where rag flock or other filling materials are manufactured, but 44 premises are registered for the use of such materials in the trades conducted therein.

Three premises are registered for the purpose of carrying on offensive trades, one being the business of a fur skin dresser and two poultry slaughterhouses. Twenty visits of inspection were made to these premises during 1957.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Food

I. Present Arrangements

The powers and duties of the Council in regard to the inspection and supervision of food are contained in the Food and Drugs Act, 1955, and the Food Hygiene Regulations, 1955.

The following gives the number of food premises in the Borough and inspections made thereat and notices served during 1957.

Type	*No. in Borough*	*No. Registered*	*Inspections*	*Notices served*
Bakehouses	22	—	41	4
Bakers' Shops	21	—	33	15
Butchers	49	43	128	9
Canteens	41	—	8	—
Cattle Slaughterhouses . .	1	—	4	1
Confectioners	50	—	30	1
Eel and Pie Shops	10	8	28	1
Fish Curers	10	9	17	4
Fried Fish Shops	13	13	18	5
Fruiterers/Greengrocers . .	52	—	35	8
Grocers	73	2	98	22
Ice Cream Premises . . .	157	157	118	10
Licensed Premises . . .	137	—	151	26
Milkshops and Dairies . .	115	115	132	14
Miscellaneous	17	—	39	6
Other Fish Premises . . .	7	1	3	—
Poultry Slaughterhouses . .	2	—	16	4
Restaurants	87	—	153	20
Street Stalls	225	—	159	2
Totals	1,089	348	1,211	152

During the year 10 summonses were taken out in respect of infringements of the Food and Drugs Act, 1955, and the Food Hygiene Regulations, 1955.

Nearly 3 tons of unsound food was condemned last year as were also some 1,200 tins of various foodstuffs.

All possible action is taken to prevent any spread of infection by food. It was deemed necessary on four occasions during 1957 to exclude food handlers from work because they were in contact with cases of infectious diseases.

There are no slaughterhouses or knackers' yards in this Borough although a slaughterman's licence is granted to a local butcher.

During 1957, 145 samples of food were submitted to the Public Analyst for examination.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Hairdressers

I. Present Arrangements

Section 18 of the London County Council (General Powers) Act, 1954, requires the registration of hairdressers and standards of hygiene are laid down in by-laws made thereunder. 51 premises are registered in Bethnal Green and 59 visits were made to these during 1957.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Sanitary Nuisances

I. Present Arrangements

The powers and duties of the Council in securing the abatement of sanitary nuisances are contained in the Public Health (London) Act, 1936.

During 1957, 4,582 sanitary defects received the attention of the Public Health Department, 1,162 Intimation and 443 Nuisance notices being served and legal proceedings instituted in 39 cases. In addition, 70 other notices were served in accordance with the London County Council (General Powers) Act, 1955, which gives power to the Council to carry out urgent works on the failure of the owner or occupier so to do. In 25 of these latter cases the required works were carried out by the Council and expenses incurred recovered from the owners of the properties.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Pharmacy, Poisons and Medicines

I. Present Arrangements

The powers and duties of the Council in the taking of samples of drugs for analysis are contained in the Food and Drugs Act, 1955.

The 15 samples submitted to the Public Analyst for analysis during 1957 were reported as satisfactory.

In addition, the Council is required by the Pharmacy and Poisons Act, 1933, to keep a 'List of Persons entitled to sell Part II Poisons'. This list contains 44 names.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Personal Cleansing

I. Present Arrangements

The powers and duties of the Council for the provision of facilities for the personal cleansing of verminous persons are contained in the Public Health (London) Act, 1936. During the year 1957, 14 adults and one child had baths for verminous conditions at the Council's Personal Cleansing Station, simultaneous disinfection of clothing being carried out. In addition, 6 adults and 4 children were treated for

Scabies. The Council also provides a mobile bathing service for the cleansing, by consent, of aged persons in their own homes where the persons concerned are so enfeebled as not to be able to attend at the Personal Cleansing Station. Thirty-three such baths were given during 1957.

Recently the Council has approved the provision of a laundry service for incontinent persons and an arrangement has been made with a neighbouring borough to carry out the laundering of incontinent persons who cannot make their own arrangements, at a charge of 9d. per garment. Only articles of bed linen and personal clothing are accepted and collection and delivery is carried out by this Department.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Tenements and Lodging Houses

I. Present Arrangements

The powers and duties of the Council in regard to houses let in lodgings are contained in the Housing Act, 1957. By-laws made under Section 6 of the Housing Act, 1936, are repealed and registration of houses let in lodgings is no longer required. During the operation of the by-laws, 173 such premises were registered in Bethnal Green and 185 inspections of these were carried out during 1957.

There are no licensed Common Lodging Houses in the Borough.

Prevention of Damage by Pests

I. Present Arrangements

The powers and duties of the Council for the prevention of damage by pests are contained in the Prevention of Damage by Pests Act, 1949. During 1957, 140 complaints into infestation by rats or mice were investigated. Baiting and poisoning was carried out at 223 domestic premises and at 184 business premises, with satisfactory results.

In addition, all sewers under the control of the Council were baited twice, involving 1,310 manholes.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

TRAFFIC

Stopping Up and Closing of Highways

I. Present Arrangements

Powers and duties in connection with the discontinuance, diversion or stopping up of highways, courts and alleys and extinguishment of rights of way are derived in pursuance of the Metropolitan Paving Act 1817, Highways Act, 1935, Housing Acts, 1936–52 and the Town and Country Planning Act, 1947. Appropriate action thereunder is taken both by the London County Council and the Borough Council.

II and III. Defects and Remedies

The existing enactments work smoothly and the Borough Council considers that the enabling powers as provided are adequate.

Breaking Up and Reinstatement of Highways

I. Present Arrangements

Control of the breaking open and reinstatement of highways in connection with the provision or repair of main services by Public Utility undertakers is exercised by the Council in pursuance of the provisions of the Public Utilities Street Works Act, 1950. The approximate number of openings in streets dealt with by the Council under this Act in the year ended 31st March, 1958 was 3,000 and permanent reinstatement charged to the London Electricity Board, the North Thames Gas Board, the Metropolitan Water Board, the Post Office Telegraphs (Contractors) and the London County Council (Contractors) amounted to £19,000.

II and III. Defects and Remedies

No defects have been experienced in the application and administration by the Council of the Public Utilities Street Works Act, 1950.

Obstructions over the Highway

I. Present Arrangements

In reference to overground wires, control is exercised by the Borough Council pursuant to the Overground Wires etc. Act, 1933. Many wires were erected in the past under this Act but very few have been erected in recent years. Many overhead wires have been removed in consequence of new (mostly Housing) development. Signs, flags and banners are under control in pursuance of the Borough Council's powers under the Town and Country Planning (Control of Advertisements) Regulations, 1948–51, the London Building Acts, 1894 to 1939 and the London County Council (General Powers) Act, 1924. Applications in connection with 30 projecting signs were dealt with in the year ending 31st March, 1958. The Borough Council also has power of action in connection with tree and shrub obstruction in pursuance of the London County Council (General Powers) Act, 1928.

II and III. Defects and Remedies

The existing powers appear adequate for the proper control of obstructions over the highways but the Sign By-laws of the London County Council should be revised in view of some overlapping by the Advertisement Regulations (see the Council's observations under 'Regulation of Buildings and By-laws', page 118 of Chief Evidence, dated May, 1958).

Lands Adjoining the Highway

I. Present Arrangements

The Borough Council in pursuance of Section 44 of the London County Council (General Powers) Act, 1948 and of other enabling powers enforces the repair and maintenance of private forecourts to which the public have access and also the fencing of dangerous lands in or near streets, etc. Procedure in these connections involves service of notice, lamping and fencing as may be required, at the owner's expense until repair work is undertaken. The approximate number of cases dealt with during the year ended 31st March, 1958, was 20. It has not been found necessary to exercise powers in connection with the control of water or soil entering on to streets from adjoining lands. Some open lands in the Borough have been enclosed with fencing by the Council under the War Damaged Sites Act, 1949 (see page 142 of this Evidence). No action has proved necessary with regard to the making, cleansing or scouring of ditches, drains, etc. or to the use of certain lands adjacent to a highway as a temporary road.

II and III. Defects and Remedies

The Council's powers in reference to the lands adjoining the highway appear adequate and no difficulties in administration have been experienced.

Highway Amenities

I. Present Arrangements

The Council has recently provided 10 seats on public footways and still retains 5 public drinking fountains and 4 horse troughs on certain highways. Some street fountains and troughs have proved to be no longer necessary, and have been removed. Trees are also planted in streets and maintained by the Council. Additional seats and drinking fountains are provided and trees, bushes and flowers planted and maintained in public open spaces as well as on certain war-damaged sites under permanent or temporary control of the Council.

II and III. Defects and Remedies

Existing enabling powers appear to be adequate and no defects therein have been experienced.

Regulation of Street Trading

I. Present Arrangements

The Council regulates and licenses street trading in the Borough under the provisions of Part IV of the London County Council (General Powers) Act, 1947, as amended. This Act enables the Council to control street trading on the highway by means of annual licences which are renewable each year and also enables the Council to make by-laws, confirmed by the Home Secretary, relating, *inter alia,* to:

(a) days on which articles may be sold;
(b) storage and supervision of such articles;
(c) the deposit and removal of rubbish;
(d) charges which may be made to the holders of annual licences.

At the present time there are 282 weekday licences issued and 534 Sunday licences, and street trading is carried on in 8 streets in the Borough.

II and III. Defects and Remedies

The Council is of the opinion that if street trading is to continue, and as (i) there would appear to be a public demand for it and (ii) the custom of street trading has, in this Borough in particular, been carried on for hundreds of years, the present controls work reasonably well.

It is quite obvious however, that the function of the control of street trading must be carried out by a local authority as near as possible to the street trader, and should remain under municipal control at its most local level.

Obstructions On or Near the Highway

I. Present Arrangements

Action is taken by the Borough Council under the Metropolis Management Acts and other enactments to secure the proper control of cellars under the highway and maintenance of cellar flaps and pavement lights, the number of such cases dealt with in the year ended 31st March, 1958 being 10. No toll gates exist in the Borough and the necessity to remove snow or other obstructions falling from banks adjoining the highway does not arise in Bethnal Green. Hoardings, scaffolds and shores on the highway are controlled by licence, the fee for which is 2s. 6d. plus a deposit to cover any necessary reinstatement costs incurred by the Council; the number of licences granted for the year to 31st March, 1958 was 51. No action has been necessary with reference to the removal or prevention of structures, encroachments, or projections in front of buildings on to the highway as empowered by the Metropolitan Paving Act, 1817. The provision of metal grids and by-passes is unnecessary in Bethnal Green. Under Section 81 of the London County Council (General Powers) Act, 1957, the Borough Council removes and disposes of bottles found deposited in the streets.

II and III. Defects and Remedies

The many duties carried out by the Borough Council in reference to obstructions on or near the highway have revealed no serious defects, and the various enactments governing this matter appear to be sufficiently comprehensive.

Control or Prevention of Nuisances On or Damage to Highways, Including Power to Make By-laws Relating Thereto

I. Present Arrangements

The powers and duties of the Council to control or prevent nuisances on or damage to highways which includes the power to make by-laws are contained in:

The Metropolitan Paving Act, 1817
The Metropolis Management Act, 1855
The Highway Act, 1835
The London Government Act, 1939
The Public Health (London) Act, 1936
The Barbed Wire Act, 1893

The Council have made the following by-laws:

1. A by-law preventing the defacing of footways by writing or marking.
2. A by-law prohibiting the depositing of rubbish on highways etc.
3. A by-law prohibiting the causing of nuisance by a noisy musical instrument on the highways etc.

Successful action has been taken under these by-laws.

In addition the London County Council has made a number of by-laws to control nuisances affecting the highways.

II and III. Defects and Remedies

No observations.

Heavy Traffic

I. Present Arrangements

The Borough Council has provided and maintains a 30 ft. public weighbridge at its Marian Square Transport Depot. This weighbridge weighs vehicles in units of 7 lbs. up to 30 tons and public weighings of vehicles for the year ending 31st March, 1958, numbered 3,200 for which the charge was 1s. 0d. per weighing. On 1st October, 1958, the charge was raised to 1s. 6d.

There is only one weak bridge in the Borough—Skew Bridge over the Grand Union Canal. Restriction notices governing vehicular use are fixed on this bridge.

II and III. Defects and Remedies

Weighbridge facilities are adequate, and the Council is satisfied that its powers are adequate and satisfactorily carried out in this connection.

Building and Site Lines

I. Present Arrangements

The duty of prescribing and enforcing building lines at present devolves upon the London County Council in pursuance of the London Building Acts, 1930/39.

It is seldom necessary for the Borough Council to exercise its own powers in the removal of walls, hedges, etc. and in the pruning of trees and hedges for the improvement of sight lines.

II and III. Defects and Remedies

No defects in the procedure regarding building lines have been observed and the Borough Council's powers with reference to the other functions mentioned appear to be sufficient.

Acceptance of the Dedication of Highways

I. Present Arrangements

The Highway Act of 1835 lays down the procedure by which local authorities may accept the dedication of highways within the Borough, and from time to time the Council does accept small pieces of land dedicated as highways, in the main during reconstruction and redevelopment by which buildings are set back from the highway leaving land to be thrown into the highway.

At the present time there are in the Borough 1·35 miles of private streets not dedicated as highways in relation to the 39·12 miles of public highways in the Borough.

II and III. Defects and Remedies

No observations.

Highway Equipment and Material

I. Present Arrangements

The only recent case of prosecution of persons unlawfully removing highway materials was initiated by the Metropolitan Police acting independently of the Council and concerned the removal of paving material from Emma Street.

The storage of highway as well as of building material, together with transport and equipment, is provided for in the Borough Council's Depots at Digby Street and Marian Square.

II and III. Defects and Remedies

The Council is satisfied that existing storage and working arrangements are satisfactory in the present circumstances.

Boundary Posts

No boundary posts exist in Bethnal Green.

LONDON BUILDING ACTS

I. Present Arrangements

The Borough Council has power to sanction temporary wooden structures, or other temporary structures not exceeding 200 sq. ft. in area. These powers are derived under the London Building Acts (Amendment) Act, 1939. By the London County Council (General Powers) Act, 1952, the Borough Council also exercises delegated powers in reference to structures supporting advertisements controlled by the London Building Acts (Amendment) Act, 1939. Various enactments enable the Council to deal with the removal of obstructions from streets but generally this matter is satisfactorily dealt with by correspondence. The Borough Council is consulted by the London County Council upon applications to construct bridges between buildings and over streets and upon applications for the erection of buildings or for structural projections from buildings in advance of building lines, 56 such applications referred from the London County Council being dealt with in the year ending 31st March, 1958. Enforcement by the Council of the London County Council's by-laws governing lamps, signs and other structures overhanging the public way is generally more adequately controlled by the Town and Country Planning (Control of Advertisements) Regulations, 1948–51, but the by-law provisions are maintained in all cases where the regulations may not apply, i.e. sunblinds, lamps for illumination only, etc.

II and III. Defects and Remedies

The existing enactments and procedures thereunder appear to be adequate although it would appear to be desirable to revise the Lamp and Sign By-laws so as to avoid overlapping by the Advertisement Regulations as indicated on page 118 of the Chief Evidence submitted in May, 1958.

RATING AND VALUATION

(i) Rating

I. Present Arrangements

The Council is empowered by Section 120 of the London Government Act, 1939, to levy rates to meet all liabilities to be discharged by the Council for which provision is not otherwise made.

The rate levied, known as the General Rate, is required to be sufficient to defray the expenses of the Council and precepting authorities, viz.: the London County Council and the Metropolitan Police.

Since the passing of the Local Government Act, 1948, and the London County Council (General Powers) Act, 1949, rating law and practice in the Metropolis has, largely, been brought into line with that obtaining in the Provinces.

The General Rate is recoverable by distress on a Distress Warrant issued by two Justices, and, in default of distress, the Justices may issue a Warrant of Commitment (Distress for Rates Act, 1949).

It is the Council's practice to make the General Rate payable in quarterly instalments thus ensuring a steady flow of revenue throughout the year and, at the same time, spreading the burden for the ratepayers. Arrangements also are made in some cases to accept the quarterly instalments by way of payments on account and in a few cases weekly payments are arranged. These arrangements not only assist ratepayers but are also a means of avoiding legal process.

Except for the years 1956–57 and 1957–58, when a large number of appeals were awaiting hearing in the Valuation Court, the average amount of rates unpaid at the end of the financial year is less than one-fifth of one per cent of the total rate levied.

Details relating to rating and statistics are given in the Chief Evidence submitted in May, 1958.

II. Defects and Remedies

The procedure for levying and collecting the General Rate works smoothly in Bethnal Green and the powers of the Council are adequate for the purpose. It is considered that these powers are rightly vested in the municipal body at its most local level. That there are defects in the rating system may be true, but these would be matters of National policy. Thus the Council is of the opinion that freight transport and industrial hereditaments should bear their full share of local taxation and that de-rating in any form is wrong in principle.

(ii) Valuation

I. Present Arrangements

The Council's duties with regard to Valuation are to receive and deposit the Valuation List prepared by the Inland Revenue Valuation Officer; to give effect to Directions from the Valuation Officer for altering the Valuation List; to make proposals for the alteration of the Valuation List; to be heard on the hearing of appeals to the Valuation Court and (if parties) to the Land Tribunal.

II and III. Defects and Remedies

The arrangements for the valuation of rateable hereditaments, instituted by the Local Government Act, 1948, have been found to work efficiently, save that delays have occurred in the hearing of appeals by the Valuation Court. These delays undoubtedly, to a substantial extent, have been due to the large number of appeals consequent upon the new Valuation List which came into force on the 1st April, 1956, but after all these appeals have been disposed of it would still seem to be desirable that arrangements should be made to expedite hearings by an increase in the number of members of the Court and more frequent sittings.

AMENITY SERVICES

Public Libraries

I. Present Arrangements

These are provided and administered by the Council under the provisions of the following Acts:

Public Libraries Acts, 1892, 1893, 1901 and 1919
Libraries Offences Act, 1898
Malicious Damage Act, 1861
Local Government Acts, 1894 and 1948
London Government Acts, 1899 and 1939
London County Council (General Powers) Acts 1936, 1950, 1955 and 1958.

(A) **Establishments**

(1) *Central Library, Cambridge Heath Road, E.2*

This establishment comprises separate departments for Adult Reference, Adult Lending, Reading Room (containing newspapers and periodicals), Children's Library (Lending and Reference combined) and a combined Lecture and Exhibition Hall with seating accommodation for 160 persons.

Special Collection of Books, etc.

(a) Local Historical Records.
(b) French and German Literature (about 10,000 vols.).
(c) Section BEM-BOR of Metropolitan Joint Fiction Reserve.
(d) Books on Fine Art.
(e) Books on Furniture.

(2) *Branch Library, St. Matthew's Row, E.2.*

(3) *Branch Library, Dorset Estate, Hassard Street, Hackney Road, E.2.*

(Opened 22nd March, 1958)

These establishments comprise separate departments for Adult Lending and Children's Lending.

(4) *Branch Library, 369, Roman Road, E.3.*

This provides Adult and Children's Lending sections in one room. Total book stock in all libraries at 31st March, 1958—104,284 volumes.

(B) Service Available and User

(1) *Borrowers*

Persons who live in or work in Bethnal Green may register as borrowers. Any person not under 14 years of age may be registered as an adult borrower and may have three ordinary tickets and three non-fiction tickets. Adult tickets issued by any library authority in Britain are accepted. Any boy or girl under 16 years of age who is able to write and read may be registered as a borrower in the Children's Library, and may have two tickets.

Number of borrowers	11,525
Percentage of borrowers to total population (50,940) .	22·6

(2) *Issues*

Books are issued for a period of 14 days and may normally be renewed. One ticket must be deposited for each book borrowed. Fines at the rate of 1d. per week plus the cost of postage of any overdue notices are charged on books kept beyond the date due. Any book in stock may be reserved on payment of the cost of posting a notification card.

Total issues for all departments for year ending 31st March, 1958	454,479

(3) *Inter Library Loans Scheme*

Readers requests for books not in stock are transmitted through the London Union Catalogue and the National Central Library. If the books are available for loan at any co-operating library in Great Britain they are sent here for our readers. This library reciprocates by lending books to any other library.

Number of books loaned to other libraries for year ending 31st March, 1958	1,210
Number of books borrowed from other libraries for the year ending 31st March, 1958	433

(4) *Special activities*

(a) Classes of school children are brought by teachers during school hours to work on special projects or to receive talks on how to make best use of the library facilities.

(b) Story Hours and Gramophone Recitals are given weekly for children.
(c) Displays of art work and crafts from local schools and other organisations.
(d) Exhibitions on subjects of local interest.

(5) Total expenditure for year ended 31st March, 1958	£37,012
Expenditure on books for year ended 31st March, 1958	£8,850
Library rate in the £1	1*s.* 3*d.*

II and III. Defects and Remedies

(A) The introduction of the Metropolitan Specialisation Scheme and Joint Fiction Reserve Scheme has resulted in a much wider range of special and less used books being made available to the normal user of the public library but the growth of these collections is imposing a severe strain on the shelving accommodation in the Metropolitan public libraries.

As all the libraries in Great Britain are benefiting from these schemes it should be possible to arrange for 'second line' reserve stocks to be housed in provincial libraries.

(B) The inter-availability of readers' tickets now in force through the metropolitan area has from the reader's viewpoint provided one comprehensive service for the metropolitan area. Many persons who live outside the County of London would like to see the schemes extended to their areas, and it is suggested that this scheme could with advantage be extended to all local authorities in the Greater London Area.

Allotments

I. Present Arrangements

The Borough Council is empowered by emergency legislation to let land for use as allotments.

In view of the fact that there is now little or no land in this highly urbanised Borough available or suitable for this purpose, the Council no longer exercises its powers in this connection.

Entertainments

I. Present Arrangements

The Council is empowered under Section 132 of the Local Government Act, 1948, to provide entertainments and suitable premises therefor, and to make grants towards the cost of entertainments.

The Council provides or has provided the following entertainments under its powers:

(a) An annual Festival of Arts (see page 109 of Chief Evidence) at York Hall at which teams and individuals from all parts of the Country take part in competitions in connection with music, drama and dancing.
(b) Band Concerts in selected open spaces during summer evenings.
(c) Exhibition of Arts, etc., at the Central Public Library.

The Council had recently formed a Special Committee to deal with Entertainments and culture, with a view, not only to co-ordinate its own activities, but to sponsor and assist activities of voluntary and other bodies in the Borough.

II and III. Defects and Remedies

It is considered that the powers afforded under the Act are adequate, and that the function is one which is best entrusted to the municipality at its most local level.

Information

I. Present Arrangements

The Council is empowered under Section 134 of the Local Government Act, 1948, to set up or assist in setting up information centres, and under Section 135 of that Act to arrange for instruction on questions relating to Local Government.

In view of the excellent facilities for advice and information provided by the Local Citizens Advice Bureau in the Borough, the Council exercises its powers under Section 134 of the Act by annual grant towards the expenses of that body. The grant made during the year ended 31st March, 1958, was £451.

In 1948 the Council under the provisions of Section 135 of the Act held a Local Government Exhibition in the Town Hall, which proved to be an outstanding success, the number of attendances thereat being recorded at 14,000 persons.

II and III. Defects and Remedies

The Council is of opinion that the present arrangements with regard to information centres are both economical and adequate, and that its powers under Section 135 are satisfactory.

War Damage Sites

I. Present Arrangements

Under the provision of the War Damaged Sites Act, 1949, the Council is empowered to take temporary possession of war-damaged sites to clear rubbish from such sites and to carry out works to prevent detriment to amenities.

The Council has taken temporary possession of some 22 sites in the Borough under the provisions of this Act, and has cleared the sites and executed such works as it deems necessary to prevent detriment to the amenities of the Borough, such as levelling, provision of seats, flower beds and shrubs.

These sites comprise, in the main, groups of sites of former small dwellings in separate ownership, and are of such small area and/or so situated as to render them unsuitable either economically or conveniently for development for housing purposes. Some few sites are in areas zoned for industry, and again are small and unlikely to be developed in the near future.

From time to time as the Council's schemes for slum clearance and redevelopment progress, some of these sites will be absorbed in larger and adjacent development areas, but where such sites are isolated among property in good condition, they are likely to remain undeveloped for some time to come.

II. Defects

The powers of the Council in this respect are of great assistance in maintaining in good condition and as an improvement to amenities areas which, if not within the control of the Council, would, by reason of the lack of interest therein shown by the owners, become rubbish dumps, detrimental to the health of the people and to the amenities of the Borough. The one defect in the present powers is that, as the Act came into force in 1949, and as the maximum period which land can remain in the possession of the Council is 10 years, many sites, especially those taken over immediately after the passing of the Act, will soon pass out of the control of the Council, and become rubbish dumps.

III. Remedy

Amending legislation should provide for powers for local authorities to extend the period of possession of sites by further periods of 5 years from time to time, with no maximum.

PUBLIC PROTECTION AND CONTROL

Controlled Tenancies etc.

I. Present Arrangements

The Local Authority is responsible for the issue and cancellation of Certificates of disrepair under the Housing Repairs and Rents Act, 1954, and the Rent Act, 1957.

(a) Relevant figures so far, as not given elsewhere, for 1957 are (in exercise of power under the 1954 Act) 41 Certificates of disrepair issued, 17 certificates cancelled.

(b) Under the Rent Act, 1957, this Authority during 1957, issued 40 certificates of disrepair. It is thought that this number has been much exceeded during 1958. No certificates were cancelled.

The Local Authority is also charged with the responsibility for dissemination of information and giving assistance (falling short of advice inter party) to Landlords and tenants on questions arising out of the Rent Acts. (*Vide* Section 10 of the Rent Restrictions Act, 1933 and Section 6 Furnished Houses (Rent Control) Act, 1946.)

It is further charged with the responsibility for maintaining records of the decisions of Rent Tribunals functioning under the Furnished Houses (Rent Control) Act, 1946, and the Landlord and Tenant (Rent Control) Act, 1949. Recorded in the Local Registry under this head, are five items entered during 1957. There have been no prosecutions for breach of any provision of the Rent Act or analogous Acts.

II and III. Defects and Remedies

No observations.

Good Rule and Government

I. Present Arrangements

The Borough Council has made, and continues to operate, by-laws on the following subjects, some of which may have been referred to in other contexts. These are either exclusively concerned with, or have a relation to, Good Rule and Government. The enabling powers are, of course, those contained in the London Government Act, 1939, the London County Council (General Powers) Act, 1936, and the Public Health (London) Act, 1936, or Statutes repealed or re-enacted thereby.

Noisy Animals
Noisy hawking and shouting
Noise caused by wireless loudspeakers etc.
Nuisance caused by music and singing
Deposit of Rubbish
Defacing footways
Lighting on common staircases.

II and III. Defects and Remedies

The foregoing are patently suitable for administration by the Authority having the closest day-to-day touch with the actual neighbourhood concerned, and the Council considers that its powers are adequate and satisfactory.

Home Safety

I. Present Arrangements

The London County Council (General Powers) Act, 1957, Section 82, gives powers to the Council to disseminate information and advice relating to the promotion of safety in the home.

Publicity material is obtained as and when desired.

The Heating Appliances (Fireguards) Act, 1952, requires the Council to inspect and test appliances, and gives power to the Council to institute proceedings for any offence under this Act.

Two summonses in respect of unsatisfactory guards to an electric fire and to two gas fires resulted in the defendant being fined £5 and £2 respectively, with £1 0s. 0d. costs.

II and III. Defects and Remedies

The powers are adequate and are used to the best advantage in the Borough.

Crash Helmets

I. Present Arrangements

The powers and duties of the Council to inspect and test crash helmets for sale are contained in Section 42 of the Road Traffic Act, 1956.

II and III. Defects and Remedies

It is considered that these powers are adequate.

Animals

I. Present Arrangements

The powers and duties of the Council to license and inspect pet shops are contained in the Pet Animals Act, 1951.

The operation of this Act is probably of more importance in Bethnal Green than in any other London Borough, on account of the Sunday morning 'dog market' which has been held in Bethnal Green for many years, and which serves both vendors and purchasers throughout the whole of the County of London and even beyond.

The conditions under which all pet animals are sold have improved very much indeed since the Act was introduced. During 1957, 17 licences were granted in respect of shops and 50 licences in respect of stalls.

Five warning letters were sent in connection with various infringements of the Act.

II and III. Defects and Remedies

It is considered that these powers are adequate, and most appropriately vested in the Borough Council.

Small Lotteries

I. Present Arrangements

Powers are vested in the Borough Council under the Small Lotteries and Gaming Act, 1956, to register organisations promoting small lotteries and to file returns made by such organisations.

Since this Act came into force 9 such organisations have registered with the Council.

II and III. Defects and Remedies

The Council is of opinion that its powers in this respect are adequate and that they can be carried out most effectively and conveniently by the municipal body at its most local level.

Canal Boats

I. Present Arrangements

Under the provisions of Part X of the Public Health Act, 1936, the Council is required to register and inspect canal boats, where a canal passes through their Borough.

A small part only of the Grand Union Canal passes through Bethnal Green, and the passage of inhabited canal boats is very infrequent.

Since these boats are invariably registered in other districts the Council is not usually called upon to exercise this function.

II and III. Defects and Remedies

No observations.

Rag and Bone Dealers

I. Present Arrangements

The powers and duties of the Council in the enforcement of restrictions on sales by rag and bone dealers are contained in Section 26 of the London County Council (General Powers) Act, 1952.

II and III. Defects and Remedies

It is considered that these powers are adequate.

Provision of Covered and Uncovered Off-street Markets in Place of Street Markets and Storage Accommodation for Costermongers

I. Present Arrangements

The Council has power under the London County Council (General Powers) Act, 1903, to provide markets off the highway to replace street markets, and also has power to provide storage accommodation for costermongers under the London County Council (General Powers) Act, 1951. These powers are at present being exercised by the Council in one of the main highways of the Borough where an off-street market is being provided to replace the street trading on a very busy main highway, which will considerably reduce the traffic problem on that highway. In addition, in development which is taking place adjoining this open market place, accommodation is being made available so that street traders may store their barrow stalls.

II and III. Defects and Remedies

No observations.

Civil Defence

I. Present Arrangements

The Council is responsible under the Civil Defence Act, 1948, and by direction from the Civil Defence Department of the Home Office, as a Corps authority for the establishment of the Headquarters and Wardens sections and partly for the establishment of the Welfare Section, of the Civil Defence Corps in its area. As a local authority it is also responsible for decontamination and cleansing of persons, disposal of the dead, salvage, emergency repairs to houses, clearance of road debris and information centres.

The Council has made arrangements in accordance with the foregoing insofar as they are able, having regard to the voluntary assistance available.

II and III. Defects and Remedies

There appear to be no defects in the powers vested in the Council.

MISCELLANEOUS

Promotion and Opposition of Bills in Parliament

I. Present Arrangements

The Borough Council has power under the London Government Act to promote and oppose Bills in Parliament and to prosecute and defend legal proceedings for the protection of the inhabitants.

The Council exercises its powers to promote Bills through the medium of the London County Council, which itself promotes each year, a General Powers Bill. In addition to the promotion of legislation particular to the Borough, the Council also supports Standing Joint Committee action in the promotion of legislation of a general character to the advantage of all metropolitan boroughs.

II and III. Defects and Remedies

The promotion of legislation through the medium of the Standing Joint Committee and the London County Council has proved effective, convenient and economic, and the Council is satisfied with the existing arrangements therefor.

Provision of Aerodromes

I. Present Arrangements

The Council has power under the provisions of the Civil Aviation Act, 1949, to provide aerodromes, but due to the highly urban development of the Borough, is unlikely to have occasion to exercise such power.

II and III. Defects and Remedies

No observations.

Provision of District Heating Undertakings

I. Present Arrangements

The Council has power under the London County Council (General Powers) Act, 1949, to set up a district heating undertaking for the purpose of supplying heat and hot water to houses and other buildings.

The Council are, in fact, exercising this power at the present time in a scheme which is shortly to be proceeded with, by which heat and hot water is being carried from the main Public Baths of the Borough to a housing estate which is being erected very near by.

II and III. Defects and Remedies

No observations.

Disused Burial Grounds

I. Present Arrangements

The Council has power under the Disused Burial Ground Act, 1884, to enforce the prohibition of the erection of buildings on disused burial grounds, and under the Burial Act, 1855, and the London County Council (General Powers) Act, 1951, to bear the cost of maintenance or themselves maintain closed churchyards.

II and III. Defects and Remedies

The Council exercises these powers when called upon so to do and it is considered that the powers referred to are adequate and satisfactory.

Voluntary Organisations

I. Present Arrangements

Powers are vested in the Council by virtue of Section 136 of the Local Government Act, 1948, to make contributions, with ministerial consent, to the expenses of organisations whose activities are of benefit to the Borough.

In view of the closer integration of the work of University Social Settlements with that of the local authority, and by reason of the growing need for financial assistance evidenced by these associations, the Council made the following grants thereto during the year ended 31st March, 1958, with the approval of the Minister:

	£	*s.*	*d.*
University House Inc. . .	650	0	0
St. Margaret's House . .	255	0	0
St. Hilda's in the East . .	300	0	0
The Oxford House . .	390	0	0

Contributions made to other organisations whose activities are of benefit to the Borough are as follows:

Bethnal Green Borough Youth Committee	60	0	0

II and III. Defects and Remedies

The Council considers its powers in this connection to be not only satisfactory and adequate, but correctly within its jurisdiction as a Borough Council.

Buildings of Historical or Architectural Interest

I. Present Arrangements

The Council has power under the Town and Country Planning Act, 1947, and Section 61 of the London County Council (General Powers) Act, 1947, to acquire buildings of historical or architectural interest and to contribute towards the cost of preserving and managing such buildings.

The Council has exercised its powers under Section 61 of the London County Council (General Powers) Act, 1947, to acquire the freehold of two buildings in the Borough, listed as Buildings of Historical or Architectural interest, viz. Nos. 16 and 17, Victoria Park Square; these houses, built in 1686, are occupied by the University House Incorporated, to which body, the Council has let the property on a long lease at a peppercorn rent. On the understanding that they continue to be used for the same purposes viz. as a social settlement and ancillary purposes, the Council has agreed to maintain the premises in good and proper repair.

II and III. Defects and Remedies

The Council is of the opinion that the powers available to it under the above Acts are adequate and rightly vested in it as the parochial authority.

Maintenance of War Memorials

I. Present Arrangements

Under the provisions of the War Memorials (Local Authorities Powers) Act, 1923, and Section 133 of the Local Government Act, 1948, the Council is authorised to maintain and repair any war memorial in this district, and to alter any memorial so as to make it serve as a memorial in connection with any subsequent war.

The Borough War Memorial situated in the Central Public Library, and erected to commemorate the fallen in the First World War, has been altered to include those who lost their lives in the Second World War.

II and III. Defects and Remedies

The Council is of the opinion that its powers in this connection are adequate and satisfactory.

Gifts

I. Present Arrangements

Under Section 164 of the London Government Act, 1939, the Council is empowered to accept and administer gifts (other than gifts constituting ecclesiastical or eleemosynary charity) for the benefit of the inhabitants.

II and III. Defects and Remedies

The Council is satisfied that its powers are adequate and satisfactory in this connection.

Provision of Offices, Buildings, etc.

I. Present Arrangements

The Council has power under Section 155 of the London Government Act, 1939, to provide and furnish halls, offices and other buildings for transacting the business of the authority, and for public meetings and assemblies.

The Council has fully exercised its powers in this respect, and has the matter under constant review having regard to the circumstances existing from time to time.

Adequate accommodation has been provided, for the conducting of the Council's business, and there exist sufficient facilities for public meetings and assemblies in the Borough.

II and III. Defects and Remedies

The Council considers its powers in this respect adequate and satisfactory.

Provision and Maintenance of Public Clocks

I. Present Arrangements

Under Section 158 of the London Government Act, 1939, the Council is empowered to provide and maintain public clocks within the Borough.

The Council has no call to exercise this power at the moment, in view of the adequate provision of such clocks by church authorities and commercial undertakings, but the matter is kept under constant review.

II and III. Defects and Remedies

The Council is of opinion that its powers in this respect are adequate.

Registration of Births, Deaths and Marriages

I. Present Arrangements

Under the Registration of Births, Deaths and Marriages Acts, the Council is required to make provision for the Registration of Births, Deaths and Marriages and for the Performance of the Civil Marriage Ceremony.

The Registration offices for the Borough are centrally situated in the Town Hall Building, and the Marriage Ceremony is conducted in a Room of suitable size and atmosphere in the Town Hall.

The Council keeps its scheme of Registration under constant review.

II and III. Defects and Remedies

The Council is satisfied that its powers and duties are adequate, and that the present arrangements thereunder are satisfactory.

Local Land Charges

I. Present Arrangements

The Council is empowered through the Town Clerk under the Land Charges Act, 1925, and various other Acts, to register charges in favour of the Council, and buildings of special architectural or historical interest, and to issue certificates.

II and III. Defects and Remedies

No observations.

Registration of Electors

I. Present Arrangements

The Council is empowered to make provision for the Town Clerk as Electoral Registration Officer to prepare the annual Register of Electors, and itself to determine districts and polling stations.

Accommodation for electoral registration work is provided in the Town Hall Building.

The Council keeps the boundaries of polling districts constantly under review, especially in view of the extensive clearance and redevelopment of residential property at present taking place in the Borough.

II and III. Defects and Remedies

The Council is satisfied that the accommodation provided is adequate, and that the review of polling districts and polling places is carried out in a satisfactory manner.

Evidence submitted by The Camberwell Metropolitan Borough Council

Town Hall,
Camberwell, S.E.5

24th April, 1958

Dear Sir,

My Council have had under consideration your letter of the 17th February and I enclose 30 copies of a report of the Finance Committee which was submitted to and adopted by the Council at their meeting held on the 23rd April. This report gives an outline of the views which it desires the Royal Commission to take into consideration. I shall be pleased to give any further information you may wish to have.

You will note from the last paragraph of the report that the Council would be pleased to render every possible assistance if Members of the Commission wish to visit Camberwell.

Yours faithfully,

S. J. Harvey
Town Clerk.

Sir Edwin Herbert, K.B.E.,
Chairman,
Royal Commission on Local Government in Greater London.

Report of the Finance Committee
Royal Commission on Local Government in Greater London

At the request of the Metropolitan Boroughs' Standing Joint Committee the Council submitted observations on the reorganisation of Local Government in Greater London. These observations were approved by the Council at a special meeting held on the 16th December, 1957, and were framed as replies to a questionnaire prepared by the Standing Joint Committee. It was emphasised that more detailed consideration will need to be given to the matter in the light of the replies received from all the constituent Councils, particularly if evidence is to be given to the Royal Commission.

We understand that the Standing Joint Committee are not yet in a position to formulate their own views.

We have now considered a letter dated 17th February, 1958, from the Chairman of the Royal Commission. This letter states that the Commission wish first of all to examine the effectiveness and convenience of the present organisation of local government in the area under review for the purpose of performing the functions entrusted to local government. The Commission intend to concentrate their attention in the first instance on the following services, viz.:

Education
Environmental health services
Housing
Personal health and welfare

Town and country planning
Traffic

Concurrently with all these, the Commission will consider the general aspects of finance and administration. The main functions which are comprised under the above headings are set out below.

The Council are therefore invited to submit evidence to the Commission. An outline only is asked for at this stage. The Commission will afford the Council an opportunity later of supporting and, if desired, elaborating such views. Moreover, the Commission propose to regard such an outline as being of a preliminary nature only, which the Council would be free to enlarge upon at a later stage. If, on the other hand, the Council wish to put forward its fully detailed views at this stage, they are quite free to do so and also to deal with matters other than those referred to above which they may wish to bring to the notice of the Commission.

There is, of course, no objection from the Commission's point of view to local authorities combining to submit evidence or to their submitting evidence separately or jointly through their Associations. The Commission would be glad if the Council could submit the evidence as soon as possible and in any event not later than 17th May, 1958.

We accordingly submit the following observations which are based on the headings suggested by the Chairman of the Commission but nevertheless are in line with our previous recommendations:

Education

The London County Council should retain their existing powers. They have built up an extremely efficient organisation and we see no reason for any change. In view, however, of our suggestion (see paragraph below under heading **'Personal Health and Welfare'**) that existing day nurseries should be replaced by nursery schools for children under five years, we are of opinion that these schools should be under the control of the Metropolitan Boroughs.

Environmental Health

The sub-headings of this item are as follows:

Baths, Wash-houses and Bathing Places; Control of Water-courses, Ditches and Ponds; Disinfestation of Premises and Articles; Drainage of Trade Premises; Mortuaries and Post-Mortem Rooms; Public Conveniences; Refuse Collection and Disposal; Regulation of Buildings and Sanitation of Buildings; Sewerage and Sewage Disposal; Street Cleansing; Burial Grounds, Cemeteries and Crematoria; Parks and Open Spaces; Powers and Duties under the Physical Training and Recreation Act, 1937; Prevention of River Pollution; Port Health Functions (where applicable).

Generally, we feel that all matters affecting the health of the inhabitants of a Metropolitan Borough should be under the control of the Borough. This includes the majority of the items outlined above. We submit further observations on the following items:

Drainage of Trade Premises,
Sewerage and Sewage Disposal

The Metropolitan Boroughs are responsible for local sewers but the London County Council are the main drainage authority. We do not recommend any change but with a view to avoiding pollution from trade effluent the County Council and the Metropolitan Boroughs should have joint powers to deal with nuisances from this source.

Refuse Collection and Disposal

The collection of refuse should remain a local Council responsibility but on refuse disposal we submit the following observations:

The Metropolitan Boroughs' Standing Joint Committee have grouped boroughs for this purpose and Camberwell was grouped with Bermondsey and Southwark. As regards this group and Group 4 (Lewisham, Woolwich, Greenwich and Deptford) it is hoped in the near future to agree a joint refuse disposal scheme for the majority of these boroughs. This matter is under active consideration and decisions of the London County Council are awaited. If these are favourable, early steps will be taken to put the scheme into operation.

Parks and Open Spaces

As the Metropolitan Boroughs already have a department controlling their own open spaces, we see no reason why the administration of those at present under the control of the London County Council should not be transferred to the Borough Councils.

Mortuaries and Post-Mortem Rooms

This service should be controlled by the County Council.

Housing

The sub-headings of this item are as follows:

Provision of Houses; Slum Clearance; Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses; Regulation of Buildings and By-Laws.

Having regard to immediate post-war conditions, it was necessary for the London County Council to engage actively in the building of new dwellings. The position has now changed, mainly due to the shortage of suitable sites. We think that for the future the provision of new housing in London should be left to the Metropolitan Boroughs with the London County Council restricting their housing activities to building outside the County. The management of all local authority dwellings within the County should ultimately be transferred to the Metropolitan Boroughs.

Regulation of Buildings and By-laws

Building by-laws are made by the London County Council under the powers given in the Building Acts. The District Surveyors (of whom there are 28 at present) are officers of the London County Council, whose duty it is to see that all building works comply with the by-laws. It is considered that the District Surveyors should become officers of the Metropolitan Boroughs, in the smaller Boroughs a Surveyor being shared by more than one authority. This would function in a similar way to the by-laws which, made by the London County Council under the Public Health (London) Act, are normally administered by the Boroughs.

We would emphasise, however, that it would be advisable to set up a central body to carry out research into modern methods of building construction. The functions of such a body would clearly not be within the scope of individual local authorities.

Personal Health and Welfare

The sub-headings of this item are as follows:

Powers and Duties under the National Health Service Acts; Mental Health Services; Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944; Care of Children; Registration of

Nurseries and Child Minders; Notification of Infectious Diseases; Health Education.

We advocate the transfer (not *delegation*) to Metropolitan Borough Councils of the following services:

Personal Health Services, including Maternity and Child Welfare, Child Life Protection (including the administration of the Nursery and Child Minders Act), Day Nurseries, Health Visitors (whose functions have now been extended to cover the whole family as a unit in addition to the maternity and child welfare aspect), the District Nursing Service, Mental Health, Recuperative holidays, Home Helps, Vaccination and Immunisation Service, and powers under Section 28 of the National Health Service Act (Prevention of illness, care and after care) with particular reference to tuberculosis control.

Metropolitan Boroughs should be given direct powers to incur expenditure in the administration of services for the welfare of old people (to include chiropody, meals, clubs and hostels).

Metropolitan Boroughs should be represented on the local hospitals Management Committee.

Although not included in the above sub-headings, we advocate the transfer to the Metropolitan Boroughs of all powers relating to shops, milk and dairies, weights and measures, diseases of animals.

Town and Country Planning

We consider that delegation rather than transfer of certain Town Planning functions from the London County Council to the Metropolitan Boroughs would be appropriate.

Although some minor delegation of powers under the Town Planning Acts is at present under consideration, it would be appropriate for a very much greater measure of delegation to be given to the Metropolitan Boroughs on the lines of the Middlesex, Kent and other County schemes. If the London County Council, as Planning Authority, laid down the policies appropriate to such an authority including the preparation of the Town Programme and other maps, the Boroughs could then deal with all individual applications, which would normally be agreed if in conformity with the Plan. Arrangements could be made for consultation on difficult cases or those involving policy. We would recommend that within the general framework of the Development Plan the Metropolitan Boroughs should exercise the powers in Part III of the 1947 Acts, which cover the control of development and the enforcement of Planning control.

These last two suggestions, if agreed, would considerably simplify the present procedure for an applicant seeking Building and Town Planning consents, as he would only need to apply to his local Town Hall. This brings application procedure completely into line with practice everywhere else in the country.

Traffic

The sub-headings of this item are as follows:

Construction, Improvement and Maintenance of Roads and Bridges; Street Lighting; Naming of Streets and Numbering of Houses; Parking Places; Road Safety; Bus Shelters; Private Street Works.

The majority of the powers under the above sub-headings are the responsibility of the Borough Councils and we see no reason for any changes.

Highways

In connection with the planning of highways we point out that the Development Plan for London does not include a road plan and we regard it as essential that one should be incorporated. At present the L.C.C. is the improvement authority and the Metropolitan Boroughs are the highway authorities. If there were a road plan laid down in the Plan it could be left to the individual Boroughs to ensure that the appropriate widths were preserved. Large improvement schemes will then be a matter for negotiation between the Metropolitan Boroughs and the Ministry, and it may be that increased percentage grants will be forthcoming for improvements to the major classified roads. It is suggested that the actual carrying out of the works should be a matter for the Metropolitan Boroughs.

Street Lighting

Street lighting should continue to remain the responsibility of Metropolitan Boroughs but their work should be co-ordinated by the Metropolitan Boroughs Standing Joint Committee or possibly the Consultative Committee proposed to be set up by the Minister of Transport, in order to achieve a substantial measure of uniformity.

Naming of Streets and Numbering of Houses

These powers should remain with the London County Council to avoid overlapping. The Borough Councils should be consulted as at present.

Bus Shelters

The siting (and in some cases the provision) of bus shelters should remain the responsibility of Borough Councils, subject to consultation as at present with the London Transport Executive.

General Observations

(a) The existing boundary of the Administrative County of London should be retained.

(b) We appreciate that the delegation or transfer of powers suggested in our observations might present problems to the smaller boroughs, but we do not favour too much interference with traditional boundaries. The position could be met by amalgamation e.g. as at Coulsdon and Purley and Chislehurst and Sidcup. We point out that the Borough of Camberwell comprises the original districts of Dulwich, Peckham and Camberwell with natural difference of character.

(c) We also draw attention to the extremely useful work now being performed by the Metropolitan Boroughs' Standing Joint Committee and are firmly of opinion that if the powers of Metropolitan Boroughs are increased the scope of the Standing Joint Committee could be widened considerably. They could co-ordinate the work or act on behalf of the constituent Councils and we instance such examples as are mentioned above for grouping schemes for the disposal (but not collection) of refuse and the setting up of a uniform street lighting code.

(d) The Commission in their letter state that they would be greatly helped if they could visit some of the local authority organisations in the area. These visits would be quite informal and their purpose would simply be to give the Commission some personal knowledge of the circumstances in which local authorities do their work. They would not be for the purpose of collecting evidence. While it would not be possible for them to visit every local authority in the area, the Commission would like to know at this stage whether in principle the Council would be willing to co-operate and to have their principal officers co-operate in a visit of this kind. We are sure the Council would wish to give every assistance.

RECOMMENDING:— That the observations set out above be submitted to the Royal Commission on Local Government in Greater London.

Evidence submitted by the Chelsea Metropolitan Borough Council

1. INTRODUCTION

The Chairman of the Royal Commission on Local Government in Greater London, by letter dated 17th February, 1958, invites us to submit evidence on certain functions listed in Appendix 'B' to the letter (irrespective of whether we are or are not responsible for these services); to analyse any defects therein insofar as they may be due to defects in the organisation of local government; and to outline our views on remedial measures.

In order to simplify the explanation of the remedial measures we are putting forward later in this report to meet defects due to the organisation of local government, we begin with an outline in which we put forward a summary of the local government structure which we feel should be established to meet present and future requirements.

2. OUTLINE OF LOCAL GOVERNMENT STRUCTURE

A. The Local Authority

(i) There should be no change, so far at any rate as the existing County of London is concerned, in the boundaries of the Metropolitan Boroughs or the method of election of Metropolitan Borough Councils.

(ii) There should be only one authority for local government elected by universal suffrage and that authority should be the Metropolitan Borough Council (or similar authority outside the existing County of London listed in the Royal Commission's terms of reference) hereinafter called the 'local authority'.

(iii) Where a particular service would be better or more economically controlled by a wider area, it should be open to the local authority to make arrangements for joint committees with neighbouring authorities.

(iv) The more personal services, in which there is widespread local interest, and all the existing borough services, should be controlled by the local authority.

B. The London Area Authority

(v) The authority described in paragraphs (vi) and (vii) below, hereinafter called the 'London area authority' should be constituted indirectly of members appointed by the local authority.

(vi) The London area authority should deal with those impersonal services such as water, main drainage, the Fire Brigade, and the development plan. It should be open to the local authority to delegate to the London area authority a number of personal services involving few people in any local authority area, such as welfare for the blind.

(vii) The territory of the London area authority should extend over the whole conurbation, the subject of the Commission's enquiry.

3. AMPLIFICATION OF THE LOCAL GOVERNMENT STRUCTURE OUTLINED ABOVE

A. The Local Authority

Paragraph (i) above.

There are very strong reasons in London why there should be no change in the metropolitan borough boundaries. These areas, though varying in size, are all small enough to allow proper control by members who are reasonably in touch with all sections of the electorate and thoroughly cognisant of the whole area. The community assumes an entity borough by borough and voluntary organisations work in with the local authority services on a borough basis.

The London communities have their foundations far back in history. They are based on the old parishes which surrounded the City of London. The creation of the London County Council in 1889 in no way altered the feeling of the people as belonging to their own parish community; and in 1900 effect was given to this popular feeling by creating, from the former vestries, metropolitan boroughs each with its own Mayor. Borough Council debates are frequently reported in the local press throughout the metropolitan area; whereas the London County Council is neither national nor local news and matters affecting local or personal services are largely unreported. As the representations are unreported, and as with so vast an area no one really has enough time to investigate local considerations, it is easy to ignore the local views by application of the party machine. There can be no electoral criticism if such matters are not published.

Paragraph (ii) above.

It seems both unnecessary and expensive to have two authorities for the local government of a single area, both elected by universal suffrage. Such a duplication is apt to muddle the electorate. Moreover, the fact that London County Council constituencies are no longer co-terminous with the boroughs, means that many well defined communities are no longer represented as such. Electors in the Brompton Ward of Kensington find that they are voting at one time for a Kensington borough councillor and at another for a councillor to represent Chelsea on the London County Council. This situation is undesirable both for Brompton Ward and for Chelsea.

In the proposals which follow it will be seen that all those more personal services which are the subject of intense local interest should be centred in the local authority. It is this authority which ought to be the subject of direct election by universal suffrage as at present.

Paragraphs (iii) and (iv) above.

The vast majority of services now administered by the local authority are, for the reasons given, best administered by the local authority which represents a recognised community having well defined interests and aspirations. If a *few* services, on grounds of economy, call for a larger area of administration it would be wrong, in our opinion, to enlarge the area for *all* purposes; thus losing good local government for a large number of services to overcome difficulties in a few.

The proper way would seem to be to provide powers for neighbouring local authorities to administer joint areas in respect of these services. Some authorities will undoubtedly be sufficiently large already to render this unnecessary. Others, having County Borough powers, will not be subject to any change. The joint area, though larger in the case of small Boroughs than the Borough itself, will not be so large (as is the case with some of the services now administered by the London County Council) that democratically expressed local aspirations will go unheard or unheeded. Services covering a smaller area governed by representatives living in that area will not only get what the locality wants, but also will not get what the locality does not want. Extravagances in a smaller area are quickly reflected in the rates, and the rise can, in a smaller area, easily be traced to the extravagances. An individual extravagance in a large area such as London County hardly affects the rate and the ratepayer cannot readily control the expenditure of his money in accordance with local needs. Obviously, however, if numerous extravagances take place over a wide area the total expenditure must rise without any proper control. It is submitted that one of the many advantages of the above suggested changes in local government structure will be better control of finance.

B. The London Area Authority

Paragraphs (v) and (vi) above.

As it is proposed that the London area authority should deal only with the great impersonal services (or delegated services involving few people in any local authority area) there is no reason to suppose the electorate will be deeply interested: for these impersonal services do not impinge directly on their home life. There is little or no complaint about the way in which the Metropolitan Water Board runs its services and this and the London area authority might well be amalgamated.

Paragraph (vii) above.

We feel that the territory of the London area authority should be increased because we consider it right that the few large impersonal services, particularly the Development Plan, should be administered with the interests of the whole conurbation in mind. In other words, the interests of the whole conurbation are clearly, in regard to these large impersonal services, bound up together rather than grafted (in the outlying parts) on to the various County interests surrounding the County of London. We feel that objections to London County Council overlordship will have been wholly or largely met by the transfer of personal services we recommend should be made to local authorities.

4. INDEX TO PARAGRAPH 5 BELOW

The following list of services has been taken from Appendix B to the Royal Commission's letter of 17th February, 1958. The columns to the left give the page number of the subparagraph of paragraph 5 where the relevant comment is to be found. In the columns on the right, code letters indicate in abbreviated form the present division of responsibilities and the authority we propose should be responsible for each listed service. The key to the abbreviations is as follows:

LA	Local authority
LAA	London area authority
DOR	Division of responsibilities
PLA	Port of London Authority.

Index Ref. *Page(s)*	*Index Ref.* *Para(s)*	*Function*	*Present Administering Authority*	*Proposed Administering Authority*
		Education		
5	5 (i)	Education	County	LA
		Agricultural Education	County	Not commented on
		Youth Employment Service	County	Not commented on

Index Ref. *Page(s)*	*Para(s)*	*Function*	*Present Administering Authority*	*Proposed Administering Authority*
		Environmental Health.		
9 11	5 (viii) 5 (xiii) (a)	Baths, Wash-houses and Bathing Places	LA	LA
10	5 (ix)	Control of Water-courses, Ditches and Ponds	LA	LAA
11	5 (xiii) (b)	Disinfestation of Premises and Articles	LA	LA
12	5 (xiii) (h)	Drainage of Trade Premises	DOR	DOR
12	5 (xiii) (g)	Mortuaries and Post-Mortem Rooms	LA	LA
11	5 (xiii) (c)	Public Conveniences	LA	LA
11	5 (xiii) (d)	Refuse Collection and Disposal	LA	LA
8	5 (iv)	Regulation of Buildings and Sanitation of Buildings	DOR	LA
10	5 (ix)	Sewerage and Sewage Disposal	DOR	DOR
12	5 (xiii) (i)	Street Cleansing	LA	LA
9	5 (vii)	Burial Grounds, Cemeteries and Crematoria	LA	DOR
9 9	5 (vii) 5 (viii)	Parks and Open Spaces	DOR	DOR
11	5 (xiii) (f)	Powers and Duties under the Physical Training and Recreation Act, 1937	LA	LA
11	5 (xii)	Prevention of River Pollution	PLA	PLA
11	5 (xii)	Port Health Functions (where applicable)	City Corporation	City Corporation
		Housing.		
7	5 (iii) (a)	Provision of Houses	DOR	LA
8	5 (iii) (b)	Slum Clearance	DOR	LA
8	5 (iii) (c)	Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses	DOR	LA
8 8	5 (iii) (d) 5 (iv)	Regulation of Buildings and By-laws	DOR	LA
		Personal Health and Welfare.		
6 7	5 (ii) (e) 5 (ii) (f)	Powers and Duties under the National Health Service Acts	County	LA
9	5 (vi)	Mental Health Services	County	LAA
11	5 (xiii) (e)	Powers and Duties under— The National Assistance Acts	DOR	DOR
		and The Disabled Persons (Employment) Act, 1944	Central Govt.	Not commented on
6	5 (ii) (a)	Care of Children	County	LA
6	5 (ii) (b)	Registration of Nurseries and Child Minders	County	LA
6	5 (ii) (c)	Notification of Infectious Diseases	DOR	LA
6	5 (ii) (d)	Health Education	DOR	DOR

Index Ref. Page(s)	Para(s)	*Function*	*Present Administering Authority*	*Proposed Administering Authority*
		Town and Country Planning.		
9	5 (v)	Town and Country Planning Powers	DOR	DOR
		and		
		Duties under the National Parks and Access to the Countryside Act, 1949	Not commented on	Not commented on
		Traffic.		
10	5 (x)	Construction, Improvement and Maintenence of Roads and Bridges	DOR	DOR
12	5 (xiii) (j)	Street Lighting	LA	LA
10	5 (xi)	Naming of Streets and Numbering of Houses	County	LAA
12	5 (xiii) (k)	Parking Places	LA	LA
12	5 (xiii) (l)	Road Safety	LA	LA
13	5 (xiii) (m)	Bus Shelters	LA	LA
13	5 (xiii) (n)	Private Street Works	LA	LA

5. COMMENTS ON PARTICULAR SERVICES LISTED IN PARAGRAPH 4 ABOVE

(i) Education

There are 17 primary and secondary schools for boys and girls in Chelsea. The estimated number of children within the Borough between the ages of 5 and 16 is 6,900. A very considerable number of children come to school in Chelsea each day from other boroughs.

Controversial educational issues of intense interest to the locality constantly occur and it is rightly resented that there is no consultation by the London County Council; and endeavours to obtain redress meet with little sympathy. The following incidents which have recently occurred in Chelsea are not put forward to argue the merits; but rather to show the kind of point where there has been a strong local opinion and resentment because it has been thought that members of the London County Council have lacked time to pay reasonable attention to the points raised:

> The extent to which one locality becomes a school centre for other localities is obviously vital to children and parents; yet there is no consultation with the local authority to obtain local views on the subject. Bringing in children from other areas may also cause local dislocation. The London school plan contemplates the eviction of 5,000 Chelsea residents out of a total population of 52,000.
>
> Then there was the case of the Sloane Grammar School for Boys and Carlyle Grammar School for Girls. These two schools are modern, well appointed structures and have great local reputation; many Chelsea people now well established in business or profession believe they owe their success to these schools. The London County Council propose to pull them down and establish instead a mixed Comprehensive High School in another part of Chelsea. Great local feeling has been aroused over this proposal.
>
> Local feeling was also aroused when the London County Council proposed unacceptable administrative arrangements for the Chelsea School of Art when the Chelsea Polytechnic became the Chelsea College for Advanced Technology. Representations were made to the London County Council who

at first refused to be influenced by any local opinions. As a result of letters in the Press from Augustus John and others and an influential Chelsea deputation to the Ministry of Education, happily an acceptable solution was achieved. It was obvious to all, however, that thanks for this result were due chiefly to the intervention of the Ministry of Education.

In fact London education today is largely authoritarian; that is to say in the administration of this great personal service, so vital to every family, the opinion, and indeed the interest, of people living in the numerous metropolitan communities really counts for very little. Outside London, the large non-County Boroughs and urban districts are divisional executives for education, with the result that local schools are managed and controlled by local people and an intense local interest in education has resulted.

It was always foreseen that when the duties of the London School Board were transferred to the London County Council in 1903, the magnitude of the task would make it essential to assign the vast majority of local decisions to officers guided, it is true, by general principles, but principles devised without taking sufficiently into account opinions in the locality where the schools operate. Joseph Chamberlain remarked at the time that, if Members of the London County Council were archangels from heaven, they could not do the work they were engaged upon.

The present London County Council Education Committee is only one of the Council's many Committees. Its administrative responsibilities extend to what should be taught, who should teach, in what buildings and with what ancillary services. The number of whole time teachers involved in 1,380 maintained and aided schools is over 17,000, with nearly half a million pupils. In addition, there are, of course, innumerable kindred educational establishments and services, particulars of which are readily obtainable; but sufficient has been said to show that the magnitude of London education, if control is centralised as at present, places virtually insuperable difficulties in the way of Members of the London County Council keeping in adequate touch with local interest. As there are only three Members of the London County Council for Chelsea and the Brompton Ward of South Kensington, and it is purely fortuitous that any of them should be on the Education Committee, it is virtually impossible for local interests to be adequately represented.

In Chelsea there are at present 42 Aldermen and Councillors representing the six Wards; and, if necessary, this number could be increased. The area is small enough and the Members of the Council numerous enough to ensure that all aspects of local government under discussion by the Council can be considered and understood by Members thoroughly aware of local factors and opinion.

We, therefore, feel that education should be transferred to the local authority and where a local authority area is too small for effective administration it should be at liberty to make arrangements for a joint area with neighbouring local authorities.

(ii) Children and Personal Health Services

The following personal services ought all to be transferred to the local authority. In many matters the considerations tie in not only with the local health services but with the education services which it is proposed should be transferred to the local authority or a joint authority.

The present defect, as in the case of education, is remoteness of the existing county authority; and in some cases duplication of work as a result of the very artificial line at present drawn between County and Borough services:

(ii) (a) Care of Children

The care of children deprived of normal home life, i.e. orphans, foster children, children 'in care', is undertaken by the Children's Department of the County

Council. The Children's Officer and his staff working under the direction of the Children's Committee undertake the supervision, visiting, placing and overall care of such children.

(ii) (b) Registration of Nurseries and Child Minders

The registration, inspection and supervision of private nurseries and of child minders is undertaken by the staffs of the County Council Divisions.

(ii) (c) Notification of Infectious Diseases

When notified of an infectious disease in a household, the Borough Medical Officer is required to notify the schoolmaster (if the contact is a child) and the County Council within 12 hours. This, with other steps, should be a locally administered function, the various Medical Officers co-operating with each other in the best interests of preventive medicine. Apart from the statistical value of notification, the real merit lies in the steps which result from a notification, in the direction of ascertaining the source of infection and taking precautions to prevent its spread.

(ii) (d) Health Education

This most important branch of preventive medicine, as yet in its infancy should be greatly expanded and extended, not only in the informative sense but also in the true sense of education. While health education in a general way—i.e. radio, television and the national Press—does give an overall cover, valuable effects can be achieved by local endeavour and the local authority, being closely in touch with the locality, is in far the best position to launch propaganda among local residents.

(ii) (e) Powers and Duties under National Health Service Acts

Prior to the operation of the National Health Service Act, 1946, the midwives, maternity and child welfare functions were under the control of the individual metropolitan borough councils. On transfer to the London County Council, the local pride and interest ceased largely for two reasons:

(a) the responsible controlling authority moved out of the area to County Hall;
(b) the benefits of the services were extended without limit beyond the confines of the Borough for which those services were provided.

The services as now administered are reasonably well controlled and efficient. There is, however, a feeling of 'remoteness' about them which was not present before the transfer. This is not overcome by parcelling out the County into 'Divisions'. Such divisions are still responsible to County Hall and not to the locality in which they are situated. This view is apparently supported by the County Council as they are considering legislation for the re-transfer to the Boroughs.

The following services need to be provided under the Act by the responsible authority:

Ante-Natal Clinics
Post-Natal Clinics
Infant Welfare Centres
Toddlers' Clinics
Welfare Foods
Immunisation
Residential Nurseries
Day Nurseries
Health Visitors
Domestic Helps
Care and After Care
Chiropody
Recuperative Holidays
Supervision of Private Nurseries
District Nurses
Domiciliary Midwives
Ambulance Services
Health Centres

We are of opinion that, with the exception of the Ambulance Service referred to in the following paragraph, these services should be transferred to the control of the local authority.

(ii) (f) Ambulance Service

The Ambulance Service, on the other hand, should, we feel, be the responsibility of the London area authority.

(iii) Housing

(a) Provision of Houses

The Borough Council built 414 flats between 1903 and 1909; 150 between 1925 and 1937; and 685 flats, 3 houses and 12 studios since 1945. The post-war flats and houses, but not the studios, received housing subsidy. The Council has also leased areas of land on 999 year terms at peppercorn rents to certain housing trusts on which 304 flats have been erected.

The Council has acquired the freehold interest in a compact area comprising some 110 terrace type houses within the Borough which it is in process of converting horizontally into flats. 101, mainly two-bedroom, conversions have been effected and the completed scheme makes provision for an additional 186. These flats are let on lease to higher income group persons and no subsidy is received.

The Council has under its control 69 prefabricated bungalows and it holds 348 houses providing accommodation for 995 families under requisition.

The London County Council has for many years been building houses and flats within the area of the majority of the metropolitan boroughs under an arrangement that the borough councils would develop land below two acres in extent, leaving the larger portions to be developed by the County Council.

The local authorities obtain no benefit from the building of flats by the County Council and indeed the effect of such building is now to prevent the metropolitan boroughs from doing a great deal of necessary building owing to the fact that most of the smaller sites have already been developed. There are many thousands of persons on the waiting lists of the Borough Councils and it is considered that, if building is to be allowed within the Boroughs, it should be done by the Boroughs and not by the County Council. This dual right of development is, it is submitted, wrong.

We suggest that effect should be given to a policy in which the London area authority concentrated on out-county housing and should be relieved of all in-county housing, now dealt with by the London County Council, except by arrangement with the local authority. Furthermore the ownership and administration of all London County Council housing estates within the territory of the London area authority, should be handed over to the local authority for the area in which it is situated. Local authorities unable, for lack of available sites, to rehouse deserving cases within their Boroughs should submit lists to the London area authority who should have powers to provide the necessary housing accommodation outside the area.

(b) Slum Clearance

Within London both the County Council and the Borough Councils have equal powers for dealing with the provisions of the Housing Act, 1957, insofar as they relate, generally, to slum clearance.

Where, however, the County Council propose to deal with an area of ten houses or more as a clearance area they take the matter out of the Borough Council's hands. We suggest that the consideration of matters relating to slum clearance in their entirety should be transferred from the County Council to the Borough Councils in conformity with the procedure outside London.

(c) Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses

The Borough Councils and the London County Council have equal rights regarding financial assistance for house purchase, etc., but for many years, to avoid duplication of administration, applications for financial assistance received at Chelsea Town Hall have been passed to the London County Council.

We regard this assistance as a personal service and, as such, it should, we think, be administered solely by the local authority.

(d) Regulations of Buildings and By-laws

This will be dealt with under 'Regulation of Buildings and Sanitation of Buildings', which follows.

(iv) Regulation of Buildings and Sanitation of Buildings

In London the control of buildings is dealt with under the London Building Acts, 1930–39, and the by-laws made thereunder. The Acts relate to the control and regulation of streets and buildings, etc., and the County Council is the administering authority. There are one or more District Surveyors responsible for seeing that the London Building Acts are complied with in each of the metropolitan boroughs. These officers are on the staff of the County Council and responsible only to that body. They have complete control over the building operations of the Borough Councils just as if such Councils were private individuals. Matters which come under their control include the construction, lighting, ventilation and height of buildings.

There is overlapping. For example, with regard to the lighting and ventilation of buildings, the District Surveyor would deal with the ordinary installation and construction and the Borough Council would be concerned with any subsequent alterations.

In connection with the sanitation of buildings, the Borough Councils deal with sanitary conveniences, drainage, water supply, etc. Dual control or certainly dual interest arises from time to time in administering certain of these powers as between the District Surveyor and the Borough Council. For example, (i) where rot is discovered in a building it can be dealt with through the Council's public health powers but the District Surveyor has to be notified and on grounds of safety he can insist on more work being done than was originally required by the Council's Public Health Inspector; and (ii) when the Borough Council require or approve the laying of a drain and it passes beneath a wall, the District Surveyor can insist on additional security measures being made to the brickwork above the drain.

Considerable difficulty is at times experienced in cases where dual control exists and the District Surveyor's decision is in conflict with that of the local authority. The work of the District Surveyors is closely connected with that of the Borough Council's officers. Both staffs are equally technically competent to deal with structural problems and in view of this, and to avoid duplication of effort, it would undoubtedly facilitate the work of the Borough Councils if the District Surveyors were members of their staffs and not of the County Council.

We suggest the transfer to the metropolitan borough councils of (1) the responsibility for administering the provisions of the London Building Acts and By-laws; and (2) District Surveyors and their Staffs.

(v) Town and Country Planning

The London County Council is the town planning authority for London. By statute they were required to prepare a Development Plan for the County and, as planning authority, are responsible for the carrying out of the plan. Generally, but not in every case, a copy of an application for permission to develop is sent by the County Council to the Borough Council for its observations. The County Council is not bound by any decision of the Borough Council and, indeed, often gives a decision contrary to the local view. It will be seen, therefore, that officers of both authorities are engaged in doing similar work which is wasteful and expensive. The local authority is in a position to be far better acquainted with environmental factors relating to planning applications and such applications can be more expeditiously dealt with by the local authority than by remote control as with the County Council.

The present practice whereby the Borough Council has no authority or locus in planning matters is wasteful of effort, tends to bureaucracy by the County Council officers and is frustrating to the elected representatives of the Borough Councils who, with no authority in these matters, are often required to justify and explain action taken—or not taken—by the County Council within the borough boundary. Unless the Borough Council is itself the applicant for permission to develop it has no right of appearing before the Minister and being heard against the actions taken by the County Council on a planning application within the Borough.

It is considered that in the interests of good planning, good local government and economy of effort, legislation should require the transfer to the Borough Councils of the responsibility for dealing with individual applications except in cases where the Borough Council is itself the applicant for permission.

Preparation and review of the Development Plan and planning policy affecting (*a*) *contiguous areas* (*b*) *larger parts or the whole of London and* (*c*) *areas within London and extending to the Counties outside.*

The London area authority should be responsible throughout the conurbation for the preparation and review of the Development Plan and planning policy affecting contiguous areas, large parts or the whole of London, and districts extending beyond the London area.

(vi) Mental Health Services

The Mental Health Services are at present administered by the County Council. So far as is known they are well administered. Many of the institutions are outside the County. It would seem appropriate that they should be the responsibility of the proposed London area authority.

(vii) Burial Grounds, Cemeteries and Crematoria

No burial ground or cemetery has been provided by the Chelsea Borough Council. Arrangements have, however, been made for the provision of a cremation service by agreement with the West London Crematorium which provides for reduced charges for the cremation of persons resident in Chelsea.

The provision of burials is a personal service which should remain with the local authority; but powers to provide burial grounds should be given, if necessary, to the proposed London area authority, since these grounds can only be sited far from the centre of London.

So far as is known, there are no difficulties in the actual operation of the burial grounds, cemeteries and crematoria operating in areas around Chelsea, although it is felt that it would assist the gardeners if authorities could share propagation facilities at the cemeteries. We comment further on this aspect under the heading 'Parks and Open Spaces', which follows.

(viii) Parks and Open Spaces

There are no parks as such in Chelsea, but so far as open spaces are concerned the present arrangement applying to London is that those open spaces under 2 acres in extent are administered by the Borough Councils. This 2-acre arrangement is not rigid and boroughs have by agreement passed over or back to the County Council areas less than 2 acres in extent, and the County Council has handed to the boroughs areas considerably in excess of this amount. These are particular local arrangements, but it should be borne in mind that intense local feeling can be aroused where there is a failure or refusal by the London County Council to hand over to the borough councils open spaces of less than 2 acres.

In areas such as Chelsea there is a deficiency in open spaces and an improvement could be achieved for the benefit of the population in the decorative layout and cultivation of the small open spaces if the Borough Councils could share the facilities of the propagation centres available in the larger parks.

We consider that the very large parks might well be administered by the London area authority; that those having an area of less than 2 acres should remain under the control of the Borough Councils; and that areas over 2 acres might be assigned on their merits either to the London area authority or to the local authority or, by arrangement between neighbouring local authorities, to a joint committee. Bathing places in parks should, of course, be controlled by the authority controlling the park. We feel also that sharing of plant propagation centres in the large parks would prove most profitable to the Borough Councils.

(ix) Sewerage and Sewage Disposal; Control of Water Courses, Ditches and Ponds

The Borough Council is responsible for the maintenance of all sewers within the borough except the main trunk sewer, and should retain this responsibility. The sewage in the borough sewers gravitates to the trunk sewer, the County Council being responsible for the maintenance of trunk sewers and the disposal of sewage.

Main drainage is obviously one of those large impersonal services which should be operated by the London area authority. Similarly, water courses or storm water sewers should be the responsibility of that authority, since they usually pass through several local government areas.

(x) Traffic

Construction, Improvement and Maintenance of Roads and Bridges

Any proposal of the Borough Council affecting the construction and improvement of classified roads has first to be submitted to and approved by the London County Council and the Ministry of Transport. The Borough Council receives grant in respect of approved expenditure thereon. The necessity for submitting proposals to and obtaining the County Council's consent causes delays and should be eliminated as the Ministry of Transport is the final arbiter. Thames bridges are the responsibility of the London County Council who, in practice, employ specialist consultants. This could just as easily be done by the Borough Council and we consider that the Minister of Transport should take over all trunk roads and roads of the nature of trunk roads and bridges and appoint the Borough Councils as direct agents for carrying out all necessary works, via outside contractors, on normal reimbursement terms.

The maintenance of classified roads is the responsibility of the Borough Councils, within their boundaries, but no financial assistance is given to them for this purpose although the roads may virtually be arterial and vital roads, with little use made of them by local traffic. The Chelsea Council recently had to spend

£130,000 (1d. rate in Chelsea=£7,375) on the maintenance of the Chelsea Embankment, a classified road of 2,200 yards. There is virtually no traffic on this road which is of Chelsea origin or destination; it consists almost entirely of transit traffic entering Chelsea at one end and leaving at the other with no intervening call.

We consider that the Borough Councils should receive grant to relieve them of this unfair burden.

(xi) Naming of Streets and Numbering of Houses

This is a function discharged by the London County Council. The London Building Acts (Amendment) Act, 1939, provides that, before making an Order under the relevant Section, the County Council shall give notice of their intention so to do to the Borough Council concerned. When the name is agreed the local authority erects the same, serving notice on the owner or occupier to erect the number or the name of the building in the street.

This service could well be undertaken by the London area authority.

(xii) Prevention of River Pollution and Port Health Functions

So far as Chelsea is concerned the only river is the Thames and the port, the Port of London. Prevention of pollution is the responsibility of the Port of London Authority and port health functions are administered by the City Corporation. It is not recommended that there should be any change.

(xiii) The Following Services Are, in the Main, Controlled by the Borough Council. It does not Appear that Defects Exist; but if Defects do Occur They are not Due to Faults in the Local Government Organisation;

(a) Baths, Wash-houses and Bathing Places

There are no public wash-houses as such within the Borough. The Council, however, is responsible for and administers two swimming baths, 27 personal baths for men and 18 personal baths for women. They are contained in one establishment adjacent to the Town Hall.

(b) Disinfestation of Premises and Articles

This service is carried out at the Council's disinfecting and cleansing station. Verminous persons are treated at the station and treatment is also given to school children attending London County Council schools. Articles of furniture, linen, etc., are taken to the station in a special van and subsequently returned to the owners.

(c) Public Conveniences

The Borough Council maintains public conveniences for men and women at two points in the Borough and for men only at a third. Washing facilities are available. The Council contemplates having an additional convenience for women.

(d) Refuse Collection and Disposal

Twice-weekly collection from houses is provided and more frequently as required from business premises. A charge is made for the collection of trade refuse. Paper, mixed rags, carpet, felt, horse-hair, etc., non-ferrous scrap, scrap iron, bottles and old bedding are collected as salvage and sold.

The Chelsea Borough Council has under consideration a scheme for reorganising its wharf (Durham Wharf) and for the construction of a refuse handling plant which will give more hygienic loading conditions than at present, avoiding nuisance from dust and refuse.

All refuse taken to the Durham Wharf is tipped into barges which, under contract, are towed away to tips below Tilbury in the County of Essex.

(e) Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

Broadly speaking the local authority functions in the National Assistance Act, 1948, are administered in London by the County Council, but under Section 31 Borough Councils may make grants, as does Chelsea Council, to *ad hoc* bodies established to make provision for the recreation or meals for old people. The Chelsea Old People's Welfare Committee receives an annual grant of £450 from the Borough Council and raises an additional sum of £500 by its own efforts. There are a number of members of the Council who are on the Welfare Committee, but the Council as such makes no attempt to control this voluntary organisation.

Section 9 of the Disabled Persons (Employment) Act, 1944, requires that the employer of substantial staffs shall employ a quota of disabled persons. The quota is 3%. There are no known administrative defects, but it is sometimes difficult to keep to the quota figure.

(f) Powers and duties under the Physical Training and Recreation Act, 1937

This Act was passed to give effect to the 'Keep Fit' campaign of 1937 and enlarges the powers of local authorities for the provision of places for physical training and recreation, and provides for making grants in respect thereof by the education authority.

The Chelsea Borough Council has taken over on lease the south ground of the Royal Hospital, Chelsea, which provides (when not occupied by the Chelsea Flower Show) two football pitches, netball and tennis courts and cricket nets.

In addition, the Chelsea Borough Council, with the help of a grant from the Ministry of Education, has adapated a building and provided the initial furniture and equipment for a voluntary community association. The total cost of the adaptation, furniture and equipment was £7,700. The building has been leased to the Chelsea Community Association since 1953. Chelsea youth organisations use the running track at the Duke of York's Headquarters, Chelsea, and the Borough Council pays for such use, the annual cost being approximately £25.

(g) Mortuaries and Post-mortem Rooms

The mortuary serving the Boroughs of Chelsea, Fulham, Kensington and Hammersmith is provided within the area of, and is maintained by, the latter authority and is adjacent to the Coroner's Court. The Chelsea Council has no mortuary of its own. It pays £10 per annum to Hammersmith for accommodation and facilities for the few bodies of Chelsea persons which are not directed to Hammersmith by the Coroner, and which would otherwise have to be accommodated in mortuary premises maintained by Chelsea.

The service works satisfactorily and we have no further comments to make.

(h) Drainage of Trade Premises

Responsibility is divided between the County Council and the Borough Councils, though some measure of responsibility has been delegated by the County Council in so far as the checking of trade effluents into local sewers as distinct from the main trunk sewers is concerned. The effluents passing into the local sewers in accordance with the delegation are, in Chelsea, checked by the Borough Engineer and Surveyor's Department.

(i) Street Cleansing

The Chelsea Borough Council carries out this work entirely by day.

(j) Street Lighting

This is a borough responsibility. The Chelsea Council is now engaged on a scheme whereby the present gas lighting system is superseded by fluorescent lighting. Approval has been given to the change in the method so far as classified roads are concerned and the contract has commenced.

(k) Parking Places

Parking places are arranged and provided by Borough Councils. Where they are to be regarded as official the approval of the Minister of Transport is also required. Previously the Commissioner of Police has always been consulted before any action is taken.

(l) Road Safety

The local authorities are empowered to undertake road safety propaganda and in Chelsea such matters have been delegated to a body known as the West London Road Safety Committee which consists of representatives from Chelsea, Hammersmith, Kensington, Paddington and Westminster. The Town Clerk and the Borough Treasurer of Chelsea are respectively the Honorary Clerk and the Honrary Treasurer to the organisation. Recommendations and suggestions are sent by the Committee to the respective Councils. Representatives of the Police and many other road users are on the Committee.

This is an instance of local authorities forming joint committees with neighbouring authorities in respect of services better administered over an area wider than the individual Borough.

The Council's Works and Highways Committee have also appointed a Road Accident Sub-Committee, consisting of members of the Council and representatives of outside bodies (including the Police) to advise them on technical matters affecting road safety in the Borough.

(m) Bus Shelters

These are provided, erected and maintained by the London Transport Executive after the Borough Council has given its approval to the siting. The Borough Councils also have power to provide these shelters.

(n) Private Street Works

There are very few private streets in the Borough and if these were to be taken over the statutory procedure would be followed.

6. COMMENTS ON GENERAL ASPECTS OF FINANCE AND ADMINISTRATION

Financial

Our views as set out in the foregoing paragraphs of this report have been determined by what is believed to be the best interests of local government, with emphasis on the word 'local', and we have not allowed ourselves to be unduly influenced by particular financial considerations. On finance generally, however, we felt that the Metropolitan borough councils as at present constituted, have sufficient financial resources to cope with the enlarged powers with which we suggest they should be invested. We recognise that some form of partial equalisation of resources on the lines of the existing London Rate Equalisation Scheme may continue to be necessary; although, as we observe later in this report, we are strongly of the opinion that the present scheme is inequitable and requires radical amendment.

We also realise that the operation of certain services on a local or even Joint Committee basis will need careful consideration from the financial viewpoint so as to avoid an undue burden falling upon a particular local authority or group of authorities by reason of geographical or other causes. In this connection we have in mind, for example, the Violet Melchett Maternity and Child Welfare Clinic in Chelsea which caters for persons resident in all parts of the metropolitan area and even beyond. It is considered that arrangements should be made in these cases for appropriate contributions to be paid by the authorities concerned so as to avoid an undue burden being placed on a particular local authority or on a group of local authorities where a Joint Committee is operated. Statutory provision already exists in connection with education and child-care for such financial adjustments to be made and no difficulty, it is considered, would arise in extending the principle to cover other services provided for persons not normally resident in the area of the providing authority.

Comment must be made on a matter of deep concern to some of the London Boroughs, namely rate equalization. The Chelsea Borough Council will be willing to submit the fullest details of the inequities of the scheme as at present applied to London if called upon so to do by the Royal Commission. Suffice it to say that:

(i) In London the ratepayers of certain metropolitan boroughs have been singled out to carry a burden of grants which elsewhere is borne by the Exchequer. Not only is this considered of itself to be inequitable but it is also a blatant example of 'taxation without representation' and an obvious incentive to extravagance on the part of the Receiving Boroughs.

(ii) The Paying Boroughs are now compelled to contribute almost twice as much as when the scheme was introduced and this has resulted in the illogical position that many Receiving Boroughs are levying substantially lower rate poundages than some of their benefactors. As a consequence the less wealthy of the Paying Boroughs, faced with an ever-increasing burden, are unable to finance amenities for their own citizens while contributing towards identical expenditure incurred by the Receiving Boroughs.

(iii) Any scheme aiming to effect a measure of equalisation should have regard to the resources of all the participants and not merely to some of them. The present scheme completely fails in this respect inasmuch as it has regard only to the comparative lack of resources of the Receiving Boroughs and ignores the vast disparity in the resources of the Paying Boroughs. Thus, for example, Chelsea and Westminster contribute the same rate poundage towards the scheme despite the fact that there is a wider difference in their resources than exists between Chelsea and the 'poorest' of the Receiving Boroughs.

(iv) As a result of these defects in the existing scheme the position has now been reached where the less wealthy of the Paying Boroughs are forced to levy rates substantially in excess of the Metropolitan average. No scheme of equalisation, it is submitted, can logically be pressed to this result and it is obvious that a complete review of the London scheme is urgently necessary.

General

The Borough Council will be willing to give further information if called upon and through its elected representatives will gladly appear before the Royal Commission and give oral evidence.

Town Hall,
King's Road, S.W.3.
2nd July, 1958.

Supplementary Evidence submitted by The Chelsea Metropolitan Council

Mayor's Parlour,
Town Hall,
Chelsea, S.W.3.

3rd March, 1959.

Dear Mr. Niven,

With reference to my letter to you of 13th February, 1959, about the informal visit of Sir John Wrigley, it would be convenient in expanding that part of the Outline of Evidence of the Chelsea Borough Council which deals with Housing at the Hearing on 6th March, 1959, if use were made of the points raised in paragraphs 4, 5, 6 and 7 thereof and the enclosure thereto.

We should also like to reaffirm our belief in the inestimable advantages of a clear-cut housing responsibility, namely that in-County housing should be the sole responsibility of the boroughs and out-County for the London Area Authority. Transfer of responsibility includes, of course, the transfer of ownership, and administration of all London County Council in-County housing to the Metropolitan Borough in which the estate is situated.

There is one further point, however, which needs further clarification in the Outline of Evidence, as submitted. It would be unfair and not helpful to the interests of London as a whole if all nominations to fill vacancies in former London County Council housing estates were confined to the borough owning and administering the estate. These estates were financed by rates levied from all boroughs and they should be used to solve the housing problems of all London.

Nomination by one body with a housing problem to another with housing accommodation is everyday practice, particularly between Housing Authorities and Public Utility Societies. In the Outline of Evidence it is suggested that 'local authorities unable for lack of available sites to re-house deserving cases within their Boroughs should submit lists to the London Area Authority' for out-County housing. The Boroughs themselves should set up machinery to ensure that selection of tenants to fill vacancies in former London County Council in-County housing estates should be from lists compiled from London as a whole. The advantage of this would be to facilitate voluntary transfer from one area to another and to relieve the congestion in central areas by pursuing a 'leap-frog' policy of gradual transfer towards the more distant estates. It is well known that many people, both by inclination and because of their work would prefer to go to some area other than the one where they are at present. As it is, in many cases the removal they want would help solve the vast housing problem in the congested areas of London. But the wishes of tenants and the needs of the Housing Authorities are thwarted owing to the localised nature of so many of the London Housing lists and the policy directions of the London County Council curtailing the availability of their housing accommodation for these purposes.

Yours sincerely,

(Sgd.) BASIL MARSDEN-SMEDLEY.

J. R. Niven, Esq.
Secretary to the Royal Commission on Local
Government in Greater London.

Extract from Mr. Marsden-Smedley's letter to Mr. Niven of 13th February, 1959 (Paragraphs 4, 5, 6, 7 and 8)

Looking through the printed outline of evidence submitted by the Chelsea Borough Council, it seems to me that, in our endeavour to make the outline brief, we seem in my personal view, somewhat to have accorded insufficient clarity to our real problem. Looked at in its broadest sense the long-term problem is really as much a town planning as a housing one.

The shortage of accommodation since the war has compelled us to follow many housing expedients, particularly as a result of requisitioning, that are far from ideal from a town planning point of view.

It is hard to say whether density, as defined, has in fact been exceeded, but I am sure that the shortage of open spaces and the large areas needed for up-to-date schools (which if built would result in the eviction of large blocks of Chelsea residents) ought to compel us to go slow on filling every vacant site we can lay our hands on with subsidised housing for families. But as we have not been able to find places to rehouse people outside Chelsea we have had to continue to house people in requisitioned dwellings, many of which are far from ideal for the purpose and have inadequate or non-existent play facilities for young children. Moreover, derequisition has resulted in using all our permanent housing accommodation for rehousing from derequisitioned property.

Many families would very much prefer to be out of London both from the point of view of their own inclination or their work. With less appeal perhaps, but nevertheless important, is the need for rival residential accommodation near the centre of London to accommodate the ordinary citizen concerned with the life of a capital city; a capital city has real need to house its M.P.s, the heads of departments and organisations, diplomats, actors, writers, artists and the like in places such as Chelsea. Accommodation for these becomes more expensive as land in the centre is taken either (a) for institutional development which should be sited nearer the periphery or (b) occupied by subsidised housing for families who may well wish to live elsewhere but cannot find their way on to a list. This all goes to emphasise the concluding suggestions at the end of paragraph 5 (iii) (a) of the Council's Outline of Evidence. I hope there will be full opportunity to develop this theme during the informal visit.

I attach some figures of subsidised housing in Chelsea, which throw some light from the town planning angle on to the total population now housed in subsidised accommodation. It includes, of course, the accommodation provided by Public Utility Societies as well as the Borough Council.

Housing Accommodation Provided by the Council and Philanthropic Trusts

Council

	No. of Flats	*No. of Persons Housed*
Sir Thomas More Estate	262	582
Old Pond House	32	100
Grove Buildings	117	200
Hortensia House	56	189
Chelsea Manor Buildings	94	345
Brickbarn Close	16	64
New Pond House	92	217
Wiltshire Close	214	878
Little Chelsea House	12	52
Cremorne Estate	268	854
Lucan Estate	48	158
Knight's House	20	48
Limerston Street	32	72
	1,263	3,759
Prefabricated Bungalows	69	276
	1,332	4,035
Families in requisitioned property	810	2,835
	2,142	6,870

Housing Accommodation Provided by Trusts

Guinness Trust—		
Draycott Avenue	231	446
Cadogan Street	33	
King's Road	120	315
Peabody Trust—		
Lawrence Street	65	125
Chelsea Manor Street	111	301
Sutton Dwellings	675	1,386
Chelsea Housing Improvement Society—		
Danvers Street	27	28
World's End Estate	73	248
Lewis Trust	398	1,084
Marlborough Buildings	168	500
Chelsea Park Dwellings	53	170
	1,954	4,603

Summary

Housing Estates owned by Borough Council	1,332	4,035
Families living in requisitioned property	810	2,835
Properties owned by Trusts	1,954	4,603
	4,096	11,473

Present estimated population: 50,700.

Proportion living in property provided by Council and Housing Trusts: 1 in 4·419.

13th February, 1959

Evidence submitted by The Deptford Metropolitan Borough Council

CONTENTS

Page

Preamble 174
The Metropolitan Borough of Deptford 174

Education

Education 176
Agricultural Education 176
Youth Employment Service 176

Environmental Health

Baths, Wash-houses and Bathing Places 176
Control of Water-courses, Ditches and Ponds 177
Disinfestation of Premises and Articles 178
Drainage of Trade Premises 178
Mortuaries and Post-Mortem Rooms 178
Public Conveniences 179
Refuse Collection and Disposal 179
Regulation of Buildings and Sanitation of Buildings 180
Sewerage and Sewage Disposal 180
Street Cleansing 180
Burial Grounds, Cemeteries and Crematoria 181
Parks and Open Spaces 182
Powers and Duties under the Physical Training and Recreation Act, 1937 . 182
Prevention of River Pollution 182
Port Health Functions 182

Housing

Provision of Houses 183
Slum Clearance 183
Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses 184
Regulation of Buildings and By-laws 184

Personal Health and Welfare

Powers and Duties under the National Health Service Acts 184
Mental Health Services 185
Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944 185
Care of Children 186
Registration of Nurseries and Child Minders 186
Notification of Infectious Diseases 186
Health Education 186

Town and Country Planning

Page
Town and Country Planning 186
Powers and Duties under the National Parks and Access to the Countryside Act, 1949 187

Traffic

Construction, Improvement and Maintenance of Roads and Bridges . . . 187
Street Lighting 188
Naming of Streets and Numbering of Houses 188
Parking Places 188
Road Safety 188
Omnibus Shelters 189
Private Street Works 189

Conclusion

PREAMBLE

The Council is invited, in common with others, to submit evidence to the Royal Commission on Local Government in Greater London, and the outline evidence which follows is tendered within the framework of the following general observations.

The Local Government system set up (and developed) in London has been fully operative for nearly 60 years, and whatever criticism can be made of it, it is generally agreed that it has functioned very well indeed and should not be seriously interfered with unless there are compelling reasons for so doing.

It is certainly a matter for serious concern that there is a deplorable lack of interest in local government on the part of the general public. This is particularly evidenced by the small proportions of the electorate who record votes at the local government elections. There is, in London, however, a certain volume of interest in civic affairs which should be fostered and which it would be a mistake to ignore. This is invariably centred round and about the local Town Hall and is demonstrated by the fact that members of the general public have developed the habit of looking to the 'Town Hall' for help and advice on matters not only local in character but often of much wider scope and interest.

It is of the utmost importance that men and women possessing the required attributes should be ready to offer themselves for service on the local Council, and in this regard again it is of considerable significance to keep alive, and, if possible, to stimulate, interest in local affairs.

For this and other reasons, this Council is of opinion that great care should be taken to avoid a hasty conclusion that there is need for revision of the boundaries of the local government areas or of the system in Greater London. It is in the light of these prior considerations that the following views are offered.

The Metropolitan Borough of Deptford

General

The Council of the Metropolitan Borough of Deptford was established by the London Government Act, 1899, and was invested with the powers and duties of its predecessors, the elective Vestry of St. Paul (except as related to Church matters) and the District Board of Works. Certain of the powers and duties of the Overseers were also transferred as were those relating to the maintenance of Baths and Wash-houses and Cemetery then established.

Constitution

The Council consists of thirty-six Councillors elected in every third year and of six Aldermen elected by the Councillors. The Aldermen retain their seats for six years. The Council elects a Mayor annually who may be selected from outside the Council, but the practice of the Council has been to elect a Mayor from amongst its members. There has been but one exception.

Committees

The Council operates through the following Standing Committees, viz.

	No. of members	
Baths and Wash-houses	9	
Cemeteries	9	
Finance	9	
Gardens and Open Spaces	9	
General Purposes	15	
Highways	11	
Housing	15	
Public Health	11	
Public Libraries	12	(including 1 representative of Greenwich Borough Council.)

and there are three special Committees appointed annually, viz.

Local Joint Committee (Council and Staff).
Joint Works (Council and Employees.)
Road Safety.

A Charity Committee is appointed in every fourth year for a period of 4 years.

Each of the special Committees numbers amongst its members persons who are not members of the Council. Other special Committees are appointed from time to time to meet the needs of circumstances.

The chief Sub-Committees of which a number are appointed annually are: Civil Defence (General Purposes Committee), Staff, i.e. Establishment (General Purposes Committee), Street Trading (Highways Committee) and Allocation (Housing).

The Council's administrative machine is organised in departments each under the direction of a Chief Officer. These are:

THE TOWN CLERK who is Chief Executive and Administrative Officer and Clerk to all Committees, and is responsible for co-ordinating all the work of the Council.

THE BOROUGH TREASURER is Chief Financial Officer.

THE BOROUGH ENGINEER is responsible for engineering works, street and highways improvement and maintenance, street lighting, refuse collection, street cleansing, general building works and maintenance, and local drainage.

The MEDICAL OFFICER OF HEALTH is in charge of all public health services of the Council.

THE BOROUGH LIBRARIAN is in charge of the Council's Public Libraries.

These main departments are subdivided, the divisions being under the sub-control of a Superintendent as follows:

Town Clerk's Department

Baths Superintendent responsible for operation of the Baths Establishments and maintenance of boilers and plant.

Housing Superintendent responsible for management of Housing Estates.

Cemeteries Superintendent in charge of the Cemeteries.

Borough Engineer's Department

Parks Superintendent in charge of parks and open spaces and general horticultural work of the Council.

Highways Superintendent in charge of road maintenance and public cleansing.

Depot Superintendent in charge of Depots and Stores.

Mechanical Superintendent in charge of vehicle maintenance and repair.

Building Supervisor in charge of building section.

Area and Wards

The Borough, extending to 1,564 acres, is divided into twelve wards.

Population

The population of the borough and the trend is shown by the following table:

Census	
1901	110,398
1911	109,496
1921	112,534
1931	106,691
1951	75,694
Midsummer, 1957, Estimated by Registrar-General	70,970

Rateable Value

The Rateable Value of the borough as at 1st April, 1958, is £857,647, and the rate in the pound for the current financial year is 16s. 8d. (6s. 1d. for Borough Council's own purposes).

Education

(Including Agricultural Education and Youth Employment Service)

The London County Council is the Education Authority for the Administrative County of London and the Borough Council would not seek to make any change, with the possible exception of the School Medical Service which is referred to later in this statement.

Environmental Health

Baths and Wash-houses

The original Baths and Wash-houses situate in Laurie Grove (adjoining the important traffic centre of New Cross Road) were opened in 1898, and consisted of:

2 covered swimming baths.
1 public wash-house of twenty-three cubicles.
61 slipper baths.

A third swimming bath was added in 1929.

The original public wash-house provided at Laurie Grove was closed down in 1937 in consequence of lack of need and of user.

A baths establishment was erected at Ilderton Road in 1915, providing eighteen slipper baths; and an establishment of sixty slipper baths and one public wash-house was provided in Clyde Street in 1928. This last mentioned establishment is also equipped with public laundry facilities which fill a great need and are well used.

One of the swimming baths at Laurie Grove is closed down during the winter months and a floor is placed over the bath which enables the Council to provide Public Hall facilities. The hall is let for meetings, dances, bowls and boxing competitions.

Nevertheless, the Laurie Grove establishment is an old building and the need for slipper baths is not so great as when they were originally provided. On the other hand, swimming has increased in popularity, and apart from the use of Laurie Grove Baths by the general public, they are extensively used by the London County Council for schools' swimming classes.

It has become increasingly apparent that a full-scale modernisation of the existing buildings would be uneconomical, and that nothing less than the provision of an entirely new establishment on another and preferably main road site would be appropriate, both for the current and future needs of the Borough.

The swimming baths are old and out-moded and there is need, amongst other things, for a swimming bath of regulation size which would undoubtedly be a great attraction for competitive swimming, particularly as Deptford is so well placed in the centre of the south-east of London.

Proposals for modernising the establishment have been considered from time to time, but have had to be postponed on account of successive National financial crises; although each year for some time past a part of the various establishments has been modified and brought up-to-date

The various establishments are in the charge of a Superintendent and Engineer who is an officer of the Town Clerk's department and who resides at the Laurie Grove establishment.

There is a resident foreman at both the Ilderton Road and Clyde Street establishments.

The control of this service is the concern of the Baths and Wash-houses Committee and the operation of the establishments, the repair and maintenance of boilers and mechanical plant are the responsibility of the Town Clerk and Baths Superintendent, whilst the provision, maintenance and repair of buildings are undertaken by the Borough Engineer.

The Council considers that its present statutory powers are adequate, that this is properly a service for local administration and that there is no reason to disturb the present arrangements.

Control of Water-Courses, Ditches and Ponds, etc.

Prevention of River Pollution

Under the provisions of ss. 226 to 242 of the Port of London (Consolidation) Act, 1920, the Port of London Authority is responsible (within the limits of its jurisdiction) for the preservation and maintenance of the flow and purity of the water of the River Thames, and of its tributaries so far as they lie within three miles of the main river.

The metropolitan borough councils have certain duties and responsibilities under the Rivers (Prevention of Pollution) Act, 1951, and with regard to ditches and ponds under the nuisance provisions of the Public Health (London) Act, 1936.

The part of the River Thames, and its tributaries, in the Borough of Deptford, are wholly within the area of jurisdiction of the Port of London Authority and where appropriate, cases of pollution or possible pollution of the river and its tributaries in Deptford are referred to the Port of London Authority. Co-operation and liaison with that body have always been satisfactory.

Matters of a purely local character (e.g. ditches and ponds) do not present any problem in Deptford, and the Council feels that there is no reason to disturb the existing arrangements.

Disinfestation of Premises and Articles

The metropolitan borough councils have extensive powers with regard to the cleansing and destruction of filthy and verminous articles and the cleansing of verminous premises *and persons* under Part III (ss. 122 to 127) of the Public Health (London) Act, 1936.

Section 124 imposes a duty upon sanitary authorities to provide cleansing stations with all necessary apparatus and attendants for the cleansing of verminous articles, houses *and persons*, although any two sanitary authorities may act in combination for the purpose of this section or enter into agreements for the use by one of the parties of any premises, apparatus and attendants provided by the other party.

Deptford has a modern bathing station which was opened in 1954 to replace the original station which was destroyed by enemy action.

Verminous articles are sent to Deptford for disinfestation by neighbouring boroughs when their own apparatus is out of commission, and under the school health service children from Greenwich are sent there by the London County Council.

The following statement shows the extent to which the cleansing station was used in the last complete year (1957):

	Number
Premises disinfected	512
Articles disinfected	13,731
Articles destroyed	405
Cleansing of persons:—	
Males	260
Females	99
School children	1,093

Metropolitan borough councils also have wide powers with regard to the cleansing and disinfection of articles, premises and persons, for the purpose of the prevention of infectious diseases under Part IX (Sections 194 to 212) of the Public Health (London) Act, 1936.

The existing powers should remain and should continue in the hands of the metropolitan borough councils.

Drainage of Trade Premises

The Council's powers to regulate drainage are contained in the Public Health (London) Act, 1936, and by-laws, made under Section 202 of the Metropolis Management Act, 1855, which have been continued by the 1936 Act. All drainage work on trade premises, whether for new construction or alteration, is dealt with by the Public Health Committee and is operated concurrently with the approval of plans and the supervision of drainage installations by the Borough Engineer and Medical Officer of Health. Since the disposal of trade wastes is the responsibility of the London County Council that Council is consulted as necessary.

Mortuaries and Post-mortem Rooms

Under existing statutory provisions borough councils in London are responsible for the provision of mortuaries and the Mortuary buildings in Watson Street, Deptford, with adjacent Coroner's Court and ancillary premises were provided by the Council in 1908. Both the Coroner's Court and the Mortuary were seriously damaged by enemy action, and in view of the then proposals for the concentration of Coroners' districts and of Coroners' Courts, no action has been taken by the Council to repair and bring into use the Coroner's Court following the cessation of hostilities. The Mortuary, however, was completely repaired, and has been in use throughout. It is provided with adequate modern refrigerating plant. The Public Health Committee controls this service, which is operationally the responsibility of the Medical Officer of Health.

It is understood by the Borough Council that the London County Council is seeking to take powers to provide a mortuary service and the Borough Council sees no objection to the centralisation of provision of both Mortuaries and Coroners' Courts.

Public Conveniences

Public conveniences at New Cross Gate were provided by the Greenwich District Board of Works in 1897 and the following public conveniences have been provided by the Council who consider this to be essentially a local service and as such should remain the responsibility of the borough councils.

Conveniences	*Opened*
Deptford High Street (underground)	1901
Clifton Rise (underground)	1926
Brockley Chalet	1921
Amersham Road Chalet	1907 (reconstructed 1931)
Brookmill Road Chalet	1929
Lewisham Way (underground)	1938
Four men's urinals at other places.	

At all attended conveniences, free washing facilities are provided and one free water-closet for each sex is provided at all conveniences, and the hours of opening are generally from 7.30 a.m. to 11 p.m. At the three larger conveniences, New Cross Gate, Clifton Rise, and Deptford High Street, attendants on shift duty are provided.

The Highways Committee directs this service and the design, repair, maintenance and operation are carried out by the Borough Engineer.

Refuse Collection and Disposal

Refuse collection and disposal comprising house, trade and market refuse, is carried out by the Borough Council through the Highways Committee and the Borough Engineer, and might reasonably be dealt with as two separate services.

House and trade refuse is collected by the Borough Council by direct labour. The average annual yield is about 17,500 tons.

Collection is mainly weekly, although certain premises, owing either to the particular nature of the refuse produced or industry housed, are collected twice or thrice weekly. The refuse is concentrated by vehicle at a wharf owned and staffed by the Council.

Disposal is carried out by controlled tipping, under contract, on low-lying land at Pitsea, whence it is transported by barge. The contract runs for 10 years from the 1st April, 1958.

The Council would seek to express the view that while the operation of collection of house and trade refuse be retained as at present organised and under the control of the Borough Council, arrangements for disposal could, with advantage, be co-ordinated over a large area. Considerable efforts to this end have been and are still being made by the Metropolitan Boroughs' Standing Joint Committe, but the Council is not yet persuaded that combination for disposal is likely to prove financially more economical.

Regulation of Buildings and Sanitation of Buildings

That uniformity of action throughout the County of London in matters of the regulation of building (as distinct from planning) control is desirable is accepted and the over-riding control of policy and standardisation of requirements under the various Building Acts and By-laws thereunder and of drainage arrangements under the Public Health (London) Act and any By-laws made under Section 34 should, in the view of the Borough Council, remain the responsibility of the London County Council.

The duties of the examination and approval of plans and the supervision of construction are in the Borough Council's view, essentially matters that should be operated at the (lowest) local level.

Under present arrangements applications for approval under most Sections of the London Building Acts are made to the District Surveyor (of the London County Council). Applications for waiver have to be submitted to the Superintending Architect of the London County Council, leaving to be dealt with by the metropolitan borough councils such matters as temporary structures. All applications relating to the drainage of buildings are dealth with by the borough councils.

Applications in all these matters could (and should) be made to the one authority, the borough council.

Sewerage and Sewage Disposal

The general functions, powers and duties of the Council in relation to sewers and sewage disposal are indicated in the Public Health (London) Act, 1936 (Sections 17 to 26), whilst Sections 14 to 16 deal with the vesting of sewers and provide that all sewers vested in the London County Council before the passing of the Act (main sewers) and any sewers constructed by them for securing effective drainage of the County shall vest in the London County Council. All other sewers are vested in the borough councils. The County Council may also by order take over any sewer and transfer any borough council functions to themselves. A borough council (with consent of the London County Council) may also transfer to the County Council functions and sewers.

It is the duty of a borough council to make, repair and maintain such sewers as are necessary for effectively draining their area, but no sewer is to be constructed by a borough council without previous approval of the London County Council. Power is given to the London County Council to give directions to borough councils for general guidance and to secure proper connection of local sewers to the main sewers and to make by-laws. The whole of sewage disposal takes place outside the Borough under the control of the London County Council.

It is unlawful to erect premises except the borough council approves construction of drains and the connections. The borough council may require existing premises within 100 ft. of a sewer to have drains constructed where such premises are not drained satisfactorily.

All local sewers in Deptford are under the control of the Highways Committee working through the Borough Engineer who is responsible for their design, maintenance and repair.

The Council considers the present arrangements and distribution of powers to be eminently satisfactory and has therefore no observations to offer.

Street Cleansing

This important and essentially local service is directed by the Highways Committee under the supervision of the Borough Engineer and is carried out by directly-employed staff and workpeople

Street sweeping is carried out with the use of direct labour, on a beat system, using modern street orderly barrows. Two street refuse collecting vehicles are employed in conjunction with the barrows and a mechanical broom is used on certain more important and much used highways. Main roads are swept daily. Street washing is carried out by a mechanised street washer. Street refuse, amounting approximately to 1,000 tons annually, is disposed of along with house and trade refuse.

Street gullies are cleared by vacuum emptying machines, each gulley being cleared about three times a year. On an average 300 tons of gulley slop is similarly disposed of annually.

Burial Grounds, Cemeteries and Crematoria

The Council owns two Cemeteries:

(i) The Brockley Cemetery, Brockley, S.E.4, of 21½ acres, which was opened on 31st January, 1858.

(ii) The Grove Park Cemetery, Marvels Lane, Grove Park, S.E.12, of 23½ acres, which was opened on 1st June, 1935.

Both Cemeteries have separate burial sections for (a) Church of England (consecrated), (b) Roman Catholic and (c) Nonconformist (unconsecrated) interments.

The Brockley Cemetery is substantially full and in the Church of England and Nonconformist sections interments now are confined to reopenings of existing purchased graves. Private grave spaces are, however, still available for purchase in the Roman Catholic section.

The Council has recently taken the necessary steps in the exercise of its powers under Section 36 of the London County Council (General Powers) Act, 1955, to improve the appearance of this old Cemetery.

The Grove Park Cemetery is a comparatively new one. A Garden of Rest has been incorporated in it and is still in the process of development. Sections of this Cemetery are being developed on the lawn principle.

The increase in cremation as a means of disposal of human remains must reduce the number of earth burials and the purchase of grave spaces, and the expected 'life' of Grove Park Cemetery is, therefore, difficult to estimate, but it may well be another sixty years. The Council is actively considering the question of providing a Crematorium at this Cemetery.

The Cemeteries are controlled by the Cemeteries Committee, and are in the charge of a Superintendent (who is an officer of the Town Clerk's department). Constructional and maintenance work are discharged by the Borough Engineer. The Superintendent resides at the Cemetery Lodge at Brockley Cemetery, and the provision of a Superintendent's house at Grove Park Cemetery is contemplated.

Plants, etc., are propagated in the nursery sections at both Cemeteries, and the Council undertakes the planting and maintenance of private grave spaces (both by the year and for periods of years) at charges which vary according to the period and style of planting desired by the grave owner.

Until recently the Council was prepared to enter into agreements for perpetuity for this class of work against payment of capital sums, but this facility has been discontinued and the maximum period for which the Council is prepared to enter into maintenance agreements is now ten years.

The Council is of the opinion that its powers under the Burial Acts and other statutory enactments are adequate and it does not lose sight of the fact that there is statutory provision for the administration of burial grounds, cemeteries and crematoria by Joint Committees of local authorities.

Parks and Open Spaces

The Council's main enabling powers to acquire, provide and maintain open spaces derive from the Open Spaces Act, 1906, which succeeded the Metropolitan Open Spaces Acts, 1877 and 1881, and the Open Spaces Acts, 1887 and 1890.

The Council has itself provided:

	Acres
Deptford Municipal Playing Fields	4·5
Ravensbourne Park	3·2
St. Paul's Churchyard	2·5
St. Norbert Green	0·4
Luxmore Gardens (under construction)	1·5
Memorial Gardens	1·9

a total of 14 acres.

These are administered by the Gardens and Open Spaces Committee under the control of the Borough Engineer who is responsible for the preparation of new lay-outs, construction, and maintenance of buildings.

The London County Council own and control four open spaces totalling 28·53 acres in the Borough.

There is one private protected square in the Borough, a small garden enclosure in Wickham Gardens.

With the exception of the Royal Parks and possibly of large open spaces outside the metropolis and those provided under the Physical Training and Recreation Act, 1937, which should remain with the authorities now controlling them, the Council is of opinion that open spaces, irrespective of size, should be provided and administered by the borough councils.

By-laws, in common form, should be evolved for the whole metropolis.

Powers and Duties under the Physical Training and Recreation Act, 1937

The Council has not so far provided accommodation under Section 4 of the Physical Training and Recreation Act, 1937, either within or without its area but has made a number of contributions to voluntary organisations.

The existing powers of metropolitan borough councils should be retained.

Prevention of River Pollution

See p. 177—Control of Watercourses, etc.

Port Health Functions

The Council does not desire to comment.

Housing

Over a large field of housing administration, the metropolitan borough councils and the London County Council have concurrent powers. This applies to the provision of new housing accommodation (except that the London County Council is the authority for providing houses outside the Administrative County) under Part V of the Housing Act, 1957, the provisions as to Clearance Areas under Part III, the making of advances to owners for the acquisition of private houses under Section 4 of the Housing Act, 1949, and the making of Improvement Grants to private owners under Section 20 of that Act.

There are provisions in Section 183 of the 1957 Act for agreements to be entered into between a metropolitan borough council and the London County Council as to the respective action to be taken on housing matters by the two authorities, and in Section 8 of the Housing Subsidies Act, 1956, whereby annual contributions may be made by the London County Council to the Housing Revenue Account of a metropolitan borough council in respect of dwellings provided by the latter.

The metropolitan borough councils are the authorities for dealing with individual unfit houses under Part II of the 1957 Act (except that the London County Council also have jurisdiction over houses let in lodgings), and for the overcrowding provisions contained in Part IV (though the London County Council is the authority for providing the new houses required to abate overcrowding).

Provision of Houses (By the Borough Council)

Permanent

Major schemes of housing development are prepared and supervised during construction by Consultant Architects, whilst redevelopment of small sites is undertaken by the Borough Engineer, all works of construction being undertaken by contract.

The following permanent dwellings have been provided by the Borough Council:

(a) Pre-war, under the Housing Act, 1919	250
(b) Post-war, under Housing Acts, 1936 and 1957	725

Temporary

Emergency

(i) *Requisitioned Premises.* Under the emergency powers contained in Defence Regulations, the Borough Council requisitioned for emergency housing up to September, 1951, 1,447 houses which provided 2,119 separate tenancies. Of this total 462 properties containing 688 tenancies remain under requisition.

(ii) *Temporary Hutments.* In 1945 and 1946, 265 two-year hutments were erected by the Borough Council on various sites which were requisitioned under emergency powers. Of this total 28 still remain.

(iii) *Emergency Factory-Made Bungalows.* A total of 321 prefabricated bungalows were provided by the Borough Council between 1945 and 1948 under the Government's temporary housing programme. Sixty-one bungalows have been removed from sites since developed by the erection of permanent dwellings, leaving 260 still remaining.

The maintenance of all types of dwellings is undertaken by contract or directly employed labour by the Borough Engineer.

Slum Clearance

Four areas were declared to be 'clearance areas' before the War brought slum clearance activities to a temporary halt in 1939. Twenty-two houses were contained in these areas. Owing to the necessity to secure the permanent rehousing of the families housed in the temporary hutments referred to under (ii) above, and the demolition of the hutments, which the Minister has defined as 'unfit dwellings' qualifying for the slum clearance subsidy, it has not been possible to recommence slum clearance operations in the post-war period. Under joint proposals submitted to and approved by the Minister the slum clearance programme contemplates the clearance of 178 dwellings by the Borough Council and 237 by the London County Council during the 5 years 1955–60. A commencement will be made on the Borough Council's section of the programme as soon as the remaining 'two-year' hutments have been disposed of.

Acting in pursuance of the various powers contained in the Housing Acts for dealing with individual unfit houses, 240 separate dwellings (or parts of dwellings) were dealt with up to the outbreak of War, and a further 74 since the conclusion of hostilities.

Assistance to Other Bodies or Persons in the Acquisition, Construction, or Improvement of Houses

The Council has not, to the present time, rendered assistance in the acquisition of houses by means of advances of monies upon mortgage.

Since 1954, grants under this heading totalling £5,649 have been paid to private owners in respect of the improvement or conversion of 26 dwellings, and £1,792 has been approved for payment upon completion of the works in respect of a further six dwellings.

It is doubtful whether the need exists for certain concurrent powers, e.g. to make Improvement Grants, save in cases where a loan for the owner's share of the cost of improvement is required. Generally, however, it can be said, and it is certainly the opinion of the Borough Council, that the 'partnership' which has existed for so long in the provision and improvement of housing accommodation, slum clearance, etc., between the London County Council and the metropolitan borough councils has been entirely satisfactory, mutually advantageous and frequently complementary, and should continue.

Regulation of Buildings and By-laws

See p. 180—Regulation of Buildings and Sanitation of Buildings.

Personal Health and Welfare

Powers and Duties under the National Health Service Acts

Prior to July, 1948, and the coming into operation of Part III of the National Health Service Act, 1946, the administration of the following services was the responsibility of the metropolitan borough councils:

(a) *Care of mothers and young children* (*Section 22*) (including ante and post-natal clinics, child welfare clinics and day nurseries).

(b) *Health visiting* (*Section 24*) (including home visiting; attendance at clinics; assistance in administration of home help scheme; health education).

(c) *Domestic help* (*Section 29*) ('home helps' scheme).

Limited powers were also possessed by the borough councils with regard to:

(d) *Midwives* (*Section 25*). The metropolitan borough councils had power to employ midwives although the duty of providing a domiciliary midwifery service rested with the County Council (Midwives Act, 1936).

(e) *Home Nursing* (*Section 25*). Home nursing in London was generally undertaken by voluntary bodies, their services when required being utilised by the borough councils on an agency basis.

(f) *Prevention of illness, care and after-care* (*Section 28*). The metropolitan borough councils provided an organisation for the prevention of tuberculosis and for the care and after-care of persons suffering from tuberculosis, under the London County Council's Tuberculosis Scheme and with financial assistance from that Council. They also maintained foot clinics.

All the foregoing powers and duties and the staffs and buildings provided in connection therewith were taken away from the metropolitan borough councils and transferred in their entirety to the London County Council as a local health authority under the National Health Service Act, 1946.

The arrangements made by the London County Council for the carrying out of these functions provided for the appointment by the metropolitan borough councils of representatives to serve on Divisional Health Committees (Deptford has two such representatives), and under a scheme agreed between the Metropolitan Boroughs' Standing Joint Committee and the London County Council in 1952 provision was made for the utilisation by the County Council of the services of Borough Medical Officers of Health.

The metropolitan borough councils were opposed to the transfer of the services above referred to, and the experience of the past ten years has, in the Council's view, shown their opposition to have been well-founded.

Under present Council and Divisional arrangements, metropolitan borough councils have no effective voice in policy matters affecting their areas and although the local Medical Officer of Health is ostensibly in charge of day-to-day administration he has no executive power. The present central organisation is cumbersome, resulting in delays in initiating remedies where rapid and decisive action is called for, and it is considered that a local Borough Health Committee responsible for policy could deal with matters arising much more effectively and expeditiously.

The personal health and welfare services are essentially local functions for which the borough council should be responsible with the Town Hall as the focal point. The prestige and size of most metropolitan boroughs entitle them to claim a status in these matters broadly equivalent to that of a county borough.

It is claimed that there should be a complete transference back to the metropolitan borough councils of the following services of which they were deprived by virtue of the operation of the National Health Service Acts:

Maternity and Child Welfare Clinics.
Health visiting.
Domiciliary midwifery.
Home Helps (including midwifery cases).
Vaccination and Immunisation.
Day Nurseries.
Chiropody Clinics.

Mental Health Services

The London County Council, as the local health authority for the purposes of the National Health Service Act, 1946, is responsible for the mental health service in London and this is considered to be appropriately a County Council function.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

(a) So far as metropolitan boroughs are concerned, their functions under the National Assistance Acts are limited to the undermentioned provisions:

National Assistance Act, 1948.

Section 31—Contributions to welfare of Old People.
Section 47—Removal to suitable premises of persons in need of care and attention.
Section 50—Burial or cremation of the dead.

National Assistance (*Amendment*) *Act*, 1951.

Section 1—Amendment of Section 47 of the 1948 Act.

(b) The Disabled Persons (Employment) Act, 1944, affects metropolitan borough councils as employers of large staffs. They are required to employ a prescribed quota of disabled persons, to keep records of persons so employed and to make returns to the Ministry of Labour.

Regulations made by the Ministry under the Act enable the Council to have a representative on the local Disabled Persons Advisory Committee.

(c) The arrangements under the Acts in question, so far as the Council is concerned, work satisfactorily, and the Council desires to retain its limited powers and duties.

Care of Children

Prior to the coming into operation of the relevant provisions of the National Health Service Act, 1946, and the Children Act, 1948, the metropolitan borough councils were responsible for the administration of Child Life Protection duties under Part XIII of the Public Health (London) Act, 1936, and the Health Visitors then employed by the borough councils were largely responsible for carrying out the Council's functions.

The powers previously held by the metropolitan borough councils should be returned to them as this is essentially a local function.

Relevant to this subject heading, and of local importance, is the school health service. With the return of the other personal health services previously referred to, metropolitan borough councils would have the resources to be responsible as the agent of the County Council for this service under the provisions of the Education Act and associated regulations and the appropriate functions should be transferred or delegated accordingly.

See also the sub-paragraph relating to powers and duties under the National Health Service Acts (pp. 184 and 185).

Registration of Nurseries and Child Minders

This again is a function of which the metropolitan borough councils were deprived upon the coming into operation of the provisions of the National Health Service Act, 1946, and the Registration of Nurseries and Child-Minders Regulation Act, 1948.

For the reasons stated under the sub-paragraphs relating to the National Health Service Acts (pp. 184 and 185) and the Care of Children above this function should be returned to the metropolitan borough councils.

Notification of Infectious Diseases

The metropolitan borough councils derive their powers from Part IX of the Public Health (London) Act, 1936. No difficulty has been experienced in Deptford and the Council desires to retain its powers.

Health Education

The metropolitan borough councils have concomitant powers with the London County Council under Section 298 of the Public Health (London) Act, 1936, and they should retain those powers.

Town and Country Planning

Town and Country Planning

Town Planning is governed by a number of Statutes, the principal being the Town and Country Planning Act, 1947, Section 4 of which prescribes that the Council of the County shall be the planning authority.

Although the London County Council is placed under a general duty to consult with the Borough Council affected on many aspects of planning control, the control of development of land and the enforcement of planning control are finally in the hands of the London County Council to the almost entire exclusion of the metropolitan borough councils. The most important exception is that relating to the control of advertisements where the control has generally been delegated to borough councils. It is the firm opinion of the Deptford Borough Council that a greater measure of planning control should be placed in the hands of the borough councils. The overriding control of policy and standardisation, the preparation of development plans and amendments thereto, involving the zoning of areas and densities to be permitted for housing development, should remain with the central

Planning Authority so that as far as may be a co-ordinated policy for the whole County shall result, but in the formulation of these operations a close consultation and collaboration with the borough councils should be required.

The function of control of development is, however, in the view of the Deptford Borough Council, one that clearly should be exercised by the metropolitan borough councils. Local knowledge is invaluable and ease of contract between intending developers and the authority cannot but be of inestimable value. Certain minor functions under the Act of 1947 are already delegated to metropolitan borough councils and the principle thus already established could well be extended to embrace the whole field of planning control. The financial liabilities imposed, e.g., the obligation to purchase land on refusal of permission or the payment of compensation for refusal of permission can well follow this trend and are accepted.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The Act has no application to metropolitan borough councils as such, and the expression 'local authority' used in the Act, means, generally, the local planning authority and, exceptionally, the council of a county or county borough not being a local planning authority or the council of a county district.

In London, the County Council is the local planning authority, and having regard to the character of the metropolis, the exercise of the powers contained in the Act would seem to be unlikely, more especially as certain of the powers are contained in other Acts applicable to London.

Deptford has no other observations to offer.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

The Council is responsible for some 54 miles of road comprising nearly all the roads in the Borough and the work of construction and maintenance is the responsibility of the Borough Engineer, under the direction of the Highways Committee. The Ministry of Transport classification applies to 4·57 miles Class I, 3·04 miles Class II and 3·10 miles Class III, thoroughfares. A direct labour force is employed on road construction, improvement and maintenance, but certain resurfacing works of a specialist nature, particularly to the main roads, are carried out by contract. Two roads, viz., New Cross Road and Lewisham Way, bear a very heavy traffic load and are consequently comparatively costly in maintenance. A large and extensive programme of repairs has been carried out by the Council since the War and most roads may be said to be in a very good state of repair. Some footways and minor roads still show evidence of neglect and an energetic programme to repair or resurface these is carried out annually.

The structures of bridges are in varied ownerships, either the Borough Council, the London County Council or British Transport Commission.

The road surfaces of bridges of the Transport Commission in the Borough are maintained by the Council, which receives a contribution from the Commission for this work.

Private developers requesting the Council to take over roads are required to comply with the Council's specification before such roads are maintained at public expense. The improvement and widening of Classified Roads is the responsibility of the London County Council, but in practice this work is carried out by the Borough Council at the expense of the County authority.

The Council is unable to accept this duality of responsibility. Experience has shown that it has already the necessary organisation to undertake works of the nature required and with suitable financial adjustment is desirous of assuming control of all road improvements.

Street Lighting

The Council is required under Section 130 of the Metropolis Management Act of 1855 to cause its several streets to be well and sufficiently lighted. The work is controlled by the Highways Committee and organised by the Borough Engineer.

A major improvement to the street lighting in the Borough was inaugurated in 1934, when the gas lighting in Brockley Road, Malpas Road and Shardeloes Road was replaced by electric lighting. The success of this first scheme encouraged the Council to replace all existing gas lighting by the modern electric gaseous-discharge lamps, and a contract was entered into in March, 1937, with the London Electric Supply Corporation for this work, providing for the completion of the conversion by the last day of 1939. The War prevented the attainment of this object, but the scheme was completed in 1948, when the last gas lamp was replaced.

The whole of the street lighting in the Borough is maintained at full power throughout the hours of darkness. The installation remains the property of the London Electricity Board (successors to the London Electric Supply Corporation) who undertake its maintenance under a contract with this Council.

Technical developments in new sources of light and improved design of lanterns have been considered in recent years.

Reasonable uniformity in lighting adjacent lengths of main traffic routes is most desirable and whilst some measure of standardisation has been attained in different parts of the country, much could be done, even in the County of London, to secure uniformity. As a constituent of the Metropolitan Borough Councils' Standing Joint Committee the Deptford Borough Council is party to the efforts made by that body in the last few years to secure standardisation of street lighting in London and the adoption of 'Practice Notes for Street Lighting in London', a draft of which had been prepared at the Joint Committee's request by the Association of Metropolitan Borough Engineers and Surveyors.

The Deptford Borough Council subscribes to the view expressed by the Metropolitan Boroughs' Standing Joint Committee that responsibility for street lighting should remain, as at present, under the control of borough councils with the Joint Committee acting as a central co-ordinating Committee.

Naming of Streets and Numbering of Houses

Part II of the London Building Acts (Amendment) Act, 1939, places the responsibility of assigning names to streets and numbering buildings on the London County Council, while it is the duty of the Borough Council to ensure that the correct names and numbers are displayed.

The Borough Council provides and maintains street name-plates and its duties in this respect are discharged by the Highways Committee acting through the Borough Engineer.

The desirability of avoiding duplication in street names over a wide area postulates that the present arrangements should continue.

Parking Places

The Borough Council has authority to designate street parking places, subject to the approval of the Minister of Transport and has exercised the power through the Highways Committee.

It has authority to provide parking meters and off-street parks but these powers have not yet been exercised.

Road Safety

A Children's Road Safety Committee, consisting of representatives of the Council, the Police, local education officer, teachers and a National Road Safety organisation, held its first meeting in December, 1936, and met quarterly until the War. In 1946, at the suggestion of the Minister of Transport, the Committee extended its activities, changed its name to Road Safety Committee, and engaged the services of a full-time Road Safety Organiser under the direction of the Borough Engineer. Regular quarterly meetings of the Committee continue.

Propaganda in the form of poster publicity is undertaken, children and adults are given lectures and demonstrations, competitions are arranged amongst school children, youth organisations and old people's clubs, and cycling proficiency tests for school children are organised.

The Council's approved expenditure is at present grant-aided to the extent of fifty per centum.

The Council makes no suggestion for alteration of its functions in this respect.

Omnibus Shelters

The Local Government (Miscellaneous Provisions) Act, 1953, empowers metropolitan borough councils to provide and maintain omnibus shelters in any highway on the route of public service vehicles, or on land abutting on such a highway, for the use of persons intending to use such vehicles, but the Deptford Borough Council has not found it necessary to implement the power. All existing omnibus shelters were provided by the London Transport Executive.

The existing power should remain.

Private Street Works

Powers are available to the Borough Council to pave new streets and to recover the expense of so doing from the owners of the houses fronting the street. Since the Borough is fully built up, it has not been necessary to operate these powers for many years and, as far as can be foreseen, it is unlikely that the powers will be required again.

Conclusion

The vitality of a local authority can, to a great extent, be assessed by its 'Town Hall'. Deptford's civic building, set in the heart of the Borough on the main New Cross Road, was opened in 1905. Built to meet the immediate and foreseeable future needs of the Borough, this dignified building may be said to symbolise the policy of progressive social betterment which the Council has always striven to pursue. After 50 years' service this building is proving inadequate for present-day needs, and an early extension is to be put in hand. This development speaks for itself and is a cogent illustration of the dependence of the people of Deptford on the Civic Authority, and of the ever-increasing responsibility attending the local government of a population of County Borough dimensions. Any transfer of the local government of this community to another body would, in the opinion of the Deptford Borough Council, be wholly detrimental to that community, and alien to democratic principles.

The foregoing statement deals with the services detailed by the Royal Commission as being under consideration **in the first instance,** but the Council would wish to have an opportunity of offering its observations on any evidence submitted to the Royal Commission on Local Government in Greater London containing proposals for changes likely to affect the Council by any department of Her Majesty's Government or other body or person.

Ernest Field,
Town Clerk.

Deptford Town Hall,
New Cross, S.E.14
June, 1958

Evidence submitted by The Finsbury Metropolitan Borough Council

CONTENTS

Page No.

PART I—The Royal Commission—Invitation to submit evidence . . . 190

PART II—Short history of Finsbury and its historical development . . . 191

PART III—Services administered by the Council and observations thereon . 193

PART IV—Financial Statement 211

PART V—Conclusions 214

PART I

1. The Royal Commission on Local Government in Greater London, under the Chairmanship of Sir Edwin Herbert, K.B.E., has been appointed to examine the present system and working of local government in the Greater London area; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London and certain other authorities.

2. The Commission wish first of all to examine the effectiveness and the convenience of the present organisation of local government in the area under review for the purposes of performing the functions entrusted to local government. The Commission intend to concentrate their attention in the first instance on the following services, namely:

Education
Environmental health services
Housing
Personal health and welfare
Town and country planning
Traffic

and concurrently with all these, the Commission will consider the general aspects of finance and administration.

3. The Council is therefore invited to submit evidence to the Commission and if it decides to do so, to deal with the matter under the following heads:

(i) A description of the present arrangements within the Council's area for carrying out the functions specified, irrespective of whether or not the Council is responsible for that service (either alone or jointly with others); and of any defects which have been encountered.

(ii) An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

(iii) An outline of any views the Council may have on how these defects may be remedied.

An outline only is asked for at this stage. The Commission will afford the Council an opportunity later of supporting and, if desired, elaborating such views. Moreover, the Commission propose to regard such an outline as being of a preliminary nature only, which the Council would be free to enlarge upon at a later stage. If, on the other hand, the Council wish to put forward its fully detailed views at this stage, it is quite free to do so and also to deal with matters other than those referred to above which the Council may wish to bring to the notice of the Commission.

4. There is no objection from the Commission's point of view to local authorities combining to submit evidence or to their submitting evidence separately or jointly through their Association.

5. The Commission would be glad if the Council could submit the evidence requested in para. 3 above as soon as possible and in any event not later than 17th May, 1958.

6. The Commission feel that they would be greatly helped if they could visit some of the local authority organisations in the area. These visits would be quite informal and their purpose would simply be to give the Commission some personal knowledge of the circumstances in which local authorities do their work. They would not be for the purpose of collecting evidence. While it would not be possible for them to visit every local authority in the area, the Commission would like to know at this stage whether in principle the Council would be willing to co-operate and to have their principal officers co-operate in a visit of this kind.

7. The Council having been invited to decide whether it wishes to combine with other local authorities in submitting evidence or to submit evidence separately or jointly through its Association, has determined to submit its own evidence separately.

PART II

History of Finsbury

8. The Metropolitan Borough of Finsbury was formed under the London Government Act 1899. It succeeded and comprised the administrative vestries of the parishes of Clerkenwell (St. James and St. John); St. Luke, Middlesex; St. Sepulchre, Middlesex; the Charterhouse, and the Liberty of Glasshouse Yard. It has an area of 586 acres and is bounded by the City of London on the south, by Holborn on the west, by Islington and St. Pancras on the north and by Shoreditch on the east. The total electorate of the borough is 26,111 (March, 1958), and for the purposes of voting the borough is divided into eight wards. The Council is made up of 34 Councillors and 5 Aldermen. One member is returned to Parliament by the combined constituencies of Shoreditch and Finsbury, and three members to the London County Council. The night-time population at the 1951 census was 35,370 but it has been estimated that the day-time population is approximately 150,000 due to the large number of offices, factories, warehouses, etc. situated within the Borough boundaries.

Historical Development of the Borough

9. Finsbury is rich in historical association. Of the ancient parishes which were combined to form the Borough of Finsbury, Clerkenwell, consisting of the parishes

of St. James and St. John, is the most important historically. The Parish of St. James grew up about the ancient Nunnery of St. Mary, and that of St. John about the Priory of St. John of Jerusalem, both founded by Jordan de Briset early in the 12th century. The name Clerkenwell is derived from the Clerks' Well, at which the Parish Clerks of London met annually to perform miracle or mystery plays. The early history of the parish of St. Luke is associated with the parish of St. Giles, Cripplegate, and the parish church was built in 1732. St. Sepulchre's parish is divided by the boundary of the City of London, and its history goes back to the 12th century. The parish of Charterhouse grew up round a Carthusian Monastery which was founded in 1371 by Sir Walter de Manny. The parish of Liberty of Glasshouse Yard was formed by the overflowing of the ancient City parish of St. Botolph beyond the City boundary.

10. Early in the 17th century Sir Hugh Myddelton began his efforts to bring a plentiful supply of water to London. His canal, called the New River, was completed in 1613. It was about 40 miles long, and the water was brought from the springs of Chadwell and Amwell to the New River Head in Rosebery Avenue where the Metropolitan Water Board headquarters now stand. Many springs were discovered in the neighbourhood and these were quickly made into popular resorts by the owners who added tea-gardens, entertainments, etc. to attract customers, the best known were Sadler's Wells, Islington Spa, Bagnigge Wells and the London Spa. In 1716 the French Hospital was built for distressed French Protestants, and remained as a hospital until 1866. In 1721 the Church of St. John was remodelled when it became a parish church. After the building of the new parish church of St. Luke, Old Street, in 1732, more houses were built in the area. In 1735 a new Armoury was built on the Artillery Ground, headquarters of the Honourable Artillery Company. Wesley's Chapel in City Road was begun in 1777.

11. In 1773, Henry Penton started to build the houses of the estate which was afterwards known as Pentonville. At the southern end of the borough, the west side of Finsbury Square, which had been planned by George Dance, was practically completed by 1777. In the same period several prisons and houses of correction were erected. The City of London Maternity Hospital was opened in 1773. 1784 saw the completion of St. Luke's Hospital in Old Street in premises lately occupied by the Bank of England printing works. In 1787 the Church of St. James, Pentonville, was built and the Church of St. James, Clerkenwell Green, was completed in 1792. In 1801 the population of Clerkenwell was 23,396, and of St. Luke's in 1824 was 40,786. Many more churches were built in this century, viz. Claremont Chapel, Pentonville Road, 1819; St. Barnabas, King Square, 1826; St. Mark, Myddelton Square, 1827; St. Philip, Granville Square in 1832 (now demolished); Northampton Tabernacle, now S.S. Peter and Paul, Amwell Street, 1835; St. Silas, Penton Street, 1867; Smithfield Martyrs' Memorial Church, 1871 (now demolished); and the Holy Redeemer Church, Exmouth Market in 1887–88. Early in the 19th century most of the squares to the north were laid out; Wilmington, Claremont, Northampton, Lloyd and Myddelton Squares were begun to accommodate the ever-increasing population. By 1861 the population of Clerkenwell had reached 65,681, and of St. Luke's 64,000. The total for the two areas was 129,031, and in 1901 when Finsbury became a borough, the population was 101,463.

12. During the latter half of the last century many blocks of dwellings were erected among which may be mentioned Coldbath Buildings, Corporation Buildings, Farringdon Road Buildings, Peabody Buildings, Penny Bank Chambers, Guinness Buildings, Bartholomew Buildings, Northampton Buildings and Victoria Dwellings. In 1890 the Finsbury Public Library was opened and in 1895 the Town Hall in Rosebery Avenue. In 1898 the Northampton Polytechnic in St. John Street was opened. The first Post Office building at Mount Pleasant was erected in 1889. Since the beginning of the century Finsbury has grown into a busy

industrial centre, its main industries being the clock and watch trade, scientific and optical instrument making, jewellery, printing and clothing industries. The main buildings which have been erected include the Metropolitan Water Board offices in Rosebery Avenue, completed in 1920, the new post office buildings at Mount Pleasant, opened in 1934, the Finsbury Health Centre in Pine Street, completed in 1938, Gordon's Distillery in Moreland Street, Booths Distillery, B.P. House and other important buildings in Finsbury Square. The new theatre at Sadler's Wells, now the home of opera, was opened in 1931. The greatest change in the appearance of Finsbury in this century is due to the many blocks of flats erected by the Council. The considerable damage suffered by Finsbury during the last war placed a heavy responsibility on the Council, and the way in which it has tackled the problem is shown in the huge blocks of flats built in the different parts of the borough. Some of these flats are 12 storeys and others are being built up to 17 storeys. The Council was one of the first in London to recognise the need for building high point blocks equipped on the most modern lines thus freeing as much open land as possible around the blocks to provide facilities for recreation and open air.

PART III

13. The main functions with which the Commission are concerned are as follows:

Education	Education. Agricultural Education. Youth Employment Service.
Environmental Health	Baths, Wash-houses and Bathing Places. Control of Water-courses, Ditches and Ponds. Disinfestation of Premises and Articles. Drainage of Trade Premises. Mortuaries and Post-Mortem Rooms. Public Conveniences. Refuse Collection and Disposal. Regulation of Buildings and Sanitation of Buildings. Sewerage and Sewage Disposal. Street Cleansing. Burial Grounds, Cemeteries and Crematoria. Parks and Open Spaces. Powers and Duties under the Physical Training and Recreation Act, 1937. Prevention of River Pollution. Port Health Functions (where applicable).
Housing	Provision of Houses. Slum Clearance. Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses. Regulation of Buildings and By-laws.
Personal Health and Welfare	Powers and Duties under the National Health Service Act. Mental Health Services. Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944. Care of Children. Registration of Nurseries and Child Minders. Notification of Infectious Diseases. Health Education.

Town and Country Planning	Town and Country Planning. Powers and Duties under the National Parks and Access to the Countryside Act, 1949.
Traffic	Construction, Improvement and Maintenance of Roads and Bridges. Street Lighting. Naming of Streets and Numbering of Houses. Parking Places. Road Safety. Bus Shelters. Private Street Works.

Included among these functions there are some which are not exercised by the metropolitan borough councils and unless the Council has any comment to make or to refer to any defects they are not specifically dealt with.

14. Dealing with these functions in chronological order as far as is possible, the position is:

Education

Agricultural Education

Youth Employment Services

15. In so far as these functions apply to London, they are under the jurisdiction of the London County Council, and the Borough Council desires to say that in its view the present services are efficient. The only observation concerning education the Council wishes to make is that the metropolitan boroughs should have representation on the managing bodies of all schools in their areas in addition to the primary and church schools.

Environmental Health

Baths, Wash-houses and Bathing Places

16. The Council is at present directly responsible for the administration of the facilities operated in its two modern baths establishments at Ironmonger Row and Merlin Street, which were erected during the period 1931–38. The services provided include:

(a) 190 Private bathrooms for warm baths.
(b) 2 Public laundries.
(c) 3 Swimming pools.
(d) A Turkish bath suite.
(e) Café service.

and attendances amount to 400,000 annually. The centralisation of such an essentially localised service would, it is felt, prove much less effective. Decentralised organisation of school swimming would prove advantageous in so far as the facilities would be used to a greater extent.

17. The large swimming pool at Ironmonger Row has been used on numerous occasions for television broadcasts and National and County swimming and diving events. It is one of the few indoor pools in London which complies with the latest diving standards of the Amateur Swimming Association. The Council has spared no effort in maintaining and wherever possible improving the services, which are very popular and has already approved a scheme to modernise the public laundries at Ironmonger Row by the installation of modern self-service washing equipment which will increase by some 60% the number of wash processes available to the public.

Control of Water Courses, Ditches and Ponds

18. The Borough being wholly built up is not affected by these functions.

Disinfestation of Premises and Articles

19. Under Section 122 of the Public Health (London) Act, 1936, arrangements are made for the cleansing, disinfection and destruction of articles in such a filthy or dangerous condition that health is affected or endangered thereby. Section 123 of the same Act which refers to the cleansing of verminous houses is fully operated by the provision of a disinfestation service for the eradication of insect pests. Under Section 124 a bathing centre is provided at the Health Centre for the treatment of verminous conditions, including scabies, and arrangements are in force whereby schoolchildren are treated on behalf of the London County Council. Home visiting is undertaken as necessary. Under Section 140 which places restrictions on the carrying on of offensive businesses, the premises in this area are licensed by the Council and regularly visited by the Inspectors. There are regular visits to rag and bone dealers. One common lodging house for men is licensed for 313 inmates and systematic visits (43 in 1956) of inspection are made during the year. With regard to sanitary conditions generally, a high proportion of the time of the Public Health Inspectors is spent in investigating environmental conditions in the homes of the inhabitants of the Borough. All complaints made by the tenants and others are investigated by the Inspectors and nuisances abated under the Public Health (London) Act, 1936.

Drainage of Trade Premises

20. The Council carries out the functions under the London County Council (General Powers) Act, 1953. The work involved is considerable and entails the continuous inspection of all trade premises, sampling of effluents, dealing with conditions which may be laid down and general supervision of the character of the trade effluent. This function is efficiently administered.

Provision of Mortuaries

21. Provision for the reception of the bodies of those dying in overcrowded rooms or from infectious disease has been made with an adjoining authority.

Public Conveniences

22. The construction and maintenance of all public conveniences is undertaken by the Council and the service is one which is essentially for local administration, and it is suggested that it is reasonably carried out. Free washing and other facilities are provided.

Refuse Collection and Disposal

23. Finsbury undertakes its refuse collection by contract and disposal is also carried out by contract which is generally the case in respect of disposal in Central London. With regard to refuse collection if one judges on the basis of cost per ton, the Public Cleansing Costing Returns for 1955–56 issued by the Ministry of Housing and Local Government indicate that Finsbury is the fourth lowest in London and is well below the average costs for all London boroughs. This would indicate that the function is being economically administered. Few complaints are received as to the efficiency of the service which is kept under constant and detailed supervision. In the matter of disposal, London boroughs have very little choice and in any case by 1960 this will be done in accordance with the method proposed under the Grouping Scheme which was fostered by the Ministry of Housing and Local Government.

Regulation of Buildings and Sanitation of Buildings

24. As regards regulation of buildings, this is very much the responsibility of the District Surveyor under the London Building Acts. The Council has various responsibilities in this connection, e.g. approval of temporary structures, approval of advertisement structures, by-laws relating to demolition work, refuse arrangements, lamp and sign by-laws. In addition to these matters the County Council regularly consult the Borough Council on all London Building Act applications, and it is anticipated that there will be additional functions delegated to Metropolitan Borough Councils in this respect in the near future which work can be absorbed. As regards sanitation of buildings the Borough Council administers the Drainage By-laws of London and in Finsbury the responsibility is divided between the Borough Engineer and the Medical Officer in that the Borough Engineer is responsible for all drainage matters below ground level and the Medical Officer of Health for all sanitary arrangements above ground level.

Sewerage and Sewage Disposal

25. The Council is responsible for the branch sewers only, all the main sewers being the responsibility of the County Council. Metropolitan Boroughs have no responsibility in respect of sewage disposal. In its duty of maintaining the existing sewerage system which is of considerable age, as is the case in all the Central London Boroughs, this Council's administration is efficient and the sub-division of functions between the County Council Main Drainage Authority and the Borough Council works exceptionally well.

Street Cleansing

26. The responsibility is for all street cleansing and watering together with the special services of cleansing market streets. Included in this service is the responsibility for disposal of all street sweepings and market waste, and this is arranged by contract with the same Company who deal with refuse collection and disposal. The arrangements and standard of street cleansing in Finsbury are good with an organisation arranged on the beat system whereby each sweeper has his own district which is swept twice per day. Street cleansing is a function that should be controlled locally, and in Finsbury it is efficiently carried out.

Burial Grounds, Cemeteries and Mortuaries

27. The Council has no burial grounds, mortuaries or cemeteries. There are several disused burial grounds in the Borough which have been taken over by the Council and adapted as open spaces.

Parks and Open Spaces

28. By the modified standards laid down in the County of London Development Plan the Borough of Finsbury should have some 90 acres of open space for the resident population of 36,000. At present there is only a total of 15 acres of open space available to the general public, and this is made up solely of small garden squares, church yards and disused burial grounds. The standard of playground provision and the standard of amenity garden provision is high considering the limited opportunities in a central area such as Finsbury. The service provided receives almost daily commendation from members of the public. It can also be claimed for Finsbury what is rather unusual in London, that the Borough Council is the only Authority maintaining open spaces in that there is no such activity administered by the County Council in the Borough.

Memorial Sports Centre

29. In order to meet the situation created by the absence of available land for open space purposes, the Council decided to exercise its powers under the Physical Training and Recreation Act, 1937, and has recently developed a site at Stirling Corner on the Barnet By-pass between Mill Hill and Boreham Wood as a Sports Centre. The site is 38 acres in extent. Provision has been made for all the recreational facilities which those residing or working in Finsbury are likely to require, namely 10 full-sized Association Football pitches, some capable of use as required for hockey, a 7-lane Regulation running track, surrounding one of the football pitches, 3 cricket tables and practice nets; a full-sized 6-rink bowling green, 6 hard tennis courts, with 4 netball pitches superimposed; a putting green and a children's adventure playground laid out and equipped on unorthodox lines. The central feature of the Sports Centre is the modern pavilion from which there is a commanding view of the grounds. The intention of the Borough Council is to provide everything possible to encourage family use of the Sports Centre. The scheme has cost £80,000, and the grounds were opened by H.R.H. The Duke of Edinburgh, K.G., on Friday, 6th May, 1955. This project can be justly considered a pioneering activity on the part of the Borough Council as only one other case is known where a Metropolitan Borough has provided playing fields outside the Metropolitan area. In addition to the facilities for games, there is a nursery garden which provides plants for the open spaces in Finsbury. It can be claimed that these playing fields are very efficiently run and it is significant that there is heavy use of the facilities during the winter months both by adults and schoolchildren.

Prevention of River Pollution and Port Health Functions

30. These functions are not administered by the Council.

Housing

31. Finsbury has a strong civic feeling and a proud housing record, despite the enormous problem produced by a district where the greater portion of the residential accommodation is outworn and ripe for demolition and vacant land is scarce and where available, very expensive. The Council has built housing accommodation steadily through the years and now something like one-fifth of the borough's population is housed in Council property. It shares the housing functions with the London County Council but the County authority plays a comparatively small part, viz.:

Provision of Accommodation

	F.B.C. Flats	*L.C.C. Flats*
Pre 1919	183	255
1920–39	448	29
1945 to date . .	1,022	218

As a Housing Authority this Council has carried out its functions expeditiously and efficiently. Its first Housing Scheme at Spa Green, which was completed after the war, was very much admired and was visited by other Authorities from all over the country and overseas. If one considers the number of dwellings built since the war, it will be found from the Ministry Returns that Finsbury on a basis of the number of houses built per thousand population is second among London Boroughs. The standard of amenities provided in houses in Finsbury can compare favourably with any other Borough, and a very high standard is maintained. An inspection by the Commission is cordially invited. The 1,000 post-war flats built by the Council are equipped with all modern amenities and various special installations in certain estates as:

Spa Green Estate	The Garchey refuse disposal unit was the first installation in London and the second in this country.
Stafford Cripps Estate	The tall point blocks were among the first of their kind and the commercial development on the estate is unique.

In its pre-war flats the Council constantly considers the conditions of the properties and effects improvements as:

Corporation Buildings	Installation of modern grates. Installation of electricity.
Margery Street etc.	Installation of slow-burning grates.

The acquisition and conversion of old properties is actively pursued by the Council and private owners are assisted by way of improvement grants to undertake conversions, when necessary interim rehousing has been provided.

Slum Clearance

32. It can be said that when the Ministry of Housing and Local Government indicated that Local Authorities should commence slum clearance work, Finsbury was one of the first boroughs to commence organising its operations in a sound manner. The Council has always had an active and positive slum clearance policy and has been very conscious of the needs of the borough in this respect particularly in view of the fact that a great majority of the domestic property is over 100 years old. A number of clearance schemes was carried out before the war and immediately after the war a very comprehensive Housing Report was prepared on all the housing property in the Borough. Since that time considerable progress has been made and following on the Minister's request, the work has been accelerated and the Council's new housing programme, e.g. Brunswick Close, Galway Street, etc. is closely linked with the various slum clearance projects. The Council has cleared the greater part of its agreed programme and plans for continual and steady clearance and redevelopment in units of approximately 200. The difficulties which beset any authority undertaking this work are intensified if alternative accommodation is not available near by—in a recent slum clearance displacement of 210 families only 3 wanted to move away from the Borough—but Finsbury's plan ensures that all families displaced can be accommodated locally.

33. The Council maintains a waiting list of all families in the Borough who need alternative accommodation. This list has not been closed because it is important that the future housing need must be estimated. Local knowledge is invaluable in assessing housing need and checking facts, and is shown by the assistance which this housing office can render to the London County Council at times.

Administration

Housing Management

34. The growth of the housing responsibilities of the Council was recognised by the creation of a separate Housing Department. This department carries out the functions and is able to maintain the personal relationship between landlord and tenant, which is so desirable. The department works closely with other Councils' departments, and the functions specified on Appendix 'B', many of which are shared by these other departments, are carried out efficiently. The maintenance of good relations and co-operation with local private landlords is an important aspect of management and is particularly good within this area. Housing is

essentially a 'local' matter and as a social service it is a function which must be dealt with on a detailed and intimate basis. As a Local Authority service it must add to and not interfere with natural development of neighbourhoods. It is an accepted fact that the best type of new development is by neighbourhood units, in imitation of the natural development of a village. Post-war large-scale redevelopment which has ignored this has resulted in an excessive incidence of minor nervous complaints (as reported by a survey carried out recently by the London School of Hygiene on a suburban estate near London), and a decline in civic morale and awareness of social obligation. Housing, rehousing and redevelopment must therefore be effected on a district basis with regard for geographical boundaries and local historic traditions which give an established area that civic pride which isolated new development completely lacks. Where these established areas already exist, of reasonable size, and capable of carrying out economically the housing functions of a local authority, to alter their shape or combine them into a larger area is undesirable. The larger the area, the greater the frustration to anyone with a human problem. Housing is essentially a 'personal' matter and family kinship ties and neighbourhood spirit are immensely strong, and should be respected in any consideration of redevelopment—people feel they belong to such and such a district or parish and very seldom wish to settle far from old haunts and friends. Local atmospheres, habits and housing conditions vary so widely from district to district that to assess development and housing need correctly it is essential to have intimate knowledge of the area. From housing conferences and discussions it is clear that the answer to every housing problem is widely different in each particular area and must be dealt with in a different way. Local Councillors of smaller areas know well the housing conditions of their locality and the difficulties which face housing applicants; they are accessible to the electors and anxious to improve local conditions. Officers also know the district and have direct personal contact, so difficult to establish with large decentralised control. This personal aspect is also very important in the relationship of landlord and tenant, advantageous to both sides, but so often missing in local authority ownership of property.

Improvement of Houses

35. Twenty-four Improvement Grants have been given under the Housing Act, 1954, and landlords have been encouraged to effect further improvements with the goodwill of the Council in practically every case. As regards assistance to other bodies, St. Luke's Charities is being assisted to rehouse old people living in the Parish of St. Luke.

Regulation of Buildings and By-laws

36. These duties are mainly those of the District Surveyor under the London Building Acts, but the County Council in all applications invite this Council to offer its observations. It is understood that additional duties are to be delegated to the metropolitan borough councils in the near future.

Personal Health and Welfare Services

37. The items enumerated under this heading in Appendix 'B' have only a limited application to metropolitan borough councils and it is felt expedient to deal with the functions of the Council under the general heading of 'Health Services'.

Health Services

38. Since the formation of the Borough, the Council has been in the forefront in providing services to improve the health of the residents. Dr. Newman, later Sir George, was the first Medical Officer of Health and he directed the Council's attention to many matters which were such a serious cause of disease at that

time, and the Council was most energetic in the action that it took then and has, in fact, never lost its interest in such matters and has devoted throughout the half century many of its energies wholeheartedly to their alleviation. Finsbury was one of the earliest boroughs in which a Milk Depot for babies was opened and was also one of the first boroughs, if not the first borough, in which a lady sanitary inspector was allocated to the work of educating the mothers in the care of young children, and it was from this lady's work that the Health Visitors' Service developed. Finsbury was among the first boroughs also to establish a modern Maternity and Child Welfare Centre which is still operating in Pine Street at the present time, and was also responsible for establishing a Day Nursery for looking after the children of mothers who had to go to work at a time when such institutions were comparatively rare. Yet again the Council was among the first to establish a Home Help Service for parturient women, it being from this service that the present Domestic Help Service evolved. There are many other ancillary services, mainly those in connection with infant welfare which were organised during the years, let us say 1920 to 1935, when such services were, if not unique, only established here and there. The Council also showed very keen interest in the Midwifery Service and established a borough service about 1930, and although this was later absorbed by certain voluntary organisations, yet right up to the war, and even 1948, maintained hospital facilities for maternity cases and for infants to ensure that such facilities should always be available to Finsbury persons when needed. In 1935 the Borough Council had a high reputation as one of the leading health-minded Councils in the country. It was just before this time that the Council had determined to establish a Health Centre to bring together as far as could be the various services then organised by the Council and to establish in addition certain new services. Work on this Centre began in 1936 and many consultations took place over the design of the building and of the arrangements to be made for the inauguration of the various services in it in 1938 when it was opened. A feature with regard to the work carried out, which was primarily the idea of the Borough Council and has been welcomed in the Borough generally and has been of great value, was that treatment should be available in the evening for those at work. The value of this principle has now been recognised elsewhere, but there are few other places where it is actually in operation. The importance of the Health Centre cannot be over-emphasised; it has an almost unique character of having become part and parcel of the life of the district and the Centre to which the residents and the workers turn for help and advice in regard to many matters, apart altogether from those who come for the purpose of receiving treatment. Since the Second World War, and in particular since the transfer of the Health Services in 1948, the Health Centre has continued to serve in this way although unfortunately, on many occasions now, persons have to be referred to other offices in order for them to get an answer to their needs.

39. Of the services developed in the Health Centre particular mention might be made of: (a) The Chiropody Service, which has probably been developed at Finsbury better than elsewhere, particularly because the Borough were first in the field with it. Since 1948 this service has been administered by the London County Council.

(b) The Gynaecological Clinic proved extremely valuable before 1948 when it was discontinued owing to the inauguration of the National Health Service.

(c) Dental Services for the general population have been developed right from the beginning when the idea of such services was quite new, as well as Dental Services for what are now known as the priority groups.

(d) The Physiotherapy Department, originally called the Sunlight Department, has been of very special value throughout as it has enabled many people to obtain treatment without undue disturbance of their work or their lives by having to go to a hospital some considerable way away and then wait their turn in long queues. It has also been of almost unique value in bringing together the doctors of the district and keeping them in direct touch with the progress of their patients in a way that is quite impossible in a hospital. This service is now administered by the Hospital Management Committee for whom the Council continue to act as agents.

(e) Pathological Laboratory

The Laboratory in the Health Centre which is believed to be the first of its kind, was provided by the Council and since 1948 has been maintained jointly with the Regional Hospital Board. The Laboratory undertakes the routine work of the Public Health Department in the control of infectious disease and the bacteriological examination of milk and other foodstuffs. In addition it undertakes simple routine pathology on behalf of the Chest Clinic, other clinics in the Health Centre and of medical practitioners in the district.

(f) Although much of the Council interest in health matters has been severely restricted since 1948, nevertheless it has continued its keen interest in all matters and has indeed found other channels through which it may help the population, and in particular the services for old people which it is hardly necessary to mention in view of the wide recognition of the work that has been done. In this field Finsbury has not only developed services to help preserve the health and welfare of the ageing population more effectively than in nearly every other place, but has also taken the lead in providing a number of new services which have since been copied in many other places, and some of which have become almost universal. In connection with the pioneer schemes initiated, the Holiday Scheme, the Laundry Scheme and Employment Scheme for Elderly Workers should be recorded.

(g) Although a great deal of interest has been centred on these old people, sight has not been lost by any means of the routine services such as those of Smoke Control and Food Hygiene and Slum Clearance, all of which have been maintained at a very high level apart from a short period when here, or elsewhere, it was very difficult to obtain Sanitary Inspectors.

(h) Finally, might be mentioned a new venture in regard to the welfare of people using the large Common Lodging House in the Borough. Research experiment is being initiated here by the Council in conjunction with a voluntary organisation, reference to which is made later.

40. The Health Centre is the focal point from which the Health Services have been organised. It has come to occupy quite an important place in the community and it is certain that if the work of the Health Department were centred in any other place the community would lose psychologically an important asset which has assisted materially in health propaganda.

Food: Dealing Specifically with the Work of the Health Department

41. It is responsible under the provisions of the Food & Drugs Act, 1955, for the inspection and supervision of food and food premises. The Food Hygiene Regulations 1955 specify requirements in regard to the hygiene, handling of food, and the construction and maintenance of premises, stalls and vehicles and other places where food is handled. A detailed and continuous inspection of all such premises is carried out for the purposes of these Regulations.

Street Trading in Foodstuffs

42. The department deals only with the application of food legislation in connection with stalls selling foodstuffs. All such stalls of which there are many are frequently visited and the storage accommodation is also inspected at regular intervals.

Adulteration of Food

43. In accordance with Sections 91 and 92 of the Food & Drugs Act, 1955, the duly authorised officers of the Council procure samples of foodstuffs and drugs for analysis, or for bacteriological examination. Such samples either formal or informal are submitted to the Public Analyst for chemical examination and to the Pathological Laboratory at the Health Centre in the case of bacteriological examination.

Food Complaints

44. Complaints of alleged unsound or adulterated food purchased from food premises in the borough are investigated and a report submitted to the Health Committee. Legal proceedings are taken by the Council when considered necessary, otherwise action appropriate to the circumstances is taken.

Milk

45. Regular sampling of milk for chemical and bacteriological examination is carried out from shops, depots, roundsmen, schools and day nurseries.

Milk & Dairies Regulations, 1949–54

46. The inspection of premises, etc. in connection with the issue of licences to retailers and dealers under these Regulations is the duty of the department.

Registration of Premises

47. Section 16 of the Food & Drugs Act, 1955, provides that no premises shall be used for the sale or the manufacture for the purpose of sale of ice-cream, or the storage of ice-cream intended for sale, or the preparation or manufacture of *sausages or potted, pressed, pickled or preserved food* intended for sale unless they are registered under this section for that purpose by the local authority.

Meat Inspection

48. In the Southern portion of the Borough, adjacent to the Smithfield Meat Market, there is a considerable number of wholesale butchers, offal shops, bacon factories, wholesale bacon and provision warehouses, poultry, game and rabbit shops, and Public Cold Air Stores, all of which are regularly inspected by the Meat Inspector.

Many certificates are issued for the export of meat, bacon, sausage casings, and meat essence, to North and South America, Canada and the Continent.

Unsound Food

49. The formal seizure and condemnation of food under Section 9 of the Food & Drugs Act, 1955, the acceptance of voluntary surrender of food and the issue by the Food Inspectors of certificates accordingly and the removal by the Council's contractors of unsound meat are carried out through the Health Department.

Food Poisoning

50. The investigation of any cases or outbreaks of Food Poisoning, and supply of statistical information yearly to the Ministry.

Pharmacy & Poisons Act, 1933

51. Each of the premises named on the List of Sellers of Part II Poisons under the above Act is visited to ensure that the provisions of the Act and Poisons Rules are complied with in regard to containers and labelling.

Rodent Control

52. The Council prides itself upon providing a very efficient and progressive system of rodent control. Treatment for the eradication of both rats and mice being provided free for all private dwellings—a charge being made to cover the cost of the work in the case of business premises. There has been a progressive increase in recent years in the amount of rodent control carried out on behalf of business firms (Income exceeding £3,000 in 1957/8). A maintenance treatment of all sewers is carried out every four months in conjunction with the Borough Engineer's Department. The accommodation provided for the rodent operatives in the Health Centre is considered a model of its kind.

Welfare of Aged Persons

53. The Council provides a number of services available to men over 65 years and women over 60 years, which are administered by the Health Department, viz.:

(i) **Laundry Service**

This service is provided under Section 122 of the Public Health (London) Act, 1936, for the Chronic Sick, who are unable by reason of ill health, senility, etc., to keep their personal and domestic laundry in a state of cleanliness required to ensure a healthy environment.

(ii) **Holiday Scheme**

This service is designed to preserve the health of the elderly by allowing those sufficiently strong to benefit from a stay of two weeks in the country or at the seaside. Each applicant is required to contribute a small sum towards the cost. Arrangements are made for the holiday at one or other of the holiday homes run by voluntary organisations. A grant is made to each of the homes to cover the cost of accommodation and fares, less that amount which the individual is required to contribute. Detailed arrangements regarding publicity, medical examination, accommodation, travel, etc. are made by the Health Department.

(iii) **Meal Services**

Many of the aged, particularly those who live alone, are apt to take insufficient food, not only because of expense but also because of the difficulty and trouble involved in preparing a satisfactory meal for one. Dinner Services, therefore, have been instituted through voluntary associations throughout the borough. A grant is given to the Associations by the Council to cover their expenses and further grants made by the London County Council and Finsbury Old People's Welfare Committee. The transportation of the meals from the Supplier to the Meal Centres and the return of the empty insulated containers is carried out by Council transport and personnel. The administration of the meal services is carried out from the Health Department. The Council has consistently developed 'Meals on Wheels'.

(iv) **Visitor for the Aged**

A Nurse/Visitor is employed whose duties involve the regular visiting of aged persons, particularly those living alone, who are likely to be in need of care and attention—liaison with voluntary organisations—and ascertaining detailed information from applicants for one or more of the Council's services for the aged.

(v) **Bathing and Cleansing Service**

Baths are provided free of charge at the Health Centre to those aged persons who on account of their condition cannot use the existing Public Baths. A Nurse is in attendance to render assistance if necessary.

(vi) Cleansing Service

Occasional cleansing services are provided for those aged persons where their accommodation has been allowed to become so dirty and unwholesome that it has become beyond their capabilities to get it clean again, although possibly able with or without the aid of a domestic help to keep it at least for a time sanitary once it has been cleaned.

(vii) Register of the Aged

The department maintains a Register of the Aged in card index form which contains at present approximately 3,000 names. The Record card details comprehensive information with regard to the personal and domestic circumstances of each aged person.

54. In addition to the above services for the elderly, numerous other services are made available by two voluntary organisations, the Finsbury Old People's Welfare Committee and the Finsbury Employment Scheme for the Elderly, over which organisations the Medical Officer of Health has much direct or indirect control by virtue of being Hon. Secretary of both bodies. The administrative work of both is closely co-ordinated with that of the Health Department. Details of the Services are as under:

(a) Finsbury Employment Scheme for the Elderly

This scheme, first launched in a small way early in 1951, has been developed largely as a health measure to preserve the mental and physical health of ageing persons by giving them an interest in life and above all to make them feel that they are not unwanted and still have a part to play in the life of the community. Some 120 elderly persons undertake work which is mostly outwork for firms, who have generously co-operated, but some articles are made for direct sale to the trade or the public. The elderly are paid a small wage amounting to 10s. a week. There is no doubt that it gives great pleasure and often changes their life from one of dreariness to one of a purpose. The Scheme is housed at a Work Centre named 'Brooke House' situated at 39/41 Gloucester Way, E.C.1., made possible as a result of a number of generous benefactors and opened by the late Lord Horder in 1954. It has developed into a flourishing venture which is a show centre receiving visitors literally from all over the world, and is demonstrating the correctness of the fundamental principles underlying its work. It was a pioneering venture and has been copied in several places in the country and even overseas in New Zealand. The scheme has been generously supported by grants from the Council.

(b) Finsbury Old People's Welfare Committee

This body co-ordinates the work done by the various voluntary bodies who are concerned with the welfare of the elderly. It operates in close association with the services provided by the Council and receives financial grants from the latter. It has inaugurated the following services:

Domiciliary Chiropody Service

Free of charge to those aged persons who are unable by reason of senility, chronic sickness, etc. to attend personally the Foot Clinic at the Health Centre.

Mending Scheme for the Aged

This Scheme provides in association with the Finsbury Employment Scheme for the Elderly a Mending Service for the aged. There is no charge to the aged.

S.O.S. Card Scheme

The purpose of the Scheme is to enable old people living alone to contact someone outside their home in an emergency. The Scheme besides having a practical value also has a comfort value, as many of the aged persons express the sense of security which possession of the card affords them.

Barber Service

Haircutting and shaving for elderly men who are housebound or bedridden and for whom it is not possible to make alternative arrangements.

Wireless

The Committee sponsors applications from bedridden or housebound aged persons desiring wireless facilities provided by The Wireless for the Bedridden Society and itself provides Wireless Relay Services to the elderly and to the Meal Centres through arrangements made with the two Relay Wireless Companies which cover the borough.

Nutritional Supplements are supplied to various voluntary organisations for resale to elderly persons attending their clubs at a price considerably less than the normal retail service.

Ophthalmic Service

There are many elderly persons who are in need of glasses or other treatment but who find it too much trouble to make an appointment at a hospital or other clinic. Special arrangements have been made with Moorfields Eye Hospital to cater for such persons.

Coal and Logs are provided in emergencies.

Social Worker

The Committee employ a full time Social Worker who works in close association with the Council's Nurse/Visitor for the Aged. Her duties in general are to aid the aged and sick poor to obtain such benefits as may be available from any source, whether voluntary or statutory and in the course of her work to give such personal help, comfort and friendship as may be possible.

Social Welfare

55. (i) The Council encourages all voluntary organisations in the borough to maintain and extend the services available to the residents of Finsbury, particularly those provided to the elderly for meals and recreation under Section 31 of the National Assistance Act, 1948. In this connection grants are made to the Family Welfare Association and Islington Family Service Unit under the provisions of Section 136 of the Local Government Act, 1948, with the consent of the Minister. The Medical Officer of Health assesses the need for grants on the basis of reports submitted by the organisations concerned on the work performed by close personal contact, and recommends the Council according to his findings.

(ii) Social Worker for Common Lodging House

56. At the instigation of the Medical Officer of Health the Calouste Gulbenkian Foundation, Lisbon, have agreed to make a grant of £2,000 for an experiment of appointing a trained social worker to study and try to meet the mental and material needs of the residents of a large common lodging house, situated in Finsbury, some of whom might by appropriate help be reintegrated into society. Applications are now being invited for the appointment of Social Worker.

Health Education

57. A continuous programme of health education is carried on throughout the year by the exhibition of public posters and by the distribution of leaflets and other literature from suitable centres. Exhibition Stands are used at the Health Centre to display publicity matter received from the various Ministries and the department co-operates in the health publicity programme of the London County Council Health Division III. Film strips and films are shown and lectures given by members of the staff to the public or specialised sections of the community, i.e. food traders, etc.

Disinfection for Export

58. Considerable quantities of secondhand clothing are disinfected on behalf of certain export firms.

Clean Air Act, 1956

59. The department is responsible for the practicable application of the Clean Air Act, 1956, to the Borough, involving the maintenance of day-to-day inspection, detailed records and submission of reports.

The principal matters dealt with under the Act are:

(a) The control of dark smoke.
(b) Smoke, grit and dust from furnaces.
(c) Smoke Control Areas.
(d) Adaptation of fireplaces.
(e) Smoke nuisances.
(f) Publicity and educational.

The Council has approved in principle the formation of a Smoke Control Area, the preliminary survey for which was undertaken by this department.

Atmospheric Pollution Recording

60. The Council maintain, in association with the Department of Scientific & Industrial Research, on the roof of the Health Centre, an Atmospheric Pollution Station for the daily measurement of the amount of smoke and free sulphur dioxide in the atmosphere, and the monthly measurement of deposits (grit, soot, etc.) and sulphur dioxide content by the lead peroxide method. These findings are recorded and transmitted to the Department of Scientific and Industrial Research. In addition to these standard observations the Medical Officer of Health is actively preparing a scheme for research into the radioactive pollution in Finsbury in conjunction with the Borough Polytechnical College and Medical Research Council as a possible factor in the causation of Cancer of the Lung.

Prevalence and Control of Infections and Contagious Disease

61. The Department is responsible for ensuring the notification of Infectious Diseases in accordance with the Statutory requirements and the prevention of further infection. This necessitates the maintenance of an Infectious Disease Register and the submission of considerable statistical information to the Registrar General and Government Departments and the payment of medical practitioners' fees in respect of notification of diseases. All cases notified are visited by the Public Health Nurse/Visitor and energetic measures taken whenever indicated to ensure adequate minimisation of the danger of infection to others and the supervision of contacts whether residing or employed in the Borough. Many of the duties imposed by statute upon the department in respect of infectious diseases are of course only called upon to be put into effect in the case of an emergency—such as an outbreak of smallpox, typhoid or poliomyelitis. The

correspondence between Boroughs in this matter is substantial, as is the correspondence with local firms and schools. Disinfection is carried out after infectious disease when considered necessary.

Town and Country Planning

62. Whilst the London County Council are the Planning Authority for the County, the Borough Council is regularly consulted by them, and all planning matters affecting properties in the Borough are discussed with the Council. In the day-to-day dealings with the Town Planning Applications, the Borough Councils give observations as to forms of use, access to buildings and road widening proposals. The Council administers the Advertisement Regulations which were delegated to it by the County Council. There is considerable work in the office dealing with local enquiries and giving explanation on planning matters. In this matter, further delegation of functions by the County Councils to the boroughs is expected in the future.

National Parks

63. This does not apply.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

64. Due to the fact that Finsbury, which immediately adjoins the City of London, is traversed by five main traffic arteries (i.e. Pentonville Road and City Road (A.501), Goswell Road (A.1), Farringdon Road (A.201 and B.503), St. John Street (B.501) and Rosebery Avenue (A.401)), and provides important east to west routes via Old Street and Clerkenwell Road, the volume of both through and local vehicular traffic is extremely heavy. This applies not only to the main traffic routes named but also to a large number of side streets which are being used by traffic more and more to avoid traffic signals and congestion on the main arteries. The maintenance and improvement of roads is therefore a most important function in which the Council serves much more than local needs. This is shown by the unusually high percentage of roads which are classified (nearly one-third of the total mileage). Out of a total mileage of 30·67 there are 9·82 miles which are classified and include several important metropolitan traffic arteries such as part of the Ring Road, part of the East to West route and extremely important radial routes which have already been mentioned. As a Central London Borough the Council recognises that the cost of road upkeep and improvement of such important traffic routes must be high—the Annual Estimates for the year 1958–59 indicate that the expenditure proposed on highway maintenance including improvement of traffic signals to be £85,000; for road improvements £28,000; and for reinstatements due to the work of Statutory Undertakers £30,000. The last-mentioned figure shows the extent of disturbance to highways due to underground works by the Statutory Undertakers. A feature of the road work in a central borough is the large number of junctions where there are traffic signal installations. Up to recent years, except for specialised paving work as asphalt, the Council satisfactorily carried out the greater part of its road maintenance work by direct labour, but now owing to difficulties of recruiting suitable labour the Council takes advantage of the contracting facilities that are available.

Street Markets are a very well known feature of Finsbury—there are four situated respectively at Chapel Market (one of the most famous markets in London), Exmouth Market, Whitecross Street and Farringdon Road, and in all there are 527 stalls sites for which 591 licenses are issued. At an inquiry held by the Home

Office in April 1956 into street trading charges throughout London, Finsbury was shown to have the most economically run street markets.

Street Lighting

65. The Council is responsible for the street lighting of its roads. The Council has approved a scheme for the conversion of all its gas lighting in side streets to electricity and this work which has been phased into stages is now in its final stage. As soon as this programme has been completed the Council propose to proceed with the modernisation of the electric lighting of the main roads. The day-to-day maintenance work on electric and gas street lighting appliances and apparatus is carried out by contract with the Electricity and Gas Boards.

Naming and Numbering of Streets

66. In this respect the County Council are the Central Authority with the Borough Councils putting their Naming and Numbering Orders into effect. In an established Borough such as this there is little work arising under this heading.

Parking Places

67. Many problems are now arising in central areas such as Finsbury in respect of parking in streets. Finsbury can claim some credit in that last year it obtained an Act of Parliament to carry out a scheme which would enable an underground car park to be built under Finsbury Square. This scheme which the Council has evolved is a notable example of the way in which a local authority can co-operate with private enterprise in solving a traffic problem without placing a heavy financial burden on either the taxpayer or the ratepayer. It envisages a private enterprise under a lease carrying out works estimated to cost £300,000 to provide an open space with an underground car park beneath the open space. The trading rights will be leased in return. Finsbury's concern about the parking question was also indicated when before the outbreak of war it endeavoured, without success, to arrange that its air-raid shelters should be designed with the dual purpose of acting as a shelter during the war and later being capable of being adapted for car parking purposes.

Road Safety

68. The records of all accidents on the road and an analysis thereof is regularly carried out in the Borough Engineer's Department, and as far as possible, appropriate action is taken. There is a Borough Public Safety Committee which deals with all aspects of safety and the Council has appointed a Road Safety Officer.

Bus Shelters

69. There are no bus shelters in Finsbury and no responsibilities are involved under this head.

Private Street Works

70. Finsbury is a long established Central London Borough and private street works have ceased to be one of the important aspects of the Council's highway activities. There is however a very large volume of work involved in the planning and construction of estate roads in the Borough due to post-war housing development which inevitably takes the form of demolishing old areas and redevelopment of the cleared areas on modern and comprehensive lines.

Other functions not referred to in Appendix 'B'

71. The services referred to above are those the Commission are enquiring into at this stage as specified in Appendix 'B' but of course the Council has other functions, for example, Public Libraries, Civil Defence and Fuel Distribution. It

is of interest to deal briefly with these three services in order to indicate the efficiency with which these particular services have been developed.

Public Library Service

72. The Public Libraries Acts were adopted by the Parish of Clerkenwell in 1887 and the first library (temporary premises) was opened in 1888; the present Central Library building was opened in 1890. From the outset, local acceptance of the value and importance of public library service has been on the most liberal and progressive scale; for example, Clerkenwell accepted a gift of £600 (which a neighbouring Borough had refused) offered by a Highbury resident as a reward for adopting the Acts, and within a year or two the governing body of Commissioners delegated the Librarian of the time (still regarded as one of the greatest figures in the Public Library world) to attend a Conference of Librarians in Chicago. The direct result of this visit to the United States (and an early instance of local enterprise) was that Clerkenwell became, in 1894, the first library in the United Kingdom to adopt the Open Access System. This created a tremendous uproar in the library world, lasting for several years, but the system is now in general use throughout the world.

73. Further evidence of the advanced attitude of the local elders towards the library movement is exemplified by:

(a) The principle of admitting locally employed persons as members (1905).
(b) The establishment of a separate room for children (1898).
(c) The regular issue of a printed library bulletin (commended in 1894).
(d) Liaison with schools (1906).

General acceptance of these ideas did not come for many years.

74. *The descriptive handbook of juvenile literature* (published by Finsbury in 1906) was described by the Press as 'the most comprehensive and advanced catalogue of juvenile literature published by any Library Committee in the country'. Other landmarks in the early history of the Libraries were public lectures (started in 1909), a staff grading scheme with assisted post-entry training (1924), the establishment of a comprehensive system of collections of books in local schools (1935). The adoption of the Dickman charging system (1936) was the first and only experiment of its kind in London.

75. Since the war, developments have been in close step with current library theory and practice. The book delivery service for invalid old age pensioners inaugurated in 1947 was a pioneer scheme and the Gramophone Records Library, opened in 1948, was one of the earliest in London or elsewhere. The new Children's Library, known as 'Treasure Island', was opened in 1955 and incorporates every possible modern development. It provides a wide range of services both to children and teachers, with the close co-operation of the schools in the Borough. The Central Library has been completely replanned and refurnished, and a separate Technical and Science Department has been established. In 1956 Finsbury was second in the country to install photo-charging, a system rapidly finding favour. Experiments have been made with a wide range of cultural activities. For children, since the war, there have been film shows, Junior Town Council, play-reading groups, an acting group, annual Book Weeks, a children's puppet group, gramophone recitals; story hours and lectures were well established before the war.

For adults, Finsbury has organised recitals of recorded music, a gramophone club, play-reading groups, informal language courses (utilising gramophone records), lectures on art appreciation and current affairs, opera lecture-recitals, exhibitions of children's art and theatre history, debates in licensed premises (under the heading 'Pub Parliament'). The Finsbury Art Group, subsidised by the Council, has arranged art lectures and film shows, and regular exhibitions. That the Council is alive to the need for the widest interpretation of service is evidenced by the admission of readers holding a borrower's ticket from any public library in the country; by the principle of bearing all carriage costs on books borrowed from other libraries; by issuing books for a loan period of one month instead of the conventional fortnight, and by taking out subscriptions to certain special libraries. The extent of Finsbury's development in this field since the war is indicated by expenditure. This has increased from a total of £11,000 for the year 1946–47 to £34,000 for the year 1958–59. During the same period expenditure on books, book-binding and periodicals has risen from something under £3,000 to the present total of £8,330 (which includes gramophone records). The Staff has also been increased during the same period from 20 to 28. Developments now under active consideration include the application of micro-tests and micro-recording, a larger branch library for the St. Luke's area and other branch library provision, further developments in our work with children, and the question of technical services for industry.

76. The scope of the library service as at present administered in Finsbury may be summarised as follows:

(i) *Function*

Assessing and satisfying the individual and corporate needs of the Borough in the fields of informal education, information and recreation.

(ii) *People served*

Students, technicians, specialists, research workers, adults and children at home, children at school, old age pensioners, any other special classes (e.g. Charterhouse Brethren).

(a) Supplying books and music for home use.
(b) Supply of gramophone records for home use and for use by schools and groups.
(c) Supply of information and provision of facilities for studying on library premises.
(d) Provision of current periodicals.
(e) Collection and preservation of material relating to the history of the Borough.
(f) Exploitation of all possible outside sources for specialised information.
(g) Cultural activities under the 1948 Act, for adults, children and local societies.

(iii) *Co-operative services*

(h) Collection and preservation of special subject material (photography).
(i) Collection and preservation of out-of-print fiction by certain authors (names beginning COM to CRH).
(j) Collection of play-reading sets by authors in the same category as above.
(k) Provision of fiction in Russian.

Conclusion

77. The Library services detailed above are administered by the Borough Librarian and a staff of whom a suitable proportion are professionally qualified and have a long record of public library experience in Finsbury and elsewhere. In all respects it is claimed that the service is being efficiently administered and the functions of the Council properly carried out.

Civil Defence

78. With the recommencement of Civil Defence in 1949 the Council has given thorough consideration to, and taken every step to ensure the adequate discharge of its responsibilities under the Civil Defence Act of 1948, and in respect of such functions delegated to it under that Act from time to time. Since 1949 a Civil Defence Committee has been regularly elected and has met monthly, and as the responsibilities of the local authority in respect of civil defence have increased, a Civil Defence Officer and additional staff have, from time to time, been appointed. In respect of civil defence premises this borough has always maintained a pioneer outlook. It was realised from the very onset that the type of premises provided have a psychological outlook upon the development and attitude of the corps. The Council has built and provided adequate, comfortable and well-equipped premises including a well ventilated underground Control Room ready for instant manning and use. The Council has raised the Civil Defence Corps of 323 to assist in its discharge of obligations.

79. In general Finsbury has always done its utmost, not only to discharge its responsibility under the Civil Defence Act to the fullest, but also to be forward looking and bold in its function as to the best methods and techniques for the development of the machinery instituted for this purpose.

Fuel Distribution

80. The control and distribution of coal is governed by the Coal Distribution Order 1943, and the Retail Control Prices Order 1941. For the past two years, the whole of this service for the Boroughs of Finsbury and Holborn has been the responsibility of Finsbury. This area is a 'trolley' area and residents are dependent upon regular weekly supplies from the merchants with whom they are registered and the preponderance of the older flats (of which there are 5,571) in which there is little or no stocking space, limits householders to purchasing by the hundredweight. There are 19,404 domestic registrations, 2,742 non-industrial, 774 industrial, all requiring individual attention. 120 coal merchants are licensed to retail coal in the two Boroughs and there are 9 coal shops. During the coal year ended on 30th April, 1958, 30,579 tons of coal were consumed.

PART IV

Financial Statement

81. From the financial view-point there is no doubt that the functions of the Council are efficiently carried out. Broadly speaking the rateable value of the Borough can be set out as follows:

Commercial property	76·25%
Industrial property	13·75%
Residential property	10%

Rate collection is most efficiently administered and the effectiveness of the collection can be illustrated by the collection statistics submitted to the Finance Committee monthly, e.g. on the 8th February, 1958, percentage of rate collected was 92·2%. The control and supervision of housing in Finsbury is conducted at a very economic administrative cost and is due largely to the compact and manageable area of the Borough. The Council makes an annual review of rents charged over all their estates and has for several years past obtained the willing consent of their tenants to spread the ever-increasing costs of site acquisition and building for new estates. In 1957–58 the contribution to the Housing Revenue Account in respect of those estates which are fully occupied is estimated to amount to £11,500 representing a rate charge of 1·25d.

82. An illustration of the Borough's financial soundness and growth can be seen from the following tables:

Table of Loan Debt

	£		£
1902	108,879	1954	2,615,972
1922	61,335	1955	2,804,320
1932	415,808	1956	3,254,014
1942	839,838	1957	3,634,506
1952	1,828,784	1958	over £4 million
1953	2,137,836		

Table of Rateable Values

	£		£
1903	951,673	1954	1,015,287
1922	1,051,074	1955	1,023,209
1932	1,198,889	1956	1,033,938
1942	1,283,523	1957	2,483,498
1952	974,182	1958	2,214,190
1953	1,009,831		

83. The following statement of cost to Finsbury by way of rate poundage (including precepts) compared with the County averages for the financial year 1957–58 is submitted:

Service	*County Average*		*Rate Poundage Finsbury including County Council Precept*	
	s.	*d.*	*s.*	*d.*
Education	4	4·88	4	4·88
Libraries and Art Galleries		8·06		3·69
House and Trade Refuse	1	1·67		6·39
Sewerage and Sewage Disposal		7·79		8·86
Baths and Wash-houses		7·74		8·27
Parks and Pleasure Ground		8·91		11·42
National Health Service Act, 1946		7·58		7·59
Other Health Services		7·26		5·85
Care of Deprived Children		3·93		3·93
Housing	1	9·47	1	8·45
National Assistance Act, 1948		5·76		6·38
Highways and Bridges	1	10·68	1	8·99
Town and Country Planning		2·61		2·49
Street Lighting		5·73		3·09
Fire Service		5·09		5·09
Other Rate Fund Services	3	2·24	2	10·70
Equalisation Fund		5·20	1	10·13
Gross Rate (including Equalisation Fund)	20	5·56	20	3·63
Equalisation Fund Receipts	2	0·96		—
Net Rate (including Equalisation Fund)	16	10·97	17	4·00
Rate for Borough Council Services	8	7·02	7	1·75

84. The following Comparative Rate costs for 1956–57 showing the cost to Finsbury of services in relation to two London Boroughs 'A' and 'B' with dormi-

tory populations of 100,000 and 120,000 illustrate that an efficient small unit can compare most favourably with the larger unit:

Comparative Rate Costs, 1956–57

Borough Services	Finsbury		Borough 'A'		Borough 'B'	
	Net Expenditure	Rate in £	Net Expenditure	Rate in £	Net Expenditure	Rate in £
	£	d.	£	d.	£	d.
House and Trade Refuse Removal	51,494	5·18	102,157	15·70	124,812	14·13
Street Cleansing	44,661	4·49	57,291	8·81	107,361	12·15
Street Maintenance	51,036	5·14	80,202	12·33	122,985	13·92
Public Lighting	22,731	2·29	40,476	6·22	30,563	3·46
Sewerage	14,134	1·42	10,743	1·65	48,714	5·52
Baths and Wash-houses	59,972	6·04	71,795	11·04	57,868	6·55
Other Public Health	52,652	5·30	49,635	7·63	73,775	8·35
Housing	23,928	2·41	96,695	14·86	74,335	8·42
Libraries	26,587	2·68	56,782	8·73	62,771	7·11
Civil Defence	2,072	·21	2,360	·36	1,138	·13
Open Spaces	40,779	4·10	6,755	1·04	37,499	4·25
Cemeteries	—	—	21,275	3·27	—	—
Other Services	94,150	9·47	149,415	22·97	160,321	18·15
Total Net Expenditure	484,196	48·73	745,581	114·61	902,142	102·14
Less Receipts Part V L. G. Act 1948	23,224	2·34	15,842	2·43	22,929	2·60
COST OF BOROUGH SERVICES	460,972	46·39	729,739	112·18	879,213	99·54
Add Contributions to Special Funds	6,900	·69	—	—	35,332	4·00
Provisions and Reserves	—	—	—	—	40,449	4·58
Equalisation Grant Contribution	182,095	18·32	—	—	—	—
	649,967	65·40	729,739	112·18	954,994	108·12
Less Equalisation Grant Receipts	—	—	264,000	40·58	153,310	17·36
TOTAL NET EXPENDITURE & PROVISIONS	649,967	65·40	465,739	71·60	801,684	90·76

85. In using the above figures it should be noted that certain services are given to a large Finsbury day-time population and for purposes other than the night time or normal population of an average Borough, e.g.:

(1) Refuse Removal and Sewer maintenance for Offices and Commercial Premises.
(2) Street Cleansing and maintenance, and Public Lighting of Through Roads to Docks, City, West End, between three or more main line Stations, Central Meat Market, etc.
(3) Baths cater for City Office staffs, and swimming clubs other than those of local residents.
(4) Public Health services include activities such as Inspection of Central Meat Market, cafés etc. catering for other than Finsbury residents.

(5) Libraries supply scientific and other books to day-time population, and all library facilities are fully available to all day-time population.
(6) Civil Defence covers Office and Commercial etc. premises with no night-time population.
(7) Open Spaces—Barnet Playing Fields and local squares offer sporting and recreational facilities to staffs (including non-residents) of firms in the Borough.

86. Examination of statistics relating to the Council shows that the district is financially well balanced, having 8,654 domestic hereditaments, of which 1,075 are in the very low rating class of under £10 rateable value; there are also 3,763 commercial properties from which the rates offset the low rating class of domestic properties. In addition to the foregoing hereditaments there are 1,208 industrial, 24 educational, 48 hospital, Crown and social service hereditaments rateable; a total of 13,697 rateable hereditaments. The rate levied on the rateable value of £1½ million of commercial properties assists in balancing the rate-charge for not only the low rated properties in the Borough (which contains some very old property being acquired under slum-clearance schemes) but also the Council's contribution to properties already erected at high post-war costs of which 1,022 flats have been built since 1945 to provide better homes for its population including those rendered homeless by enemy action during the last war and also necessary through past slum-clearance schemes. It also assists other local authorities in the London County area as 72% of the rate levied on all properties in Finsbury is passed on to the London County Council and the Metropolitan Police. In spite of reductions in rateable value by reason of derating of industrial properties of £744,643, allowances to commercial and similar properties of £361,857, loss of rateable value due to enemy action of £315,975 and deletion from the Valuation List of £46,421 rateable value of Electricity and Transport hereditaments as required by section 85 of the Local Government Act, 1948, the present rateable value is £2,214,190. Such a rateable value shows that the Council is financially able to meet and continue to meet its present and increasing responsibilities for social services to its residents; the day-time population working in its area with their requirements of highways, health, inspection of restaurants and cafés, libraries for pleasure and technical publications, baths for ordinary swimming and gala facilities for office and industrial works organisation, and maintenance of highways used by through traffic—both passenger and heavy goods—to the City, West End and Dock areas. For comparison regarding financial stability it should be known that of the 1,468 local authorities in England Wales authorised to levy a General Rate only 43 (including all City and County Borough Councils) have a rateable value exceeding that of Finsbury. Further to the above statement the Council have contributed since 1948 to the expenses of other London Borough Councils; for the current year 1958–59 the cost to the Council's ratepayers will be £236,710, at rate over 2s. 2d. in the £1 of Rateable Value. The revenue of the current year, excluding Superannuation and Capital Accounts, is estimated to be £2,268,000.

PART V

Conclusions

87. The functions which are considered to be most appropriate to local government should be settled before any proposals for reorganisation of Greater London are considered. Certain functions are manifestly better carried out by smaller authorities in touch with the people, e.g. public health, shops inspection, housing, public lighting, refuse collection, rate collection, registration, elections, baths, street trading control, open spaces, libraries and highways maintenance, whereas

the more general services such as hospitals, trunk roads and sewers, and education should be reserved to the larger authorities with representation thereon of the small authorities.

88. Population is not the correct standard to determine the size of local authorities, as so many different circumstances apply in different areas e.g. Central London. The size of a local authority should be determined in the light of the following considerations: (1) its history and tradition; (2) its record of achievement; (3) that its population can easily get to and be represented on the council of the authority; (4) it must be efficient, and if efficient should not be disturbed, and (5) its financial resources must be adequate.

89. Any adjustment of boundaries or reorganisation should not be imposed by a central authority but should be decided freely by the authorities concerned who know their local circumstances and can be relied upon to have regard to local conditions, community interest, and pride in their boroughs.

90. The transfer of services from local authorities has not always improved the efficiency of those services. Small authorities have a vital part in Local Government. As is evidenced by the case of Finsbury they can undertake and test new and pioneering schemes in the field of local government—and being a small and compact organisation can carry approved schemes into effect with speed and efficiency.

91. There appears to be no convincing case for radically reshaping the existing form of local government in Greater London and unless the Commission obtains evidence to the contrary it is submitted that an authority such as Finsbury with its long record of pioneering history and achievements should retain its identity.

92. Finsbury is a compact area with a large day-time population for which it provides many services. It is a balanced community and capable of raising the necessary finance for all its functions and services and for any additional transferred powers. In addition to considerable Council housing estates the Borough is well provided with manufacturing and commercial properties of all kinds, educational facilities such as the Northampton College of Advanced Technology and cultural activities (e.g. the Public Libraries, Finsbury Art Group and the Sadler's Wells Opera Theatre). In an area in Central London where commerce and industry predominate the Council is of the view that the night-time population is not the yardstick by which to judge the size and true needs of the area for local government purposes and regard must be had both to the large day-time population and to the services needed by that population. Finsbury has a day-time population of at least 150,000 and its financial resources are particularly sound with a penny rate product of £9,100 (1958–59). The record of the Borough is sufficiently indicated in this report and the Council is justifiably proud of its achievements. Members of the Commission are cordially invited to the Borough and will be given all possible assistance by the members and officers.

HENRY A. DAVEY
Town Clerk.

Town Hall,
Rosebery Avenue,
E.C.1.

May, 1958.

Evidence submitted by the Fulham Metropolitan Borough Council

STATEMENT BY THE COUNCIL TO THE CHAIRMAN AND MEMBERS OF THE ROYAL COMMISSION ON LOCAL GOVERNMENT IN GREATER LONDON

Town Hall,
Fulham, S.W.6.
22nd May, 1958.

Mr. Chairman, Madam and Gentlemen,

By letter dated the 17th February, 1958, addressed to the Mayor, the Chairman of your Commission invited the Council to submit evidence to it in the manner set out in the letter referred to. I am, therefore, directed by the Council to submit the following Statement under the prescribed headings, namely:

Description of Present Local Government Arrangements

The present arrangements within the Council's area for the carrying out of the functions specified in the letter from the Chairman of the Commission are as follows:

1. Education

In London this is the sole responsibility of the London County Council; the administrative county is divided into nine divisions, each of which is in the charge of a Divisional Education Officer, the latter deriving his authority from the County Education Officer. The Metropolitan Borough Councils appoint one-third of the number of managers for groups of primary schools, the County Council appointing the other two-thirds, and the County Council appoints all the governors for the secondary schools. The borough councils are not directly represented on the Education Committees.

2. Environmental Health

These services are, at present, substantially the responsibility of the Borough Council but the following are, in some respects (as indicated below), shared with the London County Council:

(a) Mortuaries and Post-mortem Rooms

These services are shared between the Borough Council and the London County Council.

(b) Sewerage and Sewage Disposal

Sewage disposal works and trunk sewers draining from more than one authority are maintained by the London County Council; local sewers are maintained by the Borough Council. Proposals for the alteration, reconstruction or abandonment of local sewers require the prior approval of the London County Council.

(c) Drainage from Trade Premises

So far as concerns the regulation of admission of trade effluents direct to London County Council sewers, drainage from trade premises is the concern only of the London County Council; the regulation of admission of such effluents to local sewers is the concern of the Borough Council and the County Council jointly.

(d) Parks and Open Spaces

The London County Council maintains two parks within the borough, viz. Normand Park and Hurlingham Park, and two open spaces, originally commons, viz. Eelbrook Common and Parsons Green. The Borough Council maintains four parks, viz. Bishop's Park, South Park, Lillie Road Recreation Ground and Gwendwr Garden (with a fifth under construction), one separate Children's Playground and several open spaces including some churchyards. The London County Council has also a statutory duty under the London Squares Preservation Act, 1931 (21 & 22 Geo. 5 cxciii) to secure the preservation as open spaces of Gwendwr Garden (now public) and Queen's Club Gardens, Ranelagh Gardens and Riverside Gardens and the protection of their amenities.

(e) Powers and duties under the Physical Training and Recreation Act, 1937

Both the Borough Council and the London County Council are authorities for the purposes of this Act and the former has from time to time exercised certain powers thereunder in and in connection with its parks. It is understood that the London County Council has exercised similar powers in its own parks and also powers particularly relevant to its duties as an education authority.

(f) Regulation of Buildings, including By-laws and Sanitation

Statutory control of building construction and sanitation is divided between the London County Council, District Surveyors appointed by that Council under the London Building Acts (who, although appointed by the County Council, exercise statutory powers conferred direct upon themselves) and the Borough Council. The first mentioned directs policy by making by-laws to be administered by the District Surveyors and Borough Councils, and by the promotion of legislation in respect of building control and by exercising a statutory power to exempt from specific by-law requirements buildings in forms of construction not referred to in the by-laws—a function performed by the Ministry of Housing and Local Government in areas outside London. There has been a tendency in recent years to make the boundaries of the areas of District Surveyors co-terminous with borough boundaries and, without derogation from the (statutory) powers and duties of the District Surveyors, for the County Council to delegate to the borough councils the detailed administration of matters largely of a routine character to be dealt with either under by-law powers or in accordance with a code of practice prepared by the County Council in consultation with the Metropolitan Boroughs' Standing Joint Committee. The Office of District Surveyor is peculiar to the London County Council area and any extension of this area would involve either an extension of the system of District Surveyors to cover the enlarged area or the duties of these officers being discharged as in the areas of other urban authorities throughout the country.

The County Council also exercises functions in respect of means of escape from fire, public buildings, etc., elsewhere exercised by borough and county borough councils.

(g) Health Education

This includes home safety measures and there is duplication of energies in the operation of this service.

(h) The Shops Act, 1950

The London County Council is responsible for:

(i) hours of business;
(ii) washing facilities for employees;
(iii) lavatory accommodation.

The Borough Council is responsible for:

(i) ventilation of buildings;
(ii) temperature of buildings;
(iii) lavatory accommodation.

(i) Disinfection and Disinfestation of Premises and Articles
(j) Public Conveniences
(k) Refuse Collection and Disposal
(l) Street Cleansing
(m) Burial Grounds and Cemeteries

These services are administered wholly by the Borough Council and in the cases (k) and (l) specific arrangements for co-ordination of policy between boroughs exists through the Metropolitan Boroughs' Standing Joint Committee.

3. Personal Health and Welfare

(a) Notification of Infectious Disease
(b) Powers and Duties under the National Assistance Acts

Although the responsibilities under these Acts are primarily those of the London County Council, the borough has responsibilities in relation to Sections 47 and 50 concerning elderly deprived, etc., persons who require to be dealt with, i.e. compulsory removal by a Magistrate's Order to hospital or institution. Section 50, of course, deals with the burial of dead persons with no relatives.

(c) Powers and Duties under the National Health Service Acts

These services are the responsibility of the London County Council but of course the Borough Medical Officer undertakes day-to-day administration.

(d) Mental Health Service
(e) Care of Children
(f) Registration of Nurseries and Child minders
(g) Health Education

These are closely associated with the work of health visitors, etc., who have to work in close liaison with the Borough Medical Officer of Health.

It is submitted that in the services included in this heading, there is especially emphasized the need for minute local knowledge and community of interest which are the first two essentials of local government. In this respect, it is essential to bear in mind that the Town Hall is the place which the public knows and to which people resort for help and advice in the resolving of their difficulties. The local councillor is easy of access in case of need, whereas members of the London County Council, or any other top tier authority, are not so accessible or so well known to the general public. It is for these reasons, *inter alia*, that the Council, as a constituent member of the Metropolitan Boroughs' Standing Joint Committee, has already expressed itself in favour of the delegation to the borough Councils of the Maternity and Child Welfare functions formerly exercised by them but now exercised by the London County Council under the National Health Service Acts (see further note below). It would be equally desirable in matters such as the registration of nurseries and child minders and the care of children where local knowledge is so invaluable. This is recognised by the County Council Officers who frequently approach the Medical Officer of Health or her staff in order to take advantage of their greater local knowledge.

4. Housing

Both the London County Council and the Metropolitan Borough Councils are authorities for the purposes of the Housing Acts. The Borough Council has to obtain the planning approval of the County Council before it can develop land for housing purposes. In connection with the estates provided by the County Council, the Borough Council has no control, and it by no means follows that the accommodation provided by the County Council will be made available for Fulham people. The Borough Council is exclusively the authority concerned with the provisions of the Housing Act, 1957, for securing the repair, maintenance and sanitary condition of houses. With regard to the joint responsibility for slum clearance, this is carried out according to an agreed programme submitted to the London County Council for consideration and consultation. Both the County Council and the Borough Council have powers under the Housing Act, 1949, to make advances, for the purpose of increasing housing accommodation, to persons acquiring, constructing, converting, altering, enlarging, repairing or improving houses. In Fulham all these powers are exercised solely by the Borough Council.

5. Town and Country Planning

(a) Town and Country Planning Acts

The London County Council is the Planning Authority but has a statutory duty to consult the Borough Council:

(i) in the preparation and periodical reviews of the Development Plan; and

(ii) on the individual proposals for formation and laying out of new access to roads, or for development, which conflict with zoning and other provisions in the current Development Plan before issuing any consent or refusal in respect of such proposals. Such consultation is required in a considerable proportion of the proposals requiring consent under the Acts.

The Borough Council exercises powers (delegated by the County Council) in respect of the Control of Advertisements and, as mentioned under 'Environmental Health Services', para. (f), discussions are proceeding in respect of further delegation of powers under the Acts.

(b) National Parks and Access to the Countryside Act, 1949

The circumstances appropriate to exercise of powers under the National Parks and Access to the Countryside Act, 1949, do not exist within or near to this borough.

6. Traffic

With the exception of major bridges and certain functions in connection with street improvements, the Borough Council exercises all the duties of a highway authority within its area.

(a) Construction, Improvements and Maintenance of Roads and Bridges

The London County Council is responsible for the construction, improvement and maintenance of the two bridges over the River Thames which connect this borough with the adjoining borough of Wandsworth, and of the viaduct which carries West Cromwell Road over the railways at the boundary between this borough and Kensington, and also for the maintenance of the footways and carriageways over the two former.

The London County Council is the authority for the prescription of improvement lines and if the Borough Council proposes to widen any classified or unclassified road, prior London County Council approval must be obtained.

The London County Council normally promotes any legislation for major street improvements (e.g. London and Middlesex Improvements Act, 1937), undertaking the preparatory work and the financial responsibility, the work being subsequently carried out either by contract or by the appropriate borough council at its request. In the past it has been the practice for the London County Council, the borough council and the Ministry of Transport to share the cost of improvements of classified roads, whether initiated by the borough council or the London County Council. More recently the practice has been for the London County Council to initiate major improvements on classified roads, and the borough councils those involving smaller expenditure; in these circumstances the initiating council undertakes the whole financial liability less Ministry of Transport grant.

The Borough Council is wholly responsible for improvement of unclassified roads (unless carried out as part of areas of comprehensive redevelopment) and for maintenance of all highways (except over Thames bridges).

(b) Street Lighting

The Borough Council is responsible for the provision and maintenance of street lighting on all public highways within the borough, except that on the Thames bridges where the lighting installation was essentially designed as (and is rather more appropriate to) a decorative feature of the bridge rather than as a street lighting installation for the benefit of moving traffic. The recently installed electric lighting on Putney Bridge is maintained by this Council on behalf and at the cost of the London County Council.

(c) Naming of Streets and Numbering of Houses

Street names and numbers are allocated by the London County Council, street nameplates being provided, fixed and maintained by the Borough Council whose duty it is to ensure that the number allocated is fixed on premises. Although avoidance of duplication of street names within a postal district (possibly including parts of more than one local government area) is desirable, the preliminary work in connection with allocation of street numbers necessarily involves local inspection, etc.

The Council would not wish to disturb the present arrangement provided the second tier authority is enabled as of right to submit street names for the approval of the top tier authority, but it feels that there should be provision for consultation with the postal authorities, particularly as to the numbering of properties.

(d) The Provision of Parking Places

This is a local function vested in the Borough Council.

(e) Road Safety

The Borough Council (where appropriate in consultation with the Ministry of Transport and/or the Metropolitan Police) is wholly responsible within its area for:

The provision and maintenance of traffic control signals.
The provision and maintenance of traffic signs.
The provision and maintenance of pedestrian crossings.

Compilation and analysis of accident records for the above purposes and for the work of the Accident Prevention Committee, including continuous review of the sites, nature and causes of traffic accidents.

(f) Bus Shelters

Bus shelters in this borough have been provided on highways by the London Transport Executive after approval as to siting by the Borough Council as highway authority.

(g) Private Street Works

The Borough Council is the authority for all procedure and work in connection with private street works.

7. Civil Defence

Although Civil Defence, as a local government service, is not specifically mentioned, it affords, in the Council's opinion, a good illustration of the effects of the present dual local government in London. The Civil Defence Corps consists of local divisions raised and organised by local authorities, and is made up of volunteer men and women. The strength of a division is fixed by the Secretary of State according to such considerations as the size and vulnerability of the area. Each division comprises five sections. In London, because of its dual governmental nature, these sections are made the responsibility of the County Council and the borough councils. The County Council has two services:

(1) Rescue.
(2) Ambulance and casualty clearing.

The borough councils have two services:

(1) Headquarters.
(2) Warden.

The Welfare Service is divided between the two authorities according to the normal peace-time functions of each authority. In the last war, the situation was similar and it worked because the County Council had no operational responsibility for anything, all the services being operationally under the borough A.R.P. Controller.

If the Council is called upon to give further evidence before the Commission, it will be able to give detailed illustrations of ways in which the present division of responsibility between the London County Council and the Metropolitan Borough Councils has worked adversely, and to the prejudice of the public interest.

Consideration of Local Government Boundaries on a Population Basis

The Council has given serious consideration to the allocation of local government functions as contemplated in this Statement of Evidence and to the areas of the respective authorities upon whom are to be placed the responsibility of these functions. The Council is strongly of opinion that the local government functions in the London area as a whole should be operated on a two-tier system, to which reference is made throughout this Statement of Evidence. The administrative area itself should cover the whole area which is the subject matter of the Commission's terms of reference. The new minimum population level for the second-tier authority should not be less than 100,000 (except in special cases) and should normally be contained with the figures 100,000 to 300,000.

Analysis of Defects in Present Local Government Arrangements and Outline of Views on Remedial Measures

The Council's consideration of these headings has led it to an examination of the present and proposed allocation of functions and responsibilities as between the London County Council and the Metropolitan Borough Councils with which it is, of course, more particularly concerned, but it does not overlook the fact that its proposals as a whole would, if adopted, cover the much wider area referred to above.

In the Council's view the top-tier authority should be responsible for formulation of policy and planning, and supervision with some degree of executive power, but, as indicated below, it should also be enabled to confer or delegate on a substantial basis powers to the second-tier authorities with the aim and object, as far as possible, of securing uniform administration throughout the area. The second-tier authorities would therefore have all possible executive powers and functions delegated to or conferred upon them. The Council's view of the size of the second-tier authorities on a population basis is expressed above and this would be such as to allow each to assume executive control of all services save those whose nature requires uniformity of application throughout the whole area. The Council regards it as of the greatest importance that the members of the top and second-tier authorities should be responsible to the public by the test of direct election, and not, for example, by appointment from one authority to the other.

Division of Responsibilities

Turning to the main services listed in Appendix B to the Commission's letter, the Council suggests that these should be deployed in the manner set out in the Appendix, which takes full account of the considerations set out in this Statement.

Conclusion

The Council is fully conscious of the wide variety of opinion which may be brought to bear on such an involved subject as the future of London local government, and in preparing the broad framework of its policy as indicated in this Statement it fully appreciates that this may be capable of expansion or modification in the light of experience, past, present or future. Indeed, the Council has deliberately refrained from outlining more than the future main structure of the proposed organisation, in the belief that through the interchange of ideas, and with the expert knowledge available to them, the Royal Commission will be able to choose and recommend a system acceptable to the majority and capable of serving the community efficiently and economically.

In conclusion the Council would gladly respond to any request from the Commission to be allowed to visit Fulham for the purposes of their inquiry and would be willing to co-operate in every possible way through the principal officers, or as may otherwise be desired.

I am, Mr. Chairman, Madam and Gentlemen,
Your obedient Servant,

CYRIL F. THATCHER
Town Clerk.

Functions to be administered by top-tier authority	*Functions to be administered by second-tier authority*	*Functions to be administered jointly by top-tier and second-tier authorities*
Education Education, Agricultural Education, Youth Employment Service: with an increase in shared responsibility with the second-tier authority		
Environmental Health Control of Water-courses Refuse Disposal Sewerage and Sewage Disposal Prevention of River Pollution Port Health Functions (where applicable) (Note: although not referred to in the Commission's letter, the Council feels that responsibility for the ambulance and fire services should be entrusted to the top-tier authority, as at present administered by the London County Council.)	Baths, Wash-houses and Bathing Places Control of Ditches and Ponds Disinfestation of Premises and Articles Drainage of Trade Premises Mortuaries and Post-mortem Rooms Public Conveniences Refuse Collection Regulation of Buildings and Sanitation of Buildings Street Cleansing Burial Grounds Powers and Duties under the Physical Training and Recreation Act, 1937	Crematoria Parks and Open Spaces
Housing		Provision of Houses, Slum Clearance, Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses, Regulation of Buildings and By-laws: With shared responsibility as at present

Functions to be administered by top-tier authority	*Functions to be administered by second-tier authority*	*Functions to be administered jointly by top-tier and second-tier authorities*
Personal Health and Welfare	Registration of Nurseries and Child Minders Notification of Infectious Diseases Health Education Maternity and Child Welfare (on the basis of negotiations which have taken place between the London County Council and the Metropolitan Boroughs' Standing Joint Committee)	Powers and Duties under the National Health Service Acts (except Maternity and Child Welfare) Mental Health Services Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944. Care of Children
Town and Country Planning		Town and Country Planning Powers and Duties under the National Parks and Access to the Countryside Act, 1949.
Traffic Naming of Streets and Numbering of Houses (Note: The Post Office should also have certain responsibilities for this service, more particularly the numbering of houses; and the second tier authority, would be entitled to put forward its views on the naming of streets in its area.)	Road Safety Bus Shelters Private Street Works	Construction, Improvement and Maintenance of Roads and Bridges Street Lighting (N.B. the functions would be divided roughly as to:— through roads and Class A roads and bridges } top-tier authority all other roads } second-tier authority)

Supplementary Evidence submitted by the Fulham Metropolitan Borough Council

Town Hall,
Fulham, S.W.6.

27th October, 1958.

Dear Sir,

My Council has had under consideration the letter, dated 19th August last, sent by the Chairman of the Royal Commission on Local Government in Greater London to the Mayor, in which it was stated that should the Council wish to submit further evidence upon any Local Government function not covered by the Chairman's previous letter, it would be a convenience if it were in the Commission's possession by 1st November next.

The Council in its Statement of Evidence, which accompanied my letter of 23rd May last, expressed the view that London Government should continue to be exercised on a two-tier basis and that the administrative area of the top-tier authority should cover the whole area which forms the subject matter of the Royal Commission's terms of reference.

Having given the matter further consideration, the Council feels that membership of the suggested expanded authority would make even further demands upon the time of its members than does membership of the London County Council at present and that this must give rise to a problem inasmuch as the categories of people who can spare such a large proportion of their time unpaid is extremely limited. Moreover, the Council feels in general that a number of suitable persons who would be prepared to serve on local authorities are debarred from doing so to an increasing extent because of the inadequate scale of out-of-pocket expenses and payments for loss of earnings and particularly by the rule which prevents members claiming travelling expenses for journeys to attend meetings or make visits which take place within three miles of their place of residence.

The Council feels that these are matters which are worthy of consideration by the Royal Commission as ancillary to its suggestion for the establishment of an expanded first-tier authority and I have been directed to forward the following suggestions to the Royal Commission as ancillary to the Statement of Evidence already submitted by the Council, namely:

(a) that serious consideration be given to the matter of suitable payment for members of the top-tier authority;

(b) that a more generous scale of out-of-pocket expenses and payments for loss of time or earnings should be provided for members of local authorities;

(c) that the three mile limit for the claiming of travelling expenses be abolished, since it is causing hardship for persons within that limit.

As requested, thirty copies of this letter are forwarded.

Yours faithfully,

CYRIL F. THATCHER,
Town Clerk.

J. R. Niven, Esq.,
Secretary: Royal Commission on Local Government
in Greater London.

Evidence submitted by the Greenwich Metropolitan Borough Council

The Town Hall,
Greenwich, S.E.10.
25th June, 1958.

The Secretary,
Royal Commission on Local Government
in Greater London,
Sanctuary Buildings,
16 Great Smith Street,
S.W.1.

Dear Sir,

I am instructed to advert to the letter dated 17th February, 1958, addressed by the Chairman of the Royal Commission on Local Government in Greater London to the Mayor of this Borough and to say that the Greenwich Borough Council is happy to accept the invitation to submit evidence to the Commission regarding the operation of the services referred to therein.

Accordingly, such evidence is submitted in outline hereunder under the heads mentioned in paragraph 4 of the communication.

1. DESCRIPTION OF THE PRESENT ARRANGEMENTS WITHIN THE BOROUGH AS TO:

(a) Education

(i) Education

The London County Council is the Education Authority for the whole of the Administrative County of London and the metropolitan borough councils play no active part in the administration of the service, their powers being limited to the appointment of so many of each of the school governors for the groups of County Primary Schools and of the Voluntary Schools. The Council also appoints representative governors of a charity known as the Roan Schools Foundation.

(ii) Agricultural Education

So far as is known there is no agricultural education service in this metropolitan borough.

(iii) Youth Employment Service

The youth employment service in Greenwich, as in all the other metropolitan boroughs, is exercised by the London County Council under the powers conferred by the Employment and Training Act, 1948.

(b) Environmental Health

(i) Baths, Wash-houses and Bathing Places

Public Baths and Washhouses are the responsibility of the borough council, its establishment being situate in Trafalgar Road. The building was opened to the public in 1928 and replaced a similar but outdated building at the corner of London Street (now Greenwich High Road) and Royal Hill erected in 1856 by the Council's predecessors and being one of the first of such establishments provided in the metropolis. The new building comprised three swimming baths—1st class, 2nd class and ladies—slipper baths, a public laundry and an establishment laundry. To meet local demand, a part of the basement of the building was converted into a vapour baths a few years afterwards.

In May, 1941, the ladies' bath was completely destroyed by enemy action. In the Council's opinion, public taste has changed and there is no longer a demand for a swimming bath reserved solely for women and after considerable negotiations with the Minister of Housing and Local Government and the War Damage Commission the Council is now reconstructing the damaged portion as an up-to-date and more commodious ground floor vapour baths to replace the existing one which is admittedly below modern standards, although extremely well patronised.

During the period 1st October to 30th April of each year the pool in the 1st class bath is floored over and for many years was used for dancing, concerts, boxing, etc. More recently, however, and with the decline in the demand for dance halls, the hall has been used for badminton, table tennis and roller skating, the last mentioned being extremely popular.

In addition to catering for the needs of the Baths and Wash-houses themselves, the establishment laundry also undertakes the laundering of towels used in certain other premises of the Council.

The London County Council have provided an open-air swimming bath in their open space known as Hornfair, situate at the junction of Shooters Hill Road and Charlton Park Lane.

(ii) Control of Water-courses, Ditches and Ponds

Such limited control as is available to local authorities in a metropolitan borough in respect of water-courses and ditches is exercised by the borough council. The two main water-courses traversing the Borough are the rivers Quaggy and Ravensbourne, each of them being fed in part by smaller streams and, in recent years, in part by the surface water discharged from new housing estates. The London County Council, as the main drainage authority, has insisted on as much of this surface water as possible being taken into the streams in order to avoid overloading the soil sewers. Prior to about 1932 soil and surface water drainage were all taken into the one sewer.

In the event of nuisances occurring in the condition of the beds or banks of these water-courses notices to remedy the conditions are served upon the riparian owners under the provisions of the Public Health (London) Act, 1936.

There are still in existence some tidal ditches which used to drain the marsh lands of the Borough.

The Borough Council is responsible for the opening and closing of the sluices at the river end of the ditches in order to prevent flooding at times of high tide.

So far as ponds are concerned (other than those situated in parks and open spaces), very few of these still remain, the majority having disappeared in the course of building development. They are regularly inspected by the Public Health Department of the Council and sprayed at appropriate times of the year in order to prevent the breeding of mosquitoes, etc.

(iii) Disinfestation of Premises and Articles

This duty is carried out by the Council through a separate section of its Public Health Department.

Disinfestation of premises is undertaken in the case of properties infested with bugs, fleas, ants, cockroaches, and other similar insects, usually at the request of the occupiers.

Disinfection (as opposed to disinfestation) of premises is effected in all cases where notification of the occurrence of infectious diseases has been received and, at the request of occupiers, where persons have died from cancer or tuberculosis.

Articles required to be treated are taken in a motor vehicle fitted with a detachable container to the Council's Disinfecting Station at Tunnel Avenue Depot. After treatment, the articles are returned to their owners by means of another container.

(iv) Drainage of Trade Premises

This function is of comparative recent introduction in London as a result of the coming into force of the L.C.C. (General Powers) Act, 1953. It is exercised by the Borough Council in relation to connections to the Council's sewers.

Regular sampling of effluents takes place and the results of analyses are discussed with the London County Council, as the main drainage authority.

(v) Mortuaries and Post-mortem Rooms

The Coroners' Court in Greenwich was provided by the London County Council and the adjoining mortuary and post-mortem room by the Borough Council under the provisions of the Public Health (London) Act, 1936. Owing to the rearrangement and reduction in recent years of the Coroners' districts in London the Court in Greenwich has fallen into disuse, with the result that the Council's mortuary is no longer needed.

(vi) Public Conveniences

Nine public conveniences for both sexes in the Borough have been provided and are maintained by the Council as well as one urinal.

Such establishments come under the control of the Public Health Department and are staffed by attendants, being open to the public from 7 a.m. to 11 p.m. on weekdays and from 10.30 a.m. to 10.30 p.m. on Sundays. In the case of one public convenience located near to a motor coach picking-up point, the building is opened at 8 a.m. on Sundays during the summer season.

In three cases the Council has made arrangements with Brewery Companies whereby the latter have provided urinals at certain of their licensed premises, the Council accepting responsibility for their daily cleansing.

(vii) Refuse Collection and Disposal

The collection of house refuse is undertaken by the Borough Council by the direct employment of labour, it owning a fleet of motor vehicles for the purpose. Collection is carried out at least once weekly and in some cases more frequently.

Trade refuse is also removed by agreement.

The collected refuse is taken to the jetty at the Council's Tunnel Avenue Depot on the River Thames and there shot into contractors' barges lying alongside. It is conveyed down river to the Essex Marshes and there disposed of under controlled tipping arrangements. The contract for the disposal of refuse is let annually.

It is felt that disposal is becoming unduly costly and at the instigation of the Council the London County Council (General Powers) Bill now before Parliament contains provisions enabling metropolitan borough councils to have powers already available to provincial authorities whereby they can convert house refuse and sewage sludge into saleable product at a greatly reduced cost. It is anticipated that the Bill will receive the Royal Assent next month.

A wharf in the Borough situated on Deptford Creek is used by the adjoining Metropolitan Borough of Lewisham as a point to which refuse from that Borough is brought and thence loaded into contractors' barges. In this case the refuse is deposited on the wharf from the refuse collection vehicles and then picked up by grab and dumped into the barges.

(viii) Regulation of Buildings and Standardisation of Buildings

Apart from certain minor matters in relation to the licensing of temporary buildings and structures, the erection of buildings is supervised by the London County Council under the London Buildings Act, 1930–39 either direct from County Hall or through the local District Surveyor.

The drainage of such buildings, including the associated plumbing work, is controlled by the Borough Council under the Public Health (London) Act, 1936, and the by-laws made by the London County Council thereunder or under the Act repealed by such statute.

The subsequent regulation of all dwelling houses to ensure that they remain in a state fit for human habitation or free from nuisance is the responsibility of the borough council, as is also the supervision of the condition of the drainage systems.

This dual control is unsatisfactory to the public and this point is elaborated at a later stage hereof.

(ix) Sewerage and Sewage Disposal

The drainage of buildings is taken into local sewers provided and maintained by the borough council and these in turn discharge into the main sewers of the London County Council who are the main drainage authority for the County.

Approval of the London County Council is required to the construction of all new local sewers.

Sewage disposal is the function of the London County Council, who have in Greenwich High Road a pumping station where sewage is pumped from the low level sewer to a high level one and then conveyed to the Southern Outfall Works at Crossness.

(x) Street Cleansing

This service is the responsibility of the Borough Council and is undertaken by direct labour on the 'beat' system. Under this system each street sweeper is responsible for an allocated number of roads and the street sweepings are placed into a hand barrow fitted with portable containers, the contents of which are collected by motor vehicles.

All main and other important roads are swept daily, the remaining roads being dealt with less frequently according to local conditions.

(xi) Burial Grounds, Cemeteries and Crematoria

The Borough Council is the burial authority, having taken over two cemeteries in the Borough from former Burial Boards upon the formation of the Borough in 1900. Before then they each served a parish now forming part of the metropolitan borough.

The Council is a constituent member of a joint committee known as the Woolwich, Greenwich and North West Kent Joint Crematorium Committee, which was formed in 1954 for establishing and maintaining a crematorium at Eltham, in the adjoining Borough of Woolwich.

(xii) Parks and Open Spaces

The Crown, the London County Council and the Borough Council all own parks and open spaces within the Borough.

Greenwich Park (196·5 acres) is a Royal Park coming under the control of the Ministry of Works.

Blackheath (part also being in the adjoining Borough of Lewisham) is managed by the London County Council who also own other parks of a total area of 270·5 acres.

The Borough Council own Charlton House Grounds, Greenwich Pleasuance at East Greenwich, and Batley Park, a total of approximately 17 acres and also has the care and management of St. Alfege's Church disused burial ground.

Another disused burial ground, that is St. Nicholas Recreation Ground, is in process of being transferred to the London County Council as a result of extensions thereto and under the arrangement whereby new open spaces in excess of 2 acres should vest in the London County Council.

(xiii) Powers and Duties under the Physical Training and Recreation Act, 1937

Under Section 4 of the Physical Training and Recreation Act, 1937, the Council has established three community centres in the Borough (at Charlton House, Kidbrooke House and West Greenwich House) and provide for the staffing, cleansing, lighting, heating and maintenance thereof. The Council is believed to be one of the earliest, if not the earliest, of the metropolitan borough councils exercising this function.

The organisation and running of the centres is undertaken by the Greenwich Community Council, a body appointed under a constitution laid down by the Council and upon which the Council has a majority of members. Some 150 organisations are affiliated to the Greenwich Community Council, the majority of them meeting at the centres once a week. Such organisations have cultural, educational or recreational activities.

(xiv) Prevention of River Pollution

The duty of securing prevention of pollution of the River Thames devolves, so far as the portion situate within the Administrative County of London is concerned, upon the Port of London Authority.

(c) Housing

(i) Provision of Houses

The London County Council and the Borough Council have concurrent powers under the Housing Act, 1957, for providing dwellings in the Borough.

Since 1920, the Borough Council has built 3,172 permanent dwellings and according to the latest information at the Council's disposal, the London County Council have provided 3,862 such dwellings.

No vacant land zoned residential in the Development Plan for London now exists in the Borough, the London County Council having since the War acquired practically all available building land. The Borough Council activities are now limited to the redevelopment of a few small bombed sites, the sites of clearance areas under Part III of the Housing Act, 1957, the acquisition of old houses with large gardens which might come into the market and which the Council are able to step in to secure before the London County Council (who usually have prior knowledge of the availability of the property as a result of their functions under the Town and Country Planning Act, 1947) and the redevelopment with permanent dwellings of any sites purchased by it at the end of the War for the erection of temporary dwellings.

The Council is actively engaged in purchasing, converting and improving, individual houses in the Borough, much of the resultant accommodation being utilised for rehousing the licensees of requisitioned properties. At the present time 448 properties still remain under requisition and, as the Commission are aware, these have to be handed back to the owners by not later than 31st March, 1960.

(ii) Slum Clearance

Here again the London County Council and the Borough Council have concurrent powers under Part III of the Housing Act, 1957, and both authorities have been and are active in this direction. In recent years agreements have been reached between the two authorities as to their respective future programmes.

(iii) Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

In 1955 the Council decided to avail itself of the powers conferred by Section IV of the Housing Act, 1949, to make advances to persons for the acquisition, construction or improvement of dwelling houses in the Borough and to date £289,677 has already been advanced, and a further £26,763 authorised.

The Borough Council also make contributions under Section 20 of the Housing Act, 1949, towards the cost of converting and improving privately owned dwellings in the Borough and since 1st April, 1955 has paid a total of £9,471 17s. 8d.; a further £3,454 12s. 0d. has been authorised.

In 1950 the Council approved a scheme of a local Housing Association for the provision of 14 flats and passed on to such Association the appropriate Exchequer subsidy.

(iv) Regulation of Buildings and By-laws

The remarks under item (b) (viii) apply equally in this case.

(d) Personal Health and Welfare

(i) Powers and Duties under the National Health Service Acts

The Borough Council has no executive functions in the administration of the personal health services which come within the jurisdiction of the London County Council. Greenwich forms a part of Division 6 of the Administrative County and the Borough Council nominates three of its members to serve on that Division's Divisional Health Committtee.

(ii) Mental Health Service

The Borough Council has no jurisdiction in relation to these services.

(iii) Powers and Duties under The National Assistance Acts and The Disabled Persons (Employment) Act, 1944

Local authority functions generally under The National Assistance Acts are exercised by the London County Council, but the Borough Council is concerned in the powers and duties conferred upon local authorities by Sections 31 and 50 respectively of the National Assistance Act, 1948.

Section 31 of the Act empowers a local authority to make contributions to the funds of any voluntary organisation whose activities consist in or include the provision of recreation or meals for old people. The Borough Council has implemented this provision by arranging for the setting up of the Greenwich Old People's Welfare Association in accordance with a constitution drawn up by the Council, which has the right to appoint a number of its members to the executive committee thereof. The Association arranges for the delivery on week days of mid-day meals to old people at the Day Clubs in the Borough and to the home-bound in their homes at a charge to the recipient of 10d. per meal, the provision of a fortnight's holiday at the seaside towards the cost of which (approximately £8) the old person is expected to contribute £2, the running of old people's day clubs and the provision of food parcels at Christmas to the home-bound. Each year the Association submits to the Council a detailed estimate of the financial contribution necessary from the Council to enable them to carry out the functions mentioned and the amount of this estimate, if approved, is included in the General Rate estimate for the ensuing year. The Association are encouraged themselves to promote activities for raising funds so that they are not completely dependent upon the Council for their finance.

Section 50 of the Act casts upon the Borough Council the duty of causing to be buried or cremated the body of any person who has died or been found dead in the Borough, in any case where it appears to the Council that no suitable arrangements for the disposal of the body have been or are being made. This duty is undertaken by the Council through its burial department and steps are taken wherever possible to recover the cost entailed under sub-sections (4) and (5).

It is not appreciated that the Disabled Persons (Employment) Act, 1944, requires the local authority to take any active steps in its administration. The Borough Council is, of course, as an employer, required to employ a stipulated quota of disabled persons and in fact for many years past the number so employed has always been well above the percentage laid down.

(iv) Care of Children and (v) Registration of Nurseries and Child Minders

These services are carried out by the London County Council either direct from County Hall or through the local Divisional Office.

(vi) Notification of Infectious Diseases

The provisions of Section 192 of the Public Health (London) Act, 1936, relating to the notification of cases of infectious disease in the Borough are executed by the Borough Council through its Medical Officer of Health.

(vii) Health Education

The London County Council and the Borough Council have concurrent powers in the dissemination of information relating to health education.

One illustration of the type of action from time to time taken by the Council was the formation of a local Guild of Hygiene. Meetings of local traders were convened and addressed by the Medical Officer of Health and the Senior Food Inspector and a campaign was launched for securing and maintaining certain standards of hygiene in food premises. Such premises are inspected regularly and when the state of hygiene thereat reaches the standard laid down certificates signed by the Medical Officer of Health are presented to the traders concerned at meetings of the Public Health Committee of the Council. Posters issued both by the Central Office of Information and the London County Council in relation to health matters are regularly displayed at the Council's establishments.

(e) Town and Country Planning

(i) Town and Country Planning

All planning powers under the Town and Country Planning Act, 1947, are exercised by the London County Council as the planning authority for the County, with the exception of the control of advertisements which is the direct responsibility of the Borough Council.

The London County Council are required to consult the Borough Council upon all applications received by them in cases in which road widenings are involved, in which the Borough Council has expressed an interest, or where there is a proposed departure from the Development Plan zoning. In point of fact, the County Council consults the Borough Council in respect of approximately two-thirds of the planning applications dealt with.

(ii) Powers and Duties under The National Parks and Access to Countryside Act, 1949

The provisions of this Act would not appear to apply to the Administrative County of London.

(f) Traffic

(i) Construction, Improvement and Maintenance of Roads and Bridges

The Borough Council is the local highway authority and is responsible for the maintenance of all main roads in the Borough and all district roads which have been taken over as highways repairable by the inhabitants at large.

Both the London County Council and the Borough Council have powers for the construction of new main roads and the improvement and widening of existing ones, the Borough Council's activities usually being limited to cases where the capital cost does not exceed about £25,000, the expenditure entailed being met, apart from any grant from the Ministry of Transport and Civil Aviation, from the Rate Fund. The Borough Council is required by Section 72 of the Metropolis Management (Amendment) Act, 1862, to obtain the approval of the London County Council to any road improvement it proposes to carry out.

So far as the maintenance of roads is concerned, this work is carried out by direct labour, with an annual contract with specialist contractors for asphalt surfacing.

In the case of bridges over railways in the Borough the Council is responsible for the maintenance of the highway but not of the superstructure.

The lifting bridge carrying the highway of Creek Road over Deptford Creek is maintained by the London County Council, both in respect of the structure and also the highway surfacing.

One bridge carrying the highway of a side road over a watercourse is maintained by the Borough Council.

(ii) Street Lighting

The Borough Council is responsible for street lighting in respect of all roads in the Borough. Such maintenance is carried out by direct labour.

With few exceptions all roads in the Borough are lighted by means of electricity.

(iii) Naming of Streets and Numbering of Houses

The London County Council is the street naming and street numbering authority for the whole of the Administrative County, but the Borough Council has the responsibility for carrying into effect orders made by the County Council for the renaming of streets and for ensuring compliance by owners or occupiers with orders similarly made in respect of the numbering or renumbering of houses in the Borough.

(iv) Parking Places

The Borough Council is the authority responsible for initiating the procedure for designating portions of highways in the Borough as official parking places or for prohibiting or limiting the waiting by vehicles in prescribed highways. Before approaching the Ministry of Transport and Civil Aviation the Council invariably seeks the views of the Local Safety Advisory Council (see (v) *infra*).

One area of land in the Borough acquired primarily for a street widening has been allocated as a temporary car park until such time as the removal of the present financial restrictions enables the Council to effect the physical widening and earn the promised grant from the Ministry of Transport and Civil Aviation.

(v) Road Safety

The Borough Council has formed a Local Safety Advisory Council comprised of 12 members of the Council and representatives of local organisations, teachers, Press, road users' associations and police. The appropriate standing committee of the Borough Council from time to time refers questions relating to traffic using highways in the borough to the Advisory Council which itself also initiates proposals for increasing road safety. The Advisory Council meet once monthly. A Road Safety Organiser has been appointed to the staff of the Town Clerk's department.

(vi) Bus Shelters

Until recent years bus shelters upon the public highway had been provided by London Transport Executive, but in view of that body's intimation that the funds at their disposal would not permit of their installing others, the Borough Council itself erected a shelter at its own cost and subsequently entered into an arrangement with a private concern whereby the latter undertook to erect a certain number of such structures in approved positions on the public highway in consideration of their being permitted to display advertising matter thereon.

(vii) Private Street Works

As the highway authority, the Borough Council is responsible for the forming and paving of 'new streets' within the Borough pursuant to the provisions of Section 105 of the Metropolis Management Act, 1855.

Very many of such streets have been so paved since the borough was formed, but the number is now tending to diminish with the virtual completion of the housing development.

II. ANALYSIS OF DEFECTS WHICH THE COUNCIL SEES IN THE PRESENT ARRANGEMENTS

Whilst the Council is of the opinion that the existing boundary of the Administrative County of London should be retained, it considers that many of the functions at present exercised by the London County Council should be the responsibility of the metropolitan borough councils. In particular, it contends that such councils should have entrusted to them powers and duties now to be vested in non-county boroughs having populations approximating to that of Greenwich (89,000).

The following paragraphs numbered (1) to (7) set out the reasons why from a policy point of view the Council suggests that it is in the public interest that certain functions should be carried out by the Borough Council rather than the London County Council or whoever may be their successors either in respect of the County as now existing or of some extended area, namely:

(1) It is universally accepted that it is to the Town Hall that the ordinary resident of an area feels he is entitled to look for the carrying out of the local government services affecting his daily life, the focal point in the locality where he can seek guidance and assistance or where he can make his objection should

any particular service be withheld from him or not carried out according to his understanding of the authority's responsibility in relation thereto. The Town Hall is a place usually within easy accessible distance of his home, the Council are his own directly elected representatives and the officials are not regarded by him as being so impersonal as those at County Hall. He feels that his problem is also their problem—many of them reside in his borough.

In addition, it is frequently a cause of irritation and inconvenience to residents of the borough to find upon application to the Town Hall in respect of a particular matter that they are required to deal with the borough council upon one or more aspects of it and then to approach County Hall in relation to the remainder. A case in point, is the regulation of buildings [(b) viii, *supra*] where the person concerned may require to obtain the planning approval of the London County Council at County Hall to a proposal to build, then secure the consent of the borough council to the drainage arrangements and subsequently to give notice to both authorities (in the case of the County Council—their local official, the District Surveyor) in respect, in the case of the County Council, of the various stages of progress in the erection of the building and, in the case of the borough council, of the construction of the drainage system.

Without in any way being critical of the existing administration, it is considered that the present central authority has become so vast and its functions so multifarious, that it is virtually impossible to give speedy and personal attention to individual points as they arise.

(2) Out of the General Rate levied in metropolitan boroughs, approximately two-thirds thereof is raised for the purposes of the precepting bodies (the London County Council and the Metropolitan Police). It is not considered healthy that the authorities charged with the duty of collecting the rates should have no control over the expenditure of such a large proportion of the proceeds; the ratepayer is certainly difficult to convince, when dissatisfied with what he is getting for his outlay, that the body collecting his money is not the one to whom he can address his criticisms in relation to services administered from outside his borough.

(3) The metropolitan borough council in general—and Greenwich in particular—can show a satisfactory record of progress since they were constituted under the London Government Act, 1899. Many of the improvements in local conditions effected as a result of amending legislation can be directly attributed to the initiative of such councils, as reference to many sections of the London County Council (General Powers) Acts passed during the past 57 years will testify. Restoration of many of the services lost to them in 1948 and the transference or delegation to them of others will give them added scope for increasing the effectiveness of service to their residents.

(4) It is sometimes contended that the comparative limitation in the services administered by metropolitan borough councils is one of the reasons why some persons who would make most useful members of such authorities decline to become candidates for membership. A widening of the scope of the authorities' functions would, it is thought, do much to overcome this reluctance.

(5) Many officers in the local government service who would clearly like to have service in the Metropolis will not apply for appointments owing, in a large measure, to the lack of variety in the duties to be discharged in metropolitan boroughs. This is definitely not in the interests of the officers, of the metropolitan authorities, or of local government generally.

(6) Additional financial requirements, as a result of extra functions, would do much to overcome the disinclination of many potential lenders to invest their money with metropolitan borough councils caused by the relatively small amounts now needed to be borrowed.

(7) For the reasons given and on general grounds there is every reason to expect that a greater sense of civic responsibility would be engendered by the public in metropolitan boroughs and by those entrusted with the administration of their local government affairs.

III. OUTLINE OF VIEWS AS TO HOW DEFECTS MAY BE REMEDIED

The Council is of the opinion that many of the objections and disadvantages would be removed if the services mentioned in (a) hereunder were transferred to metropolitan borough councils and those in (b) were delegated to such authorities, namely:

(a) Services that should be Transferred to Metropolitan Borough Councils:

(i) Maternity.
(ii) Domiciliary midwifery.
(iii) Child welfare.
(iv) Vaccination and immunisation.
(v) Day nurseries.
(vi) Powers under Nurseries and Child Minders Registration Act.
(vii) Home helps (including for midwifery cases).
(viii) Chiropody clinics.

Note: It is urged that the personal health services and the environmental health services now administered by the metropolitan borough councils are complementary to each other and should accordingly be under the control of one type of authority if the best result is to be gained in their carrying out.

(ix) Control of watercourses and ditches.
(x) Regulation of buildings under the London Building Acts.
(xi) The ownership and management of all municipally provided housing accommodation within the Administrative County of London.
(xii) Development control under Part III of the Town and Country Planning Act, 1947.
(xiii) Trunk roads.

(b) Services that should be Delegated to Metropolitan Borough Councils:

(xiv) Local school health.
(xv) Child life protection.
(xvi) Old People's Welfare.

As requested in the Chairman's letter, the matters mentioned under Part III above have deliberately been restricted to outline form only, but if so desired the Council will be happy to elaborate its views on the several points and to adduce oral evidence in support thereof.

Should the Commission decide that they would like to visit Greenwich, I am instructed to say that my Council would be most willing to co-operate and to permit their chief officers to render every assistance possible.

Yours faithfully,

HAROLD WHETSTONE
Town Clerk.

Evidence submitted by the Hackney Metropolitan Borough Council

Hackney is one of the largest of the Metropolitan Boroughs situate on the northern side of the River Thames and contains an area of 3,287 acres and a rateable value of £2,338,523 as at 1st April, 1958. The general rate levied for the year ending 31st March, 1959, is 17s. 0d. in the £, and the estimated product of a 1d. rate for the same year is £9,330. Hackney has common boundaries on the North with the Borough of Tottenham (Middlesex), on the east with the Boroughs of Walthamstow (Essex), and Leyton (Essex), and the County Borough of West Ham, on the south with the Metropolitan Boroughs of Poplar, Bethnal Green and Shoreditch and on the west with the Metropolitan Boroughs of Islington and Stoke Newington. The average distance between the boundaries of the Borough measuring from north to south is approximately 3 miles and from east to west approximately 2½ miles. It can be described as a Borough of 'mixed development', containing extensive residential areas and large areas which have been developed for industrial purposes.

The main industries carried on in the Borough include furniture making, clothing and shoe manufacturing and chemical and engineering undertakings, and there are a number of timber yards and wharves sited on the River Lee.

Between 1901 and 1948, the Hackney Borough Council were the electricity authority for the Borough, the original plant being installed on the site of the present generating station at Millfields on the River Lee. The Council had power to supply electricity in bulk and, in fact, supplied the Borough of Stoke Newington. The capital outlay on the undertaking at vesting date amounted to £3,305,000, and contributions in relief of rates aggregated £304,000.

The generating station, which formerly belonged to the Council has during recent years been considerably extended by the electricity authority.

There are a number of hospitals within the Borough which are administered by the Hackney Group (No. 6) Hospital Management Committee. These include the Eastern Hospital, Homerton Grove, E.9 (for Infectious Diseases, Tuberculosis, etc.), St. John's Hospital, Homerton Grove, E.9 (for Diseases of the Skin), German Hospital, Ritson Road, Dalston (General and Maternity), Hackney Hospital, Homerton High Street (General, Maternity and Geriatric), and The Mothers' Hospital, Lower Clapton Road (Salvation Army) (Maternity). The Metropolitan Hospital, Kingsland Road, E.8 (Central Group (No. 5) Hospital Management Committee) is also within the Borough. St. Joseph's Hospice, Mare Street, Hackney, a home for persons suffering from chronic and incurable diseases is maintained by a community of Nuns.

The Borough is well provided with parks and open spaces. The largest of these include Springfield Park, Victoria Park (part), Millfields, Hackney Marshes and Hackney Downs.

There are two Greyhound Racing Tracks within the Borough, at Hackney Wick and Millfields, Clapton.

The present population of the Borough is estimated at 165,000 inhabitants. It is less than before the Second World War as in 1931 the population was 215,333 and in 1939 it was estimated at 205,100.

There are three Parliamentary Constituencies—Stoke Newington and Hackney North (part), Hackney Central, Bethnal Green (part). For a period of over 30 years up to 1949 Hackney had three Parliamentary Divisions wholly within the Borough.

The Borough is divided into 16 wards and the Borough Council comprises 56 members—8 Aldermen and 48 Councillors. The Council meets monthly except during the month of August each year.

The following Standing Committees of 14 members each are appointed each year by the Borough Council and meet regularly each month, except August:

Finance (statutory committee)
Works and Open Spaces
Public Health
Public Libraries
Baths and Civic Recreation
Establishment and General Purposes
Housing and Town Planning

The following are Special Committees appointed each year by the Borough Council:

Committee	*No. of Members*
Civil Defence	9
Legal and Parliamentary	9
Borough Safety First	9
Road Safety Advisory	9 (plus co-opted members at present 18)
Allotments	6 (plus 3 co-opted members nominated by Hackney Allotments and Gardens Society)
Local Savings	7 (plus co-opted members at present 15)
Hackney and Suresnes Arrangements	4 (with power to co-opt non-members, if desired)
Special Committee *re* Housing	3 (with power to co-opt further members, if desired)
Appeals Committee	7 members who are not members of the Establishment and General Purposes Committee

The Mayor is ex-officio an additional member of all Committees appointed by the Council.

The following are Special Joint Committees to which members are appointed each year:

Joint Committee	*No. of Members*
Hackney Borough Council and Staff Joint Committee.	9 members of the Borough Council and 9 officials in the employment of the Council to be appointed by members of the Hackney Branches of the Staff organisations recognised by the Council.

The functions of this Committee are advisory and relate to the terms and conditions of service of the officer staff.

Joint Committee	*No. of Members*
Local Joint (Works) Committee.	7 members of the Borough Council and 7 representatives of the employees in the service of the Council appointed by the Trade Union workpeople employed by the Council.

The functions of this Committee are also advisory and relate to the terms and conditions of service of manual employees within the province of the National Joint Council for Local Authorities' Services (Manual Workers).

Joint Committee	*No. of Members*
Local Joint Works Committee for Building Operatives.	7 members of the Borough Council and 7 representatives of the Building Trade Operatives employed by the Council in its building works section.

The functions of this Committee are also advisory and relate to the working conditions and terms and conditions of service of the operatives.

The Borough Council has availed itself of the powers contained in Section 67 of the London Government Act, 1939, and delegated many of its powers to the various standing and special Committees set out above. In practice, however, important matters dealt with by the Committees are usually the subject of reports to the Borough Council.

The Standing Orders of the Council recognise the selection of a member of the Council to act as Leader of the Council and the holder of this position is entitled to attend meetings of the Committees and Sub-Committees of which he is not a member and to take part in the discussion, but not to vote.

He is regarded as the spokesman of the Council on questions of general policy and, together with the Chairman of the Committee affected, is consulted on matters of urgency and importance.

The Council Offices are mainly in the Town Hall, Mare Street, E.8, where the Departments of the Town Clerk, Borough Treasurer and Accountant, Borough Engineer and Surveyor and Medical Officer of Health are accommodated. The Housing Department is accommodated in offices at 219, Mare Street, E.8, and the Baths and Civic Recreation Department at the Central Baths, Lower Clapton Road, E.5. The offices of the Public Libraries Department are situate at the Central Library, Mare Street, E.8.

The Council appoints members to serve on the undermentioned local bodies:

Metropolitan Water Board
Metropolitan Boroughs' Standing Joint Committee
London Electricity Consultative Council—Northern District Committee
London District Council for Local Authorities' Administrative, Professional, Technical and Clerical Services
London Joint Council for Local Authorities' Services (Manual Workers)
Hackney District Nursing Association
London Council of the Royal Society for the Prevention of Accidents
London and Greater London Playing Fields Association
London County Council's Health Committee (one member representing the Boroughs of Hackney, Shoreditch and Stoke Newington)
London County Council's Divisional Health Committee for Division No. 4
North-East London Valuation Panel
North-Eastern Sub-Committee of the County of London Licensing Planning Committee
Lee Conservancy Catchment Board (one member representing the Boroughs of Hackney, Poplar and Stepney)
Whitechapel Art Gallery
Hackney Borough Youth Committee
Hackney, Stoke Newington and District Local Employment Committee
Hackney Disablement Advisory Committee
Hackney and Stoke Newington Metropolitan Boroughs' Tuberculosis Care Committee

Hackney and Bethnal Green Metropolitan Boroughs' Tuberculosis Care Committee
Hackney Association for the Welfare of Old People
Hackney Association for Workshops for the Elderly
National Insurance Acts—Local Tribunals for the King's Cross Area Shoreditch District which extends into the City of London, Hackney, Holborn and Shoreditch
North Thames Gas Consultative Council—Metropolitan District Committee
Hackney and Stoke Newington War Pensions Committee

and is represented among the trustees of the undermentioned local charities:

St. John-at-Hackney Consolidated School Charities
Saunders Trust
Hackney Parochial Charities
West Hackney Parochial Charities
South Hackney Parochial Charities
Stoke Newington and District Sick Poor Charity

PART I

DESCRIPTION OF LOCAL GOVERNMENT FUNCTIONS IN THE BOROUGH OF HACKNEY*

Education

Powers: L.C.C.

(a) General

The L.C.C. have provided 22 County Primary and 11 County Secondary Schools in the Borough, together with a nursery school. Three of the primary schools include an approved nursery class. In addition, they maintain nine Voluntary Primary and four Voluntary Secondary Schools in the Borough.

The L.C.C. are required to consult the B.C. on the establishment and abandonment of schools.

For management purposes the County Primary Schools are grouped; the Voluntary Schools are not. The B.C. have been given by the L.C.C. four places on the Managing Bodies of each of the eight Groups of County Primary Schools in the Borough and one place on the Stoke Newington No. 1 Group of County Primary Schools. The Council also appoint one Manager to each of the nine Voluntary Schools in the Borough.

Information is not available regarding the Special School and Adult Education arrangements as particularly affecting Hackney.

The Divisional Offices for the education service in respect of the Borough are at Upton House, Urswick Road, in the Borough.

(b) Agricultural Education

(c) Youth Employment Service

Powers: L.C.C.

The L.C.C. maintain a Youth Employment Bureau, serving Hackney and Stoke Newington, at 236, Mare Street, Hackney.

---

* In Parts I, II and III, the contraction L.C.C. is used for the London County Council and B.C. for the Hackney Borough Council.

Environmental Health

Powers: L.C.C. and B.C., divided as indicated

(a) Baths, Wash-houses and Bathing Places

Powers: (i) Baths (other than swimming baths) and wash-houses—B.C.
(ii) Swimming baths, open and indoor—L.C.C. and B.C. concurrent.

Baths, Wash-houses and Indoor Swimming Pools

Committee: Baths and Civic Recreation

Particulars of the baths establishments are as follows:

Year of Opening	*Establishment*	*Cost (excl. site)*	*Swimming Baths*	*Slipper Baths*	*Number of users*		
					1938	1944	1957
		£					
1897	Central . . .	36,608	3	94	498,581	319,911	410,665
1922	Wardle Street . .	3,800	—	24	42,451	25,927	22,979
1928	Gayhurst Road . .	6,050	—	32	72,621	46,199	52,316
1931	Shacklewell Lane .	10,227	—	35	103,143	53,143	59,315
1932	Englefield Road. .	18,997	—	62	107,865	50,597	63,233
1935	Eastway	29,500					
	Baths . . .			48	76,235	55,282	53,360
	Mechanical Laundry				13,361	15,024	22,740
1958	Oldhill Street self-service launderette .	7,254	—	—	—	—	—

Charges for admission to the various establishments vary between 3d. (the lowest juvenile charge) to 10d.

The baths are, generally speaking, open on weekdays for ten to twelve hours and on Sunday mornings. The branch baths, however, are shut Monday to Wednesday.

The large swimming bath at the Central Baths is floored over in the winter months to form the King's Hall which is used for dancing, concerts, plays, boxing and indoor recreation including bowls. It accommodates up to 800 persons and has a stage with modern lighting equipment.

The Central Baths also have a vapour suite and a therapeutic baths suite for the treatment of rheumatic and kindred ailments.

The Council's mechanical laundry at Eastway Baths comprises: 9 washing machines, 9 washing stalls, 6 power mangles, 6 cordless electric irons, 3 hydro-extractors, 7 drying tumblers, one calendar ironing machine. The laundry provides particularly for the Hackney Wick area in which domestic laundry facilities are very inadequate. The laundry is open daily Monday to Friday for ten hours and Saturday morning.

In 1958, the Council opened to the public a 'self service' launderette at Oldhill Street, Upper Clapton, containing 20 automatic washing machines, 6 spin driers, and ancillary boiler and hot water plant. The launderette is open for seven and a half to eleven hours on weekdays.

The swimming baths are used for swimming and life-saving instructional classes arranged by the schools for their children, five and a half hours daily Mondays to Fridays throughout the year; approximate attendance of schoolchildren per day—660 summer and 400 winter. The baths are utilised by all the L.C.C. schools in Hackney, i.e. primary, secondary and grammar, evening institutes, swimming and sports clubs, and the general public.

Swimming clubs book the swimming baths for hourly sessions in the evenings and there are bookings also on behalf of Scouts, Guides, and local firms. Swimming galas are held by private organisations and are also organised by the Council.

The staff of the Department which apart from its work in relation to baths and washhouses also arranges and manages civic entertainments, comprises 14 officers and the following establishment of employees: slipper bath, swimming bath and laundry attendants—57 (male—32, female—25); boiler house attendants—4; fitters—2; labourer—1; filtration plant attendant—1; electrician—1; bricklayer—1; carpenter—1; and painters—3. (Total—71.)

In view of the increasing demand, the Council in 1938 decided to provide a new central bathing establishment and physical training and recreational centre on the site of the present Central Baths and on land adjoining, which had been compulsorily purchased. The scheme was to comprise three swimming baths, a public hall, turkish and vapour baths and suites, remedial baths, slipper baths for men and women, a sun-bathing roof and a cafeteria, and a gymnasium with badminton and squash courts. The scheme, estimated to cost £237,500, was postponed on the outbreak of war and has been deferred since the war because of the general financial situation. The proposed establishment has been incorporated in the County of London Plan.

Open Air Swimming Pools

The L.C.C. maintain the following open air pools in or near to Hackney:

Victoria Park (200 ft.×90 ft.)

Open all year round, admission either free or, at popular periods, at charges from 3d. to 9d. There is clothes changing accommodation for 3,353 persons.

Note: Victoria Park is partly in Hackney but the swimming pool itself is over the boundary in Bethnal Green.

London Fields (165 ft.×66 ft.)

Open all year round (in winter, mornings only and subject to demand); admission the same as for Victoria Park pool. There is changing accommodation for approximately 1,000 persons.

No information is available to give figures of attendances.

(b) **Drainage**

Powers: L.C.C. and B.C., divided

(i) Main Drainage

Powers: L.C.C.

There are in the Borough 8½ miles of main sewer, 4 miles of intercepting sewer and 3⅓ miles of storm relief sewer vested in and maintained by the L.C.C.

At the point of entry into the Borough, the L.C.C. sewers are taking flow from a considerable area of North London, including sewage from the Metropolitan Boroughs of Hampstead, St. Pancras, Islington and Stoke Newington and the Borough of Hornsey; at various points within the Borough or immediately adjacent to the Borough boundary they accept outfalls from Hornsey Borough, Borough of Tottenham and Wood Green Joint Drainage Committee, Walthamstow Borough and Leyton Borough.

South of the Borough these sewers pass variously into the Metropolitan Boroughs of Shoreditch, Bethnal Green and Poplar, and thence shortly to Abbey Mills Pumping Station and the Northern Outfall sewers which take the whole of the sewage of London, north of the Thames, and contiguous districts to the Northern Outfall works.

The L.C.C. supervision and maintenance force for main sewers in the Borough is centred at their Wick Lane Depot at Poplar, the main drainage depot being situated at Drayton Park, N.5.

The L.C.C. are responsible for sewage treatment and disposal for the whole County, their Works for the area north of the Thames being situated at Beckton.

(ii) Borough Drainage

Powers: B.C.
Committee: Works and Open Spaces

The B.C. and its predecessors have provided, and the Borough now maintain, about 120 miles of sewer (foul and surface water) which discharge (with minor exceptions) into the L.C.C.'s main sewers.

A seven-year programme of reconstruction estimated to cost £80,000 and flood relief schemes to cost £100,000 were frustrated by the War. Since the War 20 extensive reconstruction and flood relief schemes have been carried out.

Plans are in course of preparation for further flood relief schemes. The approximate cost of all these post-war works is £500,000.

So far as new drainage installations are concerned, an average of 50 applications per year are dealt with including any special consideration of trade effluent where this is required, such cases being small in number averaging two per year. One whole-time Inspector is engaged on visiting these works under the direction of the Sewers Superintendent and Drainage Inspector. The Department also keeps the records of all drainage and redrainage applications, amounting to an average total of 125 applications per year.

The Council's sewers staff is centred at the Graham Road Depot.

The L.C.C.'s approval is required for all new Borough sewers and alterations in size of, and abandonment of, existing sewers.

(iii) Drainage of Trade Premises

Powers: L.C.C. and B.C., divided
Committees: Public Health (existing premises)
Works and Open Spaces (new premises)

The L.C.C. and B.C. are each the responsible authority over trade effluents entering the sewers they respectively own but, as the main drainage authority ultimately responsible for the disposal of sewage, the L.C.C. are informed by the B.C. of all new or modified discharges and they may require the B.C. to impose upon any such discharge to B.C. sewers conditions considered necessary to protect the L.C.C.'s main sewers and sewage purification processes.

The Public Health Committee, through its department, has responsibility for: the nature and composition of effluents, the elimination of harmful matter, sampling, the provision and maintenance of manholes and inspection chambers.

The Works and Open Spaces Committee through its department has responsibility for: consents to new discharges, agreements regarding the times, quantities and rates of discharge.

Sampling of effluents discharging into the B.C.'s sewers is carried out by one of the Public Health Inspectors and the samples are, by arrangement, analysed for the B.C. by the scientific branch of the Public Health Department of the L.C.C.

The number of samples taken, over the past three years, is as follows: 1955—16; 1956—54; 1957—100.

(c) General Sanitation and Cleanliness

Powers: B.C.
Committee: Public Health

The maintenance of proper standards of sanitation and cleanliness and the abatement of nuisances is administratively the responsibility of the Medical Officer of Health assisted by a staff of 24 Public Health Inspectors (including two inspectors engaged whole-time on food duties and sampling) who operate the enforcement procedures of the Public Health (London) and Food and Drugs Acts, and Part II of the Housing Act. The abatement of nuisances is effected by notices requiring the execution of works followed, where necessary, by Court proceedings. In some cases the work is carried out by the Council in the owner's default.

The Inspectors have duties in relation to the following: provision of adequate water supplies; protection of water supplies from contamination and pollution; provision and proper maintenance of drains, water-closets and other sanitary conveniences in houses and factories; maintenance of proper standards of cleanliness, temperature, ventilation and floor drainage and the prevention of overcrowding in all factories not using mechanical power (where such power is used the Factories Inspector is responsible); the inspection of outworkers' premises; provision of suitable receptacles for rubbish; arrangements for the cleansing or destruction of filthy articles and cleansing of houses and verminous persons; the repair or demolition of dwellings unfit for human habitation and the closure of houses, parts of houses and individual unfit rooms; the supervision of premises at which rag flock, etc., are used and the cleanliness of such filling materials; the maintenance of proper standards of ventilation, temperature and sanitary conveniences for persons employed in shops; the inspection and supervision of food and food premises (including street traders' premises); the provision of adequate guards on domestic heating appliances; the licensing and regulation of pet shops; the registration of premises for the sale of poisons and supervision of sales of poison; registration and supervision of hairdressers' and barbers' establishments; rodent control (in which the Inspectors are assisted by a Rodent Officer—halftime—and five rodent operatives).

(d) Disinfection and Disinfestation Services

Powers: B.C.
Committee: Public Health

This service is operated from the Council's Cleansing Station at Millfields Road.

The service caters for: disinfection and disinfestation of premises and articles; cleansing of verminous persons; treatment of scabies cases; laundering of clothing of incontinent persons (a service made available to neighbouring boroughs); the bathing of aged and enfeebled persons, both at the Station and in the home; disinfestation and secondhand clothing for private firms of exporters; laundry for L.C.C. Welfare Centres and Day Nurseries. The facilities of the Station are also made available to the L.C.C. for the treatment of verminous conditions and minor ailments of schoolchildren.

The facilities include: two large Washington Lyon steam disinfectors; one small Washington Lyon steam disinfector; one formalin chamber; one phenol chamber;

airing and drying rooms; three hydrogen cyanide brick chambers (two sufficiently spacious to accommodate large furniture vans); washing machines and zone air driers and other laundry equipment.

The Centre is staffed by a Superintendent, a Deputy, 7 men and 7 women.

(e) Overcrowding

Powers: L.C.C. and B.C. divided and (in relation to houses let in lodgings) concurrent

Committee: Public Health

The results of any survey required by the Minister must be reported to the L.C.C. for submission by them to the Minister after consultation and agreement on the form of the submission.

The Public Health Inspectors have as part of their duties the reporting of cases of overcrowding and the Public Health Committee determine whether to bring proceedings for a penalty against the person responsible or to increase the permitted number in appropriate cases. Owing to the shortage of housing accommodation, the enforcement provisions of the Act in relation to overcrowding have been largely in abeyance in the post-war years.

The Public Health Inspectors under the direction of the Medical Officer of Health are responsible for the enforcement of the provisions under which owners of houses let in lodgings may be required to carry out works necessary to make the premises suitable for the purpose or, alternatively, to reduce the number of families or persons accommodated. They are responsible also for notices requiring persons in control of accommodation to reduce excessive numbers occupying houses let in lodgings.

(f) Clean Air

Powers: B.C. and L.C.C., as indicated

Committee: Public Health

The B.C. are the authority in relation to the prevention of dark smoke emissions; the abatement of smoke nuisances; approvals of new furnaces and the establishment of smoke control areas. Supervision of the area is carried out through the Medical Officer of Health's Inspectors.

The Council have proposed to declare, in the first instance, an area of 165 acres as a smoke control area.

The L.C.C. and B.C. have concurrent powers over publicity and the promotion of research.

The L.C.C., as the by-law making power, are responsible for providing and enforcing standards for heating and cooking appliances in new buildings.

(g) Offensive Trades

Powers: B.C.

Committee: Public Health

The B.C. enforce the prohibition of certain specified offensive trades and grant consent in appropriate cases to the establishment of other specified trades. Existing Establishment Orders relate to five premises at which the business of a dresser of fur skins is carried out; these Orders are reviewed annually and extended from year to year. In 1954 an application to establish the business of poultry slaughterer was refused. In 1956 an application to establish the business of gut scraper was refused.

(h) Regulation of Building Construction and Alterations (other than Sanitary Repair)

Powers: L.C.C. and B.C., divided
Committee: Works and Open Spaces

The construction and alteration of buildings and the formation and layout of streets and buildings together with means of escape in case of fire and, in certain buildings, precautions against fire, are controlled by the London Building Acts, 1930–39 (including powers relating to Dangerous and Neglected Structures) and the London Building (Constructional) By-laws, 1952. The L.C.C. is, with minor exceptions, the responsible authority for administering these Acts and making, administering and enforcing the by-laws, but the B.C. have control under these Acts of small temporary buildings, temporary stands and similar structures and structures wholly or mainly of wooden construction and obstructions in, on, or over any street or way.

All buildings and structures must be erected in accordance with the provisions of the Acts and By-laws to the satisfaction of the District Surveyor, an officer of the L.C.C., but with certain statutory functions. The L.C.C. has power to modify or waive the by-laws and to consent to relaxation of the Acts in certain matters on application being made.

Before approving the formation of new streets, the erection of buildings within the prescribed distance (normally 20 ft.) from the centre of the street or projections from buildings (other than sills, cornices, and other minor matters) extending beyond the general line of buildings in any street, the Acts require that the L.C.C. shall consult with the B.C.

The present L.C.C. (General Powers) Bill will, when law, authorise the delegation to M.B.C.'s of any of the functions of the County Council under the London Building Acts and relevant by-laws and provides for the transfer to the B.C.'s of the L.C.C.'s powers relating to dangerous and neglected structures.

The L.C.C. is the licensing authority for places of public entertainment and has made regulations under statute for the protection from fire of premises kept open for various forms of public entertainment.

The L.C.C. also controls the use of premises for the storage of certain inflammable liquids and substances, explosives, celluloid and cinematograph film, including safeguards to prevent the spread of fire.

(i) Refuse Collection

Powers: B.C.
Committee: Works and Open Spaces

The Borough's fleet of 28 petrol and diesel vehicles maintain a weekly collection from 75% of premises and more frequent (daily, alternate days or thrice weekly) service for the remainder.

The total amount of house and trade refuse collected and disposed of by the B.C. has averaged 3,530 tons per month over the last 5 years.

Arrangements also exist for the collection of trade refuse and salvaged materials and also for the collection of kitchen waste (involving the employment of six vehicles and 25 drivers and collectors) and its disposal through the processing plant owned by Tottenham Borough Council.

The B.C. maintain a labour force of 127, comprising driver/loaders and refuse collectors, in connection with the work arising from the collection and disposal of refuse, salvaged materials and kitchen waste.

(j) Street Cleansing

Powers: B.C.
Committee: Works and Open Spaces

The B.C. maintain a force of 85 Street Sweepers and operate the following vehicles:

6 Collection Vehicles
1 Market Refuse Collection Vehicle
3 Mechanical Sweeper/Collectors
2 Gulley Emptying Machines
with 12 drivers and two Gulley Emptying Machine Attendants

Cleansing of streets (some 111 miles including street markets) and sweeping are carried out throughout the Borough, as to 27% daily and 73% twice weekly.

(k) Arrangements for the Disposal of Refuse and other Arisings

Powers: B.C.
Committee: Works and Open Spaces

The disposal of house refuse and other arisings, apart from gulley detritus and kitchen waste, is via this Council's Homerton Wharf in Lee Conservancy Road to barging and refuse disposal contractors who operate and control the tips on the Essex Marshes. Gulley detritus is disposed of through the Leyton Corporation tip and the kitchen waste through Tottenham Borough Council's processing plant.

(l) Prevention of River Pollution

Powers: B.C.
Committee: Works and Open Spaces

The only river running through the Borough is the River Lee which is under the jurisdiction of the Lee Conservancy Catchment Board which is responsible for enforcing the Rivers (Prevention of Pollution) Act, 1951, and a body of local acts and regulations in respect of its catchment area.

The B.C. appoint jointly with Poplar and Stepney one representative to serve on the Board, the representatives being nominated from each of the Councils in turn.

(m) Control of Watercourses, Ditches and Ponds

Powers: B.C.
Committee: Public Health

The Council have power to require the cleansing and covering of offensive ponds, pools and open ditches, etc.

Since the war nuisance arising from offensive water in static water tanks has, from time to time, given rise to considerable trouble. The matter has usually been resolved by the service of nuisance notices under the Public Health Act.

(n) Public Conveniences

Powers: B.C.
Committee: Works and Open Spaces

The B.C. provide and maintain 12 conveniences for both sexes, at 11 of these male and female attendants are on duty, 8 public urinals and, jointly with Stoke Newington Borough Council, the Abney Park convenience, the cost of the latter being shared equally. Hackney was one of the first authorities in London to make all its public convenience facilities, including hand washing (but not including wash and brush-up facilities) free.

(o) Mortuaries and Post-mortem Rooms

Powers: B.C.
Committee: Public Health

The Council has provided a public mortuary with refrigeration accommodation for 15 bodies, and a well equipped Post-mortem Room, as well as a combined Chapel/Viewing Room and a Waiting Room.

Some 600 bodies per annum were received at this Mortuary during the past three years. The accommodation serves also the Boroughs of Bethnal Green, Shoreditch and Stoke Newington, which authorities bear a proportion of the cost on a population basis.

The Mortuary Keeper resides in the Lodge attached to the premises.

A scheme is in hand for erecting an *ad hoc* building adjoining the Mortuary; this building will provide waiting accommodation for members of the public and Office and Interviewing accommodation for the Coroner's Officers.

(p) Burial Ground, Cemeteries and Crematorium

Powers: B.C.
Committee: Works and Open Spaces

Although the burial authority, the B.C. have not yet provided a burial ground, adequate facilities having in the past been available outside the Borough at Abney Park, Manor Park, Chingford Mount and other general cemeteries. In recent years the Council have consulted with the Councils of Stoke Newington and Shoreditch with a view to facilities being provided jointly and land was sought for this purpose in the County of Essex. A site was selected at Buckhurst Hill and the County Council were requested to allocate the land for the purpose of a burial ground and crematorium in their Development Plan. In view of the opposition expected this was not done but the whole matter will be reviewed before the next quinquennial revision of the Development Plan.

(q) Burial and Cremation of the Dead

Powers: B.C. (National Assistance Act, 1948, Sec. 50).
Committee: Public Health

The B.C. must cause to be buried or cremated the body of any person found dead in the area where no other suitable arrangements are being made.

Over the past three years the number of burials carried out was 96, at a total cost of £1,031, the greater part of which was recovered from death grants, liable relatives, etc.

Arrangements for the burial of persons dying in Welfare Homes are made by the L.C.C.

(r) Parks and Open Spaces

Powers: L.C.C. and B.C. concurrent
Committee: Works and Open Spaces

The B.C. have wide powers to provide parks, open spaces, golf courses, recreation and athletic grounds and all the amenities normally found there. The B.C. control some 13 acres of open spaces in the Borough. In addition the B.C. control another 6½ acres of 'slips' or small ornamental plots adjoining the highway of which there are 30. A further 29 acres in the Borough are zoned in the Development Plan for development as open spaces, of which 4½ acres would, on present arrangements, be controlled by the Borough.

The L.C.C.'s parks and open spaces within the borough are:

	Acres	
Clapton Common	7·5	
Hackney Downs	41·75	
Hackney Marsh	340·35	
London Fields	28·666	
Millfields	62·5	
Shore Park	1·2	
Springfield Park	37·2	
Stoke Newington Common	5·25	
Victoria Park (part)	69·0	(total area 217 acres)
Well Street Common	21·25	
	614·666	

These figures include the following post-war additions: 0·1 acre at Hackney Marsh, 2·166 acres at London Fields, 3·45 acres at Springfield Park and the whole of Shore Park. Hackney Marsh contains 109 football pitches. The L.C.C. points out that this very large number caters for clubs not only in Hackney itself but widely over north and east London.

The B.C. propagate their plants and shrubs at Avey Lane, Waltham Abbey, Essex, where they own a site of 2 acres and maintain a staff of 2 propagators and 3 labourers.

Housing (except Part II—Unfit houses)

Powers: L.C.C. and B.C. concurrent

(a) Slum Clearance

Committee: Housing and Town Planning

The present quinquennial (1955–60) slum clearance proposals, as agreed between the L.C.C. and the B.C., provided for the clearance of 407 unfit dwellings. This number included 250 dwellings included in the previous quinquennial proposals which had not been demolished at the time of submission. The B.C.'s share in these proposals contemplated the demolition of 95 houses in 16 areas.

Proposals for slum clearance have to be submitted to the Minister of Housing and Local Government jointly by the L.C.C. and the B.C., and it is usual for agreement to be reached between them before submission of the proposals.

Since August 1955, Clearance Orders have been made by the B.C. in respect of 11 areas, comprising 60 houses, and of these, orders affecting 9 areas, comprising 54 houses have been confirmed by the Minister. A total of 28 houses has been demolished.

The up-to-date estimate of numbers of houses to be dealt with by the L.C.C., including added lands, is 600 in 10 areas comprising about 17 acres. Compulsory purchase orders comprising about 400 houses have so far been confirmed and clearance of these is said to be well in hand.

The L.C.C. have cleared from their post-war clearance areas 250 houses, involving the rehousing of 280 families. In addition they have completed the clearance of a small number of pre-war areas where a few occupied properties remained to be dealt with at the end of the war.

The L.C.C. have used contractors both for demolition and reconstruction.

The responsibility for rehousing is accepted by the L.C.C. for areas declared by them and also for B.C. areas containing less than ten families. The B.C.

rehouse from the remainder of their clearance areas but the L.C.C. take half the overspill.

(b) Provision of Houses

(i) Construction

Committees: Housing and Town Planning;
Works and Open Spaces

Permanent. The B.C. have erected 5,200 dwellings, 3,032 of them since the war, 1,741 of them having been built by the B.C.'s direct labour building organisation. The present rate of building is 450 dwellings per annum involving a capital outlay, including site acquisition, of approximately £1,500,000 during the current financial year. It is proposed to continue this number for the next seven years with a continuing programme beyond that date.

The L.C.C. have built 6,119 dwellings in the Borough, 2,111 of them since the war.

Temporary. The B.C. have since October, 1944, erected 207 two-year hutments. Eight hundred and sixty-four emergency factory-made bungalows have been erected by the Ministry of Works for management by the local authorities, 450 of which are managed by the B.C. and 414 by the L.C.C.

This temporary accommodation is gradually being demolished in order to provide sites for redevelopment or because the dwellings' useful 'life' has ended.

The B.C. have already demolished the 207 two-year hutments and 258 of the emergency factory-made bungalows. The L.C.C. have demolished 54 emergency factory-made bungalows.

During and since the war accommodation in 2,119 properties for 4,087 families has been provided in requisitioned premises and up to June 1955, 289 of these premises (661 dwellings) had been released from requisition. In accordance with Government policy to release all requisitioned premises by 1960, a further 204 premises (446 dwellings) have been released to their owners with vacant possession since June 1955. Five hundred premises (846 dwellings) have been released, on the owners accepting the occupiers as tenants. Sixty-two properties (109 dwellings) have been purchased. The Borough Council's initial programme of purchases to replace requisitioned accommodation envisages some 400 properties (800 to 900 dwellings) being acquired at an estimated total cost, including adaptations, of £1,200,000 up to March 1959. There are 1,064 properties (2,025 dwellings) now held under requisition.

The B.C. have acquired in advance of requirements under Compulsory Purchase Orders 126 residential properties (203 dwellings).

(ii) Management

The B.C. manage 7,700 dwellings of all types, 109 garages and 3 shops, together with a further 10 shops, 23 light industrial properties, and 10 yards and garages compulsorily acquired in advance of requirements. The Housing Department, comprising 45 officers and 44 employees (caretakers, porters, etc.), operates through two main sections.

The Borough is divided for management into five areas; each area being the responsibility of one officer in the management section. The section (25 officers) undertakes the day-to-day management (except rent collecting) of the estates and individual properties, maintains the transfer and exchange register, requisitions and orders repairs, supervises the caretaking and cleaning staff, deals with all tenants' welfare matters and undertakes the purchase and adaptation of suitable properties. The welfare staff visit applicants for housing accommodation and report on all applications and related matters. Liaison is maintained with the L.C.C. departments dealing with problem families and departmental representatives attend conferences with representatives of the L.C.C. and voluntary organisations.

The Lettings section (9 officers) maintain the housing register, select tenants and effect all lettings and transfers including rehousing from slum clearance and redevelopment areas.

Ancillary staff (9 officers) cover filing, postal, typing, secretarial and some accounting duties.

There are, including licensees in requisitioned property, 7,590 applicants for housing accommodation registered.

The register is divided into three categories in accordance with the degree of urgency of need which is measured by a points scheme. Applicants are required to have been resident in the Borough one year before registering and must re-register annually.

The varied needs of families living and seeking to live within the Borough throw up many difficult social and family problems which can only be solved in consultation and by mutual arrangements with the housing departments of the L.C.C. and neighbouring authorities.

These arrangements fall into two categories: (a) those of general application in accordance with specific agreements on defined lines, and (b) those which are the subject of particular negotiation upon the circumstances of individual cases. Examples of (a) are:

(i) The agreement for slum clearance rehousing.
(ii) The central register for nomination for New Towns under the Industrial Selection Scheme.

Both are standard agreements between the Metropolitan Boroughs and the L.C.C. Examples of the individual cases under (b) are:

(1) Mutual exchanges of tenancies (L.C.C. and other local authorities including exchanges arranged through the L.C.C. to their out-County estates).
(2) Reciprocal arrangements where one authority deals with another authority's case in return for the right to nominate another case for equivalent accommodation. (L.C.C. and neighbouring authorities.)

A register of tenants (including tenants of private landlords and other local authorities) requiring a transfer or exchange of accommodation is maintained. Exchanges are encouraged to meet tenants' varied needs, and are required in some instances by the Council to secure full use of accommodation.

Community life on the Council's estates is fostered through community associations of which there are 12. The larger ones are provided with a community hall, the smaller with meeting-rooms. There are eight community halls and four meeting-rooms. One officer is specifically appointed to deal with community matters.

Rent collection and accounting is undertaken by the Borough Treasurer's Department, collecting offices being located on the larger estates. The total annual rents roll, including rates, now amounts to £555,000.

Repairs and maintenance including major works, and routine redecoration are carried out by direct labour by the Borough Engineer and Surveyor's Building Works Section.

The maintenance of extensive estate grounds is undertaken by the Borough Engineer and Surveyor's Open Spaces Section.

The management of all L.C.C. housing property is undertaken by the Director of Housing, L.C.C., Housing Management Department. The organisation is decentralised into Districts which are again broken down into areas. Each district contains a number of areas according to the total number of properties under the control of the District.

The Borough of Hackney falls into two L.C.C. Housing Management Districts —the eastern district which covers the Metropolitan Boroughs of Stepney, Poplar, Bethnal Green, Shoreditch (east of Kingsland Road and Shoreditch High Street) and Hackney (east of Kingsland Road, Stoke Newington Road, and High Street and Stamford Hill); and the northern district which covers the Metropolitan Boroughs of Shoreditch (west of Kingsland Road and Shoreditch High Street), Hackney (west of Kingsland Road, etc.), Finsbury, Islington, Stoke Newington, St. Pancras, Holborn, St. Marylebone (east of Edgware Road), Hampstead and Westminster, together with estates in the Boroughs of Hendon, Wood Green and Tottenham. Rent collection is undertaken from area offices on a door-to-door basis by officers of the Director's Department. Repairs and maintenance are carried out from area offices by direct labour and the estate gardens are maintained by a special gardening staff under the control of the Director of Housing. Caretakers and porters are employed on all flatted estates. Community associations exist on some of the large estates which are equipped with community halls.

Applications register, selection of tenants, lettings, transfers and exchanges, etc., are dealt with at district level.

(c) Assistance to Housing Associations and other Bodies

Committee: Finance

The L.C.C. has made agreements under the Housing Act, 1936, sec. 94 with two Associations (Church Army, 12 dwellings; Shoreditch, Hackney and Highbury Housing Association Ltd., loan of about £47,000 and subsidy in respect of 29 flats at Lyme Grove, Loddiges Road). The B.C. have previously assisted a Housing Association to improve Almshouses and are currently considering an application from another Association.

(d) Assistance to Individuals

(i) House Purchase

Committee: Finance

Approximately 30 applications for mortgage advances are approved by Committee each month. Such advances are repayable over periods of up to 20 years, the rate of interest chargeable being slightly higher than Council's borrowing rates. The following table shows total advances made by the Council from 1946–47 to 1957–58:

	S.D.A. Acts		*H.A. 1949*		*Total*	
Year	*No.*	*Amount*	*No.*	*Amount*	*No.*	*Amount*
		£		£		£
1946–47	1	400	—	—	1	400
1947–48	4	2,060	—	—	4	2,060
1948–49	7	4,620	—	—	7	4,620
1949–50	4	1,700	—	—	4	1,700
1950–51	12	9,195	1	1,200	13	10,395
1951–52	21	16,030	12	14,440	33	30,470
1952–53	33	22,290	11	5,625	44	27,915
1953–54	43	28,680	16	10,878	59	39,558
1954–55	52	36,420	38	27,495	90	63,915
1955–56	66	68,933	45	36,885	111	105,818
1956–57	75	78,624	61	57,382	136	136,006
1957–58	87	98,460	121	120,090	208	218,550
	405	£367,412	305	£273,995	710	£641,407

The L.C.C. is prepared to consider applications not covered by the B.C.'s scheme, but in fact no such applications have been granted for some 18 months. Before that some 5 applications had been approved since the war.

(ii) House Improvement

Committee: Finance

The Council have made improvement grants in a few cases. Total grant made is £473.

The L.C.C. has made 16 improvement grants totalling £7,831.

(e) Furnished Houses—Controlled Rents

Powers: B.C.
Committee: Legal and Parliamentary

The Council are required to maintain a register of all decisions of the Rent Tribunal fixing the rents of furnished accommodation. The Council bring proceedings in the Magistrates' Court against landlords who contravene the registered terms.

(f) Rent Inquiries

Powers: B.C.

The Council make available to the public the services of members of the Town Clerk's Department to answer queries of tenants and landlords and to give information on any points arising under the Rent Acts.

A Rent Act Bureau outside the normal office hours was operated by officers of the Town Clerk's, Borough Treasurer's and Medical Officer of Health's Departments from 5 to 7 p.m. on Mondays, Wednesdays and Fridays of each week from July to December, 1957, to enable members of the public who were unable to attend during the usual office hours to obtain information about the Rent Acts.

The number of enquiries received by the Council up to the 17th May, 1958, were as follows:

Enquiries received from tenants	5,844
Enquiries received from landlords	782
	6,626
Sales of Rent Act forms and enquiries relating to rating values	9,770

The Public Health Department also deal with Rent Act enquiries relating to Certificates of Disrepair and Certificates as to the remedying of defects which a landlord has undertaken to remedy. The number of inquiries dealt with since the 6th July, 1957, is 2,772 (to 24th May, 1958).

Personal Health and Welfare

Powers: L.C.C., except where expressly indicated.

The administration of the Personal Health Services is under the general direction of the County Medical Officer of Health, County Hall. For administrative purposes the County of London is divided into nine divisional areas with Medical Officers in charge of each division. Hackney is situate in Division No. 4 which operates from No. 4, Drysdale Street, Hoxton, N.1, and comprises the Boroughs of Hackney, Stoke Newington and Shoreditch.

The day-to-day administration of the personal health services under Part III of the National Health Service Act, 1946, with the exception of midwifery, home nursing, ambulance services and certain functions under the prevention of illness, care and after-care section, are delegated to the Divisional Health Committee which meets at the Hackney Town Hall.

The Divisional Health Office is staffed by a divisional medical officer, a deputy divisional medical officer, a divisional administrative officer, a deputy divisional administrative officer, a divisional nursing officer, two assistant divisional nursing officers, a divisional treatment organiser, six assistant organisers of children's care work, forty-seven administrative and clerical staff and five domestic and other staff.

(a) General Local Health Services

(i) Health Centres

The one comprehensive Health Centre under the National Health Service Act has been provided by the L.C.C. at Woodberry Down in the Borough of Stoke Newington.

(ii) Maternity and Child Welfare

Six maternity and child welfare centres are situated in Hackney at:

29, Cadogan Terrace, E.9.
28, Elsdale Street, E.9.
28, Lower Clapton Road, E.5.
136, Richmond Road, E.8.
186, Upper Clapton Road, E.5.
West Hackney Church Hall, Evering Road, N.16.

In 1957, 52,086 attendances were made by mothers and children.

Infant welfare consultations are held at all centres and ante-natal and post-natal sessions at the Elsdale Street, Lower Clapton Road, Richmond Road and Upper Clapton Road Centres. Dental treatment for expectant and nursing mothers and preschool children is provided at Lower Clapton Road and Richmond Road Centres. Physiotherapy is available at the Elsdale Street and Richmond Road Centres and artificial sunlight, simple massage and exercise clinics are also held at these two Centres, At the Richmond Road Centre there is a foot clinic at which two whole-time chiropodists are employed. The maternity and child welfare service includes also mothercraft training, child minders and the provision of recuperative holidays (see also para xi).

(iii) Day Nurseries

Five day nurseries, accommodating a total of 277 children, are provided in Hackney at:

Clifton Lodge, 96, Dalston Lane, E.8.*
Fernbank, 1a, Fountayne Road, N.16.
Hillside, 135a, Holmleigh Road, N.16.
St. John's Hackney Churchyard, E.8.
Wetherell, Wetherell Road, E.9.

(iv) School Health Service

Arrangements are made for four routine medical inspections during each child's school career. Children with defects are re-inspected as necessary and health surveys by school health visitors are held at least annually. Cleansing of children of unsatisfactory personal hygiene is provided for, and minor ailments are treated at school and at school treatment centres, recuperative holidays are provided, special clinics are held for particular types of case, including enuresis, nutrition and behaviour problems, defective vision, rheumatism and other conditions, physiotherapy is given at schools for the physically handicapped, and psychiatric and speech therapy and dental services are provided. Facilities for the treatment of Hackney children with defective hearing are available at Woodberry Down, Stoke Newington. There are two school treatment centres in the Borough at which 11,551 attendances (minor ailments, special investigation and vision sessions) were made in 1957. In addition, minor ailments sessions are held in two schools and at two M. & C.W. centres and at these sessions total attendances were 3,763. Attendances of schoolchildren at the dental clinics at the school treatment centres and at two M. & C.W. centres totalled 16,511.

---

* Closed 30th May, 1958.

(v) School Health Service Treatment Centres

Facilities for the treatment of minor ailments in schoolchildren are provided in Hackney at:

29, Cadogan Terrace, E.9.
13, Goulton Road, E.5.
136, Richmond Road, E.8.
186, Upper Clapton Road, E.5.
Cleansing Centre, Millfields Road, E.5.

Other treatment facilities for school children include dental, nutrition, ophthalmic, ear, nose and throat and physiotherapy clinics.

(vi) Midwifery

The domiciliary midwifery service is operated centrally and comprises midwives appointed by the L.C.C. and district midwives employed by district nursing associations and hospitals acting as agents. Two directly employed midwives practise in the borough and there is one district nursing association and one hospital providing domiciliary midwifery services on behalf of the L.C.C.

The L.C.C. is the local supervising authority and carries out its duties centrally. These duties comprise the preparation of a roll of practising midwives and maternity nurses in London, the inspection of all domiciliary midwives and maternity nurses, the prohibition of unqualified persons from acting as midwives and maternity nurses, the payment of fees to medical practitioners called in to assist domiciliary midwives, the arranging of refresher courses, demonstrations and lectures, ensuring that certain rules formulated by the Central Midwives Board regarding the code of practice are observed by all midwives, including hospital midwives.

(vii) Health Visiting

There are 21 health visitors working in the borough. To some extent the health visiting service has been integrated with the school nursing service and the continuing aim is the closer association of the health visitor with the voluntary care committee workers at schools. Local general practitioners are encouraged to use the health visiting service and good liaison exists with many of the local doctors.

(viii) Home Nursing

This service is provided by the L.C.C. under agency arrangements by voluntary district nursing associations, the liaison being maintained through the Central Council for District Nursing in London. The service in the borough is provided by the Hackney district nursing association who employ the equivalent of 23 whole-time nursing staff. In 1957 a total number of 106,326 visits was made and the number of patients nursed through the year was 3,304.

(ix) Vaccination and Immunisation

Facilities are provided by the L.C.C. for the immunisation of children against diphtheria, whooping cough, tetanus, poliomyelitis and vaccination against smallpox at the maternity and child welfare centres, day nurseries, schools and residential establishments. Parents may, if they prefer, have their children immunised or vaccinated by the family doctor and the L.C.C. supplies prophylactic material as used in its own clinics to general practitioners on request and pays a fee to the general practitioner for notifying the vaccination or immunisation.

(x) Ambulance Service

This service is administered centrally from headquarters in Waterloo Road, S.E.1. The service is supplemented by help from the ambulance department of the Joint Committee of the Order of St. John of Jerusalem and the British Red Cross, and the Hospital Car Service organised jointly by the St. John Ambulance Brigade, the British Red Cross and the W.V.S.

There are two ambulance stations in the borough, namely, the Eastern General Ambulance Station, Brooksby's Walk, and Dalston Accident Ambulance Station, Paragon Road, Mare Street. The former station has a fleet of 40 ambulances and cars to deal primarily with the transport of out-patients and the admission and discharge of patients (other than emergency cases) to and from hospitals in the north-eastern and eastern areas of London (including the Borough of Hackney). Five of the hospitals in the borough place their orders for transport directly with the Eastern Ambulance Station. The Dalston Accident Ambulance Station has one ambulance continuously in commission and a second ambulance available for sixteen hours each week-day, to deal primarily with emergency calls but also to assist in general removals as necessary in Hackney and in areas adjacent to the boundary. The following statistics for the year 1957 relate to patients living in or removed from the borough and adjacent areas by vehicles attached to these stations:

Eastern General Ambulance Station	
Number of journeys undertaken .	64,263
Number of patients conveyed . .	133,623
Number of miles run . . .	502,673

Dalston Accident Ambulance Station	
Number of journeys undertaken .	2,969
Number of patients conveyed . .	2,863
Number of miles run . . .	16,417

Separate figures relating to the work done by the agency and supplementary services in the borough are not available.

(xi) Prevention of Illness, Care and After Care

1. *Tuberculosis*. The three chest clinics serving the borough are located at the Metropolitan Hospital (Hackney), the London Chest Hospital (Bethnal Green) and at 204 Hoxton Street, N.1 (Shoreditch). The chest physicians are employed jointly by the hospital authorities and the L.C.C. The L.C.C. provides the health visitors and other staff for prevention, care and after-care work and also the following services:

Boarding out of children exposed to infective tuberculosis in their own homes or whose parent or parents are receiving residential treatment for tuberculosis.

Maintenance of patients undertaking training at village settlements.

Provision of extra nourishment for necessitous patients.

B.C.G. vaccination of susceptible contacts of known cases of tuberculosis, of diabetics and of schoolchildren on attaining the age of 13 years.

Provision of hostels to accommodate homeless infective ambulant tuberculous men.

Diversional therapy.

(Except for diversional therapy and the provision of extra nourishment for necessitous patients, these services are administered centrally.)

The B.C. has representatives on the Hackney and Bethnal Green Tuberculosis Care Committee, and representatives on the Hackney and Stoke Newington Tuberculosis Care Committee—the Medical Officer of Health is also a member of both these Committees. The part played by these voluntary after-care organisations in providing additional amenities for the victims of tuberculosis and their relatives continues to be of great importance in the campaign against tuberculosis.

2. *Invalid Meals.* A voluntary organisation grant-aided by the L.C.C. provides special diet meals for sick persons recommended by doctors.

3. *Foot Clinics.* A chiropody service is provided at one centre in the borough, at which 24 sessions are held each week. During 1957, 8,941 treatments were given at this centre.

4. *Venereal Diseases.* Arrangements are made centrally for tracing of contacts of persons found to be suffering from venereal disease and for persuading them to undergo treatment.

5. *Recuperative Holidays.* These are provided on medical recommendations for adults who have been under medical treatment or to prevent mental or physical breakdown leading to possible neglect or ill-treatment of children in their own homes. Similar facilities are given to expectant and nursing mothers and young children and, under the Education Act, 1944, to schoolchildren.

6. *Home Nursing Equipment and Apparatus.* The L.C.C. supplies the larger and more expensive items of equipment on loan for patients being nursed at home and all the loan equipment needed for tuberculous patients. The supply of small articles of equipment is undertaken on behalf of the L.C.C. by the British Red Cross Society, and by the Hackney District Nursing Association, who are grant-aided.

(xii) Domestic Help

Home Help is provided during the daytime in households where such help is required owing to the presence of any person who is ill, lying-in, an expectant mother, mentally defective, aged or a child not over compulsory school age. In addition to the ordinary service to households during normal working hours, the L.C.C. also provides night helps for chronic sick persons and child helps for children temporarily deprived of both parents (when required) and specially trained home helps for problem families to work with and teach the mothers the rudiments of housecraft.

Number of households attended in the borough in 1957	2,790
Number of night helps provided in the borough in 1957	Nil
Number of child helps provided in the borough in 1957	Nil
Number of families in the borough in receipt of specially trained home helps in 1957	9

The service is administered from the Divisional Offices at Drysdale Street, but in this borough there are two Home Help Organisers who function from offices at 186, Upper Clapton Road and at 28, Elsdale Street.

(b) Mental Health Service

The L.C.C. is responsible for:

(i) The appointment of officers duly authorised to take initial proceedings in providing care and treatment for persons suffering from mental illness.

(ii) The ascertainment of persons who are mentally defective and providing suitable supervision or taking steps to place such persons under guardianship or to arrange for institutional care, and for providing training or occupation for those not in institutions.

(iii) Arranging for the care and after-care of persons suffering from mental illness or defectiveness.

(iv) The provision of occupation centres for mental defectives living in the County, of which there are two in the borough.

(v) A special clinic run on M. & C.W. lines for mentally backward children under 5 years of age located in Health Division 5, which also serves the borough of Hackney.

Notification of Births

The requirement in the Public Health (London) Act that a birth be notified to the Borough Medical Officer of Health within 36 hours of its occurrence was amended by the National Health Service Act, 1946—the notification now has to be given to the County Medical Officer.

The L.C.C.'s Divisional Medical Officer furnishes weekly statistics (totals only) to the Borough Medical Officer of Health.

(c) Welfare Services (National Assistance Acts)

The administration of this service is under the Chief Officer, Welfare, at County Hall.

During office hours inquiries emanating from Hackney relating to various matters are dealt with at an Area Office situated at 10, Corsica Street, N.5, in the Borough of Islington.

(i) Permanent Residential Accommodation for Aged and Infirm

None of the L.C.C.'s homes is situate in the Borough of Hackney. It is understood that aged persons from the Borough are admitted to 'Hillside', 129, St. John's Way, N.9, as the nearest large Home.

(ii) Temporary Residential Accommodation (Rest Centres)

None of the L.C.C.'s Rest Centres is situate in the Borough of Hackney. It is understood that individuals and families in need of temporary accommodation are sent to Newington Lodge, 182, Westmoreland Road, Southwark.

(iii) Compulsory Removal of Persons to Hospital, etc.

Compulsory removal to hospital or other suitable accommodation of persons in need of care and attention which they cannot provide for themselves at home is the responsibility of the B.C.

The Public Health Department investigate many cases of persons reported to be in need of care and attention; in some cases voluntary removal to hospitals or Part III accommodation is arranged. Domestic help is sought through the L.C.C.; 'Meals on Wheels' are provided through the Hackney Association for the Welfare of Old People and cleansing treatment is provided by the B.C.

There is very close liaison between staff of the Public Health Department and the various statutory bodies and voluntary organisations affording assistance to the aged.

(iv) Cleansing of Aged Persons

Under the provisions of the L.C.C. (General Powers) Act, 1953, the Public Health Department of the B.C. administers a service under which aged enfeebled persons are bathed either in their own homes or at the Council's Bathing Centre, dependent upon advice of the person's Medical Practitioner. Transport is provided to and from the Bathing Centre.

(v) Welfare Arrangements for Blind, Deaf and Handicapped

Enquiries are dealt with at the Area Office of the L.C.C., Welfare Department, 10, Corsica Street, N.5.

(vi) Registration of Disabled Persons and Old Persons Homes

No information is available regarding this L.C.C. service.

(vii) Registration of Charities for Disabled Persons

No information is available regarding this L.C.C. service.

(viii) Protection of Property of Persons Removed to Hospital, etc.

Admissions to hospital are generally notified to the L.C.C. by Almoners and in some cases the B.C.'s Public Health Department. Protection is afforded by locking accommodation, or removal of property to L.C.C. Stores.

(ix) Contributions to Voluntary Associations

Powers: Concurrent

The B.C. in the financial year ending 31st March, 1958, made the following contributions:

£1,250	to Hackney Association for the Welfare of Old People whose activities include case work, chiropody, Old People's Clubs, Holidays, Meals-on-Wheels.
£400	to Workshops for the Elderly.

(x) Disabled Persons Employment Act, 1944

Powers: Minister of Labour and National Service

The B.C. have no responsibility for the training and resettlement provisions of this Act, except their duties as employers.

At the invitation of the Ministry of Labour, the B.C. nominates one member of the Hackney Disablement Advisory Committee.

(d) Children

Powers: L.C.C.

The L.C.C. Children's Department is understood to be organised in nine area offices grouped in three zones each of three areas. Hackney comes within the north-eastern zone comprising the three following areas:

(1) Finsbury, Holborn, Islington.
(2) Hackney, Shoreditch and Stoke Newington.
(3) City of London, Bethnal Green, Poplar and Stepney.

The area office for Hackney, Shoreditch and Stoke Newington is at Kingsmead Way, Homerton Row, Hackney, E.9.

The requirements of the north-eastern district in relation to children in need of shelter are served primarily by the following two nurseries:

St. Margaret's Nursery, Leighton Road, N.W.5 (0–5 years).
(*Note*—This Nursery serves also the western district.)

Langley House, 54, East India Dock Road, E.14 (2–15 years).

Child Life protection (which relates to the supervision of the boarding out of children on payment) is a function of the Children's Committee of the L.C.C. but for administrative purposes has been delegated to the Divisional Medical Officers.

(e) Registration of Nurseries and Child-minders

The regulation of nurseries and child-minders is carried out on a divisional basis from Drysdale Street, N.1.

At the end of 1957 there were four private day nurseries statutorily registered providing 145 places. There were six child-minders statutorily registered minding 26 children.

(f) Prevention and Control of Infectious Diseases

Powers: B.C.

A daily return of notifications is made to the L.C.C. so that the trends of the diseases may be judged. Notification fees paid to Medical Practitioners are recouped from the L.C.C.

The Public Health Department uses the bacteriological service of very high standard which is provided by the Public Health Laboratory Services of the Medical Research Council.

(g) Health Education

Powers: Concurrent

The L.C.C. concentrates on the personal health services and the subjects covered include, in schools, mothercraft and related health teaching and generally protection against smallpox, diphtheria, poliomyelitis, whooping cough, tuberculosis (including B.C.G. vaccination), accidents in the home, care of the teeth and feet, and cancer. Talks and demonstrations are given regularly at the welfare centres, to parent/teacher associations, schools, etc. Exhibitions are held from time to time and home safety handbooks are distributed.

The B.C. has power to arrange for the publication of information on questions relating to health or disease, etc., and the Public Health Department does in fact provide speakers on public health subjects to various organisations and also distributes leaflets, posters, etc. Health display cabinets are sited in the Town Hall where the subject is changed monthly.

Town and Country Planning

Powers: L.C.C. (subject to delegation)

(a) Development Plan

The B.C. is consulted on all proposals to be incorporated in a Development Plan or amendment of Development Plan.

(b) Control of Development

(i) General (except advertisements)

The L.C.C. consult the B.C. on all applications for development consent which (i) would affect the B.C.'s road widening proposals; (ii) require a new access or altered access to a classified road; and (iii) would conflict materially with existing development in the locality. Under the present L.C.C. (G.P.) Bill, the L.C.C. will take power to delegate to B.C.'s some of their functions under Part III of the Town and Country Planning Act, 1947.

(ii) Advertisements

Committee: Works and Open Spaces

The powers of the Advertisement Regulations are delegated to the B.C. by the L.C.C. Approximately 140 applications are dealt with every year.

(iii) Development by Government Departments

The B.C. is consulted on the development proposals of Government Departments.

(iv) Architectural and Historic Buildings

The B.C. is consulted on proposals to make Building Preservation Orders and on notices of proposed works to such buildings for which L.C.C. consent is required.

(v) Tree Preservation Orders

The B.C. is consulted before these Orders are made by the L.C.C.

(vi) Enforcement Action and Unauthorised Uses

Liaison between the L.C.C. and B.C. is maintained in connection with action in respect of undesirable unauthorised development.

(c) Positive Planning (Land Acquisition, etc.)

The L.C.C. has power to define areas of comprehensive development for dealing as a whole with extensive war damage or obsolete development or for re-locating population or industry. There are no such areas in Hackney but we understand there are eight in the County.

The L.C.C. on behalf of all public authorities designates as subject to compulsory acquisition land in comprehensive development areas and other land which is required for public purposes. There were four designations in Hackney in the Development Plan but the L.C.C. point out that this is lower than the borough average for the County.

A maximum for the County of £500,000 per annum is allocated for acquiring by agreement or compulsorily premises occupied for non-conforming uses, and further amounts are allocated for other purchase notices. There have been two purchases in Hackney for the relocation of industry, one by agreement and one under a purchase notice, amounting to about £60,000. Purchase notice cases acquired in Hackney total 3 (about £12,000) against over 300 (about £500,000) for the County. Most purchase notices are, of course, in areas of comprehensive development.

The following are the major examples of acquisitions in the Borough (housing excepted):

(i) *Open Space:* London Fields Extension, Springfield Park, North Millfields.
(ii) *Schools:* Brooke House.
(iii) *Industrial development:* Ada Street, Exmouth Place, Northiam Street.
(iv) *Road improvements:* Upper Clapton Road.
(v) *Health Services:* Iceni Club Grounds.

The B.C.'s agreement to accept liability for purchase notices is sought where refusal of private development is proposed because the site is required for B.C. purposes or because the development is opposed by the B.C.

Nos. 350/352, Mare Street is an example. In September 1948 the L.C.C. notified the Council that development was envisaged on the cleared bombed site south of the Old Tower. The proposal to develop was opposed and the Council gave an indemnity to the L.C.C. to cover the cost of acquisition in the event of a purchase notice being served. The land was eventually purchased by the Council following the service of a purchase notice on the L.C.C. by the owners, grant being received from the L.C.C. and under the provisions of the Town and Country Planning Acts. The land was used as an extension of the open space around the Tower.

(d) National Parks and Access to the Countryside Act, 1949

Under the L.C.C. (General Powers) Bill, the C.C. will take power to delegate to B.C.'s their powers under this Act to take steps for preserving and enhancing the natural beauty of landscape and for restoring and improving the appearance of derelict land.

Highways and Street Traffic

(a) Roads

(i) Construction and Improvement

Powers: Concurrent
Committee: Works and Open Spaces

The B.C. as highway authority control 111 miles of road in the Borough.

Both the L.C.C. and the B.C. have powers to carry out improvements and lay out new streets with the proviso that works carried out by the B.C. must be approved by the L.C.C.

The L.C.C. normally carries out improvements to main roads although in fact owing to financial limitations little has been done in Hackney since the war.

So far as new streets are concerned, the L.C.C. has in recent years only exercised powers under the Housing Acts to construct roads on their Housing Estates which are transferred to the B.C. as public highways (except the purely domestic internal estate roads). The L.C.C. are required to consult the B.C. regarding any proposal to lay out new streets.

Since the war the B.C. has executed a number of improvements including the provision of roundabouts at Lauriston Road/Victoria Park and at Pembury Road/Amhurst Road/Dalston Lane Junction; the widening of part of Homerton High Street; the widening and conversion into a double carriageway of Ponsford Street and various minor improvements.

Schemes have been prepared and are with the Ministry of Transport or are in active preparation for a similar works in Well Street; at the junction of Well Street and Mare Street; for part of Northwold Road; for part of Brooksby's Walk, and for Andrews Road and Sheep Lane.

(ii) Maintenance

Powers: B.C.
Committee: Works and Open Spaces

The B.C. is wholly responsible for the maintenance of all highways, including those over bridges owned by others, comprising 36·3 miles of classified road and 82·5 miles of unclassified or district roads. The Council receives no grant from the Ministry of Transport for maintenance except for traffic signals and certain mandatory and other signs (one-way street systems, certain park signs). Their powers include those of planting trees in roadside margins and paths.

The work is administered by the Borough Engineer and Surveyor through the Engineer's Section of his Department and the outside staff of 2 Highways Superintendents and their labour force of 123 men who are used as required, on maintenance or improvement works, working out of the three Highways Depots. The majority of the work is carried out by Direct Labour, the services of Specialist Contractors being used for asphalt surfacing; a proportion of paving works are also carried out by contract, mainly in connection with the reinstatement of Statutory Authority openings.

(iii) The Council as highway authority are responsible for initiating the procedure which leads to the stopping up or diversion of highways.

(b) **Bridges**

Powers: L.C.C., B.C. and railway and canal authorities.
Committee: Works and Open Spaces

Of the bridges wholly within the borough which carry public highways, three are maintained by the B.C. and the remainder are the responsibility of railway and canal authorities. The L.C.C. has, however, certain powers in respect of four bridges situated partly within the borough.

The bridges maintained by the B.C. are (i) the Iron Bridge over the River Lee at Eastway which is owned by the Council but the L.C.C. are responsible for reconstruction in this case; (ii) Marshgate Bridge which was reconstructed by the B.C. in 1931; and (iii) Gainsborough Bridge, the subject of an agreement between the B.C. and the L.C.C. who reconstructed the bridge.

The bridges with which the L.C.C. are concerned and the division of responsibility for maintenance are as follows:

Bridge	*Structure*	*Paving*
(i) Cat and Mutton (over Grand Union Canal connecting The Broadway, Hackney with Goldsmiths' Row, Shoreditch)	L.C.C., with contributions from Hackney and Shoreditch B.C's., Canal Co's. liability commuted	Hackney, Shoreditch and Bethnal Green B.Cs.
(ii) Lea Bridge (carrying Lea Bridge Road over the River Lee)	L.C.C., with contributions from Essex C.C.	L.C.C.
(iii) Lee River (Waterworks Branch) Bridge (carrying Eastway over the Waterworks Branch of the River Lee)	L.C.C., with contributions from Leyton B.C.	Hackney and Leyton B.Cs.
(iv) Rosemary Road Bridge (over Grand Union Canal, connecting Southgate Road with Bridport Place)	L.C.C., with contributions from Shoreditch B.C., Canal Co's. liability commuted	Shoreditch, Hackney and Islington B.Cs.

(c) **Private Street Works**

Powers: B.C.
Committee: Works and Open Spaces

The Council has power to make up Private Streets and apportion cost against the owners and has used these powers in the past.

(d) **Street Lighting**

Powers: B.C.
Committee: Works and Open Spaces

The Council is solely responsible for the provision and maintenance of all street lighting; no grant-aid being available to defray the cost. The Borough Engineer and Surveyor is responsible for this work and of recent years has undertaken all maintenance work by Direct Labour. The present installation of street lighting comprises 1,041 main road lighting points on 25ft. columns and 3,915 side street points. The whole installation was renewed in 1936–37–38 to the standards suggested in the interim report of the Ministry of Transport Departmental Committee and B.S. No. 307:1931.

(e) Street Naming and House Numbering

The L.C.C. under the London Building Acts (Amendment) Act, 1939, is the responsible authority for the approval of the naming and numbering of streets, rows of houses or blocks of buildings, and has made Regulations with respect to the setting up of such names and the marking of numbers. The B.C. is responsible under the Act for ensuring that the names approved and the numbers assigned are set up in accordance with the Regulations.

(f) Car Parks

Powers: B.C.

Committee: Works and Open Spaces

The Council have no off street car parks at the present time. A number of sites have been appointed by the Ministry of Transport as street parking places under the London Traffic Act, 1928, and the signs, etc. in respect of these are maintained by the B.C. Powers exist for the B.C. to provide off street parking places.

(g) Traffic Regulations

Powers: B.C.

Committee: Works and Open Spaces

The Council has provided and maintains, with the aid of grant from the Ministry of Transport, 27 traffic signal installations some few in conjunction with adjoining authorities. In addition, a large number of traffic islands, warning and mandatory signs, and directional signs have been provided from time to time; 62 uncontrolled pedestrian crossings have also been provided under Statutory Order.

(h) Bus Shelters

Powers: B.C.

Committee: Works and Open Spaces

The B.C. has power to provide bus shelters but following the usual practice in London where the London Transport Executive provide their own shelters, has so far not exercised them.

(i) Road Safety

Powers: B.C.

Committees: Borough Safety First; Road Safety Advisory; and Works and Open Spaces

The first two Committees, the second of which includes co-opted Members from various local organisations, are in the main advisory, and constructional work being undertaken by the Works and Open Spaces Committee.

As well as safety measures, the Council undertakes educational duties by poster campaigns, lectures, etc. Road Safety is combined with Public Relations to form the responsibility of one section of the Town Clerk's Office.

(j) Street Trading

Powers: B.C.
Committee: Works and Open Spaces

Hackney having 807 licensed pitches and 767 licensed traders (one tenth of the London total) is the second largest street trading area in the County. The charges collectable exceed £15,000 per annum.

The street markets are supervised by the Streets Inspectors (1 Chief Inspector, 3 Inspectors) as part of their duties in maintaining an oversight of the use of the streets in the borough generally.

Financial Administration

Loans Pool Account

As from the 1st April, 1956, the Council decided to operate a Loans Pool under the Accounts (Borough and Metropolitan Boroughs) Regulations, 1930. Under this scheme, loans can be raised up to the limit of the total loans sanctions available, without being earmarked to individual sanctions, thereby enabling borrowing policy to be adapted to the prevailing conditions of the Money Market.

Amounts required to defray capital expenditure on particular services are advanced at half-yearly intervals from the Loans Pool, repayment being made to the Pool by Borrowing Accounts over the period of the appropriate loan sanction. The total interest payable to lenders is allocated annually over the Borrowing Accounts, together with the costs incurred in raising loans.

To date more than £3,600,000 has been advanced from the Loans Pool Account, of the total outstanding loans at 31st March, 1958, of £10,157,000.

Transport and Heavy Plant

In 1948 the Council decided to centralise transport and plant within the Borough Engineer and Surveyor's Department and house the vehicles in one central garage. This was subsequently extended to all departments of the Council so that vehicles are not directly attached to departments, but each department or service hire the vehicle required from the central garage. As far as possible this has also applied to heavy plant, and the Council have in recent years acquired a large amount of heavy plant in connection with their direct labour operations. The following vehicles and plant are now held:

VEHICLES *Description*	*No.*
Passenger carrying—general use	6
Refuse collection—5/6 ton	34
2 ton	5
Highways cleansing and maintenance—4 ton	7
2 ton	4
Public lighting inspection	6
General delivery—Open Spaces, building sites, etc.	18
Trailers and plant transporter	14
PLANT	
Road sweepers and watering, etc. machines	7
Road rollers	5
Concrete mixers	29
Dumpers and small trucks	7
Compressors, breakers, hammers, etc.	22
Hoists and cranes	22
Woodworking machines	13
Sprayers, pumps, mowers, etc.	19
Tubular scaffolding (including fittings)	109,000 ft.

A workshop is also set up within the central garage for repairs of all vehicles and plant.

Vehicles or plant are charged to the service using them on the basis of running costs plus repairs and a charge for depreciation. Thus there is a balance on the Transport and Heavy Plant Account, which should approximate to the total depreciation of all vehicles and plant and this is transferred to the Renewals and Repairs Fund to provide for replacement when necessary.

Renewals and Repairs Fund

In 1947, the Council established the Renewals and Repairs Fund under the powers of Sec. 79 of the L.C.C. (General Powers) Act, 1939. The nucleus of the fund was the transfer of certain balances of non-statutory funds and the Minister approved a maximum limit of £100,000. One of the normal uses of the fund (already referred to under 'Transport and Heavy Plant') is the transfer of the surplus mainly representing the annual depreciation on the Transport and Heavy Plant Account which is accumulated in the fund for the replacement of vehicles or plant.

The charge of the plant and vehicles is spread equitably over the services which are using them, saving the cost of interest and loan charges. Other amounts are also transferred to this fund which are then available for any general purpose, e.g. the replacement of any of the Council's works, such as footways, sewers and roads. In particular the Council have been concerned with the cost and renewal of road works consequent upon the suspension of works during the war years and some years after, and it is very doubtful even if this fund could make any major contribution to the heavy expenditure which will have to be faced in the near future.

In 1957, the Minister of Housing and Local Government approved the sum of £200,000 as a maximum amount which could at any time stand to the credit of the fund and the balance at 31st March, 1958, exceeded £176,000.

Superannuation Fund—Accounts

In 1908 the B.C. together with Camberwell and Deptford promoted the Camberwell and Other Boroughs (Superannuation) Act for the purpose of granting superannuation allowances, sickness and death benefits to the permanent staff and employees. This Act was amended from time to time and in May, 1955, the Council resolved to adopt the provisions of the Local Government Superannuation Acts, 1937 and 1953, and the Regulations made thereunder, subject to the retention of certain Benefits for existing contributors. At the 31st March, 1958, there were 950 contributors, 270 pensioners and the accumulated Fund Balance was approximately £680,000.

General

The functions of the Borough Treasurer's Department not only cover the collection of the Council's revenues and payments of disbursements but also all accounting and costing, raising of loans, management and investment of the Council's Superannuation and Repairs and Renewals Funds, proposals for rents, effecting of insurances, etc.

The volume and intricacies of the Council's activities necessitates the use of mechanical accounting methods and in 1948 a comprehensive punched card accounting system was installed. The Council have recently authorised its replacement by more modern equipment, including an electronic calculator.

The following figures, extracted from the Council's Rate estimates for the current financial year, give an indication of the magnitude of the financial transactions arising on Revenue Account:

Expenditure	£	
Borough Council's services	2,245,000	
County Council precept	1,008,000	
Metropolitan Police precept	177,000	£3,430,000

Met by			
%			
56·4	Rates	1,934,000	
11·4	Government Grants	390,000	
11·4	London Rate Equalisation scheme	390,000	
10·9	Rents	376,000	
1·5	County Council contribution	53,000	
6·2	Miscellaneous charges and receipts	212,000	
2·2	Appropriation from balances	75,000	£3,430,000
100·0			

General Administration

Central Purchasing and Printing

The Council operate a central purchasing and printing system which supplies all departments of the Council with their stationery, office equipment and publication requirements and, with the exception of certain specialised items, does, by the offset litho methods (Multilith and Multigraph), the whole of the Council's printing. The output includes Council Agenda and Minutes, Committee Minutes, Abstract of Accounts, Annual Estimates and the Annual Reports of the Medical Officer of Health, Borough Librarian and the Baths and Civic Recreation Department together with a considerable quantity of bound book-work. Between 7,000 and 8,000 plans, documents and letters are produced annually by electric continuous photo-copying, auto-positive and reflex printer methods. The average annual turn-over is approximately £20,000.

Establishments of Departments

The following is a summary of the Council's establishments:

	Non-Manual Employees		*Manual Employees*	
Department	*Authorised Permanent Establishment*	*Number Employed*	*Authorised Permanent Establishment*	*Number Employed*
Town Clerk's	50	64	—	—
Borough Treasurer and Accountant's	91	93	—	—
Borough Engineer and Surveyor's	115	127	591	1,118
Public Health	60	60	28	29
Housing	36	42	44	40
Public Libraries	67	68	11	11
Baths and Civic Recreation	14	14	71	70
Totals	433	468	745	1,268

By-laws

The following schedules list the by-laws at present in force in the Borough.

By-laws made and enforceable by Hackney Borough Council

Date made	*Subject matter*
24. 1.94	Securing the cleanliness and freedom from pollution of tanks, cisterns and other receptacles used for storing water for drinking purposes.
	Relating to the keeping of water closets supplied with sufficient water for their effective action.
	For the prevention of nuisance arising from any snow, ice, salt, dust, ashes, rubbish, offal carrion, fish or filth or other matter or thing in any street.
8. 5.02	Disorderly conduct at the Borough Council Meetings.
27. 2.08	Regulating the use of the Public Libraries and matters incidental thereto.
7. 5.08	Prohibiting the playing of noisy instruments, singing and shouting in streets or public places, or within 100 yards of any place of public worship, hospital, infirmary, etc.; the pulling down or defacement of authorised public notices, and the throwing down of orange peel etc. on any footway.
	Prohibiting noisy hawking.
11. 7.12	Respecting houses let in lodgings or occupied by members of more than one family.
23. 1.13	Prohibiting the blowing of any horn etc. by passengers on coaches etc., hired or used for pleasure purposes, during the hours of 10 p.m. and 8 a.m. while passing through the Borough.
15. 9.26	Prohibiting the defacement of footways or roadways, by writing, for the purpose of advertising.
10.10.28	Relating to the deposit of excreta by dogs on public footways, whilst on leads.
20. 5.31	Regulation of open spaces vested in the Borough Council.
23. 1.35	Relating to nuisances caused by wireless loudspeakers, amplifiers and similar instruments.
22. 6.38	Prohibiting the use of noisy instruments within 100 yards of any shop, dwelling-house or office to the annoyance of inmates.
28. 1.48	Regulating the hours during which pleasure fairs may be open, ingress and egress, suppression of nuisance and preserving sanitary conditions and cleanliness.
23. 6.48	Regulating trading in streets by licensed street traders.
27. 7.49	Prohibiting the deposit of rubbish on highways, roadside wastes, unfenced grounds, open spaces, water courses, etc.
27. 7.55	Securing cleanliness of barbers' premises, and towels and utensils used in such premises.
22. 1.58	For securing the adequate artificial lighting of common staircases in tenement houses and flats.

London County Council By-laws

Date made	*Subject matter*	*Enforcing Authority*
31. 7.91 and 6. 3.23	For regulating the conduct of the business of a slaughterer of cattle and structure of premises	H.B.C. and L.C.C.
13.10.91	With respect to foundation and sites of buildings and the description and quality of the substances of walls.	L.C.C.
	With respect to substances of which plaster is to be made, filling up of excavations, etc.	L.C.C.
22. 6.93	For the construction, cleansing and maintaining of water closets, cesspools, etc.	H.B.C.
10.10.01	For the removal of noxious matters by road, and construction of vehicles containing same.	H.B.C.
11.10.04	For regulating the mode of conveying of carcases of dead horses through public streets.	H.B.C.

Date made	*Subject matter*	*Enforcing Authority*
29. 5.06	Relating to the throwing down or depositing of waste paper, etc. in streets.	H.B.C.
30. 6.14	For regulating lamps, signs or other structures overhanging the public way.	H.B.C.
3.11.14	For regulation and control of hoardings used for advertising where they exceed 12 feet in height.	H.B.C.
20.12.21	For regulating the conduct of the business of a dresser of fur skins.	L.C.C. and H.B.C.
20. 2.23	For regulating the slaughter of poultry.	H.B.C.
20. 7.26	With respect to regulating, restricting and preventing the exhibition of advertisements injuriously affecting the amenities of public parks or pleasure promenades.	H.B.C.
19. 6.23 and 6. 3.28	For regulating the business of rag and bone dealing; and with respect to the premises on which the business is carried on and the utensils and apparatus used in connection therewith.	H.B.C.
18. 6.29	For regulating the sale of coal and coke in County of London.	L.C.C.
23. 7.29	With respect to the demolition of buildings.	H.B.C.
17. 2.31	For regulating the emission of smoke from chimneys of buildings.	H.B.C.
1.11.32	For regulation of parks, gardens and open spaces.	L.C.C.
16. 3.37	For regulating, placing and maintenance of overground wires.	H.B.C.
30.11.37	Relating to the use of timber in construction and conversion of buildings.	L.C.C.
1. 3.38	With respect to the registration, inspection, drainage, cleanliness, ventilation etc., of lodging houses for working classes.	H.B.C.
8.11.49	With respect to the sale of contraceptives from slot machines.	H.B.C.
15. 7.52	Regulations for the protection of food.	H.B.C.
1.10.52	With respect to the construction and conversion of buildings and cognate matters.	L.C.C.
3.11.53	With respect to disorderly behaviour on school premises.	L.C.C.
20. 2.51 29. 5.52 15. 5.53	Relating to the employment of children and street trading by persons under 18 years of age.	L.C.C.
19. 7.98 6. 2.00 20. 3.00 12. 5.03	Relating to:—shooting galleries, roundabouts etc., noisy animals, street betting, street shouting, flash and search lights, public decency, window cleaning, painting, etc.	H.B.C.
12. 5.03	Relating to spitting;	H.B.C.
28. 3.11	organs in connection with roundabouts, shows, etc.	
23. 7.12	vehicular traffic (view of traffic);	
10. 6.13	dickey straps, skid pans or lock chains and brakes;	
18.11.13	break down of vehicles in street;	
26. 3.14	slow moving traffic;	
20. 7.20	whistling for cabs;	
31. 5.27	throwing of streamers etc., from vehicles;	
26. 1.32	ringing of alarm bells;	
15. 3.55	discharge of fireworks and stink bombs in places of public entertainment.	
6. 3.34	Drainage by-laws.	H.B.C.

PART II

OBSERVATIONS ON DEFECTS

Defects in Particular Services

In recording individual defects and disclosing occasions on which friction has been generated in dealings with the L.C.C. we do not wish it to be thought that our personal relations in general with the County are anything but good. Daily, opportunities occur for contacts with the L.C.C. Departments and our officers obtain unfailing co-operation. Indeed, members and officers on both sides make it their business to minimise the effects of division. All manner of formal and informal, official and semi-official contacts are formed to ensure that the system, though not an integral whole, functions with the minimum friction between the parts and with the least inconvenience to the public.

Here we would like to acknowledge the assistance of the officers of the L.C.C. in willingly supplying factual information relating to their functions for inclusion in the description of services which forms Part I of our evidence.*

We emphasise, therefore, that the particular defects we refer to arise very largely from the inherent disharmony of the system.

We now set out our comments on the individual services.

Education

We consider that primary and secondary education constitute what we term (see Part III, Division of Functions) a 'personal function', in that it directly and intimately affects the family lives of the great majority of the ratepayers. National standards are largely guaranteed by the direction and advice of the Minister of Education and in our view such aspects of education as admit of local initiative and interpretation should be administered at the lowest efficient level. The localisation of control could not fail to strengthen local interest in the management and conduct of the schools. We consider, therefore, that the powers in relation to primary and secondary education (including nursery schools) should be transferred to the Boroughs. At the same time we feel that the case for the transfer of the service would be greatly strengthened if the reorganisation of the boroughs we refer to in Part III below should first be accomplished. Statutory provisions already exist for mutual arrangements between adjoining education authorities and these would be entirely adequate in the case of metropolitan boroughs in the event of their number being reduced. We find that our views are consistent with the minority report of Mr. Donald and Mr. Walsh appended to the report on the Ullswater Commission. These Commissioners, whilst calling for the extension of the County Council's area and some extension of its powers, nevertheless, recommended that the London boroughs should have the same education powers as municipal boroughs in the outer area.

We respectfully concur also in Messrs. Donald and Walsh's submission that University education and trade, technical and other specialised higher education should be retained by the central authority.

Environmental Health

(a) Baths, Wash-houses and Bathing Places

The only open air swimming pool in the Borough is provided by the L.C.C. in conjunction with London Fields public park. Its control is, therefore, to some extent bound up with the management of parks and open spaces. The Victoria Park pool, just outside the boundary, draws users from a wide area of east London. London Fields pool, on the other hand, has a more restricted popularity.

We do not consider that user by residents outside the area of the owning authority is a valid reason, in the case of swimming pools, for giving the control to the County authority. Local management by the Borough Baths Department, is fully consistent with efficiency and the more local control is, therefore, to be preferred.

---

* The officers found that the Education, Welfare and Children's Departments were too complex to give a picture of these services as they affect separately the citizens of Hackney.

Indoor and outdoor swimming facilities in a concentrated mixed industrial and residential area (the inhabitants of which are so largely cut off from the open country) form an important environmental health amenity. From this point of view, it is an administrative weakness that the outdoor facilities are not under the control of the local authority responsible for the environmental health service generally. It is desirable that the supervision of health standards should be directly under the local Medical Officer of Health responsible for environmental health, as only so can measures for maintaining those standards and dealing with all emergencies and other eventualities be fully, smoothly and speedily co-ordinated and operated.

Attendances at swimming pools are directly affected by the weather and if the B.C. controlled the out-door pool in the Borough, transfer of staff between indoor and outdoor pools would help in peak periods of each.

(b) Drainage

We consider that County control of main drainage is essential and regard any duplication of staff, plant and equipment due to the dual system as inevitable.

(c) Regulation of Building Construction and Alteration (other than Sanitary Repair)

The dual responsibility causes confusion amongst those developers and architects used to working outside the County area where the model by-laws are applicable and where all consents are obtained through one authority. The proposal of the L.C.C. to obtain power to delegate certain functions under this head, whilst retaining others, will not contribute materially to the solution of the problem.

In fact, we can see no advantage in County control of the enforcement of standards laid down by statute or by-laws as respects individual buildings. We consider on the other hand that standards should be uniform so far as practicable and that any quasi-legislative functions such as power to make by-laws should be retained by the County.

We feel that the Boroughs' control should extend to the enforcement of the statutory provisions relating to places of entertainment.

Control of the use of premises for the storage of inflammable materials, if now administered in conjunction with the Fire Service, could with advantage be left to the County.

(d) Arrangements for the Disposal of Refuse and Other Arisings

The disposal of refuse being very largely, if not completely, to sites outside the County, there is need for more co-ordination between the Boroughs on this matter than exists. A strong case could, therefore, be made out for transferring this function to the County.

(e) Parks and Open Spaces

The management and control of the largest public parks and open spaces is well within the competence and resources of the Boroughs. Their control makes no great demands in capital investment or in labour.

The Boroughs are already authorised to provide and do provide entertainments and it would much facilitate their exercise of these powers if they could have responsibility for the summer entertainment in parks.

If the larger parks are transferred to the boroughs, some boundary adjustments would no doubt be desirable.

Further it is appreciated that some of the open spaces in the County (though none of those in Hackney) are trust property with the control and management of which the L.C.C. is concerned as trustees and that special difficulties might arise in connection with their transfer to Borough control. Separate consideration would, therefore, be needed in such cases.

Housing

(a) Slum Clearance

The present arrangements whereby the slum clearance work in London is shared with the L.C.C. tends to restrict the progressive authority and reveals that there is great diversity of views as between the two Councils as to which properties should be dealt with and when.

The preparation of a programme involves duplication of inspections, time wasting consultation and argument both at officer and Member level between the two authorities. Experience of negotiations in this Borough shows that there is a tendency for the L.C.C.'s views to be controlled by what best suits their particular approach to the problem and in the outcome it is usually found that sites which the L.C.C. undertake to deal with tend to be those which can most readily be developed for housing purposes leaving the other smaller, less suitable sites to the B.C.

There is no doubt that the existence of two authorities with concurrent powers creates duplication of work and effort as well as giving rise to misunderstanding and confusion on the part of the inhabitants.

(b) Provision of Houses

(i) Construction

The existence of two authorities with concurrent powers creates a number of problems. Agreement has to be reached as to which authority shall develop a particular site, and as in these days the needs of both authorities for sites are very great, much difficulty is experienced in reaching agreement. The problem is not whether a site shall be developed but the irrelevant question of who is to develop it.

The orderly development of a borough is also frequently out of balance, due to the fact that what is from the local point of view the most logical and convenient sequence is not always followed—due to the L.C.C.'s programme being spread over a much wider area. This is amply illustrated by the position which occurred in Hackney when the Frampton Park area was allocated to the L.C.C. and lay fallow before development started, and was still not commenced when the B.C. had developed all the clear sites available to it and were having to undertake considerable clearance and rehousing in order to maintain its programme. In point of fact parts of this site are still not developed by the L.C.C. although lying practically derelict since the end of the war.

The position also results in the provision in the Borough of local authority accommodation of widely differing standards and amenity.

(ii) Management

The existence of two authorities in the same area managing property must result in some duplication of effort and staff and differing standards of management, organisation and method. This results in confusion in the minds of the public who appear to find great difficulty in differentiating between them.

The need for each authority to maintain registers of applicants for its own purposes is a complete duplication of effort and these registers are not a true reflection of the extent of the problem in each borough. Whilst many applicants apply to both authorities it is well known that many people believe they can only register with one. This often delays the provision of accommodation to the more deserving cases. The existence of two authorities, each managing dwellings to their own standards prevents the best use being made of the available accommodation and results in different rent standards for comparable accommodation provided under identical powers.

The provision of housing accommodation and housing management is now widely held to be an essential social service and experience tends to show that this type of service better serves the public when administered locally. The central control of the L.C.C. property is very remote and because of this tends to be impersonal. The individual case seems to be lost in the general overall problem. The provision of housing outside the area in which people normally live and work tends to intensify transport problems, disrupt social contacts and interests and disturb families and children and weaken family ties.

The practice of the L.C.C. in housing on a large scale families at present resident in one borough in accommodation provided in another borough is the subject of much adverse comment by applicants who are themselves subject to a residential qualification.

General

We submit that the remedy lies in giving to metropolitan boroughs, preferably with an adjustment of boundaries, and if necessary a reduction in the number of authorities, control of housing activities within the area of each. Existing L.C.C. estates and prospective development should come under the control of the borough authority for management and be gradually integrated into the local system.

The County authority should retain responsibility for the provision of out-County house construction and management, town development proposals and the Industrial Selection Scheme for New Towns under the New Towns Act.

The splitting off of the out-County functions may be expected to make it easier to distinguish the genuine emigrant from the applicant who accepts accommodation in the out-County estates with the intention of transferring to local authority house accommodation in the boroughs.

In view of the differing ages of the property in the various areas in London with the need for more extensive redevelopment in one area as compared with another, it would be very desirable to have a scheme for equalising the costs of redevelopment between the boroughs.

Personal Health and Welfare

Our general observations regarding remoteness of control apply particularly to the personal health and welfare services. In addition, the separation of the environmental health services from the personal health services is not in the best interests of the community.

Divided responsibility adversely affects the smooth running and efficiency of the service. This particularly applies to infectious and contagious disease control. The present system inevitably entails some duplication of medical and auxiliary staffs.

The division of local health services is a source of confusion and irritation to the resident seeking to take advantage of them. Callers and letters come to the Town Hall and the writers and callers have to be referred to the appropriate offices of the L.C.C. In some cases problems arise necessitating both services of the L.C.C. and the B.C. with consequential multiplication of the journeys of persons requiring help. All these problems could be considerably mitigated by integration of the services under one authority, and we therefore submit that the B.C.'s should have entrusted to them all the Personal Health Services except the Ambulance Service.

In view of the very great changes which are expected in the administration of the Mental Health Services, following the report of the Royal Commission on Mental Illness, the administration of these services will have to be reviewed.

Clearly the Mental Health Services should be integrated with the other personal Health Services and, particularly in view of the Royal Commission's recommendations in regard to home treatment and after care, we consider that their administration should be allotted along with the other health services to the Boroughs.

We consider also that the authorities entrusted with the health functions as a whole should have the children functions and the welfare functions with the possible exception of those relating to the blind and other disabled persons. In this latter case, we feel that special considerations apply. We are studying the matter and will submit our views later.

Town and Country Planning

We welcome the proposals for the delegation of further substantial functions under this head.

Highways and Street Traffic

(a) Roads

The concurrent powers in relation to highway improvements lead to duplication of efforts. It can and has happened that both authorities are working at the same time on adjacent lengths of the same highway. This recently happened when the B.C. were widening Homerton High Street, Ponsford Street, whilst the L.C.C. were widening Morning Lane.

It is necessary in the interests of efficiency that the powers of the L.C.C. should be exercised in such a way that duplication of effort is avoided. Whilst the Boroughs remain constituted as at present, the L.C.C. must retain powers so that they may carry out major improvements involving expenditure which would constitute an unjustified burden for the individual borough. In the event of reorganisation of the Boroughs it would be possible to consider allotting the powers exclusively to the second-tier authorities.

(b) Bridges

The division of responsibility in respect of bridges is haphazard and illogical. There seems no reason why the B.C. should not be exclusively responsible.

(e) Street Naming and House Numbering

Given a reduction in the number of London boroughs we do not think the case for the retention of this minor function by the central authority would be strong. Street naming and house numbering do frequently arouse local interest and give scope for the application of local knowledge. Co-ordination for the avoidance of duplication can be effected without the necessity for central control.

PART III

GENERAL OBSERVATIONS ON DEFECTS AND REMEDIES

General

Our principal objections to the present division of functions do not arise from examination of individual defects experienced in the operation of functions, although such defects exist and are referred to in Part II, above. The main objections are wide and may be summarised thus:

(1) The absence from the metropolitan borough councils of many of the major functions makes it difficult to secure that concentration of public interest and attention on the public affairs of the Boroughs which is essential to the proper functioning of a democratic system.

(2) In an area of the size and population of the Administrative County, central administration of the local services cannot constitute true *local* government, except in a limited range of services.

Division of Functions

Local government services can be categorised in various ways but for determining the division of functions in the County we consider that the most significant difference is between what may be termed 'personal functions' and 'impersonal functions'. By 'personal functions' we mean those which more intimately touch and influence the personal and family lives of all or some of the residents; functions in which decisions have constantly to be made which affect individuals. Examples are, Education, Environmental and Personal Health, Welfare and Housing. The 'impersonal functions' are those in which direction and control are largely matters for the application of administrative or professional technique and do not call for numerous individual assessments. Such are Main Drainage, Land Drainage, Water Supply and Transport, Fire Service and Ambulance Service. It is not our view that County and Borough government should be divided simply along the line that divides these classes of functions, but we submit that the personal functions must be as local as possible and that any system which ignores this principle to the extent to which it is disregarded in the existing system in the County is defective on that account.

In relation to the administration of the more personal functions, we concur in the criticism that County government in London is too remote. The remoteness lies not so much in the physical inaccessibility of the administrative offices and centres: these can be, and are, decentralised by the system of Divisional Offices. Rather, it lies in the inaccessibility of the Council itself. The existence of Divisional Committees and Offices is significant in this regard for, the bigger the administrative apparatus and the longer the administrative chain, the more helpless the citizen must feel and the more difficult it must be for the elected representatives as a whole to exercise detailed direction; the more difficult also for the individual member to obtain, if need be at Council level, the review by his colleagues of individual decisions. Our views on this receive support in the 1947 Report of the Local Government Boundary Commission, which asserts (p. 12) that 'Local government loses vitality in proportion to the remoteness of the individual member or officer of the Council from the individual citizen'.

Areas

We feel that the redistribution of functions in the Administrative County cannot be considered apart from a review of areas. The populations of the London Boroughs (apart from the City) range from below that of the smallest County Borough to larger than that of all but the five largest County Boroughs in the country. We agree with the finding of the Boundary Commission that 'the weakness of the smaller Counties and County Boroughs has unquestionably been one of the causes of the transfer of functions from local to central government or to other authorities, just as the weakness of the smaller County districts has led to a transfer of functions to the Counties. Unless this defect in the system is remedied, Parliament may well hesitate to entrust to local authorities in the future functions which are in themselves entirely apt for local administration'. (Report for 1947, para. 4, p. 5.) We think that this applies with considerable force to the present situation in London.

Furthermore, any proposal for a major shift of functions from County to Borough level must take account of the advantages of large scale organisation which the County Council possesses. Such advantages cannot lightly be sacrificed particularly at a time when electronic aids are beginning to transform some office routines. We are convinced that a substantial transfer of powers is necessary but it should be to authorities large enough to take the fullest advantage of modern techniques without losing intimate touch with the locality. There must, therefore, be a compromises between the competing principles of democracy and efficiency. The existence of the County's Divisional Offices and Committees both points to the need for decentralisation and possibly indicates what could, if a radical solution is to be attempted, be the approximate scale of second-tier authorities.

Beyond this, we do not presume to suggest what levels of population or area we should like to see adopted as standards in the light of the application of the principles mentioned. Still less do we find it necessary or desirable to express views about the revision of the particular boundaries of this Borough in any scheme of reorganisation. These are matters which can only be fully considered when the basic principles have been settled.

We have endeavoured to test our views on reorganisation by reference to the principles laid down by Parliament for the guidance of the Local Government Boundary Commission in the schedule to the Local Government (Boundary Commission) Regulation, 1945. The Regulations laid it down that in attaining the objective of providing individually and collectively effective and convenient units of local government administration, certain factors should be taken into account. The factors were listed in alphabetical order and are here considered in that order in relation to the position in the County.

(a) Community of Interest

Community of interest can be taken to imply one or more of several different concepts. Thus it can refer to common local history and traditions or to the fact of deriving a livelihood from the same industry or group of industries. It can refer to a group having approximately equal needs, in kind and extent, for local services, or it can mean just the feeling of 'belonging together' or even a common interest in keeping out non-residents. It seems doubtful how far all or any of these could be validly made a criterion for determining areas. The Administrative County lacks distinguishing features to mark off areas of separate community of interest. It is true that smallish areas of high-rated residential property, whose residents make few calls on the more personal local services, can be contrasted with other residential districts containing medium and low-rented houses. However, it can hardly be suggested that community of interest is a reason for dividing up the County along such lines. If then, each Borough area is to contain so far as possible a variety of classes of residential district (so as to form a 'balanced community') it is difficult to see how this factor could be relevant to the problem. Or, rather, it can be asserted that in a broad sense, community of interest extends over the whole area.

(b) Development and Anticipated Development

The County of London is substantially built-up. In considering the redrawing of boundaries within the Administrative County, therefore, there is a complete absence of those problems and complexities met in connection with the extension of the urban boundaries into adjacent rural areas. From this point of view existing development and any foreseeable changes in the existing development cannot form an obstacle to the alteration of existing boundaries so as to form units which from other points of view make effective and convenient units of local government administration.

(c) Economic and Industrial Characteristics

We are studying this and will submit observations later.

(d) Financial Resources Measured in Relation to Financial Need, in Particular but not Exclusively, the Rateable Value per Head of Population, Rates Raised per Head of Population and the Estimated Product of a Given Rate Poundage

The following statistical table shows Hackney's present financial position in comparison with the average of 13 County Boroughs within an approximately similar population range:

	Rateable Value	*Net product of 1d. rate*	*Rate levied*	*Rate levied per head of population*
	£	£	s. d.	s. d.
Hackney (165,000) .	2,338,523	9,330	17 0	230 8
Average of 13 County Boroughs (140–190,000) .	2,230,562	8,963	18 0	236 1

(Source—I.M.T.A. Return of Rates 1958–59)

(e) Physical Features Including, in Particular, but not Exclusively, Suitable Boundaries, Means of Communication and Accessibility to Administrative Centres and Centres of Business and Social Life

We are studying this and will submit observations later.

(f) Population—Size, Distribution and Characteristics

We are studying this and will submit observations later.

(g) Record of Administration by the Local Authorities Concerned

The 57 years of devoted service of the elected members of this and other metropolitan boroughs, largely confined as it has been to the functions of health, housing and highways, etc., and subject to the frustrations inseparable from the existing division of powers, are testimony of the zeal, fitness and ability of the elected representatives in the localities in London. It can reasonably be hoped that the reorganisation of the boroughs along the lines suggested will ensure that calibre of the members offering themselves for election will be fully maintained.

(h) Size and Shape of the Areas

This appears more a matter for consideration in relation to the particular boundaries put forward in any concrete proposal.

(i) Wishes of the Inhabitants

We have, of course, no knowledge of any wishes having been expressed by inhabitants with regard to the distribution of functions in the Administrative County. In fact, the size of the area, the complexity of the present arrangements and the existence of other strong foci of public interest all militate against the spontaneous expression of interest in local matters and public debate on the subject. These facts in themselves reflect adversely upon the system.

In the Capital, with the presence of the seat of government, the headquarters of all the major organs of social activity, public and private, and the daily happening of the more important public, social and artistic events, it is inevitable that purely local events should be overshadowed. In this important respect London differs from all the larger provincial towns and conurbations. This is only one of the reasons for the eclipse of the boroughs as gathering points of public interest. The L.C.C. on the other hand, is too vast and remote for the average citizen to feel about it as the provincial townsman feels about his Town Council. What is required, therefore, is a number of areas large enough to take full concentration of the more 'personal functions' but small enough to be given local individuality.

We are of opinion that the Boroughs as at present constituted are not so far part of the history and traditions of the County as to cause a tremor of public opinion if the existing boundaries were redrawn. We conclude that proposals for the modification of existing areas and boundaries would not, ipso facto, be contrary to the wishes of the inhabitants.

With regard to the redistribution of functions we consider that there are solid reasons for the view that the transfer of all the more 'personal functions' to the Boroughs would be greatly appreciated by the inhabitants. One of the major drawbacks is that the present system is too complex for the comprehension of the ordinary member of the public. He is constantly having to be referred from one office to another. This applies not only to the lay member of the public but equally to professional advisers who are confused by a system which is so much more complex than that operated in other Counties. The difficulty is particularly acute in housing, the health and welfare services, town planning and building regulation. We are confident, therefore, that the simplification of the system and the transfer of the 'personal functions' to the lower-tier would be welcomed by the public at large.

We draw attention to one or two minor but significant advantages which would result from a reorganisation such as we contemplate.

(1) In the recruitment of staff, particularly in the higher grades, the metropolitan boroughs have always been at a disadvantage compared with county boroughs and even boroughs, outside London. Persons with previous experience under such authorities are in many cases reluctant to come into the London boroughs because, owing to the few powers exercised by the boroughs, they have difficulty in passing back again into the larger field of provincial municipal government. It is vitally necessary in the interests of local government in London that there should be complete freedom of movement between the officers serving the London boroughs and those serving municipal authorities outside London.

(2) A reduction in the number of London boroughs would result in economies in at least the higher levels of staff, dependent in extent on the number of new boroughs formed.

(3) A reduction in the number of boroughs could be expected to result in some reduction in the number of elected representatives with savings in the total man-hours required of elected representatives as a whole. The work of the elected representatives would at the same time become more varied and more responsible.

Legislative Powers

We consider that there are certain matters in relation to the functions which we wish to see transferred in respect of which common standards and a common policy are desirable throughout the Administrative County and even beyond, thus, there is a strong case for the retention of standard building regulations throughout the area. Certain other by-laws should no doubt be similarly treated. These and other similar matters point to the need to retain in the central authority some quasi-legislative and regulatory control over the powers assigned to the Borough. This is a question requiring investigation as the position varies from function to function.

Procedure for Reorganisation

We are conscious of the enormity of the task involved in any radical modification of an existing system. We appreciate the great value to the community of preserving as far as possible the very considerable achievements of the existing authorities. We are aware that some temporary loss and inconvenience either to the public or to the departmental staffs or to both are inseparable from such changes. With these points in mind we wish to suggest that in the County of London the transfer of the major functions of personal health and education could be made to depend upon the voluntary amalgamation of boroughs to provide minimum areas of population which would, in the Commission's view, justify the transfer. We express no opinion on what the specified areas and populations should be but we think a limit should be placed on the period allowed for the voluntary amalgamations and that this should not exceed 10 years. The Minister should then have power, subject to the usual safeguards, to introduce compulsory amalgamations.

L. G. HUDDY, B.A.,
Town Clerk.

Town Hall,
Hackney, E.8.

June, 1958.

Supplementary Evidence submitted by the Hackney Metropolitan Borough Council

PART I

DESCRIPTION OF LOCAL GOVERNMENT FUNCTIONS IN THE BOROUGH OF HACKNEY

The Public Library Service

Description

Fifty years after the first public library was opened in the borough, Hackney's ten libraries ensure that few residents have to travel more than half a mile for some kind of book service. The libraries are:

(a) The Central Library (opened 1908) in Mare Street, offering a comprehensive service comprising lending (including gramophone records) and reference departments, children's room, newspaper and periodicals room, and the administrative services, controlling all the libraries in the borough.

The Reference Department is one of the seven regional libraries under the metropolitan boroughs' scheme for concentrated reference libraries at selected centres throughout the County and has a stock of 21,000 volumes available without formality. The local history collection contains a fine selection of books, photographs, manuscripts, deeds and maps built around the nucleus of the well-known Tyssen Collection. A microfilm reader is available and the files of local newspapers are being filmed.

The adult lending library is one of London's busiest, with a stock of 83,000 volumes and issuing 423,000 books for home reading each year. Special collections are maintained as part of the Metropolitan Special Collections Scheme, Hackney being responsible for the subjects: Motor Cars, Aviation, the Americas, Australasia, the Polar Regions, Fiction and Plays in sets (authors DRZ–FO), and literature in Roumanian.

The gramophone record library has over 2,100 records. Issues for the past year were over 24,000.

(b) Full-time branches:

Northwold Road, Clapton, E.5 (opened in 1914).
Brooksby's Walk, Homerton, E.9 (1913).
Dalston Lane, E.8.
Stamford Hill, N.16 (1936).
Farleigh Road, Somerford Grove, N.16 (1951).

The libraries at Clapton and Homerton offer full lending services and small reference collections and newspaper or periodical reading facilities. There are separate children's departments. Both libraries have undergone adaptation and modernisation in recent years.

The Dalston Branch is in two shops, an improvisation resulting from the destruction of a large branch during the war. A new building to cost £36,000 is almost completed.

Stamford Hill, the busiest of the branches, is admirably sited but inadequately housed and a site for a new building is being sought.

Somerford Grove, although recent and providing very satisfactory services, is on land allocated for housing, and a larger building will be built on an adjoining site.

(c) Part-time branches (open 20 hours per week):

Kingsmead Estate, E.9 (1949).
Hackney Wick, Eastway, E.9 (1948).
Victoria Park Road, E.9 (1942).
Englefield Road, N.1 (1943).

The Kingsmead branch replaced the former shop-branch within the estate which had served as a war-time distribution point since 1941. The building is temporary and will eventually be replaced by a permanent structure.

The Hackney Wick branch, another temporary structure, serves one of the more detached areas.

The Victoria Park and Englefield Road branches were opened as part of the policy to take books as near as possible to readers and as a means of assessment of the library needs of these areas. From these unsatisfactory buildings books were issued at one time at the rate of 95,000 and 85,000 per year, underlining the need for larger permanent branches, which prompted the borough council to acquire sites for their replacement. Priority is being given to a building programme in the near future.

The Borough Council has always been conscious of the necessity for adequate book provision. For the present year an allocation of £25,000 for books alone ensures that Hackney ranks with the best in the country, and allows for the purchase of most books of importance, both for home reading and for reference.

A book delivery service to infirm borrowers has operated for nearly ten years. Over 12,000 books have been distributed by van to the 100 sick and infirm persons in the borough.

Three separate children's libraries are staffed by trained children's librarians, and there will be a fourth at the new Dalston Library. From these, and other branches, 350,000 books were issued last year, whilst over 11,000 attendances were made by children to the films and illustrated story hours, or in organised classes from the schools.

A Pre-School Collection has been formed for the 3–5 age group to be read by parents to their children, and a Demonstration Collection is also available to serve parents, teachers, youth leaders and others concerned with children's reading.

Extension Activities

Film shows and gramophone recitals are given in the winter, and facilities are given for local gardening and photographic societies to arrange exhibitions on the library premises, in addition to providing them with accommodation for meetings.

The local Art Group is also afforded accommodation at the Central Library.

Observations

In considering general library requirements in Greater London, allowance must be made for such factors as (a) the location and concentration of industry, (b) the concentration of commercial and many professional activities in central London, (c) the social pattern of life within given areas and the means of communication therein, (d) the tremendous daily movement of work-people, and (e) nevertheless, the considerable number of people who do not move about and must rely on local services.

In London (as in any other large urban area), three types of library service are needed, local, regional, and central. Good general collections with lending libraries, reading rooms, children's departments and the services of qualified staff should be available so that readers need travel no more than a mile, or even less, to the nearest branch. In addition there should be several larger reference libraries, lending departments with comprehensive up-to-date book stocks, and special departments to serve particular local industrial, commercial and cultural needs. The demand for such regional services is such that they should be distributed over the whole area on the basis of at least one such library per 200,000 to 250,000 population.

These needs are now met by the very successful co-operation between metropolitan library authorities through the Metropolitan Boroughs' Standing Joint Committee and its Advisory Committee of Librarians. There is complete inter-availability of tickets between metropolitan boroughs, inter-lending through the London Union Catalogue, and the well developed system of special collections of books and periodicals. This specialisation extends to fiction, play sets and books in foreign languages.

We consider that the present library service in the administrative County is fully adequate to meet the needs of the population.

PART II

OBSERVATIONS ON DEFECTS

Welfare Services (Blind and Disabled Persons)

The Council's main evidence on Personal Health and Welfare stated as follows:

> 'We consider also that the authorities entrusted with the health functions as a whole should have the children functions and the welfare functions with the possible exception of those relating to the blind and other disabled persons. In this latter case, we feel that special considerations apply. We are studying the matter and will submit our views later.'

The reservation we had in mind was not as to the transfer of the services for blind and disabled persons as a whole, but only the transfer of a small but important part of the responsibilities for institutional care, namely, the provision of workshops for the blind.

Up to now workshops have been provided largely, if not wholly, by voluntary organisations. This has no doubt been mainly because these organisations were the first in the field and not because they are necessarily able to do the job better. There is in fact a strong body of opinion, particularly amongst the blind persons themselves, an opinion which is shared by my Council, that the workshops should be directly established and managed by local authorities. The view has, therefore, been expressed that if the retention of this one aspect of the welfare services by the County would lead to the earlier transfer of the workshops to local authority ownership, this small disturbance of the symmetry of our proposals for the transfer of welfare functions to the second tier would have justified itself.

Unfortunately there is little evidence that it is the present policy of the County Council to take steps to take over the workshops at an early date and some of us hold that this could come about as quickly or more quickly through a combination of borough councils to which the powers had been transferred. However, in view of the strength of the opinions which have been expressed, we feel it only right that the Royal Commission should be aware of the viewpoint of those who for reasons stated, would advocate the retention of responsibilities for blind workshops by the first tier authority.

In order that our viewpoint on the question of the transfer of the institutional welfare services generally should have a firm basis of knowledge, we obtained information from five counties (including London) and three county boroughs as to the arrangements made by them for the carrying out of their powers and duties under the National Assistance Act, 1948. As the results may be of general interest to the Commission a summary is given in the appendix hereto.

It will be seen that only a small proportion of disabled persons are accommodated in homes. Further, a considerable proportion of the residential accommodation in use is in general homes, such as old persons' hostels rather than specialised homes for persons with particular disabilities. This is in accordance with the dominant view that disabled persons should be integrated so far as practicable in the general community of able-bodied persons, rather than segregated. It seems also very largely to meet the wishes of the disabled persons themselves. The following comment of the Clerk of the London County Council supports this:

> 'There are various reasons why handicapped persons are in voluntary rather than in Council homes, but broadly it is to meet the wishes of the persons themselves, who often want to be in a certain district of London, in the country or at the seaside, or in a home run by a particular religious denomination.'

There is a general trend in favour of helping handicapped persons in their own homes rather than providing residential accommodation for them. This trend is strengthened by the great extension in the post-war period of all kinds of personal amenities and assistance which have been made available. The amount of residential care, therefore, in proportion to the total body of handicapped persons, other than the aged, is unlikely to increase.

We hold that the trends towards the extension of domiciliary treatment and the absorption of many of those disabled persons for whom residential care is essential into general homes are trends which strengthen the claim for the transfer of welfare functions as a whole to the second tier authorities.

Under the local Government Act, 1958, a non-county borough or urban district having a population of 60,000 or more, are automatically entitled to have delegated to them the domiciliary personal health services (excluding ambulances), domiciliary services relating to the welfare of disabled persons, domiciliary mental health services and the registration and regulation of day nurseries and child-minders. Powers to provide residential accommodation can be delegated if there are exceptional circumstances. In addition to the automatic delegation to county districts having populations in excess of 60,000 the Minister has power to approve a delegation arrangement in respect of any county district or smaller population.

The decision to confer no automatic power to require delegation of functions relating to residential establishments is obviously justified in the counties, where district councils vary so widely in population. The position in the County of London, however, is quite different. Here, with few exceptions the populations of the boroughs are well in excess of the figure of 60,000 and come far more within the range of the average county borough than that of the average county district. If the proposals made by Hackney that there should be considerable adjustments of boundaries and populations are accepted, the problem of the small unit will no doubt be largely, or wholly, eliminated. In these circumstances the pattern laid down for the provinces by the new Act adds support to the claim which we are advancing that the control of residential accommodation should be granted to the second tier authorities along with the rest of the welfare functions.

APPENDIX

Blind and other Disabled Persons
Domiciliary and Institutional Care
Summary of information furnished by the undermentioned Local Authorities

Handicapped Persons

Area	*Population*	*Blind*	*Partially sighted*	*Deaf, dumb or hard of hearing*	*Other classes*
London	3,273,000	7,820	2,657	334	2,913
Essex	1,727,800	3,188	817	975	2,449
Hertfordshire . .	715,000	1,300	200	978	(not known)
Kent	1,601,000	3,273	687	870	100
Middlesex . . .	2,251,000	4,800		1,766	2,600
Coventry . . .	272,600	510		260	288
Plymouth . . .	216,200	379	61	205	450
Salford . . .	167,400	360	200	231	783

Blind Persons—Domiciliary care

Services provided include some or all of the following:—

- Home visiting
- Teaching of systems of reading
- Teaching of handicrafts
- Provision of embossed literature
- Visits to holiday and rehabilitation homes
- Social and recreational facilities
- Employment at home
- Sheltered employment in workshops
- Assistance in placement in open industry
- Provision of radio sets
- Provision of escorts
- Financial assistance
- Provision of special equipment

The arrangements for performing these functions vary considerably from area to area, but in most cases to some extent, and in some cases to a great extent, they are performed through the agency of voluntary organisations.

Deaf or Dumb persons

The services provided are comparable to those provided for the blind.

Welfare work for deaf and dumb persons appears in all cases to be carried out very largely through the agency of voluntary organisations which receive financial assistance from the local authority.

Other handicapped persons

The services provided are comparable to those provided for the blind.

Certain of these functions are performed with the assistance of voluntary organisations to which grants are made by the local authority.

Institutional Care

Residential accommodation is provided to a substantial extent by arrangement with voluntary organisations. Available information as to the distribution of handicapped persons between establishments directly provided by local authorities and other homes is summarised on the appendix hereto.

APPENDIX

Distribution of handicapped persons as between establishments directly provided by local authorities and other homes

	Domiciliary	*In directly provided establishments*	*In voluntary homes*	*In homes of other local authorities*	*In Regional Hospital Board Establishments*
London					
Blind . .	9,982	336*	159	—	—
Deaf . . .	99	213	22	—	—
Essex					
Blind . .	3,847	34	124	4	16
Other handicaps .	3,072	78	81	15	178
Hertfordshire					
Blind . .	1,419	40†	41	—	—
Other handicaps .	978 (approx.)	—	"a small number"	—	—
Kent . . .	4,930	The County Council has not directly provided any homes exclusively for handicapped persons.			
Middlesex . .	5,572 (approx.)				
Aged infirm and handicapped persons (including the blind) . .		2,594	over 1,000	—	—
Coventry					
Blind . .	449	12	34	—	15
Deaf . . .	256	—	4	—	—
Other handicaps .	266	4	18	—	—
Plymouth					
Blind . . Other handicaps .	1,042	There are arrangements with the local Home for the Blind provided by a voluntary association, whereby Plymouth cases are accommodated, and the cost of maintenance is met by the Council. Many disabled persons are placed in Homes throughout the country, such as Epileptic Colonies, Cheshire Homes, or Spastic Homes, Plymouth County Borough Council being responsible for maintenance. Of the 1,095 registered handicapped persons, only 53 or one in 20 are in residential homes.			
Salford					
Blind . .	526	28	6	—	—
Deaf . . .	217	13	1	—	—
Other handicaps .	716	37	9	21	—

* Of these only 80 are in special homes, the remainder are in normal residential establishments.

† These are in residential homes not for blind persons specifically.

PART III

GENERAL OBSERVATIONS ON DEFECTS AND REMEDIES

In the evidence we have already submitted certain matters were reserved for further consideration. They included the application to the Borough of Hackney of certain of the principles laid down by Parliament for the guidance of the Local Government Boundary Commission by the Local Government (Boundary Commission) Regulations, 1945 (see pages 276 and 277 of the evidence). Our observations on these points follow:

Economic and Industrial Characteristics

The main industries in the Borough are those of clothing, timber, shoes and furniture. These, however, are not exclusively Borough industries, as the same trades are found in the adjoining Boroughs. The timber industry is linked with the existing canal and river communications which are situated near the east and south boundaries. The furniture and clothing industries (the latter embracing practically all kinds of men's and women's wear) on the other hand are not so restricted and are carried on over a wider area. The determining factor in the siting of the clothing industry seems to be accessibility from the Mortimer Street area of the west end, this being the showroom and sales centre for the industry. The shoe industry is also tied to the west end from where the shoe manufacturing machines, which are hired to the factories, are maintained and serviced.

Together with these industries there is a wide variety of other types of industry largely small scale (but with some large individual exceptions such as chemicals, glue, cardboard and metal boxes, rubber goods, pencils), most of which are situated among housing and shop areas and not exclusively or predominantly industrial areas. It was estimated in the L.C.C. Development Plan that 7·6% of the land within the borough was used for industrial purposes; this is considered to be a high proportion, taking into account the large areas of open space. Despite this industrial potential, it is understood that over 50% of the resident population travel to work daily to the City and West End.

The problem of 'non-conforming industry' is at least as acute in the older parts of London as in any other congested urban area in the country. The contribution of the metropolitan boroughs to the solution of the problem is severely restricted because of their lack of planning powers. At present their contribution is confined to that which is incidental to their activities as housing authority and arises from the redevelopment of slum and other areas for housing purposes and to a very small degree to their highway improvements. The London County Council are endeavouring to encourage industry to go to the new towns and some of their out-county estates. Within the County, however, there is, at least in this part of London, little being done in the way of comprehensive redevelopment areas such as would be required if the problem was to be tackled with vigour and with a view to speeding up the process. Meanwhile the amount of non-conforming industry coming to our notice is on the increase rather than the reverse as premises formerly used as housing come into use for other purposes. A strict control is exercised over those changes insofar as it comes to the notice of the planning authority, but the difficulty arises from the fact that so much of the development takes place without the knowledge of the planning authority until it is too late to take remedial action.

Unfortunately, the detailed application of planning control and its enforcement are the weakest links in the whole chain of planning legislation. There is no body of inspectors charged exclusively with the detection of unauthorised development, whether in the form of new construction or change of use. Consequently enforcement is to a degree dependent on information volunteered by persons who for one reason or another consider themselves adversely affected. In this, the remoteness from the areas of the boroughs of the administrative planning control of the County Council is a real obstacle. Here is one instance where local control may be expected to make a substantial difference. Not only would the local administrative and technical staffs be less highly departmentalised but they would be working in close touch with other departments' inspectors who would be aware of what is happening in the locality. This applies particularly to the Public Health Inspectors. Moreover, local Councils would have a much more direct interest in preventing or stopping unauthorised development.

As is well known, the London County Council are contemplating a scheme of delegation of planning powers. The proportion of cases likely to be dealt with by the Borough Councils is at the moment unsettled, but the proposals are believed to be so slight that the effective control of day to day planning is likely to remain with the County Council. Under these conditions Borough Councils cannot be expected to bear the heavy financial burdens inevitably involved in positive planning and the enforcement of the planning control in a vigorous manner. The proposed scheme of delegation, therefore, appears to offer no solution.

Physical Features Including in Particular but not Exclusively, Suitable Boundaries, Means of Communication and Accessibility to Administrative Centres and Centres of Business and Social Life

The north-east boundary of the borough, containing approximately 30% in length of the whole boundary coincides with the county boundary. Over this section, West Ham County Borough, Leyton and Walthamstow Boroughs are separated from Hackney by the River Lee and Hackney Marshes which form a minor green belt between London and Essex at this point.

The short northern boundary is shared with Tottenham Borough, Middlesex, and is substantially developed by housing. The west and south boundaries lie within the county and adjoin the following metropolitan boroughs: Stoke Newington, Islington, Shoreditch, Bethnal Green and Poplar. Part of the boundary with Bethnal Green and Poplar forms an irregular line within or along Victoria Park (L.C.C.). Apart from this, the south and west boundaries are substantially built up and without any natural feature or break.

The ideal boundaries in urban areas are those which follow rivers or railways but others which use centres of streets are found satisfactory. In the latter case the local authorities on each side agree as to the maintenance of the roads over the whole width. Boundaries should, so far as practicable avoid excrescences. It is in the interests of the inhabitants and of the administration that they should be as straight as possible. Apart from the green belt on the north-east there are no outstanding natural physical features with the exception of Victoria Park in the south, either within or in the vicinity of the borough which would dictate the size or shape of the borough.

In London main road development, at least during the periods of greatest development, has been dominantly influenced by the centre of London and consequently, in relation to the boroughs, by the through traffic. It would be difficult to select one area more than another as particularly situated to form a borough unit simply by reason of the configuration of the roads. There are, in other words, few centres which would form natural centres of administration. At the same time, as the area as a whole is built up, there is a complete absence of those problems found in some provincial towns of urban sub-centres situated at a distance from the main centre with substantial agricultural land in between. Moreover, the use of the main roads for through traffic, particularly to and from the principal metropolitan centres ensures that public transport services are highly developed. Thus, neither distance, means of communication, or accessibility of local administrative centres and centres of business and social life present any problems.

Population—Size, Distribution and Characteristics

The Development Plan has set density standards which together with proposed non-residential uses should decrease slightly the population. The population of Hackney is substantially a working-class population with a small minority of professional and other classes widely interspaced. The residential areas do not divide themselves into broad groupings of properties of different type and value as is the case in most provincial boroughs. Social groupings exist in London on a larger scale than is represented by borough areas and the divergencies in character are in many instances more evident as between one borough and another than between, say, one borough ward and another. In this respect the provincial boroughs do contain each almost a microcosm of the national social life—a little of all types, occupational and social, all of whom are conscious of the bond which is formed by their living, and more often than not working as well, in the same town and are conscious that to that extent they have interests in common.

The following table giving an analysis of rateable values of several suburban metropolitan boroughs and county boroughs selected at random illustrates the point. The distribution of the principal categories of the rateable values of the county boroughs conforms fairly closely to a pattern. In the metropolitan boroughs, however, variations are considerable. Thus residential properties range from 23% to 68%, commercial properties range from 22% to 63% and industrial, public utility and miscellaneous properties between 9% and 49%.

Ref.	*Borough*	*Residential and Domestic*				*Commercial*	*Public Utility Industrial and Miscellaneous*
		Up to £25 RV	*£26/£50 RV*	*Over £50 RV*	*Total*		
		%	%	%	%	%	%
(i)	*Metropolitan boroughs*						
1	Hackney	10·99	30·41	16·74	58·14	23·19	18·67
2	Bermondsey	14·45	8·36	·09	22·90	27·76	49·34
3	Bethnal Green	25·57	23·20	·35	49·12	25·72	25·16
4	Hampstead	1·31	16·50	50·59	68·40	22·44	9·16
5	St. Marylebone	1·75	4·64	18·06	24·45	63·18	12·37
		Not exceeding £40 RV		*Exceeding £40 RV*			
6	Stoke Newington	19·00%		44·81	63·81	17·76	18·43
(ii)	*County Boroughs*						
		Up to £20 RV %	*£21/£50 RV* %	*Over £50 RV* %			
1	Bristol	9·08	39·00	4·75	52·83	24·02	23·15
2	Kingston upon Hull	28·64	15·14	·62	44·40	27·81	27·79
		Up to £25 RV %	*£26/£50 RV* %				
3	Brighton	4·78	37·54	12·71	55·03	31·25	13·72
4	Middlesbrough	39·60	13·84	·56	54·00	20·71	25·29

It would strengthen the hold of local government, in the public mind in London, if there were more of the provincial variety in each borough area. It is obviously of the utmost importance that each local government area should contain the widest possible variety of development and type of resident. The enlargement of the existing boroughs would considerably facilitate this in the metropolitan area.

It is significant that the first half-century of metropolitan borough government has done little to consolidate and develop focal points in each of the boroughs as sub-centres to which social, professional, business and cultural activities could gravitate. This is not to denigrate the efforts made by the borough councils to foster and stimulate the interest of the residents in cultural pursuits and in the boroughs themselves, or to provide facilities for local organisations of all kinds. Their efforts are doomed to frustration so long as they have only their present truncated powers. The increasingly used powers of provincial cities and towns to recreate their central areas are needed in the London suburbs not less but more. In the post-war years, apart from municipal housing development, the replanning of the suburbs has inevitably been looked at predominantly from a highway point of view. Vital as this is, it should not overshadow the need for positive steps to replan with wider sociological objects in view.

L. G. HUDDY, B.A.,
Town Clerk.

Town Hall,
Hackney, E.8.
February, 1959.

Evidence submitted by the Hammersmith Metropolitan Borough Council

Town Hall,
Hammersmith, W.6.

24th April, 1958.

Dear Sir,

With reference to your letter dated 17th February, 1958, addressed to the Worshipful the Mayor, I am directed to inform you (a) that the Council are willing to co-operate and allow their principal officers to co-operate in a visit by the Commission, if they so desire, and (b) that the Council do not desire that there should be any variation in the existing boundaries, but are of the opinion that the Public Health and Part III Town Planning powers taken from them in 1948 should be restored, and that the disposal of house, etc. refuse should be a matter for a central authority.

Yours faithfully,

(Sgd.) CAREY RANDALL.
Town Clerk.

The Chairman,
Royal Commission on Local Government
in Greater London.

Evidence submitted by the Hampstead Metropolitan Borough Council

REPORT OF THE GENERAL PURPOSES COMMITTEE TO THE HAMPSTEAD BOROUGH COUNCIL APPROVED BY THE COUNCIL ON 22nd MAY, 1958, FOR SUBMISSION TO THE ROYAL COMMISSION

Introductory

The General Purposes Committee have considered the following letter,* dated 17th February, 1958, addressed by the Chairman of the Royal Commission on Local Government in Greater London to His Worship The Mayor:

It will be seen from the Commission's letter that it is suggested therein that the evidence shall be submitted under three main headings:

(1) A description of present arrangements and of defects encountered.
(2) An analysis of the defects.
(3) An outline of the views of the Council on how the defects may be remedied.

After careful consideration we have found it best to combine headings (1) and (2) as Part 1 of the evidence, and to deal with the general views of the Council as Part 2.

---

* Reproduced on page v of this volume.

CONTENTS

Part 1. Description of Present Arrangements and Analysis of Defects of the Various Local Authority Services

I. *Education* (paras. 1–14)
II. *Environmental Health* (paras. 15–59)
    Baths, Wash-houses and Bathing Places
    Control of Water Courses, Ditches and Ponds
    Disinfestation of Premises and Articles
    Drainage of Trade Premises
    Mortuaries and Post-mortem Rooms
    Public Conveniences
    Refuse Collection and Disposal
    Regulation of Buildings and Sanitation of Buildings
    Sewerage and Sewage Disposal
    Street Cleansing
    Burial Grounds, Cemeteries and Crematoria
    Parks and Open Spaces
    Powers and Duties under the Physical Training and Recreation Act, 1937
    Prevention of River Pollution
    Port Health functions

III. *Housing* (paras. 60–101)
  - Provision of Houses
  - Slum Clearance
  - Assistance to other Bodies or Persons to facilitate Acquisition, Construction or Improvement of Houses
  - Regulation of Buildings and By-laws

IV. *Personal Health and Welfare* (paras. 102–186)
  - Powers and duties under the National Health Service Acts
  - Mental Health Services
  - Powers and Duties under the National Assistance Acts
  - Disabled Persons (Employment) Act, 1944
  - Care of Children
  - Registration of Nurseries and Child Minders
  - Notification of Infectious Diseases
  - Health Education

V. *Town and Country Planning* (paras. 187–198)

VI. *Traffic* (paras. 199–217)
  - Construction, Improvement and Maintenance of Roads and Bridges
  - Street Lighting
  - Naming of Streets and Numbering of Houses
  - Parking Places
  - Road Safety
  - Bus Shelters
  - Private Street Works

Part 2. Views of the Council on how the Defects may be Remedied

I. *History* (paras. 219–225)

II. *Areas, size and status of local authorities* (paras. 226–247)

PART 1. DESCRIPTION OF PRESENT ARRANGEMENTS AND ANALYSIS OF DEFECTS OF THE VARIOUS LOCAL AUTHORITY SERVICES

I. Education

1. The local authority education services are and always have been in the Metropolitan London area solely vested in the hands of the London County Council since it was created. It has therefore over the years been developed by the County Council without any regard for the boundaries of the Metropolitan Boroughs. For ease of administration the County Council have divided Metropolitan London into nine divisions, most of which contain the areas of several Metropolitan Boroughs and the boundaries of which do not necessarily follow the boundaries of even a grouping of boroughs. For instance, Hampstead is situated in No. 2 North-west London Division which includes the whole of Hampstead and Paddington, practically the whole of Westminster, half of Holborn and two-thirds of St. Pancras.

2. Very little information is in the possession of the Borough Council as to the details of educational administration within the Hampstead area and it follows that it would be extremely difficult for the Borough Council to point out any

defects in the educational system which could be corrected by reorganisation. Nevertheless, two basic factors emerge from the present organisation:

(i) That a single local education authority without any devolution of powers over the whole of the present area of the London County Council is too large for a service which should be essentially a local and personal service.
(ii) That locally elected representatives cannot possible have any close control over the management and administration of the education service.

There are indeed locally appointed representatives on the School Management Committees and School Governors but these have no control over the important decisions of policy which have to be made in the educational field.

3. We have given careful consideration to the possibility that certain, if not all, educational functions (e.g. primary and secondary education) should be conferred or delegated to the borough councils. This, we think, would be the ideal arrangement if the education service were being started from scratch, but we are forced to the conclusion that, so long as the borough boundaries remain as at present drawn, this would not be a practical proposition so far as Hampstead is concerned. Many of the schools are situated near the boundaries of the borough and draw pupils from outside the area of the borough, while on the other hand there are several schools outside the borough which draw Hampstead pupils. We therefore think that the time has now gone by when it would be possible for the borough itself to carry out any educational functions. However, we do feel strongly that the elected representatives should play a much larger part in the administration of education at the local level and we would commend to the Commission the suggestion that the various existing Divisions should be formed into the equivalent of Excepted Districts under the Education Act, 1944, each with its own Committee drawn from the representatives of the various Councils within its boundaries. We feel that this system would then be more closely related to the existing arrangements in Outer London, and it would then be a matter for the Commission to consider whether there should be one central authority responsible for overall educational planning in the whole of the Greater London area, or whether each existing County Council should continue to exercise supervisory educational functions. In any event, each Excepted District would be responsible for its own detailed administration.

School Health Service

4. We consider that the school health service, though closely connected with the education service, merits separate consideration in view of the fact that it is also interrelated with the health services. It is at present entirely provided by the London County Council as the education authority. For the central administration of the service the County Medical Officer is also the School Medical Officer; a Principal Medical Officer has duties covering the school health service and maternity and child welfare services and a Senior Medical Officer gives his whole time to the school health service. The service is organised on a divisional basis in exactly the same way as the educational service.

5. Unlike any other education authority the medical recommendations concerning pupils are followed up by members of the School Care Committees which are voluntary bodies first established in 1907 and given a new constitution in or about 1950. These voluntary workers attend a very high proportion (about 90%) of examinations of pupils.

6. The school health service provides for the routine medical examination of pupils on entering the school, at the ages of 7 years and 11 years and before leaving school. There are also examinations for urgent or special cases brought

forward by parents, head teachers or school nurses and examinations for special defects including the physically handicapped and the educationally subnormal.

7. The above examinations are carried out almost invariably at the school which the child attends and are made by an assistant medical officer.

8. Similar examinations are carried out at the nursery schools and residential schools.

9. In addition the School nurses carry out 'hygiene inspections' primarily to discover the cases of head vermin, each pupil being examined each term.

10. There are also provided School Treatment Centres, of which there is one in Hampstead, where minor ailments are treated and a dental centre is provided for dental examination and treatment. Arrangements are also made with consultants or with hospitals for the treatment of special defects such as defective vision, hearing and locomotion.

11. There are no special defects in the service to which attention should be drawn so far as is known, with one possible exception. During recent years an attempt has been made to integrate the work of the school nurse and the health visitor so that the one person is in contact with the family whether the children be of school age or below, and the argument in favour of this system is that it provides, or should provide, continuity and added interest for the school nurse/ health visitor. It appears to be entirely overlooked that the school health service and the child welfare service are basically different, in the one case the object being to ensure that the child is capable of deriving the maximum benefit from the education provided and in the other the education of the mother in the care of her own child. In addition the places of examination are quite separate and distinct, the catchment area of schools and welfare clinics or health visitors' areas do not and cannot coincide and it would appear that such benefit as does derive from the integration is for those providing the service rather than for those receiving it.

12. Two basic factors emerge from an examination of the school health service:

(i) It is primarily a health function, with only consequential educational aspects (e.g. as to whether children should be sent to special schools), and must be under medical direction and supervision.

(ii) The personnel carrying out the school medical service need not be in any way connected with the teaching staff.

13. We therefore think that there is no reason why the school health service should not be administered separately from the education service, and we think it would be wasteful if a special school medical service were set up separate from that of the personal health service.

Youth Employment Service

14. The Youth Employment Service is and must necessarily be closely interrelated with the Education Service, and our proposals for the reorganisation of the local Education Authority set out above would equally apply to the Youth Employment Service.

II. Environmental Health

Baths, Wash-houses and Bathing Places

15. The Council have three establishments in the borough. The Central Baths in the south part provide three swimming pools and 24 warm baths. These provide a general swimming service for the whole of the borough but the building is old

and it has been decided to build new swimming baths on a new Civic Centre site which has already been acquired in the Swiss Cottage area. There are also two branch baths, one situated in Palmerston Road to cover the western area of the borough and another in Flask Walk to cover the north-eastern area. These provide warm baths and wash-houses. They are both rather old, having been taken over by the Borough Council from a local charity at the turn of the century when the charity found that it could no longer operate the service itself without financial loss. Any defects which at present exist can be attributed to the age of the premises rather than to any defects in the organisation. Since 1939 local authorities have had great difficulty in obtaining loan sanction for substantial reconstruction of public baths and wash-houses and accordingly work has had to be carried out on a care and maintenance basis. However, the Borough Council is now taking active steps to remedy the physical defects which exist in the services.

Control of Water Courses, Ditches and Ponds

16. There are no water courses as such within the Borough and probably no ditches which have not already been dealt with. No problem therefore arises with regard to these.

There are two classes of pond:

(i) The Whitestone Pond which is under the control of the Borough Council. This is satisfactory and should continue to be controlled locally.

(ii) Ponds on Hampstead Heath or land attached thereto and forming part of what is natural open space at present controlled by the London County Council. We consider that these ponds and the watercourses connecting them should be controlled by the same authority responsible for the Heath itself.

Disinfestation of Premises and Articles

17. The term disinfestation is normally applied to the eradication of insects such as lice, bed bugs, etc., whilst disinfection usually means the destruction of micro-organisms which may cause disease. The methods used for both these purposes are basically the same and the operations used by local authorities are normally carried out by the same staff, at or from the same premises and with the same equipment. The word disinfestation will therefore in this context be taken to include disinfection.

18. In Hampstead disinfestation is carried out by staff of the Borough Council. The staff consists of a senior disinfector and two driver-disinfectors. The equipment comprises a fixed steam-disinfector of the Washington-Lyons type together with a steam boiler and various spraying appliances which are portable and used for the disinfestation of premises. There are also two vans, one reserved for the collection of 'dirty' articles and the other for the delivery of the articles after they have been treated.

19. The most satisfactory method of disinfecting articles is by the application of moist heat and the types of articles most frequently cleaned by this method are mattresses, bedding and clothing, and the usual reason for requiring treatment is infestation with vermin or exposure to a case of infectious illness. No charge is normally made to householders in the Borough for this service nor to persons whose clothing is being disinfested whilst they themselves are being cleansed at the bathings station which is in the same building. A charge for disinfestation is, however, made where the service is provided for *hospitals* (though no charge is made for disinfection). Charges are also made to other institutions or where a request is made for the disinfestation of parcels of second-hand clothing which are to be sent abroad and which have to be disinfested to comply with foreign regulations. The charges are fixed so as to cover the whole of the cost to the Council.

20. Another group of articles to be disinfested is furniture which is rather too large to be placed in a steam disinfector or where disinfestation by heat is not satisfactory. These articles are treated by spraying with various insecticidal or disinfecting fluids, the treatment being carried out at the owner's house. No charge is normally made to private householders but a charge is made for business premises or, for example, for the disinfestation of furnished accommodation at the landlord's request.

21. Disinfestation of premises is normally carried out by spraying for the eradication of bed bugs and also for cockroaches, etc. Treatment is not given for the eradication of woodworm infestations. The service is usually free for private householders but the full cost is charged to business premises.

22. The volume of work and its importance have decreased considerably during past 20 years for the following reasons:

(i) The number of cases of infectious disease has dropped considerably on account of better prevention and improved methods of treatment.
(ii) Knowledge of the methods of spread of disease have shown that in many cases simple washing with soap and water is all that is required.
(iii) The use of 'persistent' insecticides which exert their effect for long periods and the generally improved standards of hygiene have greatly reduced the number and extent of infestations.

23. The service is essentially a local one where much of the cost is in transporting articles, which cannot be carried with other merchandise, to and from a disinfecting station, or in men and equipment travelling to premises, but the volume of work is so reduced (and ought in the future to be further reduced) that it may be uneconomic to maintain the number of disinfecting stations which at present exist in the metropolis. When the expensive fixed equipment of a disinfecting station is nearing the end of its useful life it may be more economic to combine for this purpose with an adjoining district rather than replace the equipment. The problem has been met, at least temporarily in Hampstead, by using the disinfecting station and the personnel employed there to provide a laundry service to deal with foul laundry from home-bound incontinent persons.

24. From the long-term point of view, it is probable that one disinfecting station would be sufficient for a population of 200,000 to 400,000. It is, however, essentially a local service, closely connected with the organisation for dealing with infectious diseases and the sanitation of premises. It is thought, therefore, that where necessary mutual arrangements for the interavailability of disinfecting stations can be made between a number of Borough Councils by voluntary agreement. Such arrangements already successfully operate in other parts of Metropolitan London.

25. The term disinfestation is also at times applied to the eradication of rats and mice. The Hampstead Borough Council employs two full-time operatives. The service is provided free to private residents but the full cost is charged to business premises.

26. Treatment of the sewers by baiting followed by poisoning for the destruction of rats is carried out twice a year. These treatments are carried out by staff of the Borough Engineer's Department and, in order to obtain the maximum effect, arrangements are made with adjoining authorities for the work to be done at the same dates over a large area.

27. In many cases rat infestations in houses are due to defects in the drainage system and it is essential that the authority responsible for ensuring the proper maintenance of drains should also be responsible for the treatment of rat infestations.

Drainage of Trade Premises

28. This function is at present controlled locally by the Borough Council, although the London County Council is also concerned as all effluent must eventually pass through its trunk sewers and sewage disposal works. The present arrangement works reasonably well and there are no suggestions that it should be altered.

Mortuaries and Post-mortem Rooms

29. To comply with Sections 234 and 236 of the Public Health (London) Act, 1936, the Hampstead Borough Council has provided a small but well equipped mortuary and post-mortem room fitted with refrigeration for six bodies. There is one full-time mortuary keeper.

30. The great majority of cases admitted are coroners' cases. Over the four-year period 1953–56 the yearly average number of bodies admitted was 247 of which 4 were for purposes of accommodation only. During the same period a yearly average of 243 post-mortem examinations were made under the direction of the Coroner. Many changes have occurred since mortuaries were first provided by the Borough. It is no longer usual for there to be overcrowding in houses to such an extent that it is necessary to remove a dead body almost at once. The incidence of smallpox (one of the few conditions making a dead body dangerous to others) is now very low indeed and there is not now the need for mortuary accommodation in ordinary cases.

31. There is a need for arrangements to deal with a major calamity, such as a train accident, and there is a major need for accommodation to deal with those cases in which the Coroner requires a post-mortem examination to be carried out.

32. In the County of London the number of Coroners has been reduced to three and it would seem reasonable that as and when mortuaries and post-mortem rooms become inconvenient or require major works to buildings or equipment that there should be some degree of regrouping or centralisation, and that the service might be more economically run in this way. It might also be considered that the responsibility for providing mortuaries might appropriately be placed with the same authority responsible for the appointment of Coroners.

Public Conveniences

33. The provision of these is at present with the Borough Council except insofar as some are provided in public parks, open spaces and at stations by the authorities owning them. It is essentially a local service and should continue so, there being mutual arrangements with neighbouring Councils where necessary.

Refuse Collection and Disposal

34. Refuse collection, involving as it does a visit to the home of every resident at frequent intervals, is probably the most local and personal service there is, and should, for this reason alone, remain in the hands of the Borough Council. There are varying methods of collection, depending on the individual needs of different localities—for instance, in Hampstead there is a twice-weekly collection which has been found desirable owing to the high proportion of flats which do not have facilities for bulk refuse storage; but such a method of collection would probably not be justified in other areas of London. For this reason also we feel that the authority most in touch with the local needs of its area should administer the service.

35. With regard to refuse disposal we feel that this should be operated over a wider area than individual Borough Councils. It is, in our view, inefficient and uneconomic that individual Borough Councils should each make their own

arrangements for the disposal of refuse at a place which may be as far away as 20 or 30 miles from the Borough. The work has generally to be done by contractors who are in a very strong bargaining position in dealing with individual Councils. Arrangements have been made by the Metropolitan Boroughs' Standing Joint Committee to overcome these difficulties by a system of grouping.

Regulation of Buildings and Sanitation of Buildings

36. Metropolitan London is probably the only place in the United Kingdom where the regulations regarding the construction of buildings and those regarding the sanitation of buildings are administered by different authorities.

37. Construction in Metropolitan London is controlled by the London County Council through the District Surveyors under the London Building Acts. Sanitation is the responsibility of the local borough council.

New Development

38. In the case of the many non-Metropolitan London Boroughs the local council is the one and only authority which deals with all matters relating to new construction of buildings or reconstruction and improvement. In Metropolitan London, however, any intending developer has to deal with two separate and distinct authorities.

39. This raises much criticism on the part of intending developers who must apply to the London County Council for planning and building permissions, and such ancillary matters as means of escape in case of fire, possible street improvements and access (on many of which the London County Council has to consult the Borough Council before issuing its decisions) and must also apply to the local Borough Council for matters of drainage and sanitation, underground rooms, lighting of common staircases, certain temporary structures, vaults and cellars under the public highway, refuse disposal arrangements, etc.

40. It seems likely that certain responsibilities regarding means of escape in case of fire, dangerous structures, and minor matters under the London Building Acts, will be delegated by the London County Council to local councils in the near future.

41. It is submitted that all these matters would be more effectively and efficiently administered by the Borough Council acting for the sake of uniformity under by-laws or regulations approved by the central government, as is the case in the provinces.

Sanitary Defects in Existing Buildings

42. The enforcement of legislation concerning sanitary defects in buildings is carried out by the Borough Council. It is mainly for this purpose that the Council employs a staff of public health inspectors and ten inspectors, including the chief inspector, are concerned with this duty in Hampstead.

43. The greater amount of work at the present time is in the investigation of complaints of sanitary defects which includes the visiting and inspection of premises, the ascertainment of the nature and cause of the defect, the service of the notices required by Acts of Parliament and where necessary the institution of legal proceedings and the reinspection of premises to ensure that the sanitary defects have been satisfactorily abated.

44. In addition routine inspections of houses are made from time to time apart from the investigation of complaints, routine inspections are made of factories and some other business premises and in particular all repairs and alterations to drains are supervised.

45. This service is essentially a local matter in which minute local knowledge of the environment and of the inhabitants is of supreme importance to ensure smooth working, and it is generally accepted by all sections of the community that the local town hall is the place to which to apply for advice and assistance on these matters.

46. Whilst the service is kept under constant review a special investigation of the duties and work of the public health inspectors was recently carried out by an 'Organisation and Methods' team in Hampstead and it is confidently asserted that no improvement would derive from any major alteration of the present system in which the intimate local knowledge of local conditions which is possessed by the Members of the Council is of great value.

Sewerage and Sewage Disposals

47. The London County Council is responsible for main drainage in the Metropolitan area, including construction, maintenance and supervision of trunk sewers, pumping stations, outfalls and disposal works. The Borough Councils are responsible for all other matters relating to sewers and sewerage in their respective areas. The problems of main drainage are primarily concerned with the levels and contours of the ground, quite irrespective of Borough boundaries, and must obviously continue to be dealt with over very large areas.

48. The present division of responsibilities works well in practice and we feel should be continued.

Street Cleansing

49. In the Metropolitan area all street cleansing is done by the Borough Councils. This is satisfactory and should continue. If trunk roads are extended within the Metropolitan area, then all cleansing should nevertheless continue to be done by the Borough Councils. This would obviate the complaints which frequently occur in the outer areas of London, where trunk roads are not the responsibility of the local councils.

Burial Grounds, Cemeteries and Crematoria

50. Facilities for burial are provided by the Borough Council within the Borough at the Hampstead Cemetery. Further land for cemetery purposes has also been acquired at Edgware in the adjacent Borough of Hendon.

51. The duties of the staff of the Open Spaces and Cemeteries Department (numbering 36) are interchangeable between the Cemetery and other work for which the department is responsible, including the maintenance of street trees, the open spaces and housing estate gardens.

52. There is no crematorium in Hampstead, but cremation facilities are easily available to residents of Hampstead at crematoria close by the borough boundaries.

53. We consider that it is most essential that all these services relating to the disposal of the dead should be the function of the Borough Councils. It requires local personal contacts with the relatives of the deceased, who frequently have strong feelings that the burial place should be one closely connected with the Borough in which the deceased has lived.

54. We recognise that in some Boroughs there is no longer any available ground left for further burials within the Borough. Hampstead may in future years be faced with having to use the land in Edgware acquired for cemetery purposes. But even in such cases we feel that the cemetery, even though outside the Borough, should nevertheless be a Borough cemetery, with a clearly defined area solely for the burial of persons from that Borough.

55. In the case of cremation outside the Borough, these arguments are, of course, not so strong, but we feel that such crematoria should where necessary be operated jointly by voluntary agreement between the local authorities using the facilities.

Parks and Open Spaces

56. At present the general rule is that only parks and open spaces less than two acres in extent are maintained by the Borough Councils, all others being under the jurisdiction of the London County Council. The maintenance of the small open spaces in Hampstead is carried out by the Council under the Trees, Open Spaces and Cemeteries Department. The only two large open spaces, the Heath and Kilburn Grange, are owned by the London County Council. It is considered that there is unnecessary duplication of staff in having the Kilburn Grange maintained separately by the London County Council while there are other gardening staff employed by the Borough Council in the maintenance of the Borough's open spaces, trees (there are over 4,000 street trees in Hampstead) and the gardening features of the cemeteries of the Borough Council. We feel that the maintenance of parks and open spaces is essentially a local service in which local interest and knowledge is necessary and that it should be done by the Borough Council. This is particularly so when the question of acquiring new or developing existing open spaces arises. At present the elected members on the appropriate Committee of the London County Council may have to decide between priorities of one area as compared with another, with no real knowledge of the needs of either area. The result is that the decision is in effect made by the officers making recommendations. If the function were in the hands of the Borough Council, it could decide on its own responsibility whether it wished to have the open space or not. There is one exception to our wish that parks and open spaces should be in the hands of the Boroughs. Hampstead Heath, by reason of its size, the fact that it extends into the areas of four Boroughs and two Counties, and that it serves London as a whole, could well be administered by a first tier authority or by a joint Committee of the various Boroughs concerned. It certainly should not be split in any way.

Powers and Duties under the Physical Training and Recreation Act, 1937

57. The Borough Council do not own any open spaces large enough to provide outdoor physical training and recreation but the London County Council provide extensive facilities on Hampstead Heath. So far as indoor provision is concerned there are at the Central Baths one gymnasium during the summer season (April to September) and two during the winter season (October to March). The Council employ instructors to give instruction to school classes, private pupils and public classes in physical training subjects.

Prevention of River Pollution

58. Not applicable to Hampstead.

Port Health Functions

59. Not applicable to Hampstead.

III. Housing

Provision of Houses

60. Each authority in the London area is responsible for its own programme of new houses, its research into modern methods of building, its standards of accommodation and finishing and maintenance of buildings and open spaces. Separate staffs are maintained for these purposes.

61. In the Metropolitan Borough of Hampstead the Housing Architect and his staff are responsible for the construction of new houses, and conversion of existing houses purchased by the Council, and for the maintenance and improvement of all Council-owned houses, of which there are at present 1,778.

62. After erection, the houses are managed by the Housing Manager and his staff.

63. Houses are provided by local authorities to serve a variety of needs which may be classed as follows:

64. (i) *Houses for general housing needs.* These houses are required to satisfy the needs of families on the housing waiting lists of local authorities, e.g. families who are overcrowded or have insufficient bedrooms or who require rehousing on grounds of ill-health, etc. In the provision of houses, private enterprise has had a limited part to play, chiefly by the construction of new houses for sale and the conversion of large existing houses into flats, but the main housing effort in Hampstead since 1945, and particularly for the benefit of families who are unable to afford economic rents, has rested with the Borough Council and the London County Council.

65. Under special provisions now incorporated in the Housing Act, 1957 (Sections 132 and 133), the London County Council, unlike other County Councils throughout the country, is a housing authority and is entitled to erect housing estates within the boundaries of the metropolitan borough councils forming a part of the county area. It is the contention of the Hampstead Borough Council that this dual responsibility is unnecessary, that it has resulted in the acquisition of sites by the County Council to the detriment of the needs of the Borough Council and has led to a duplication of management functions and of conflicting policies.

66. (ii) *Housing for special purposes:*

Accommodation for old people. The provision of accommodation for old people in Hampstead is, again, the responsibility of the Borough Council and of the London County Council. In its new housing estates erected since the war, the Borough Council has provided a proportion of dwellings for single old people and elderly couples and has erected a number of small blocks of flats for this particular purpose. The Borough Council, too, has supported a number of voluntary bodies, such as the Hampstead Old People's Housing Trust Ltd., in the provision of houses for old people by direct grants, interest free loans, loans at low interest rates and improvement grants. The voluntary body quoted above is closely connected with the Borough Council. Elected members serve on it and Council officers act in an honorary capacity. By means of this and other voluntary organisations 53 units of accommodation have been provided for old people at an annual estimated cost to the Council of only £9 per unit, and no direct administrative expenses fall on the Borough Council. We feel that this sort of arrangement could only be made by a local Borough Council.

67. *The release of requisitioned houses.* Under the Requisitioned Houses and Housing (Amendment) Act, 1955, the requisitioning of privately-owned houses comes to an end on 31st March, 1960. In spite of great efforts by the Borough Council to achieve this, some 700 families were still living in requisitioned houses at 31st March, 1958. The difficulties of the Council are accentuated by the fact that little scope exists in the borough for further new housing developments and that no assistance is received from the London County Council which has erected and is erecting large housing estates in Hampstead. The problems of making other arrangements for families living in requisitioned houses is a difficult one, though of a temporary nature, and it serves to illustrate the need for a Borough Council to have full control of building activities within its own area and thereby to be

able to make the fullest possible contribution in the settlement of whatever housing problem may arise.

68. *Hostels for single people, unmarried mothers, etc.* The provision of hostels comes within the province of the Welfare Department of the London County Council. The Borough Council is of the opinion that it should be empowered to provide hostels for special purposes and thus be able to deal with all housing requirements arising within its area, with the possible exception that for obvious reasons it may be better for hostels for unmarried mothers to be provided by an authority more remote than the local one.

69. *Redevelopment areas.* Although little scope exists for further new housing development in Hampstead, there are several large areas which will become ripe for redevelopment. Under Section 58 of the Housing Act, 1957, the London County Council is the local authority for the purposes of dealing with redevelopment areas and a metropolitan borough council can take little action without the consent of the County Council and the Ministry of Housing and Local Government. This, in the opinion of the Borough Council, is an indefensible situation for reasons which are amplified below.

70. There are various defects which the Council see in the present housing arrangements and it is proposed to deal with them under five headings:

(i) General defects affecting democratic principles.
(ii) Defects arising from the power of the London County Council to erect housing estates within the area of a metropolitan borough council.
(iii) Defects arising from a duplication of management functions for housing estates.
(iv) Defects arising from the lack of powers by metropolitan borough councils to deal with redevelopment areas.
(v) Defects in the financial arrangements for dealing with the provision and management of housing estates by the London County Council and the metropolitan borough councils.

General Defects Affecting Democratic Principles

71. This is a broad expression of the Borough Council's opinion: that the London County Council is too large an administrative unit to be in intimate touch with the citizens of the area it serves, which is entirely contrary to the democratic principles of local government and is the negation of *local* government as the term is understood in the United Kingdom.

72. The London County Council has an electorate of 2,297,046 for 126 councillors, an average of 18,230 electors for each directly elected representative. On the other hand Hampstead has 71,497 local government electors for 42 councillors, an average of 1,702. A considerable number of the decisions taken by members of the London County Council are Committee decisions acting with delegated powers, and by the very nature of things not every area or district within the County can possibly be represented on every L.C.C. Committee. Thus Hampstead has no elected representative on the following Committees: Fire Brigade, Establishment, Finance, Health, Public Control, Supplies, Welfare—i.e. approximately half the main committees of the London County Council. Thus it frequently happens that if a problem affecting one particular area of London is before a London County Council Committee, there may be no member present who has any knowledge of the local circumstances, and for lack thereof the members are unable to do more than accept the advice of the officers.

73. In the field of housing these general views have special significance. Each metropolitan borough has tended to develop around a village, and although the

original village may now have disappeared, many of the old traditions and characteristics have been retained. This is particularly so in the older part of Hampstead which preserves a strong individuality and local pride; this is illustrated by the fact that most local inhabitants have no desire to be rehoused by the London County Council outside Hampstead. The inhabitants of Hampstead wish to have an adequate voice in whatever changes take place in the Borough and to retain its special features; their views can only be fully considered and understood by the Borough Council with which they are closely related. In the hands of the London County Council, the danger is that housing development and redevelopment will follow a uniform pattern, that tenants will be shuffled around without any regard for their individual wishes, and that the metropolitan boroughs will lose their individuality.

Defects Arising from the Power of the London County Council to Erect Housing Estates within the Area of a Metropolitan Borough

74. Under the Housing Act, 1936, Section 71 (now replaced by Section 91 of the 1957 Act), it was the duty of local authorities periodically to review housing conditions in their areas and to frame proposals. The Borough Council, since the end of the war, has been well aware of the need for new housing accommodation in Hampstead to alleviate overcrowding and bad housing conditions, and has been anxious to do everything possible to deal with the situation. It has not been able, however, to do as much as it would have liked, as many of the available housing sites in the borough were acquired for development by the London County Council. For example, the Eyre Estate disposed of land to the Metropolitan Borough and the London County Council at the same time, i.e. Harben Road site and Finchley Road East respectively.

75. Where contracts by each Authority are in operation side by side, differing contracting systems cause competition in obtaining labour, e.g. bonus schemes.

76. By 31st December, 1957, the Borough Council had erected 1,082 post-war dwellings in Hampstead, work was in progress on the erection of a further 122 dwellings, and an additional 25 dwellings were in the planning stages, a total of 1,229 dwellings.

77. During the same period the London County Council erected 782 dwellings (including 107 leased to a private company), 108 were in progress and 143 were in the planning stages—a total of 1,033.

78. In Hampstead, the Borough housing list now consists of about 2,200 families; some 950 of the families are classified as having urgent housing need; 650 families have a less urgent housing need, and the balance have little or no housing need. A serious housing problem, therefore, still remains in Hampstead in respect of families on the housing list, apart from difficulties arising from the release of requisitioned houses, slum clearance, closing orders and temporary bungalows (of which the Council has 80) coming to the end of their life. There is little scope for further new housing development in Hampstead, and at present the Council has sites available, or in course of development, for 150 flats only.

79. It may be said that by developing housing estates within the county the London County Council has been catering for the needs of London as a whole, but the housing situation throughout London might have been far different if the London County Council had concentrated entirely on out-county development and had left in-county development entirely to the metropolitan borough councils. The London County Council policy of selecting tenants has acted to the detriment of Hampstead families in need of rehousing. During the year ending 31st March, 1956, for example, only 94 families were rehoused by the London County Council

from Hampstead out of a total number of lettings by the London County Council, during that period, of 12,184. From 4th August, 1931, to 31st March, 1956, 1,291 Hampstead families were rehoused by the London County Council out of a total number of lettings amounting to 240,908. (The fact that Hampstead ratepayers have to contribute substantially to housing development by the London County Council is referred to below.)

80. It may also be said that it is now too late, owing to the shortage of housing sites, for any change in policy to be effective, but a matter of principle is involved and we consider that new housing development within their areas should be the sole responsibility of the Borough housing authorities. This principle has particular significance with regard to redevelopment areas as is explained below.

Defects Arising from a Duplication of Management and Planning Functions for Housing Estates

81. In the County of London there are thirty housing authorities, i.e. the London County Council, the City of London and 28 borough authorities. Each authority has its own staffs engaged on planning and management functions and it seems inevitable, therefore, that there is an overall lack of economy in administrative costs.

82. On the question of policy, the Borough Council has brought into effect two measures which are designed to secure substantial economy: firstly, it has introduced a differential rent scheme whereby those tenants who cannot afford the economic rents of their accommodation have their rents fixed according to their circumstances and no tenant receives a higher subsidy than he actually needs; secondly, that tenants are responsible for interior decorative repairs to their dwellings and for certain other internal repairs. The London County Council do not operate schemes of this kind, which in the Borough Council's view would secure appreciable economies, but at the same time the Borough Council is compelled through the county precept to contribute substantially to the cost of providing and managing the County Council's estates. The anomalous situation arises in Hampstead of the Borough Council housing estates, to which the two policies apply, adjoining London County Council estates where rent and repair policies are quite different. This obviously causes unfortunate and invidious comparisons by the respective tenants.

83. The duplication of management functions in a metropolitan area means that the London County Council and the Borough Council each has its own caretaking staff, gardeners and rent collectors even though their respective estates are side by side. Each authority may also provide its own communal facilities, such as laundries and social rooms on adjoining estates. For example:

Kilburn Priory Area

Hampstead Metropolitan Borough . .	*Kilburn Gate I* 60 dwellings—open fires 1 laundry 1 workshop 1 social room 1 children's playground.
Hampstead Metropolitan Borough . .	*Kilburn Gate II* 33 dwellings—domestic boilers and radiators.
Hampstead Metropolitan Borough . .	*Goldsmith's Place* 42 dwellings—open fires.

London County Council	*Kilburn Vale Scheme* 103 dwellings with central heating and hot water supplies Children's playground.
London County Council	*Mortimer Crescent Scheme* 165 dwellings 2 laundries (1 in one block and 1 in separate building) Club Room Playground.
Adelaide Road Area	
Hampstead Metropolitan Borough	*Fellows Road Scheme* 80 flats—open fires Space only for drying cupboards.
London County Council	*Adelaide Road Site* 63 flats.

This duplication of staffs and facilities could be avoided if management rested entirely with the borough authority. There are also variations in the methods of maintenance:

Hampstead Metropolitan Borough	
Internal redecorations and minor repairs	Responsibility of tenants except in cases of aged persons and necessitous families.
Metal windows (where Ungalvanized)	Redecorated every fifth year.
External redecorations	Redecorated every fifth year.
London County Council	
Walls and ceilings	Redecorated every fifth year.
Painting of woodwork and painting of bathrooms and kitchens	Redecorated every tenth year.
Metal windows	Redecorated every third year.
External redecorations	Redecorated every fourth year after completion of new buildings, thence every fifth year.

84. As set out in the illustrations above, Schemes have been provided by the two Authorities adjoining one another in the same road. All these Schemes could have been undertaken by the Hampstead Borough Council with the added advantage that duplication of the communal facilities could have been avoided and opportunities would have been given for consideration of District Heating Schemes with central laundries, etc., giving a more efficient development with probably less running costs.

85. Reference must also be made to the fact that all housing authorities, including the London County Council, maintain their own housing lists. There is bound to be a considerable duplication of applications which could be avoided if waiting lists were maintained only by the borough councils.

86. We are of the opinion that the management of all municipal housing accommodation within its area should be dealt with by a metropolitan borough council. Economies in administration would thereby be secured and it would be within the power of the borough council to formulate its own policies, in the full knowledge that it assumed financial responsibility and that subsidies would not be forthcoming from any other local authority.

Defects Arising from the Lack of Powers by Metropolitan Borough Councils to deal with Redevelopment Areas

87. Although, as has been stated previously, sites for new housing development are coming to an end, the problem of redeveloping decayed and overcrowded areas is one to which increasing attention must be paid. We are of the opinion that redevelopment should be made the responsibility of the metropolitan borough councils, and should not rest almost entirely with the London County Council. In this connection, it is of the greatest importance that borough councils should be free to decide on the nature of any redevelopment in view of the special characteristics of its area, and to avoid as far as possible a standard pattern of development and design throughout the whole of London. Moreover, it should be possible for a borough council, if it considers it advisable, to co-operate with the owners of large private estates in redevelopment proposals. If all redevelopment were carried out by a local authority, flats and houses might be built to the common standard of a 'Council house or flat' and not give the variety that is actually needed. In Hampstead, large estate owners have been mainly responsible for the characteristic development of the borough; but an obstacle is that they cannot make provision for the rehousing of the present occupants elsewhere. It may be that legal measures are worthy of consideration to secure co-operation between housing authorities and estate owners in essential redevelopment.

Defects in the Financial Arrangements for dealing with the Provision and Management of Housing Estates by the London County Council and Metropolitan Borough Councils

88. A metropolitan borough council in respect of its housing estates may make such reasonable charges for the tenancy or occupation of the houses as they may determine and may grant to any tenants such rebates from rents, subject to such terms and conditions, as they may think fit. If any deficit occurs on the Housing Revenue Account, over and above any subsidies received from the Exchequer and contributions made by the London County Council, it must be made good from the general rate levied by the Borough Council. This responsibility on the Borough Councils tends to encourage financial prudence in the interests of the ratepayers they represent and with whom they are in direct contact.

89. In Hampstead great efforts have been made to reduce deficiencies on the housing revenue account by a differential rent scheme and by making tenants responsible for certain decorations and repairs. The rate levied in Hampstead for the Borough Council's housing purposes is 3·18d. in the £ although the average net rent per dwelling for the 1,778 dwellings included in the Housing Revenue Account was £1 11s. 0d. per week which is not unduly high for an expensive area such as Hampstead. The efforts of the Borough Council are nullified to some extent by the fact that in respect of the housing activities and policies of the London County Council, on which the Borough Council has little influence, the housing rate is 10·94d. in the £. Moreover, not only is the Hampstead ratepayer called upon heavily to subsidise London County Council tenants on the in-county estates, comparatively few of whom were rehoused from Hampstead, but also on the L.C.C. estates scattered over a wide area outside the county.

90. The general position regarding the London County Council's out-county estates needs to be carefully studied. One particular factor should be borne in mind, namely, that there seems to be no cessation in the movement of families into the County of London. When a family is rehoused by the London County Council or a metropolitan borough council, there is no guarantee that the vacated accommodation will not be reoccupied by some other family who will perpetuate the degree of overcrowding and will in due course qualify for rehousing. This

means that the ratepayers in the County of London have to meet increasing financial losses on a growing number of housing estates and it may be questioned whether, in connection with the L.C.C. out-county estates, such responsibilities may justly be placed on London ratepayers.

91. Our view is that all municipal housing estates within the Greater London area should be controlled by the local authority county borough, borough, urban or rural district councils, in whose areas they are situated. This view applies to a housing estate owned by the Borough Council within the area of the Hendon Borough Council, and also to the London County Council estates within the Greater London area. If this policy taxed the financial resources of any particular authority, it is considered that financial assistance should be possible from the Exchequer under the provisions already contained in Section 5 of the Housing Subsidies Act, 1956. Any financial inequalities could also be remedied to a considerable extent by an extended London Equalisation Scheme.

92. With regard to the provision of new housing estates outside London to deal with the rehousing of the surplus population in the London area, it is considered that this is a national matter and that appropriate financial assistance should be made by the Exchequer, as is already being done in the case of the New Towns.

Slum Clearance

93. Slum clearance has not been a very considerable problem in Hampstead up to the present. However, the carrying out of clearance duties has not worked smoothly owing entirely to the overlapping jurisdiction of the London County Council and the Borough Council in housing matters.

94. In the first place the standards by which it is judged whether a house is unfit vary considerably between the two authorities. This is because the London County Council being one authority for the whole of Metropolitan London is bound to have regard to the housing standards in London as a whole; the Hampstead Borough Council on the other hand can set its standards by the condition of housing in its own area.

95. Secondly, considerable trouble has arisen on rehousing persons from slum property. If this has been done by the London County Council the only alternative accommodation offered has frequently been outside the Borough, an offer which has not been acceptable to the tenants. On the other hand, many of the L.C.C. estates in Hampstead have families in them who have been rehoused from other slum properties in London and did not want to come to live in Hampstead. There has thus been a wasteful and unpopular shifting around of population within the various Metropolitan Boroughs, all of which are in any event already full to capacity. We consider that a simpler, happier and more efficient solution would be for each Borough to rehouse as far as possible in all the local authority houses in its own area. When these are filled then it must be recognised that the problem is one of overspill from London as a whole, that there is no point in decanting into another overcrowded Borough and the only solution is to find accommodation out of London altogether in a new or expanded town.

Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

96. The Borough Council have fully implemented the Government policy to assist private persons in the acquisition, construction and adaptation of their own homes and tenanted properties. The Council have adopted Section 4 of the Housing Act 1949 and are prepared to make up to 90% advances on both freehold and leasehold properties for occupation by intending purchasers. In view of the fact that in Hampstead so many of the houses are large and subdivided the Council are

prepared to make an advance to a purchaser who intends to buy a property already partly occupied so long as he himself occupies not less than one-third of the total accommodation. The Council have also recently introduced a variable interest rate for mortgage advances, being in fact the first borough in the country to do so. We are also prepared to give guarantees to Building Societies to supplement advances they may wish to make.

97. The Hampstead Borough Council have also made extensive use of their powers to make grants for the improvement and conversion of properties and we are of the opinion that this power should continue to be vested in the Borough Council.

98. Finally, the Hampstead Council have made a number of advances to local voluntary organisations which provide housing accommodation for old people. The leading body in this respect in Hampstead is the Old People's Housing Trust on which the Council has a number of representatives and to which the Town Clerk acts as Honorary Solicitor. Thus by indirect means and at a great saving of cost to public funds the Council is furthering the creation of old people's homes which compare very favourably with the residential accommodation provided by the London County Council as welfare authority under Part III of the National Assistance Act, 1948.

Regulation of Buildings and By-laws

99. It is considered that the observations made under 'Regulation and Sanitation of Buildings' would automatically cover this section also.

100. The time which would be saved if all local housing schemes could be dealt with by the promoting authority would be very considerable.

101. It makes no difference whether the intending developer is the local Council or an outside person or firm; the application of any regulations by by-laws would be the same in either case.

IV. Personal Health and Welfare

Powers and Duties under the National Health Service Acts

102. Under these Acts certain powers and duties are given to local health authorities, the authority for the County of London being the London County Council. Many of these services were operated by metropolitan borough councils before the 1946 Act came into operation.

103. The various services are set out in Sections 21 to 29 inclusive and 51 of the Act and will be dealt with in that order.

Section 21. Health Centres

104. No comprehensive health centres of the type envisaged by the Act have been built in Hampstead. The number of health centres throughout the whole country is very small indeed and difficulties have been encountered, particularly in regard to the use of them by general medical practitioners. Experiments have been and are being undertaken in the provision of centres of a more limited and more practical kind, but these entail the full co-operation combined with some financial responsibility of a number of local medical practitioners. Health centres can only deal with residents from a very limited area and consequently local arrangements, local knowledge, local interest and local support are essential to success. Looking back it is doubtful if the concept of health centres as set out in the Act was ever a practical one in a non-totalitarian country but a modified type is more likely to succeed if it is controlled by a second-tier authority rather than a remote first-tier one.

Section 22. Care of Mothers and Young Children
Section 24. Health Visitors

105. These sections are taken together because there is considerable overlapping of the services provided thereunder.

106. The services were provided in London by the Metropolitan Borough Councils before 1948.

107. The meaning of young children in this context is children below school age and the essence of the service is the education of the mother in the care of her own child. This is done by advice and example both at home and at clinics and is combined with regular examinations of the child to discover defects or abnormalities which may be cured or alleviated as the child grows. There is also education of the mother in the early recognition of illness or defects so that medical treatment can be obtained at the stage when it is most effective.

108. The real basis of this service is the health visitor who visits every newborn child as soon as practicable. Welfare clinics are a useful adjunct whereby a much larger number of mothers and children can be seen regularly, where education is assisted by the example of others and where additional services can be provided. It cannot be over-stressed, however, that the most important aspect is the visiting of mothers and children in their own homes, where conditions obviously vary enormously.

109. When the services were taken over by the London County Council in 1948 it was recognised that these services could not satisfactorily be administered centrally and the County of London was consequently divided into nine Health Divisions. The Borough of Hampstead is included in Division 2, together with the Boroughs of Paddington, St. Marylebone, St. Pancras and the City of Westminster.

110. In Hampstead there are five child welfare clinics and in four of these buildings ante-natal and post-natal clinics are held. There is one dental clinic which is held at the Borough Council's Public Health Station and this provides dental examination and treatment mainly for schoolchildren but also to a more limited extent for expectant and nursing mothers and children below school age.

111. Three day nurseries are provided giving approximately 190 places. All these premises were used for these purposes by the Borough Council before 1948 and use has been continued by the London County Council with the exception of one clinic which has been transferred to other premises.

112. It is not known exactly how many health visitors are now employed in the Borough or if their districts cross borough boundaries, but the overall picture in the Metropolitan area was that in 1948 there were 306 health visitors employed by borough councils and the equivalent number of full-time visitors employed by the County Council in 1955 was 375. In spite of this increase the total number of home visits paid by health visitors decreased in the four years from 1951 to 1955 by approximately 9% and attendances of children at the clinics fell by a similar percentage. The total attendances of expectant mothers at ante-natal clinics dropped by almost 30% during this period although the population of the County decreased by only 2% and the number of births by 5%. There is no reason to suppose that the position in Hampstead is substantially different from that of London as a whole.

113. The day nurseries continue to provide the necessary care for children whose mothers are not able for one reason or another to care for them during the day. The priorities for admission and the scale of charges made have been examined from time to time but there has been no major change in the service.

114. There are no serious defects to which attention should be drawn and the services do work smoothly and well but it is considered that this is due to the excellence of the staff and it is in spite of the organisation rather than because of it.

115 The control of these services within a health division is supposed to be in the hands of a Divisional Health Committee which consists of members appointed by the London County Council and members nominated by borough councils. It is, however, well known that the Divisional Health Committees have no really effective powers, that any matter of importance must be referred to County Hall for a decision and that there has been an increasing tendency amongst the members of the Committee to regard it as of minor importance. The Divisional Health Committees have also been unable to maintain the local interest which these services had when they were operated by the borough councils. The number of voluntary workers who gave a great deal of valuable help in the clinics has dropped considerably.

116. It is considered that the present divisional system is unsatisfactory. As has been stated, the Divisional Health Committee has insufficient powers to correct effectively any defects which may occur and it is insufficiently local to arouse and maintain that local interest which is so important in these very personal services. When these services are administered by a district council, all the members have some interest in the services, whether they are members of the Health Committee or not, whereas the Divisional Health Committees, being only sub-committees of a committee of the County Council, cannot and do not arouse that interest. What interest is aroused is of little effect in an authority dealing with such vast numbers of people as the London County Council.

117. The maternity and child welfare services of the County Council like many of their other services are for all practical purposes run by the officers of the County Council. They may be run very well indeed but it is not local government.

Section 23. Midwifery

118. The London County Council is concerned with cases where the mother is confined at her own home and with cases which although confined in hospital have the periodic ante-natal examinations carried out at the Council's clinics.

119. Three groups of midwives are concerned with the domiciliary confinement:

1. Full-time staff of the County Council.
2. Midwives employed by district nursing associations.
3. District midwives employed by hospitals.

120. The numbers employed by the London County Council in 1955 were respectively 96, 34 and 44, including part-time.

121. Ante-natal care is usually given at the County Council's clinics and all the County Council midwives and the majority of those employed by district nursing associations attend these clinics so that there shall be continuity in the care of the mothers and that instruction can be given in mothercraft both by midwives and health visitors.

122. The number of cases of confinement at home has dropped considerably in recent years and in 1955 just over 80% of all confinements in London were in hospital. There appears to be a tendency for hospitals to recommend on medical grounds that this proportion should be still further increased. The higher percentage of hospital confinements in London as compared with other parts of the country is in part due to the need for teaching hospitals to have a fair proportion of normal cases for teaching purposes.

123. The County Council is responsible for the supervision of midwives and four non-medical supervisors are employed to supervise all midwives including hospital midwives and independent midwives and maternity nurses as required by the Central Midwives Board.

124. There are no defects in the service to which particular notice should be drawn except that difficulties do arise in booking hospital admissions which is partly due at least to the division of duties as between hospitals and local health authorities, and the general unsatisfactoriness of so personal a service being administered by so large and remote an authority as the County Council, as has been commented on in a previous section.

Section 25. Home Nursing

125. Unlike many local health authorities, the London County Council provides a home nursing service through a number (26) of voluntary district nursing associations acting as agents for the County Council. The Council contributes 93% of the cost of providing this service, the remainder being met by funds collected by the associations.

126. The number of nurses employed by the London County Council in 1955 was 572, being the equivalent of 512 whole time. Twelve of these voluntary associations undertake district nurse training, and during the year about two million visits are paid. The nursing associations also provide injection clinics for the administration of insulin for diabetics and in some cases penicillin or other antibiotics which have been prescribed.

127. The area for which the various nursing associations are responsible are not always coterminous with existing borough boundaries and in Hampstead there are two associations, each taking approximately half the Borough together with areas outside the Borough.

128. The services in general work very well indeed and are highly regarded by the recipients. However, there does not seem to be any reason why the voluntary nursing associations should not equally well act as agents for the Borough Councils as they did in the past, and with whom they have far more local contacts than with the London County Council.

Section 26. Vaccination and Immunisation

129. The main object of the vaccination and immunisation service is to protect children when they are very young from certain specific diseases, namely smallpox and diphtheria, and to a less extent whooping cough, tetanus and more recently poliomyelitis. As the best time for these procedures is towards the end of the first year of life, the service is conveniently operated from the infant welfare clinics and in the majority of clinics there are special sessions for this purpose.

130. Sessions are at times also held at schools to provide the 'booster' doses or additional protection which are advisable for children of school age.

131. The proportion of children between the ages of 0 and 4 years protected against diphtheria is below 60% and less than half are protected against smallpox. These figures are not satisfactory.

132. This is of course an ancillary service which should normally and naturally be the responsibility of the authority providing the maternity and child welfare services as a whole. There are, however, two points of importance relative to the type of authority which should be responsible.

133. Firstly, there is now no legal responsibility on the parents to have their children vaccinated or immunised and a high standard can only be obtained by

persuasion and education. There is a tendency, now that cases of diphtheria and smallpox are rare, for the public to consider, quite erroneously, that immunisation is of less importance. The County Council conducts propaganda campaigns and health visitors in particular are very helpful in persuading parents, but the members of a smaller authority which was responsible for the service could do a great deal to improve the present position. Secondly, the central control tends to be rigid and there is delay in bringing into effect the technical improvements which are constantly being made.

Section 27. Ambulance Service

134. The London County Council operates an ambulance service covering the whole of the County of London which deals with accident cases and with general cases requiring transport to and from hospital. The headquarters of the service is at 150 Waterloo Road, S.E.1, and there were in 1955 25 outlying ambulance stations.

135. In 1955 there were 230 ambulances and 104 other vehicles, single stretcher ambulances, sitting case cars, ambulance buses and tenders. There was an establishment of 700 ambulance drivers and 40 supervisory staff and ambulance station officers. During 1955 940,000 patients were carried on 560,000 journeys over a total of 4,345,000 miles; accident cases accounted for slightly less than 10% of the patients and rather more than 10% of the mileage.

136. The ambulance service has a deservedly high reputation. The organisation meets the needs of the many hospitals, and yet it is sufficiently flexible to allow the necessary large number of ambulances to be available in the event of a major calamity.

137. There are no defects in the service which call for attention and it is considered that to maintain its efficiency the service should be operated by a first-tier authority over a wide area.

Section 28. Prevention of Illness, Care and After Care

138. The wording of this section allows a wide interpretation but in general the services operated by the County Council under the powers given by the section are in relation to tuberculosis, venereal disease, foot clinics, recuperative holidays and health education (the last of which is dealt with later under a separate heading).

Tuberculosis

139. The County Council employs health visitors for the special duties relating to tuberculosis and also pays a proportion of the salary of the Chest Physician, the remainder being paid by the Regional Hospital Board, the proportions having been agreed on the basis of the times spent on preventive or curative work. Basically the work remains the same as that provided by the Metropolitan Borough Council before 1948, the Tuberculosis Officer and Tuberculosis Dispensary being renamed the Chest Physician and Chest Clinic and the responsibility for the service being divided between the London County Council and the Metropolitan Regional Hospital Boards. The County Council also employs Care Organisers who generally act as secretary to the local voluntary Tuberculosis Care Committee. The Care Organisers are trained social workers and assist the needy through the funds of the voluntary committee or by contact with the other various voluntary or official bodies.

140. The preventive tuberculosis work is done by the tuberculosis visitors who visit homes and give advice on hygiene and the protection of the family, and who

also trace contacts and encourage them to attend for examination (and where necessary or advisable for B.C.G. vaccination).

141. The County Council also helps by the provision of domestic nursing and home helps, by the provision of nursing equipment, the placing of tuberculous children in open air schools and the provision of two hostels in Fulham and Islington for 28 homeless infective tuberculous men.

Venereal Disease

142. The County Council's male and female welfare officers assist in the tracing of contacts of cases of venereal disease who attend the various hospital clinics and they also assist in difficult cases in following up persons who have defaulted in treatment.

Foot Clinics

143. Foot clinics operated by the County Council are largely those which were set up by the Metropolitan Borough Councils prior to 1948. The service is quite inadequate to deal with the demand, particularly for old people, but the Ministry have not sanctioned any extension of the service, presumably on the basis that treatment is a responsibility of the hospitals. It is not clear to what extent the work done at foot clinics is treatment and how much of it may properly be called prevention. In Hampstead there are no foot clinics run by the London County Council but foot clinics are operated by the voluntary Hampstead Old People's Welfare Association.

Recuperative Holidays

144. The London County Council maintains a recuperative holiday home for 36 children at Littlehampton and has other arrangements for children and adults. Recommendations have decreased somewhat in recent years, the total admissions in 1952 being 8,000 and in 1955, 6,500. The scheme is of benefit to children, expectant and nursing mothers, tuberculous persons, persons recovering from psychiative illness, etc.

145. All the services as set out above provided under Section 28 are for the benefit of individuals and in general it is necessary to obtain the co-operation of these individual members of the public by persuasion. The Metropolitan Borough Councils are fully capable of carrying out these services and it is felt that with such personal and local matters they could administer the services more efficiently and more effectively than the London County Council. In addition the Metropolitan Borough Councils have duties under the Public Health Acts in respect of the control of infectious illness and those duties could well be integrated with duties under this section. A further point is that 'infectious illness' is now, with our increasing knowledge of the causes of disease, becoming more and more taken to mean 'preventable illness' and to include a wider range of diseases.

Section 29. Domestic Help

146. Domestic help schemes or home help schemes as they are commonly known were operated by Metropolitan Borough Councils before 1948. One of the main objects at that time was to provide the necessary domestic help as opposed to nursing assistance in domiciliary maternity cases, and schemes were extended to cover cases of illness and the helping of old persons. When the National Health Service Act came into force the demand increased immediately and enormously. During 1946 for the whole county 500,000 hours were worked and 6,000 cases attended. In 1955 the figures were 4,660,000 hours and 34,800 cases, and of these only 4% were for maternity cases and 80% were for old people. The recipients

of the service are required to pay, according to their means, amounts ranging from nothing in the case of old age pensioners in receipt of a supplementary pension to the full cost where the income makes this reasonable.

147. The service is essentially a local one which must be organised on a local basis and one or more home help organisers are employed in each health division of the county. This is, however, another case where the decentralisation is in practice a decentralisation of officers and not of control. The same arguments for the transfer of responsibility to second-tier authorities applies as in the case of the maternity and child welfare services but perhaps with even more force. An additional point is that where an aged, ill or infirm person is not receiving proper care and attention from himself or others, it is the responsibility of the Borough Medical Officer of Health to apply to the Courts for a Removal Order. It may be an invidious task to show that one reason for the application is that another authority's services are insufficient to supply the necessary care.

General

148. Co-operation between the three branches of services provided under the National Health Service Act (hospitals, general practitioners and local authority services) is essential if the health services as a whole are to reach their maximum efficiency. It is felt that the existing organisation of local government in London makes this co-operation and liaison difficult. Whilst the County Medical Officer is represented on the Local Medical Committee for London (representing the general medical practitioners) this body covers such a large area and population that it is only possible to deal with matters of principle or planning and it cannot deal with the local difficulties or needs of the individual practitioners, and it is not necessarily agreed that the Local Medical Committee for London fully or correctly represents the views of the majority of general practitioners.

149. The Report of the Committee of Enquiry into the Cost of the National Health Service (the Guillebaud Report) stresses the need for co-operation in paragraphs 704 to 717 and suggests that the Medical Officer of Health should for this purpose hold a hospital appointment. It is clear from the context (para. 715) that the Medical Officer of Health referred to is the local or borough officer and it seems clear that the reason why this recommendation of the Committee has not been implemented is that the borough medical officer who is responsible for the control of infectious diseases and for the conditions under which people live and work is not the officer who is responsible for some of the other services (maternity and child welfare, midwifery, etc.) which are closely allied to the hospital services.

150. In Hampstead it is the usual practice for medical practitioners to apply to the Public Health Department for assistance not only in cases of infectious disease, hospital or institutional admission for old people and environmental matters, but also very largely for those services which are provided by the County Council. It is still regarded as the natural and normal avenue of approach and it is considerably easier for the practitioner because it can be a personal approach. It is nearly always possible to provide the necessary help through the very willing co-operation of the London County Council's Divisional Medical Officer but the system works well in spite of the organisation rather than because of it. These remarks also apply, although to a less extent, to approaches from the general public.

Mental Health Services

151. The investigation of cases of alleged mental illness and arrangement where necessary for their proper control and care are the responsibility of the London County Council within the County of London. Details are not fully known of the numbers of staff employed, nor of all the special features of this service. The

service was organised on a temporary centralised basis when the National Health Service Act of 1946 came into force and in or about 1956 the centralised basis was made permanent.

152. We consider that this is one of the few services which should be administered by an upper-tier authority over a wide area and a large population.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

153. The main local authority services under these Acts are (1) the provision of residential accommodation for aged and infirm persons in need of care, (2) the provision of temporary accommodation for the homeless, (3) the provision of welfare services for special groups of handicapped persons (blind, deaf, crippled, etc.), (4) the duty of removing to suitable premises persons in need of care and attention and (5) the burial of persons who have died and for whom no arrangements are being made.

154. (1), (2) and (3) above are the responsibility of the London County Council and (4) and (5) the responsibility of the borough councils.

155. **Residential Accommodation** for the aged and infirm is provided mainly in the buildings which were previously the Poor Law Institutions. These very large buildings have been improved considerably and provide reasonable accommodation but the general design and lay-out do not readily lend themselves to adaptation to modern needs. The institutions are very well run but suffer from several disadvantages.

156. There being a limited number of institutions they are at some distance from parts of the area they serve and it is thereby more difficult for the occupants to be visited by their friends. Every effort is made to admit old people into the nearest institution but it is true that once they have been admitted they tend to become isolated from their old friends very quickly.

157. It is necessary in these institutions to have a fairly high degree of uniformity at least in the one building and it is difficult to meet the varying and reasonable needs of persons from different environments. There is difficulty at present in providing sufficient suitable accommodation for married couples.

158. It is difficult to encourage and maintain the interest of the elected members of the authority in institutions which serve such a wide area and are at such a distance from the elected members constituency. The institution which normally serves the needs of Hampstead people is Luxborough Lodge in St. Marylebone with accommodation for upwards of 1,000 persons.

159. Conditions would be improved if the present institution could be replaced by a larger number of smaller homes situated within each borough and if they were under the control of the second-tier authority, thus allowing a greater and more direct interest by the elected members, even though the present administration by officers of the County Council is both kindly and efficient. In fact, so far as the small homes are concerned (and it is recognised by all that these are the ideal arrangement for old people) the efforts of the voluntary societies in Hampstead, supported by the Hampstead Borough Council, have far outstripped the efforts of the London County Council. So far the London County Council has provided three such homes in the Borough, whereas the voluntary bodies have provided twelve.

160. **Temporary Accommodation** is provided by the London County Council in a number of large Reception Centres. These vary considerably in size but in general provide one room per family with communal arrangements for washing

and feeding. In some cases it is necessary for the family to be split up. Full information concerning this service is not available but it is known that the recipients of the service are frequently dissatisfied, although as some incentive to find their own accommodation is desirable, it is not intended that conditions should be made too comfortable. The Hampstead Council provides a number of Half-way Houses giving a better standard of accommodation but these are intended for selected cases and they must disappear in the near future under the provisions for the derequisitioning of houses.

161. This service is not as local a one as in (1) above and although the service would undoubtedly be better if it were administered by the second-tier authority it might more easily lead to abuse by the improvident and feckless for whom in part it is provided.

162. **Welfare Services for the blind, etc.** No precise details of these services are available but it is thought that although the numbers of persons affected are substantial, they are insufficient to warrant the establishment of separate organisations in each second-tier authority to deal with them. In 1955 there were 1,900 examinations made in connection with the certification of blind or partially sighted persons and a further 276 certificates were accepted from hospitals, etc.

163. Subject to further information being available, it is thought that this service should remain with the first-tier authority.

164. **The duty of obtaining a Removal Order under Section 47** for persons who are infirm or suffering from grave chronic disease and who are not able to care for themselves and are not being cared for by others is laid on the Medical Officer of Health of the metropolitan boroughs. In all cases this procedure is used only when the patient refuses to go to a suitable hospital or institution and as it is an interference with the liberty of the subject it is and should be only used in extreme cases. It is proper that the Medical Officer of Health himself should deal with the case, that he should be completely satisfied that other local services cannot deal with the situation and it is essential to have a thorough and minute knowledge of all the local circumstances.

165. There are comparatively very few of these cases and it is obviously a duty which must remain a local one.

166. Associated with this duty is that of safeguarding the property of persons admitted to hospital, etc. (Section 48). This is performed at present by the London County Council and could apparently equally well be performed by second-tier authorities.

Burial of the dead

167. This is essentially a local service requiring co-operation with the Registrar of Deaths. Relations or other persons interested naturally look to the local Town Hall for assistance and advice on this matter. It is also necessary to have close contact with the authority responsible for cemeteries or crematoria and it is not a duty which could be easily or satisfactorily performed by a first-tier authority.

Disabled Persons (Employment) Act, 1944

168. This is a function administered entirely under the aegis of the Ministry of Labour who are responsible for keeping the register of disabled persons and for the setting up of District Advisory Committees, each with its own Disabled Persons Resettlement Officer. The Council has a representative on the Camden Town Disablement Advisory Committee. It is felt that the local knowledge possessed by members of the Borough Council in such matters as the place of residence of disabled persons, availability of public transport, and location of likely available

employment is not brought to bear as much as it might be, and that the needs of the individual disabled persons might be better served by a closer liaison with the members of the Borough Council.

169. There is a new Bill at present before Parliament amending the Disabled Persons (Employment) Act, 1944, which *inter alia* enables local authorities to make arrangements for the provision of sheltered employment to disabled persons. 'Local authorities' are defined in the Bill as County and County Borough Councils, presumably to run in line with the powers already possessed by these authorities under the welfare provisions of the National Assistance Act and the National Health Service Acts. We consider that, in accordance with our previous recommendations, these powers should be transferred to the Borough Councils in London.

Care of Children

170. The visiting of foster children and the inspection of the premises in which they are living is carried out by health visitors who for this purpose are designated child protection visitors. This is done by arrangement with the Children's Officer.

171. The work was formerly done by metropolitan boroughs as welfare authorities. The law was changed following the Curtis Report and the present system allows of the use of experienced health visitors with the supervision remaining with the Home Office.

172. This is obviously a duty which should be undertaken by the authority which employs health visitors on the more usual maternity and child welfare work and it is submitted that this authority should be the second-tier authority.

173. The County Council provides for the care of unmarried mothers and their babies mainly through voluntary organisations. Grants in aid for the maintenance and upkeep of these voluntary homes amounted to about £11,000 in 1955 for 20 homes. In addition grants to five large moral welfare associations amounted to £9,500. These associations have religious connections, they employ full-time moral welfare workers and also receive considerable voluntary assistance.

174. The supervision of these mother and baby homes and the provision of grants for them and for the moral welfare associations might well be the responsibility of the second-tier authorities.

175. In a somewhat different category are the residential schools and homes maintained by the County Council. In 1955 there were seven residential establishments with accommodation for 2,900 children, four approved schools with a total accommodation for 468, two remand homes with accommodation for 142 children and a number of other similar establishments, reception centres, small homes, family homes and after care hostels. It may well be considered that it would be in the interests of the children in many cases to be dealt with away from their local environment and that these establishments should remain under the control of the first-tier authority.

Registration of Nurseries and Child Minders

176. Registration is carried out by the London County Council. The County Council itself maintains nearly 100 day nurseries with places for over 5,000 children and it is therefore reasonable that the inspection and registration of the private day nurseries (of which there were 56 with 1,640 places in 1955) should be carried out by the same officers maintaining the same high standard.

177. In some parts of London there are few, if any, day nurseries and the need for the care of young children during the day is met by child minders, and the registration of these is a natural extension of the registration of day nurseries. In

1955 there were 106 statutorily registered child minders but in addition a scheme was operated for the voluntary registration of persons who minded only one or two children. There were 743 of these who received a small weekly payment and in return accepted the supervision of the County Council and allowed their homes to be inspected.

178. This is a local service and we feel it should be the responsibility of the authority responsible for health services (i.e. the second-tier authority) although there are no serious defects in the present system.

Notification of Infectious Diseases

179. The purpose of notification of infectious diseases is to assist in the prevention of the spread of the disease to others. The main method of prevention is by the identification of the source of infection and its abolition or isolation. This must be done rapidly and the investigations are, at least in the early stages, local and involve the visiting of the patient or his home, the examination of possible sources of infection—food and drink, water supply, drainage and sanitary arrangements, contact with other persons, animals, etc.

180. Cases are legally notifiable by the head of the family or by the attending medical practitioner but in practice all notifications are made by the medical practitioners to whom special forms are supplied. Notifications are made to the Medical Officer of Health for the district in which the patient is residing and it is his duty to carry out the necessary investigations. Copies of the notification are sent daily to the local health authority (the London County Council) and in the case of schoolchildren to the head teacher of the school which the patient attends. The Medical Officer also notifies direct to the Ministry of Health in respect of some of the more serious diseases.

181. Information is also passed to head teachers of schoolchildren who are contacts of cases of notifiable infectious diseases, although these children themselves are not ill.

182. Weekly reports of the number of notifications of the various diseases are sent to the Registrar General but this does not include names and addresses as in the cases mentioned above.

183. There are no defects in the system calling for mention. It is essentially the duty of the Medical Officer of the second-tier authority to take action on the notification and notifications should obviously be sent to him. It is also of importance that the top-tier authority should receive copies of the notification without delay so that there is an early and complete picture over a wide area of the commencement or threat of an epidemic. This latter purpose is not so much to prevent the spread of the disease as to be in a position to concentrate the home nursing and ancillary services and advise the hospitals of the problem to be met.

Health Education

184. The powers to provide health education are contained in Section 298 of the Public Health (London) Act, 1936. These are concurrent powers for the County Council and the Metropolitan Borough Councils, and there is a good deal of variation in the extent to which these powers are used. It is generally held that the most effective means of health education is by personal contact and this form of education is performed in the main by health visitors, public health inspectors and medical officers at the various local authority clinics. Other methods which are commonly used are by posters and leaflets, by lectures to selected groups of people and by exhibitions.

185. The County Council as the present employers of the health visitors probably does more in this line than the Metropolitan Borough Councils and they have at times special campaigns supported by press advertisements on special aspects of health education, as, for example, on diphtheria immunisation. The Borough Councils co-operate in these campaigns and the County Council is always most helpful in providing material for individual campaigns or exhibitions sponsored by the Borough Councils.

186. On the other hand, it is of interest that a great number of enquiries are made at the Town Hall and at the Borough Public Health Department concerning various health services which are now administered by the County Council, and it is evident that the Town Hall is associated in the minds of the public with all the local authority services, irrespective of the particular authority responsible for their provision.

V. Town and Country Planning

187. The London County Council is the Planning Authority under the Town and Country Planning Acts for Metropolitan London, and is therefore responsible not only for the preparation of any planning scheme but also for its administration.

188. It is required to consult with the local Council on any case falling under certain prescribed headings, e.g. where the proposed development conflicts materially with surrounding or zoned development; cases involving new or altered access to the highway; certain cases where there may be a possibility of road widening. There are also other particular matters requiring consultation in other districts, though not applicable to Hampstead.

189. The advertisement regulations are administered by the local councils under an instrument of delegation. This has been added to more recently by making them responsible for functions under the London Building Acts for structures supporting advertisements.

190. It is understood that certain other minor planning functions relating to conversions of buildings into multiple occupation, and Tree Preservation Orders are under consideration for delegation in the near future.

191. We consider that the Development Plan, requiring as it does co-ordination over a very wide area, should be in the hands of a body other than the Borough Councils, but that it should be prepared in close consultation with them. Once the Plan is prepared and approved, however, we feel that the administration of the scheme should be entirely in the hands of the local councils who are best fitted to decide what is right for their own areas, yet still being within the general framework of the Plan.

192. The present system involves a great deal of duplication and delay insofar that the vast majority of the cases require investigation at some stage or other on behalf of two separate and distinct authorities, with preparation of reports, correspondence, inspections, etc. The time lost in officers travelling from County Hall to the various areas must be very considerable.

193. Applicants paying personal visits either to County Hall or local council offices cannot in most cases be given a full and satisfactory answer to their problem, until the other authority has been consulted. This causes further delay and possibly extra visits. Additional cost is also involved in providing extra copies of documents and plans for both authorities.

194. Should the two authorities differ in certain cases, reference must be made to the appropriate Minister to decide the point. This would be obviated if only one authority were concerned.

195. Officers and elected representatives at local level have an intimate knowledge of local conditions and requirements and are able to give much more personal consideration to the problems of their particular area. It is thought that local matters being considered in the remote atmosphere of a County Hall cannot be dealt with against the background of local detail essential for their most successful solution.

196. It is submitted that where previous 'existing use' rights exist, there is a tendency for a Central Authority to approve continuing non-conforming or wrong user to avoid the trouble of an appeal against the decision.

197. It is understandable and indeed commendable that there should be a reluctance to accept the liability to pay compensation which might arise in certain cases in order to bring about a cessation of the undesirable user. The local Council, however, might well feel so strongly that they would consider payment of compensation worth while in the local public interest, to bring property back to its proper use.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

198. Not applicable.

VI. Traffic

Construction, Improvement and Maintenance of Roads and Bridges

199. The planning of principal traffic arteries and motorways must remain primarily the responsibility of the central authority.

200. New major construction or major improvement could continue to be carried out by either the central or local authority as is the case at present.

201. Trunk roads should be continued into the Metropolitan area and any expenditure dealt with in the same way as obtains at present in the outer areas, i.e. as agents for the Minister of Transport.

202. Maintenance and cleansing of all highways should rest with the local Council, but again acting on an agency basis for reimbursement in the case of Trunk Roads.

203. Present Metropolitan arrangements with regard to traffic signals, signs, signposting, refuges, etc. work satisfactorily, with the Ministry of Transport as co-ordinating authority, and might be extended to cover the whole area.

Street Lighting

204. Subject to the acceptance of a Code of Practice to ensure reasonable uniformity of standard throughout the Greater London area, particularly with regard to traffic routes, it is considered that public street lighting should continue to be the responsibility of the local Council.

205. In this connection attention is drawn to the 'Practice Notes for Street Lighting in London', recently prepared by the Association of Metropolitan Borough Engineers and Surveyors and provisionally adopted by the Metropolitan Boroughs' Standing Joint Committee. A Ministerial Committee has been formed to deal with this matter.

Naming of Streets and Numbering of Houses

206. The London County Council is at present responsible for making orders in connection with these matters, with local Councils responsible for seeing that the terms of the orders are carried out.

207. In view of the vital importance of correct addresses not being liable to confusion by the Fire Brigade, Police and Ambulance services, it is suggested that the present arrangements are satisfactory and should continue.

Parking Places

208. With regard to public car parks either on or off the highway, this must be regarded as the responsibility of the local authority, who may either themselves provide the necessary facilities or co-operate therefor with commercial garage or car park undertakers.

209. The present method whereby the local Councils act under the general direction of the Ministry of Transport, who may themselves be advised by the London and Home Counties Traffic Advisory Committee, appears to be satisfactory and should continue.

210. It is noted that a Committee of Inquiry into the whole problem of traffic congestion and car parking in Inner London is at present sitting. The London County Council and all Metropolitan Boroughs are co-operating in the provision of information.

Road Safety

211. This is a service which, to be effective, requires detailed knowledge of local road conditions, personal contacts for propaganda and educational purposes, and benefits from a spirit of competition between different local authorities. For instance, Hampstead is very proud of the fact that it holds the nation-wide record of having eleven consecutive years without a fatal accident to a schoolchild.

212. Road Safety is organised in Hampstead on the basis of an Advisory Committee which, in addition to Council members, has a number of members who are particularly concerned and interested in road safety at the local level.

213. We therefore think that Road Safety should continue to be a function organised through the local Borough Council.

214. We also consider that Home Safety should be dealt with by the Borough Council in a similar sort of way, i.e. by personal contacts, propaganda and education.

Bus Shelters

215. At present, bus shelters may be provided by either the Transport undertaking or the local authority. There seems to be nothing to be gained by altering this arrangement though some councils think it should be the entire responsibility of the Transport undertaking. On the other hand, there may be cases where a shelter can serve a dual purpose.

216. It is therefore suggested that provision of bus shelters be left in the hands of these two bodies.

Private Street Works

217. This is a purely local matter and should be left in the hands of the local highway authority as at present.

PART 2. VIEWS OF THE COUNCIL ON HOW THE DEFECTS MAY BE REMEDIED

218. From the foregoing detailed examination of the present organisation of local government in Hampstead it will be obvious that although in many respects the present system operates satisfactorily, in certain others there are defects which we consider could be rectified by a redistribution of functions. It is, however, no

use dealing piece-meal with a number of functions, saying in each case what is the ideal form and size of the organisation if the result were a heterogeneous collection of *ad hoc* bodies each varying in size and shape and not fitting into any general pattern of local government. We therefore consider it essential to put forward our general views on the reorganisation of London government and advance from that to a description of how the administration of the various functions should fit into that pattern.

I. History

219. There have, over the past 120 years, been many suggestions made for the reorganisation of London government. These enquiries began in 1837 with the Second Report of the Royal Commission on Municipal Corporations which dealt specifically with the problem of London following on the creation of municipal corporations in the rest of the country in 1835, whereby generally speaking, the old municipal boroughs were allowed to extend their authority to include the suburbs surrounding the old town. But in London the Commissioners recognised the extension of the suburbs had been more remarkable than anywhere else, 'so much so, indeed, that the word "suburb" can no longer be applied with its usual signification to the vast extent of uninterrupted town which forms the metropolis of the British Empire'. As a result, nothing was done to extend the boundaries of the City Corporation.

220. In 1854 the Royal Commission on the Corporation of the City of London was quite certain that the boundaries of the City of London could not be extended in just the same manner as had been done in the case of other large provincial towns. The metropolis, even at that date, had a population of about 2,300,000 and the Commission recognised that it would not only alter the whole character of the City Corporation but would defeat the whole purpose of the municipal institutions. 'London,' they said, 'taken in its full extent is (as it has with literal truth been called) a province covered with houses; its diameter from north to south and from east to west is so great that the persons living at its furthest extremities have few interests in common; its area is so large that each inhabitant is in general acquainted only with his own quarter and has no minute knowledge of other parts of the town. Hence the two first conditions for municipal government, minute local knowledge and community of interest, would be wanting if the whole of London were, by an extension of the present boundaries of the City, placed under a single Municipal Corporation.' This statement has in it a ring of universal truth which is just as applicable today as it was then. The Commission came to the conclusion that there was in London a dual sense of community. There were the local affinities to each particular district, but equally there was the other sense in which London, in spite of its size, was a single community. They therefore recommended that certain local government services which were essential for the administration of the area as a whole should be governed by a central body which would not interfere in any way with the local responsibilities of the municipal districts. As a result of these recommendations there was established the Metropolitan Board of Works in 1855 to whose functions and boundaries the London County Council succeeded in 1888.

221. In principle this form of organisation seems to have been a satisfactory solution of the London problem as it was at the turn of the century. During the past 50 years, however, the actual situation has become more and more unsatisfactory owing to the fact that each Government of the day has tended to place additional functions in the hands of the London County Council rather than in the hands of the Borough Councils, as a matter of convenience, with the result that the London County Council has become a huge and unwieldy organisation,

whereas the Borough Councils could well and efficiently conduct many of the functions which have either never been offered to them or of which they have been deprived. Therefore the two first conditions of municipal government as postulated by the 1854 Commission, namely, minute local knowledge and community of interest, are today lacking in many of the services now administered by the London County Council.

222. An attempt to solve this problem was made by the appointment of a Royal Commission on London Government in 1921 which reported in 1923. This Commission considered the whole of Greater London but owing to a variety of circumstances due mainly to the diversity of views put forward by the various authorities, it produced a report which in fact did not clearly recommend anything at all, with the result that nothing was done, with the sole exception of the creation of the London and Home Counties Traffic Advisory Committee.

223. Finally, in 1945 the 'Reading Committee' was appointed to review the number, size and boundaries of the Metropolitan Boroughs and the Distribution of functions between the London County Council and the Metropolitan Borough Councils. After a considerable amount of investigation and the consideration of a report from the Association of Metropolitan Town Clerks, the Metropolitan Boroughs' Standing Joint Committee decided to submit no evidence to the Committee on what changes were necessary, in view of the restricted nature of the terms of reference in relation to Greater London. The Reading Committee's work was terminated in 1946 by the Minister of Health before it had reached any conclusions.

224. Since 1946 even further powers have been placed in the hands of the London County Council as a result of the National Health Service Act, the National Assistance Act, the Children Act and the Town and Country Planning Act, with the result that the existing unbalance between the London County Council and the Metropolitan Borough Councils has become even more accentuated.

225. The other important factor which has emerged since the boundaries of the present London County Council were settled over a hundred years ago, has been the further enormous extension of the London conurbation, until it today contains a fifth of the total population of England and Wales. It can therefore no longer be said with the same ease as in 1855 that there should be a central body to administer certain functions over the whole area.

II. Areas, Size and Status of Local Authorities

226. Generally speaking, the simplest and most effective form of local government is the single-tier county borough. This is ideal for the medium-sized authority but it must be admitted that it is already becoming unwieldy and remote in the case of big cities, and where several county boroughs exist side by side this undoubtedly leads to friction and inefficient overall planning of services. It has been recognised since 1835 that London is too large for one single-tier authority. The question arises, therefore, whether London could or should be divided into a number of one-tier county boroughs existing independently side by side.

This in practice is the sort of government which has grown up by historical accident in such conurbations as south-east Lancashire, Merseyside and the Midlands. It would mean a drastic alteration to the existing arrangements. In the first place it would involve the complete abolition of the London County Council and Middlesex County Council and the curtailment of the administrative areas of the various County Councils which extend within the Metropolitan region. It is also clear that for such a system to be effective the County Boroughs would have to be large units of probably between 300,000 and 500,000 population each. This in turn would involve the amalgamation of a large number of the existing second-tier authorities with the consequent disappearance of all the previously built up local government traditions associated with individual cities and boroughs.

227. There are undoubtedly advantages in the county borough system of local government in such matters as simplicity, clarity, close democratic control, etc., but it is extremely doubtful whether a system of government based on individual self-contained units of administration each with a local entity completely separate from its next-door neighbour is the most satisfactory form of government for a large conurbation where there is bound to be considerable overlapping and inter-relationship of certain functions.

228. We therefore, having carefully considered this possibility, have reached the conclusion that a system of complete autonomy in a series of large-scale county boroughs is not a satisfactory solution for the Greater London area. It is interesting to note that in the evidence submitted to the 1923 Royal Commission the County Boroughs of Croydon, East Ham and West Ham themselves admitted the necessity for centralising the control and even the administration of certain services in the hands of a Central Authority with jurisdiction over Greater London. They said, however, that the functions to be entrusted to the Central Authority should be as few as possible; that there should be a clear division between these functions and all other functions of local government; and that all functions not entrusted to the Central Authority should be administered in complete independence by local authorities covering a large area and including a large population which would be only less independent than county boroughs by reason of the assignment of a few services to the Central Authority. This suggestion was welcomed by one of the minority reports of the Commission which, in regretting that the Commission as a whole could not make any clear recommendations, stated that so far as they (the minority reporters) were concerned they were satisfied from the evidence before them that a great measure of agreement could be obtained (no doubt after the expenditure of much time and patience) to some scheme which would at once increase the importance, independence and usefulness of the great majority of the local authorities and provide central administration for an area selected on rational principles of those matters which are best so administered.

229. Nevertheless, we are satisfied that a form of local government as closely akin as possible to the all-purpose authority is the most satisfactory. In recent years it has become increasingly recognised that many functions now in the hands of county councils would be far more effectively and democratically administered in the hands of the second-tier authorities.

230. In particular, functions which have primarily a local and personal relationship to the inhabitants of the district should, wherever possible, be administered by such authorities. The Government White Paper on Functions in England and Wales states: 'In general, the Government are anxious that larger responsibilities should be entrusted to the district councils. These councils are necessarily in closer touch with the people they serve than county councils can be, a factor of particular importance in the case of those services which intimately affect people's daily lives—for example, the welfare, health and education services.' The White Paper then goes on to define the functions now administered by County Councils which it considers could with greater benefit be entrusted to district councils of reasonable size. These are in the main:

(1) Local health and welfare services other than—
  (i) residential and temporary accommodation under Part III of the National Assistance Act;
  (ii) ambulances.

(2) Those education functions normally exercised at present by excepted districts.
(3) Classified roads and bridges.
(4) Town and Country Planning functions under Part III of the 1947 Act and preparation of town maps.
(5) Shops.
(6) Theatres and cinemas.
(7) Weights and measures.
(8) Diseases of animals.
(9) Food and drugs.

231. A proposed pattern of local authority functions in the rest of the country is now emerging from the Government White Papers and the Local Government Bill, and we think that it would be manifestly wrong for a pattern of local government to be imposed on London which was completely at variance with that set for the provinces. The problems of local government in London are not unique except as regards size, and even in this respect its problems do not differ so widely from those of the other great conurbations in the country.

232. We therefore feel that the ideal pattern of local government for the Greater London area would be a series of 'most purpose' local authorities. We will deal later in this statement with the question of their size and resources, and the arrangements to be made for the residue of functions which cannot be administered locally. In the meantime our considered view is that the Borough Councils should have conferred on them powers to administer the following functions, set out in the same order as in Part 1 and with, where necessary, a further brief explanation.

I. Education

All local authorities which are at present Excepted Districts should deal with primary and secondary education and the youth employment service. It is recognised that in the area of the London County Council there are no boroughs which are Excepted Districts, but these should be formed for the areas of the existing Divisions, and there should be joint committees formed from representatives of the constituent Borough Councils to run these.
The school health service—Borough Councils.

II. Environmental Health

Baths, washhouses and bathing places.
Ponds, which drain into the sewers (e.g. Whitestone Pond).
Disinfestation, although where necessary joint Committees should be set up where only one station is necessary for the area of several Borough Councils.
Drainage of trade premises.
Public conveniences.
Refuse collection.
Regulation and sanitation of buildings.
Sewerage, except main drainage and disposal.
Street cleansing.
Burial grounds and cemeteries, with joint committees where necessary for crematoria.
Parks and open spaces, except very large ones serving London as a whole (e.g. Hampstead Heath).
Powers and duties under the Physical Training and Recreation Act, 1937.

III. Housing

Provision of all houses within own area.
Slum clearance.

Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses.
Regulation of building and by-laws.

IV. Personal Health and Welfare

Powers and duties under the National Health Service Acts, except Mental Health and the Ambulance Service.
Powers and duties under the National Assistance Acts relating to the care of old people but not the blind or handicapped, nor the provision of temporary accommodation.
Care of children, except provision of residential homes and approved schools.
Registration of nurseries and child-minders.
Notification of infectious diseases.
Health education.

V. Town and Country Planning

Except the preparation of the Development Plan and amendments thereto.

VI. Traffic

Construction, improvement and maintenance of roads and bridges, except Trunk Roads, which should be extended within the County of London.
Street lighting.
Parking places.
Road safety.
Bus shelters (except where provided by L.T.E.).
Private street works.

In addition to the above, we consider that the following functions should be in the hands of the Borough Councils:

1. Enforcement of the Shops Acts, street trading law and weights and measures.
2. Registration of births, deaths and marriages.
3. Registration of electors.
4. Rating.
5. Allotments.
6. Food and drugs.
7. Libraries.

233. It is obvious that if Borough Councils are to administer efficiently all the functions set out above, they must have adequate population and financial resources to do so. The possibility of amalgamations and revisions of Borough boundaries will have to be gone into very carefully by the Royal Commission. After careful consideration we have decided that it would be unwise for an individual Borough to submit any evidence on this subject. Any views expressed are likely to be coloured (or to seem to be coloured) by local prejudices, territorial ambitions, and political considerations. We therefore think that this is a task which must be faced by an entirely independent body, such as the Royal Commission, after making such enquiries as it deems necessary.

234. However, it is thought that in making this investigation the Commission should be guided by the general principle that existing boroughs should not be altered unless they have neither the population nor the rateable value to fulfil adequately the functions allotted to them. It must be remembered that the White Paper on Local Government Functions considers that a population of 60,000 is adequate for the administration of most of the functions which it is recommended in their report should be conferred on borough councils and that

exceptions may be made even below this figure where, for instance, a borough has a high rateable value and therefore adequate financial resources. The Minister has himself stated that local traditions and patriotism should not be needlessly sacrificed merely for the sake of making a tidy plan.

235. We have also considered whether some form of rate equalisation should be provided in the London area, and we feel that at least within the area of the present County of London, rate equalisation should be continued, although it should be revised in operation to work more equitably than it does at present. It is only fair that the areas of very high rateable value should be used in support of the areas of low rateable value. To give practical examples, much of the wealth of the City and West End is derived from the vast areas of industry and docks in the East End of London, and it seems only right that the former should subsidise local authority functions in the latter. Whether the rate equalisation scheme should be extended to cover the whole of Greater London is a matter requiring careful consideration, on which we do not think we are qualified to give an opinion.

236. If it is accepted that Greater London should be divided into a series of 'most purpose' authorities, the question remains as to the type of authority to administer the remaining functions. The functions would be as follows:

(1) Further education and special schools. These are, generally speaking, the functions not at present exercised by excepted districts (which include, *inter alia*, training of teachers, university awards, higher technological education, boarding education).

(2) Mental health and ambulance service. It is thought that in a closely built-up area these services can be administered with much greater efficiency if no regard is paid to local boundaries and the services are organised over a wide area.

(3) Sewage disposal and refuse disposal. It will be seen that the proposal here is to transfer the function of refuse disposal from the boroughs to a wider authority such as the 'grouping' system based on voluntary agreements between the boroughs as worked out by the Metropolitan Boroughs' Standing Joint Committee. It is thought that a clear distinction can be drawn between the collection of refuse (which is a local and personal affair) and the bulk disposal which can be done probably with greater efficiency and economy if dealt with over a large area.

(4) Rivers and main drainage. The existing arrangements would be continued.

(5) Large parks and open spaces which serve London as a whole. Although it is thought that parks generally should be under the control of the borough council, it is felt that an exception should be made in the case of very large open spaces (of which Hampstead Heath would be one) which cannot be said to serve merely the needs of the local inhabitants and which impinge over the boundaries of several borough councils.

(6) Preparation of the Development Plan and amendments thereto. Such matters as overall planning of principal traffic roads, densities, location of industry, etc., cannot be dealt with on a local basis. However, there should obviously be provision for consultation with each of the boroughs concerned.

(7) The problem of overspill from the Greater London area, i.e. nominations for New Towns, and development of towns under the Town Development Act (e.g. Swindon). This is closely allied to overall planning problems.

(8) The provision of residential accommodation for deprived children, and remand homes and approved schools. It is thought that these are functions which can be performed with more beneficial results to the children

concerned if there is not a great deal of local knowledge as to origins and the destinations.

(9) Blind and other handicapped persons and persons requiring temporary accommodation. As the number of these is not large in any particular district, it is thought that the function can be organised more economically by a body operating over a wide area.

(10) Fire Brigade. This, like ambulances, is a function dependent upon control over a wide area and extreme mobility.

(11) Provision of mortuaries. This is a function which is closely allied to the Coroners' districts and to the hospitals, neither of which have any relationship to existing borough boundaries, nor is it a function which appears to need any local control by the members of borough councils.

(12) Diseases of animals. This is a function which obviously must be operated over a wide area without any relationship to borough boundaries.

237. There appear to us to be three principal ways in which these functions could be dealt with, each having merits and disadvantages of its own. (1) By having one Greater London Authority responsible for the whole area. (2) By having a series of County Councils, either by continuing the existing ones or by drawing new boundaries and even creating new authorities. (3) By having no top-tier authority apart from a series of *ad hoc* joint committees drawn from the borough representatives, each covering such area as need may show.

238. We have no very firm views as to which is the best of these three alternatives, but have the following comments to make on each.

Greater London Authority

239. It has been said that there are three criteria in deciding whether a large conurbation should be treated as one city:

(i) the aggregation of buildings;
(ii) the sense of community, and
(iii) a homogeneous machinery of local government and of social organisation.

London undoubtedly has each of these criteria with the exception that it does not possess at the moment a homogeneous machinery of local government. There is a great deal of evidence to show that although London has become huge, unwieldy, heterogeneous and with many conflicting local interests within its greater whole, there is nevertheless a considerable centripetal force whereby all its inhabitants from the centre to the outskirts regard themselves both in work and recreation as being inhabitants of one large capital city.

240. If there should be some form of overall central authority, the next problem is how far (both geographically and functionally) should its powers extend.

241. So far as geography is concerned, it is obvious that its area should contain at least the whole of the existing conurbation. A more difficult problem to decide is whether it should also include a considerable rural area surrounding the conurbation in order that the planning of town and surrounding country could be dealt with as a whole. This would be an attractive proposition if the thought of the day considered that a city such as London should be provided with reasonable elbow room around its boundaries for future expansion. It has, however, now been decided (and in our opinion rightly so) that the built-up area of Greater London is, if anything, already too large and should not in any circumstances be further extended. There is therefore a strong case for saying that the Green Belt area around London should be left in the hands of other authorities whose basic philosophy is to preserve the existing rural areas and to fight to the last against any extension of the Greater London sprawl.

242. So far as functions are concerned, it is our view that the regional administration should be confined only to those which it is absolutely essential to administer over a wide area. There are certain basic essentials for such wide administration.

(a) It must be a function or facility which although situated wholly or partially in one district, nevertheless serves the whole area. Examples of such may be large open spaces, main drainage, sewage disposal and possibly refuse disposal.

(b) Certain functions require a high degree of specialisation and may only affect a comparatively small number of people in each district. Examples of such functions are further education, mental deficiency, special schools, and children's residential homes.

(c) The function may require planning and co-ordination over the whole area. Obvious examples of this would be the preparation of the Development Plan and naming of streets.

It will be seen from the list of functions previously set out as appropriate to the upper-tier authority that they all fulfil these three criteria.

243. The great objection, however, to a Greater London Authority which is bound to be voiced by the vast majority of authorities in Outer London, is that any authority covering a population of 8¾ millions would be bound to be dangerously large in both size and power, would cease to be local in any real sense, and might become a dangerous rival to the country's central government, being, as it would be, as large as many countries in the world.

County Councils

244. There are at present six counties dealing wholly or partially with the administration of Greater London. If they remained as they were (though with less functions than now) there would certainly be less upheaval on reorganisation, and none of them would be sufficiently large to become too powerful. But each of these counties has no relationship with the others and, with the exception of London and Middlesex, they have considerable interests which are outside and often conflicting with the interests of the Greater London area. It seems to us quite wrong that metropolitan Essex, for instance, should be governed from Chelmsford. Therefore we feel that if the County Council system of top-tier authority be applied, the Counties should be confined to the conurbation of Greater London.

Joint Committees

245. This system, which is based entirely on voluntary co-operation between the boroughs, is one of those typical British methods of government which, though untenable to the tidy mind of the planner or constitution maker, is one which works surprisingly well in practice, mainly because there is a general goodwill and effort to make it work on all sides.

246. The best practical examples of this form of government are the Metropolitan and Outer London Standing Joint Committees, which do a great deal of useful co-ordination already, either over the whole area of their jurisdiction, or over parts thereof, as in the case of the Joint Refuse Disposal schemes.

247. We have set out three possible methods of top-tier administration. We wish to emphasize our view that the functions performed by whichever type of authority is considered best for the top-tier administration should be kept to the minimum outlined above.

LESLIE ROOM,
Chairman.

Town Hall,
Haverstock Hill, N.W.3.

May, 1958.

Evidence submitted by the Holborn Metropolitan Borough Council

The following information on the services and functions performed by the Borough Council or the London County Council, either separately or jointly, together with the Council's recommendations, is set out in brief form under the headings asked for in a letter dated 17th February, 1958, from the Chairman of the Royal Commission on Local Government in Greater London.

The recommendations contained in this statement are based on the assumption that the existing constitution of the London County Council and the Metropolitan Borough Councils remains unchanged and relate only to the existing functions of local authorities referred to in the letter dated 17th February, 1958, from the Royal Commission and to the manner in which these functions should be allocated as between the London County Council and Metropolitan Borough Councils. Other matters such as possible changes in the constitution and/or boundaries of the existing local authorities have not yet been considered and the Council expressly reserve their right to submit views and give evidence to the Commission on these issues at a later date.

1. EDUCATION

(a) Under the Education Act, 1944, the local education authority in London is the London County Council and the Metropolitan Borough Council have no direct educational functions. There is no power under the Education Act for the London County Council to delegate any of their functions as a local education authority to a Metropolitan Borough Council. The Borough Council's only indirect educational function is the appointment of certain School Managers and even here, the School Managers exercise only comparatively minor functions.

(b) Appointment of School Managers and Governors

(i) County and Voluntary Primary Schools

Section 17(1) of the Education Act, 1944, provides, *inter alia*, that for every county school and for every voluntary school, there shall be an instrument for the constitution of the body of Managers or Governors of the school.

The instrument of management for every county primary school provides for the appointment of two-thirds of the Managers by the local education authority and one-third by the minor authority.

There is only one county primary school in Holborn, in respect of which there are twelve School Managers—four of whom are appointed by Holborn Borough Council as the minor authority.

The instrument of management for every voluntary primary school in Holborn of which there are five, provides for the appointment of four foundation managers and two representative managers—one of whom is appointed by the Holborn Borough Council, as the minor authority.

(ii) County and Voluntary Secondary Schools

The instrument of government for secondary schools does not provide for the inclusion in the body of governors of persons appointed by the minor authority. The two Secondary Schools in Holborn, therefore, have no Governors appointed by the Holborn Borough Council, as the minor authority.

RECOMMENDATION. **That provision be made to enable the Borough Council to appoint a representative on the body of Governors of secondary schools within their boroughs.**

(iii) Technical, Commercial and Day Colleges

Section 42 of the Education Act, 1944, requires a local education authority (in this case the London County Council) to submit to the Minister of Education, a scheme for further education for their area. This scheme includes provision for management by Boards of Governors.

Under a scheme prepared by the London County Council a specified number of Governors are appointed by the London County Council, and nominations for other Governors are submitted by the professional and trade bodies for confirmation by the London County Council to the two Technical Colleges and one College of Commerce in Holborn. There is also power to co-opt further Governors. In addition, nine Governors appointed by the London County Council and five Governors are co-opted to the single day college in the Borough.

In none of the above cases is the minor authority (in this case the Holborn Borough Council) required to nominate or appoint Governors.

RECOMMENDATION. **That provision be made to enable the Borough Council to appoint representatives to the Board of Governors of technical, commercial and day colleges within their borough.**

(c) School Health Service—Education Acts, 1944 to 1953

Local education authorities are required to arrange for the medical inspection of pupils in attendance at any school or college maintained by them, and to make arrangements to secure the provision of free medical treatment for pupils for whom primary, secondary or further education is provided by them, exclusive of domiciliary treatment.

They are also required to provide comprehensive facilities for free dental treatment for pupils in schools and colleges maintained by them.

In Holborn, these services are provided by the London County Council, being administered locally by the Divisional Medical Officer from Divisional Offices.

(d) Cleansing of School Children

Public Health (*London*) *Act,* 1936, *Sec.* 126

A county medical officer of health or person authorised by him may examine any school child, and if the child is found to be verminous, may take steps to have the child properly cleansed, either by the parent or at a cleansing station.

In Holborn, school children are inspected by the L.C.C. Nursing Sister and, if verminous, are required to attend at Finsbury Health Centre, where by arrangement the cleansing is carried out for the London County Council by Finsbury Borough Council.

RECOMMENDATION. **That these two services, (c) and (d) above, remain the responsibility of the London County Council, as the local education authority.**

2. ENVIRONMENTAL HEALTH

(a) Baths and Wash-houses

Public Health (London) Act, 1936, Part VII

Power to provide and equip baths and wash-houses or to take over privately-owned baths and wash-houses, to make by-laws as to their regulation and management and to make charges for their use. 'Baths' include swimming baths, open or covered. These powers are carried out by the Borough Council.

(b) Disinfestation—Rodent Repression

Prevention of Damage by Pests Act, 1949

Lays a duty upon local authorities to see that their district is kept free from rats and mice, and empowers them to carry out inspections, and to require owners and occupiers to keep their land and premises free from infestation.

This duty is carried out by the Borough Council.

(c) Cleansing or Destruction of Verminous Articles

Public Health (London) Act, 1936, Sec. 122

Power to remove, cleanse, disinfect or destroy any verminous article from house, street, stall or place. These powers are carried out by the Borough Council.

(d) Cleansing of Verminous Houses

Public Health (London) Act, 1936, Sec. 123

Power to require disinfestation of verminous houses and to disinfect houses. These powers are carried out by the Borough Council.

(e) Drainage of Trade Premises

London County Council (General Powers) Act, 1953, Part II

Gives power to London County Council and Borough Council to control volume and content of effluent from trade premises being discharged into sewers.

A proposal to discharge a new or modified effluent from trade premises into the London Sewerage system shall be notified to the Borough Council in whose area the premises are situate. The Borough Council have to notify the London County Council, and any other authority affected, of any proposal. Where the sewer to which the premises are connected is vested in either:

(i) The Borough Council, the London County Council may specify conditions to be embodied in a 'notice of proposed conditions'.

(ii) The London County Council, then a notice is served by that authority.

Agreements may be entered into for the regulated discharge of effluents, between occupiers of premises and the sewer authority and between sewer authorities themselves.

A register of all agreements and conditions imposed is to be kept (for inspection) in respect of premises discharging effluent.

The drainage of trade premises is controlled by the London County Council (General Powers) Act, 1953, and administered jointly by the London County Council and the Borough Council. So far, the administration of this Act has worked smoothly and no serious defects have been encountered.

(f) Mortuaries and Post Mortem Rooms

Public Health (London) Act, 1936, *Secs.* 234 & 235

The Borough Council is required to provide proper place for reception of the dead, and may provide accommodation for post mortem examinations.

The Holborn Borough Council's mortuary and post mortem room is now disused. The coroner for this area arranges for all bodies under his control to be dealt with at St. Pancras. Where accommodation is otherwise required, the Borough Council has an agreement with Westminster City Council for bodies to be received at the Westminster mortuary.

(g) Public Conveniences

Public Health (London) Act, 1936, *Sec.* 113

The establishment and maintenance of public conveniences lies wholly within the province of the Borough Council and no difficulties have been met.

So far as open spaces maintained by the London County Council are concerned, the County Council have power to provide public conveniences under their private Acts.

(h) Refuse Collection and Disposal

Public Health (London) Act, 1936, *Part III and by-laws under Public Health (London) Act*, 1891; *London Traffic (Miscellaneous Provisions) Consolidation Provisional Regulations*, 1934, *under the London Traffic Act*, 1924

The collection and disposal of refuse is wholly within the province of the Borough Council.

Collection. The only difficulties which have been encountered are those of early morning collection and this is a physical difficulty, and not one which can be solved by legislation or administration.

Disposal. With regard to disposal, the Metropolitan Borough Councils are mutually grouped under a scheme organised through the Metropolitan Boroughs' Standing Joint Committee and this grouping has, so far as this Council is concerned, worked to every advantage.

Again, the only difficulties met with are physical ones, e.g. the problem of disposal of refuse during adverse weather conditions, snow, fog, etc., and during labour troubles, such as strikes. Here again, legislation would be of little or no assistance.

RECOMMENDATION. That the grouping system of refuse disposal mentioned above be continued in its existing form.

(i) Regulation of Buildings and Sanitation of Buildings

Drainage

Public Health (London) Act, 1936, *Secs.* 37, 38, 39, 40, 41 *and* 53. London County Council Drainage By-laws, 1934, and London County Council By-laws with respect to waterclosets, urinals, etc., 1930.

These empower the Borough Council to control construction of new drainage work.

Buildings—*Public Health (London) Act*, 1936

Nuisances—Borough Council.

Food and Drugs Act, 1955, and Food Hygiene Regulations, 1955

Standards of food premises—Borough Council.
Registration of food premises—Borough Council.

Milk and Dairies Regulations, 1949

Standards for dairy farms—Ministry of Agriculture, Fisheries and Food.
Standards for dairies—Borough Council.

Shops Act, 1950

Ventilation, temperature, sanitary accommodation, lighting, washing facilities, etc.—Borough Council.

Closing hours, Sunday trading, employment of young persons—London County Council.

It has been agreed between the L.C.C. and Borough Councils to transfer to Borough Councils public control, so far as it relates to the Shops Act, powers in connection with the comfort and health of shop workers, except at places licensed for public entertainment.

RECOMMENDATION. That so far as public control at places licensed for public entertainment is concerned, this should remain within the purview of the authority responsible for the Fire Service.

Factories Acts, 1937 and 1948

Sanitary accommodation in all factories and in non-power factories, matters relating to cleanliness, overcrowding, ventilation, lighting and drainage of floors are dealt with by Borough Council. All other matters by the Factory Inspector.

Clean Air Act, 1956

Control of smoke emission from chimneys—Borough Council.
Smoke Control areas—Borough Council.

(j) Sewerage and Sewage Disposal

Public Health (London) Act, 1936, *and L.C.C. General Powers Acts*

The Borough Council is the sewer authority for local sewers and the London County Council is the authority for main drainage and sewage disposal. No new sewers can be constructed or old ones abandoned without the prior authority of the London County Council and this is quite understandable, as new sewers which may be constructed or old sewers abandoned without the knowledge of the L.C.C., would leave them unaware of probable sewage flows and would leave them without knowledge for determining the size and capacity of main sewers or the extent of works required for sewage disposal.

No difficulties arise as between the Borough Council and the London County Council in this respect.

(k) Street Cleansing

Public Health (London) Act, 1936, *Part II*

The Metropolitan Borough Council is wholly responsible for street cleansing and again this is a clear-cut service in which no difficulties arise which might be overcome by legislation. In common with the refuse collection and disposal, the clearing and cleansing of boundary streets is agreed with the adjoining boroughs on a boundary maintenance agreement.

(l) Parks and Open Spaces

Open Spaces Act, 1906. *Transfer of Powers (London) Order,* 1933, *under Local Government Act,* 1929. *Metropolitan Open Spaces Acts,* 1881–1890 *and L.C.C. General Powers Acts*

There are two authorities for the establishment and administration of parks and open spaces, namely, the London County Council and the Metropolitan Borough Council. The control, however, is not of a two-tier nature but quite independent. No difficulties have arisen as between the two authorities.

RECOMMENDATION. That parks and open spaces which are primarily local in character should be the responsibility of Metropolitan Borough Councils. Large parks and open spaces which are commonly utilised by the general public of London (i.e. Hampstead Heath) should remain with the County Council.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937

Under Section 4 of the Physical Training and Recreation Act, 1937, Borough Councils and the London County Council have power to provide, equip and maintain lands, whether situate within or without their area, for the purpose of gymnasiums, playing fields, holiday camps or camping sites or centres for the use of clubs, societies or organisations having athletic, social or educational objects. They may manage the lands and buildings themselves or make any necessary arrangements with the organisations concerned for any of the purposes aforesaid. Where necessary, Wardens, Teachers and Leaders may be trained.

Power is also provided under various other local Acts to provide and maintain swimming pools, golf courses, athletic tracks, tennis courts, bowling greens, rifle ranges and various other open-air pastimes.

No difficulty has been experienced as between the Borough Council and the London County Council.

RECOMMENDATION. That the functions under this Act should be the responsibility of the Borough Councils who would accept the London County Council as the co-ordinating authority.

3. Housing

(a) Provision of Housing

The Council acts as a housing authority in accordance with Part V of the Housing Act, 1957, which authorises the provision by local authorities of housing accommodation by the erection of houses, by the conversion of any buildings into houses, by acquiring houses (including compulsory acquisition) and by altering, enlarging, repairing or improving houses or buildings which have been acquired by the local authority. These powers in London are carried out concurrently with the London County Council, except that the County Council is the only local authority in London permitted to provide housing accommodation outside the Administrative County.

The Borough Council maintains a housing register of persons requiring accommodation or alternative accommodation in the Borough, and submits to the London County Council particulars, where appropriate, of persons desirous and eligible for housing in new or expanded towns.

It would make for better administrative control if all housing in the Borough were the responsibility of the Borough Council instead of concurrent power between the Borough Council and the London County Council.

For obvious reasons, it is not always possible for the two authorities to apply constantly the same standards in relation to need, and at the same time, the policies of the Borough Council and County Council can vary considerably.

If the responsibility for the provision of all housing were that of the Borough Council, it would simplify the housing schemes within the Borough Council's boundaries besides giving added flexibility.

(b) Requisitioned Premises

The powers relating to requisitioned premises for housing purposes are operated wholly by the Borough Council. The powers delegated under and by virtue of Regulation 51 of the Defence Regulations, 1939, to requisition accommodation have been repealed by the Requisitioned Houses and Housing (Amendment) Act, 1955. Under that Act, the power of the Minister of Housing and Local Government to retain possession of requisitioned houses was terminated on 6th June, 1955, and the right to possession of all such houses was vested in the appropriate local authority, who were authorised to retain possession until 31st March, 1960, at the latest. On the inception of that Act, the Borough Council had under requisition on behalf of the Minister 911 dwellings which were transferred to the Borough Council. Since that date, 339 dwellings have been released either on the owners accepting licensees as statutory tenants or with vacant possession, but the Council still has 572 dwellings under requisition.

(c) Slum Clearance

(i) The Borough Council is responsible under Part II of the Housing Act, 1957, for ensuring the demolition or closing or repair of unfit houses within the Borough or for the closing of parts of buildings which are unfit.

(ii) Under Section 52 of the Housing Act, 1957, both the Borough Council and the London County Council are concurrently responsible authorities for the purposes of Part III of the Act, in so far as clearance areas are concerned. Where an official representation relating to not more than ten houses is made to the London County Council, the Section provides that the County Council shall, unless they consider that the area should be dealt with by them as a clearance area, forward the representation to the Borough Council concerned.

If the whole of the housing responsibility rested with the individual Borough, slum clearance and rehousing could quite well be dealt with by the Borough Council which would again give greater scope for comprehensive development, and sites which are urgently required for development could be dealt with immediately instead of being left vacant after demolition of slum properties. This aspect of slum clearance is tied up with the full responsibilities for housing by the Borough Council. Liaison with the County Council would be necessary in the event of overspill, etc.

The problem of housing in Holborn is a big one in that the majority of tenants, by the nature of their occupations, require to be housed in Holborn or the immediate vicinity.

(iii) Action for abatement of overcrowding in accordance with Part IV of the Housing Act, 1957.

The Borough Council are the local authority responsible, except for the submission of proposals for the provision of new houses required in order to abate overcrowding, the submission of which is the responsibility of the London County Council. The Borough Council are, however, required to submit their report and any proposals for provision of such new houses to the London County Council; the County Council, in the event of their not agreeing with the Borough Council's conclusions, are required to consult with the Borough Council with a view to reaching agreement; the County Council then transmit to the Minister the report of the Borough Council or such revised report as may be agreed. In the event of difference arising between the County Council and the Borough Council the difference is required to be referred to the Minister, whose decision is final.

RECOMMENDATION. That the statutory powers relating to housing within the borough should be the function of the Borough Council, that the existing London County Council housing estates in the borough should be transferred to the Borough Council; the London County Council should retain their housing powers for out-county building only.

(d) Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

Powers in connection with the above matters are conferred on Borough Councils by the Housing Act, 1949, Section 4 (advances for acquisition, construction, etc., of houses), Section 5 (guarantee or repayment of advances by Building Societies) and Section 20 (grants to persons other than local authorities for improvement of housing accommodation) and Section 121 of the Housing Act, 1957 (arrangements with housing associations for improvement of housing accommodation). The County Council has concurrent powers in all these respects, but in practice does not normally operate them in those Boroughs where the Borough Councils have agreed to apply the provisions within their areas, although they may do in special cases.

In a central London borough such as Holborn, individual private houses are virtually non-existent, so that improvement grants only apply in practice to tenements owned by Housing Associations and Trusts.

Useful work has, however, already been achieved in Holborn in the exercise of these powers. With the local knowledge available it is possible to do the maximum amount of good and to make improvement grants where the greatest need exists, particularly in relation to housing conditions in the immediate area.

The Council has never adopted the Small Dwellings Acquisition Acts, nor applied Section 4 of the Housing Act, 1949, because loans under any of these provisions cannot be made where the value of the property exceeds £5,000. There would be few properties in this Borough that would fall within that limit. No difficulties have arisen in financing or administering these powers.

RECOMMENDATION. That the powers conferred under this heading should primarily be the responsibility of Borough Councils.

(e) Regulation of Buildings and By-laws

London Building Acts, 1930–39. *Metropolitan Paving Act,* 1817. *Metropolis Management Acts,* 1855–62

The regulation of buildings and by-laws is either administered by the London County Council or by the Borough Council, and the matters dealt with are usually those concerning projections in front of building lines or projections over the public way. There is rather a complicated control by the London County Council through the District Surveyor and there is not a clear division of the responsibilities of either party. The division of responsibilities should be clearly marked and the Borough Council should have stronger and wider powers than they have at the moment to control projections and encroachments on the public way.

RECOMMENDATION. (a) That, subject to regulation by National Model by-laws, all the functions set out under this heading be transferred to Borough Councils.

(b) That the services of the District Surveyor be transferred wholly to the Borough Councils, joint appointments being made where it is uneconomic for a borough to engage whole-time services of such an officer.

4. PERSONAL HEALTH AND WELFARE

(a) National Health Service Act, 1946

Provision of Health Centres.
Care of mothers and young children.
Midwifery.
Health visiting.
Home nursing.
Vaccination and immunisation.
Ambulance services.
Domestic help.
Prevention of illness, care and after care.

All the services referred to in (a) above are at present administered by the London County Council. For some years past negotiations have been carried on between the London County Council and the Metropolitan Boroughs' Standing Joint Committee, for the transferring of certain services to the Borough Councils, and it was agreed between the London County Council and the Standing Joint Committee in 1955, that the following services should be transferred from the London County Council to the Borough Councils:

Health Services

Maternity and Child Welfare.
Day Nurseries.
Vaccination and immunisation of children below school age.
Foot Clinics.
Regulation of child minders and private day nurseries.
Voluntary child-minders service.

The County Council and the Borough Councils would each employ health visitors, so far as they are necessary, for the services which they administer (the Borough Councils for maternity and child welfare, the County Council for, in the main, the school health service). The County Council would continue to provide a home-help service; the Borough Councils would be invested with concurrent powers to employ home helps.

RECOMMENDATION. That, with the exception of the Ambulance Service which should be the responsibility of a central authority as in the case of the Fire Service, all the functions indicated above as being carried out by the London County Council be transferred to the Borough Council.

(b) National Assistance Act, 1948 and 1951

Sec. 47. Removal to suitable premises of persons in need of care and attention.
Sec. 50. Burial or cremation of the dead.

Both these functions are carried out by the Borough Council.

Part III. Provision of accommodation for the aged and infirm and temporary accommodation for displaced persons. Welfare services for blind, deaf, dumb and crippled persons, etc.

These functions are carried out by the London County Council.

RECOMMENDATION. That, with the exception of the services to the blind and other specialist services, these functions be transferred to Borough Councils.

(c) Care of Children

Children Act, 1948

Provision of facilities for the care of children without parents or guardians, or whose parents are temporarily unable to look after them.

Children and Young Persons Act, 1933

Matters relating to the prevention of cruelty and exposure to moral and physical danger; employment; the protection of children in relation to criminal and summary proceedings; the provision of remand homes and approved schools, and committal to the care of fit persons.

(d) Registration of Nurseries and Child Minders

Nurseries and Child Minders Regulations Act, 1948

Provides for the registration and control of nurseries and child minders.

The functions in (c) and (d) above are carried out by the London County Council.

RECOMMENDATION. That those functions mentioned in (c) and (d) above not related to education be transferred to Borough Councils.

(e) Notification of Infectious Disease

Public Health (London) Act, 1936. *Infectious Disease Regulations*

Notification of infectious disease.
Provision of Disinfecting and Cleansing Station and vehicles.
Disinfection of articles and premises.
Prevention of spread of infectious disease.

These functions are carried out by the Borough Council.

(f) Health Education

Public Health (London) Act, 1936. *Sec.* 298

Publication of information as to health or disease.

These functions are performed by both the London County Council and Borough Council.

5. TOWN AND COUNTRY PLANNING

(a) Town and Country Planning

Town and Country Planning Act, 1947

Under the Town and Country Planning Act, 1947, the London County Council is the planning authority for the whole area of the County of London, and is only required to consult with the Borough Council on applications where the development:

(i) would, whether in accordance with the development plan or not, conflict materially with existing development in the locality in which the land is situate, or

(ii) would conflict with proposals to construct or widen streets notified to the local planning authority by that Borough.

In respect of any application for a change of use of residential property, the County Council has to obtain the Borough Council's views on the application and if there is a difference of opinion between the County Council and the Borough Council, the application has to be referred by the County Council to the Minister of Housing and Local Government for a final decision (Town and Country Planning [Housing Accommodation] Direction, 1952).

Control of advertisements has been wholly delegated by the London County Council to the Metropolitan Borough Council, who operate this under the Control of Advertisement Regulations, 1948.

There is a certain amount of duplication of administration and technical work occupied in giving statutory observations to the County Council on Town Planning applications for:

(a) New building projects.
(b) Alterations and additions to existing buildings.
(c) Change of use, and
(d) Temporary buildings.

It is desirable for the County Council to be responsible for the preparation of a master plan and for overall comprehensive planning policies which include the preparation of the Development Plan and revisions thereto. There is no practical reason, however, why the London County Council should not delegate to the Borough Council the powers to deal with all applications of the type of work set out under (a), (b), (c) and (d) outlined above. The Borough Council would be controlled overall by the zoning contained in the Development Plan and general policies laid down by the London County Council.

With regard to major improvement schemes for which the London County Council are responsible and which materially affect the Borough, such as major road improvements, i.e. Kingsway Roundabout and St. Giles Circus, an improved procedure of consultation is desirable which would enable Borough Councils to have statutory rights to be consulted and for their views to be taken into account at every stage of development.

RECOMMENDATION. (a) That there should be the maximum possible transfer of planning control to Borough Councils, and also of the powers to deal with the matters set out under (a), (b), (c) and (d) above.

(b) That Borough Councils be empowered to initiate proposals for a change in major planning at any time.

6. TRAFFIC

(a) Construction, Improvement and Maintenance of Roads and Bridges

Metropolis Management Acts, 1855–62; *Highways Act*, 1835; *Metropolitan Paving Act*, 1817, *and London Building Acts*, 1930–39

The major improvement authority is looked upon as being the London County Council although major improvements are carried out by Metropolitan Borough Councils as well. It is felt that the whole of the legislation relating to the construction, improvement and maintenance of roads and bridges is archaic and should be considerably reviewed. Although the over-riding authority is the Ministry of Transport and Civil Aviation, usually the Commissioner of Police for the Metropolis is called in to advise on traffic conditions. Besides these authorities there are, of course, many other authorities and Statutory Bodies which have to be consulted, for instance, the London and Home Counties Traffic Advisory Committee and it would appear that the whole process is extremely cumbersome and does not leave the local authority finally with real authority in these matters.

RECOMMENDATION. That legislation governing matters of construction, improvement and maintenance of Roads and Bridges should be reviewed.

(b) Street Lighting

Metropolis Management Act, 1855. *Sec.* 130

Apart from trunk roads (there are none at the moment within Metropolitan London), the lighting authority is the Metropolitan Borough Council. No difficulty is met here except, of course, adverse criticism of schemes by such bodies as the Fine Arts Council, the Council of Industrial Design and various Architectural and Historical Groups.

At the request of the Metropolitan Boroughs' Standing Joint Committee, the Association of Metropolitan Borough Engineers and Surveyors produced a series of practice notes for street lighting in London and the opinion expressed by the Standing Joint Committee, in order to provide for uniformity in street lighting, is that the responsibility for street lighting should remain as at present with the Metropolitan Boroughs, but that the Standing Joint Committee should act as the central co-ordinating authority on similar lines as the Standing Joint Committee acts with regard to refuse disposal, but without the need for grouping of Boroughs.

RECOMMENDATION. That street lighting should continue to be the responsibility of Borough Councils with the Metropolitan Boroughs' Standing Joint Committee acting as the central co-ordinating body.

(c) Naming of Streets and Numbering of Houses

London Building Acts, 1930–39

The London County Council is the authority for the naming of streets and numbering of houses and in this respect they usually consult the Borough Council.

RECOMMENDATION. That the responsibility for numbering of houses should be transferred to Borough Councils.

(d) Parking Places

London Traffic Regulations, 1934

Road Traffic Act, 1956

Although it may be generally thought that the Metropolitan Borough Council is responsible for parking places, in fact, the Borough Council has indeed very little authority. The appointment of parking places is overburdened with far too many consents to be obtained from other bodies and the legislation for appointing parking places would appear to be top weighted and although the local authority ultimately becomes responsible for the erection of notices appointing parking places, the scheme is finally administered by the Commissioner of Police.

RECOMMENDATION. That the responsibility for the appointment of parking places should be transferred to Borough Councils.

(e) Road Safety

Road Safety is within the province of the local authority through their Road Safety Committees, but as so much of the work is grant earning, it is only minor matters like local propaganda where the local authority has real autonomy. Any construction work to promote road safety matters goes through the usual procedure for the construction, improvement and maintenance of roads and the previous comments equally apply here.

(f) Bus Shelters

The provision of bus shelters is one primarily for the bus operating companies, viz., the London Transport Executive, but in London, the Metropolitan Borough Councils are authorised to make contributions towards the provision of bus shelters or indeed to erect bus shelters. Very few Metropolitan Boroughs use these powers and in some instances the London Transport Executive have asked Metropolitan Boroughs to contribute towards bus shelters and in one or two instances grants have been made. The position has not, however, arisen with this Council, but it is felt that the responsibility for bus shelters should rest with London Transport Executive or other operating Board, but their physical construction and erection being on the highway, should receive the approval of the highway authority. However, here again, this authority is not always clear cut as the Borough Councils have in turn to seek at least the comments of other authorities.

RECOMMENDATION. That the provision of bus shelters should be the responsibility of the London Transport Executive.

(g) Private Street Works

Metropolis Management Act, 1855. *Sec.* 105

The construction of private street works is carried out in London under rather archaic legislation. In Holborn, there have been no private street works constructed for many years past.

7. GENERAL FINANCIAL MATTERS

Financial arrangements must always follow policy. This applies directly where local expenditure is concerned and less directly in relation to Precepting Authorities. Although a very large proportion of the Council's rate income is paid over to Precepting Authorities, this is merely following the practice throughout the country and is a matter of which all county districts complain. The difference between Holborn and the provincial authority is only one of degree.

One of the criticisms levelled generally at county councils applies equally in London, that is that the county is a remote body on whose expenditure the local authority can have very little influence. This is inherent in the system of direct county council election and does not fall strictly within the sphere of finance.

Another reflection of the nature of the Borough lies in the fact that Holborn has a comparatively small capital expenditure and the financing of it has not, so far, presented difficulty. The outstanding anomaly in Metropolitan boroughs' capital finance is about to be removed, when the impeding legislation will grant trustee status to the mortgages of Metropolitan boroughs and thereby widen the field of borrowing which is at present open to them.

The raising of the Borough's revenue, chiefly by way of rates, housing rents and the like, presents no unusual feature and can be carried out efficiently on the existing basis. No aspect of accounting for expenditure calls for comment.

The loan sanctioning authority for the Borough Council is the Ministry of Housing and Local Government. Previously the London County Council was the loan sanctioning authority in respect of housing expenditure up to 1949, when it reverted to the Ministry. So far as the Borough Council is concerned, this has proved to be a welcome administrative improvement.

A feature of London finance which is not to be found in provincial local government, is the scheme made under Sec. 10, Local Government Act, 1948, known as the London Equalisation Scheme. By virtue of the Borough's very high rateable value per head of weighted population, Holborn receives no grant and contributes heavily to the grant pool for distribution to those Metropolitan boroughs which have come to be known as the Receiving Boroughs. For the year 1958–59, the Council has raised a rate of over 2s. 1d. in the £ to meet this liability. The Borough Council is of the opinion that the existing basis of the Equalisation Scheme is unscientific and inequitable. The Ministry of Housing and Local Government is at present causing to be made a full-scale investigation into the working of the scheme.

The London County Council contribute towards the Housing Revenue Account, either half the agreed loss or one-sixth of the Exchequer contribution, whichever is the less. This, in effect, is a separate equalisation scheme relating solely to housing expenditure.

8th May, 1958.

Supplementary Evidence submitted by the Holborn Metropolitan Borough Council

The Council have already submitted evidence to the Royal Commission relating to certain detailed functions which were specifically asked for by the Commission. The following information on other functions of local government performed by the Borough Council or the London County Council, either separately or jointly together with Borough Council's recommendations, is set out in brief form in reply to a letter dated 19th August, 1958, from the Chairman of the Royal Commission on Local Government in Greater London.

1. Basement Bakehouses

Factories Act, 1937

Metropolitan borough councils are required to carry out examination of every basement bakehouse every fifth year from 1937 and if unfit to serve notice prohibiting its use as a bakehouse.

2. Burial Grounds

(i) Burial Grounds and Crematoria

Burial Acts, 1853–1906 *and the Cremation Act*, 1902

Empower a metropolitan borough council to provide a cemetery and crematorium.

The provisions of these Acts have not been implemented by the Holborn Borough Council.

(ii) Disused Burial Grounds

Burial Act, 1855, *Section* 18. *Open Spaces Act*, 1906, *Section* 9.
London County Council (*General Powers*) *Act*, 1951, *Sections* 33 *and* 34
Town and Country Planning Act, 1944, *Section* 28

Empower a local authority to acquire, maintain and develop a disused burial ground.

So far as this Borough is concerned, the only disused burial ground which the Council partially administers is attached to St. Giles' Churchyard.

3. By-laws

By-laws are made both by the London County Council and by metropolitan boroughs. The County Council mainly make by-laws which will have general application in the whole of the County, such as London Building Acts, drainage, etc. Metropolitan boroughs deal with by-laws of local application, such as open spaces and Registration of Hairdressing Establishments if adopted.

4. Civil Defence

Under the provisions of the Civil Defence Act, 1948, the borough council is the Corps Authority for Holborn. The London County Council is also a designated Corps Authority under the Act. The Borough Council collaborate with the London County Council in connection with the recruitment and training of specialised sections of the Corps.

5. Cleansing of Persons

(i) *Public Health (London) Act*, 1936, *Sections* 124 *and* 125

Empowers a metropolitan borough council to provide facilities for the cleansing of verminous persons.

(ii) *London County Council (General Powers) Act*, 1953, *Section* 43

Empowers a borough council to cleanse aged and enfeebled persons in their own homes or elsewhere.

Under an arrangement with the Westminster City Council, provision is made for the disinfection, disinfestation and cleansing services, including cleansing of men and women for both Councils to be undertaken by the Holborn Borough Council at their premises in Stukeley Street and in the depot adjoining. In the light of more than two years' experience, this arrangement has proved satisfactory to both Councils.

6. Common Lodging Houses

Public Health (London) Act, 1936, *Sections* 156–166

Common lodging houses and keepers are required to be licensed annually by the borough council. The council may refuse to renew a licence if the applicant is not considered to be a fit and proper person or if the premises are not suitable or suitably equipped. The licensing, inspection and regulation of common lodging houses and the enforcement of by-laws relating to them are vested in the metropolitan borough councils, but the by-laws are made by the London County Council.

There are two common lodging houses in Holborn.

7. Disorderly Houses—Suppression of

Liability was placed on the Overseers of the Poor by the Disorderly Houses Act, 1751, to pay the costs of the prosecution of offenders. Subsequently, by the Disorderly Houses Act, 1818, the Overseers were given power to prosecute offenders under the 1751 Act. The procedure under these old Acts with certain modification, has been applied by Section 13 of the Criminal Law Amendment Act, 1855, which has in turn been modified by the Sexual Offences Act, 1956. Metropolitan Borough Councils prosecute offenders, but the Police also have power to prosecute in default and can charge their costs and expenses against the borough council.

RECOMMENDATION. That the powers conferred on Metropolitan Borough Councils under this heading be transferred to the Metropolitan Police.

8. Food and Drugs

The Borough Council are the Food and Drugs Authority for Holborn by virtue of the provisions of the Food and Drugs Act, 1955.

9. Hairdressers and Barbers

London County Council (General Powers) Act, 1954

Requires a person carrying on the business of a hairdresser or barber, and the premises where such business is carried on to be registered by the borough council. The borough council are also empowered to make by-laws for the purpose of securing the cleanliness of premises, instruments, towels, materials and equipment used, together with the cleanliness of persons employed in such premises and their clothing.

10. Home Safety

London County Council (General Powers) Act, 1957

Section 82 of this Act empowers a metropolitan borough council to arrange for the dissemination within the borough of advice and information on matters relating to the promotion of safety in the home and the encouragement of the taking of proper precautions for avoiding accidents in the home.

11. Information Centres

By Section 134 of the Local Government Act, 1948, a metropolitan borough council may make arrangements whereby the public may readily obtain information concerning the services available within the area of the authority, provided either by the authority or by other authorities or by government departments, and other information as to local government matters affecting the area. Under the Rent Acts power is given to local authorities to publish information for the assistance of landlords and tenants as to their rights and duties.

12. Local Land Charges

Section 15 of the Land Charges Act, 1925, created the local land charges register which is maintained in London by the London County Council, the metropolitan boroughs and the Common Council of the City of London. By Section 15 the Land Charges Register was divided into four parts but additional parts have subsequently been added by specific Acts and the Register now consists of ten parts. Parts I and II contain financial charges. Where a local authority has expended money for any purpose which, when any requisite resolution is passed, will confer a charge upon the land, the charge is registered against the land. These Parts are kept by the County Council and metropolitan boroughs. Part III relates to planning charges and is kept by the County Council.

Part IV. This is the 'General' part of the Register wherein are registerable all charges not made registerable in some other part. In practice, Part IV relates to 'prohibitions of or restrictions on the user or mode of user or transfer of land or buildings which are not planning charges.' This part is kept by the County Council and metropolitan boroughs. Parts V to IX are kept by the County Council. These parts respectively deal with Agricultural (Miscellaneous Powers) Act, 1941; Town and County Planning Acts; New Towns Act, 1946; Civil Aviation Act, 1946; and the Agricultural Act, 1947. Part X is kept by metropolitan boroughs and is confined to lists of buildings of special architectural or historic interest.

13. Old People's Welfare

Under Section 31 of the National Assistance Act, 1948, a local authority may contribute to the funds of any voluntary organisation whose activities consist in or include the provision of recreation or meals for old people. By Section 64 (1) 'local authority' includes metropolitan boroughs.

The Council has sponsored the formation of The Holborn Old People's Welfare Committee for whom they have provided a secretariat and staff. By this means the Council ensure that the old people's welfare services in the borough are available to the individual person in need. The staff work in close liaison with all the existing statutory and voluntary organisations in the borough who are in any way connected with the welfare of the aged.

14. Pet Animals

Pet Animals Act, 1951

Provides for the licensing and supervision of pet shops by a metropolitan borough council.

15. Poisons

Pharmacy and Poisons Act, 1933

The above Act together with the Poisons Rules 1952–58 and the Poisons List Order, 1952–58, regulate the sale of poisons, and the metropolitan borough council are required to keep a list of persons who are entitled to sell poisons included in Part II of the Poisons List.

16. Preparation of Register of Electors

Prepared now under Representation of the People Act, 1949, Section 6. Preparation of Register of Electors was originally made the responsibility of the Town Clerk by Section 11 (1) of the London Government Act, 1899.

17. Public Libraries

The Council is a Library Authority under the Public Libraries Act of 1892, and maintains a Central Library in High Holborn, comprising Lending, Reference and Commercial Departments and a Reading Room, together with the East Holborn Library in Gray's Inn Road.

It has been the policy of the Council in the post war years to make the Library the cultural centre of the community and with this in view, extension activities have steadily increased in scope and number. These activities include the presentation of gramophone recitals (the fifteen hundredth will shortly be given) and lectures, the arrangement of art and other exhibitions and an annual Children's Book Week, the sponsorship of the Holborn Society, the Holborn Film Society and the Holborn Artists and the inauguration of a Picture Lending Scheme.

Having regard to the geographical factors which make Holborn the academic centre of London, the centre of the publishing world, and at the same time, one of the most important commercial areas, it was also considered essential that an efficient reference and commercial library service be provided.

The service is freely available to all who live, work or study in Holborn and in view of the large daytime population the Council have considered the provision of a new Central Library to be of cardinal importance to the continued development of the service. Work on this commenced in September, 1958, and will be completed by 1960.

18. Rag Flock

Under the provisions of the Rag Flock and Other Filling Materials Act, 1951, the borough council are required to maintain a register of premises where certain specified materials are used in connection with certain upholstering and filling processes and to licence premises used for the manufacture or storage of rag flock.

19. Registration of Births, Deaths and Marriages

The Births and Deaths Registration Acts, 1836 *to* 1947
The Marriage Acts, 1811 *to* 1954
Local Government Act, 1929

Section 24 of the Local Government Act, 1929, required metropolitan boroughs to submit a Scheme to the Minister under which the Council are responsible for the appointment and salaries of Superintendent Registrars and Registrars of Births, Deaths and Marriages and the provision of offices for Registrars, whilst the Town Clerk is responsible for supervising the general administration.

All fees collected by the registrars in connection with marriages, the provision of copies of certificates, etc., are paid to the borough council. Details of births and deaths registered are supplied to the borough council for use in connection with public health statistics.

RECOMMENDATION. That the complete control of this service, including the appointment of Staff and the provision of office accommodation, be transferred to the Registrar-General.

20. Rent Restrictions

Rent Act, 1957

Provides for the issue by a metropolitan borough council of a certificate of disrepair upon application by the tenant of a controlled tenancy where the local authority are satisfied that the dwelling or part of it is in disrepair by reason of defects reported by the tenant to the landlord six weeks previously and which remain unremedied. Upon application by the landlord for cancellation of the certificate on the ground that the defects specified in the certificate have been remedied the local authority may cancel the certificate.

21. Slaughterhouses

Slaughterhouses Act, 1958

Provides for the licensing of slaughterhouses, for construction standards for hygiene, and the prevention of cruelty to animals.

There are now no slaughterhouses in Holborn.

22. Small Lotteries and Gaming Act, 1956

The object of this Act is to provide for the regulation of small lotteries and small gaming parties.

Small lotteries can be promoted by societies which register with the local authority, provided the society is established and conducted wholly or mainly for charitable purposes; support of athletic sports or games or cultural activities, other purposes not being purposes of private gain or any commercial undertaking. Applications for registration are made to the local authority in whose area the office or head office of the society is situated.

23. Street Trading

The metropolitan borough council are responsible for the licensing, control and administration of all matters as laid down in the London County Council (General Powers) Act, 1947, and the London County Council (General Powers) Act, 1957, except that in certain instances final decisions can be made in the Magistrates Court and by the Home Secretary. By-laws for administration and general regulation can be made subject to Home Office approval.

Many problems have arisen under the Acts which are most difficult to interpret —Lord Goddard, the previous Lord Chief Justice, is reported to have stated that Part IV of the 1947 Act 'contains Sections which to my mind are exceedingly obscure and exceedingly involved'—other Judges and Queen's Counsel have expressed similar views on this Act. It seems that a new simpler Act is required and one which would give councils wider powers, particularly in the field of licence issue, powers of variation, revocation, etc., and the need to levy street trading charges in accordance with actual individual costs of Borough Councils. It is felt that it is quite wrong for the general ratepayers of any borough to subsidise street traders.

RECOMMENDATION. That legislation governing matters under this heading be reviewed with a view to simplifying procedure and empowering Metropolitan Borough Councils to make charges in respect of street trading which bear an economic relationship to the services performed by the Borough Council.

24. Youth Organisations

Under the powers provided by Section 4 of the Physical Training and Recreation Act, 1937, the Council have provided and maintain a Youth Centre.

October, 1958.

Evidence submitted by the Islington Metropolitan Borough Council

TABLE OF CONTENTS

Subject *Page*

General Information about the Metropolitan Borough of Islington . . . 348
The Council, its Committees, Departments and Chief Officers 351

The Council's Main Activities

Baths and Wash-houses 353
Cemetery, Crematorium and Mortuary 354
Civil Defence 355
Establishment 355
Finance 355
Highways (including Street Lighting and Road Safety), Open Spaces and Sewers 356
Housing 357
Municipal Entertainments 359
Public Cleansing (including public conveniences and street trading) . . 359
Public Health 361
Public Libraries and Museum 363
Registration of Births, Deaths and Marriages 364
Rent Control 365
Summary of estimates of the net expenditure and income of the Council for the year ending 31st March, 1958 365

PART I—GENERAL INFORMATION

1. Statistics

Area	3,092 statute acres	The second largest Metropolitan Borough north of the Thames
Greatest length (north-west to south-east)	3 miles	
Greatest width (east to west) . . .	2½ miles	
Population (R.G.'s estimate June 1956) . .	228,800	
Number of assessments as at 1st April, 1957	53,842	
Rateable Value at 1st April, 1957 (including R.Vs of Government property)	£3,021,474	
Estimated net product of 1*d*. rate for 1957–58	£11,800	
Rate in £ for 1957–58	16*s*. 4*d*.	
Total length of roads	126 miles	
Total area of public open space .	60 acres	

2. Neighbouring Boroughs

North and north-east	Municipal Borough of Hornsey
East	Metropolitan Boroughs of Stoke Newington and Hackney
South-east	Metropolitan Borough of Shoreditch
South	Metropolitan Borough of Finsbury
West	Metropolitan Borough of St. Pancras

3. The Character of the Borough

(a) The borough is mainly residential, the southern part being particularly rich in residential squares, some of which are regarded as of outstanding importance in the architectural development of London, but there is a liberal spattering of commerce and industry, to a large extent inextricably mingled with ordinary houses.

(b) In 1951, when the census showed a population of 235,645 in 3,092 acres, Islington was clearly the most densely populated of all the metropolitan boroughs and probably still is, although the population as estimated in the middle of 1956 had dropped to 228,800.

(c) The borough is very short of public open space, a problem to which it is difficult to find a practical solution in such a densely built-up area.

(d) The character of the borough has changed considerably during the past forty years. Before the 1914–18 war many of the large houses in the north and east of the borough were in single occupation, but between the wars they came into and have remained in multiple occupation. Most of them are about 100 years old and badly adapted for multiple occupation, with standards of water-supply, heating, sanitary accommodation and, frequently, natural lighting that are far below what is hygienically desirable. The total number of dwellings in the borough is over 44,000 and no borough in London has such a large number of old houses with basements which must become increasingly difficult to make fit for habitation as time goes on.

(e) The change in the borough's character is continuing, mainly as a result of the energetic housing policy pursued by the Council since the war, full advantage having been taken of the opportunity afforded by the extensive damage suffered during the war to provide many new housing estates in all parts of the borough.

(f) The principal industries of the borough are light engineering, electrical engineering, clothing, furniture and food.

4. Important Buildings in the Borough

The Metropolitan Cattle Market, owned and managed by the Corporation of the City of London.

The Agricultural Hall, now used by the G.P.O. as a sorting office for foreign parcel mail.

The Northern District Post Office.

The Savings Certificate Division of the Post Office Savings Department.

H.M. Pentonville and Holloway Prisons.

The Northern Polytechnic.

The Arsenal Football Club's ground and premises.

Parts of the Archway and Northern hospital groups and an annexe of the Royal Free Hospital.

Clerkenwell County Court.

5. Transport

(a) Forty-nine diesel and trolley-bus and Green Line routes either traverse, skirt or touch on the Borough, and there are in the borough one diesel bus depot and one trolley-bus depot.

(b) There are ten tube stations in the Borough, on the Northern and Piccadilly lines.

(c) The railway lines traversing the borough and the stations on them are:

- (i) Main line from King's Cross to the north, passing through Finsbury Park Station.
- (ii) The St. Pancras–East Ham–Barking line, passing through Upper Holloway and Crouch Hill Stations.
- (iii) The Broad Street–Richmond/Watford line, passing through Canonbury, Highbury and Islington, and Caledonian Road and Barnsbury Stations.

(d) There are extensive railway sidings in the part of the borough bounded by Isledon Road, St. Thomas's Road, Gillespie Road and Drayton Park, and at Stock Orchard Crescent, Lough Road and the Metropolitan Cattle Market. There are less extensive sidings near the disused Junction Road Station on the St. Pancras–East Ham–Barking Line. There is a complex of lines between Vale Royal, Rufford Street/Gifford Street and York Way, where the main line from King's Cross enters the borough.

(e) The Regent's Canal crosses the southernmost part of the borough.

6. Electoral Areas.

	Name	*Total Electorate* 1958 *Register*	*No. of Members Returned*
Parliamentary Constituencies	Islington East	49,964	One
	Islington North	54,920	One
	Islington South-west	57,404	One
London County Council divisions (co-extensive with Parliamentary constituencies)	Islington East	50,300	Three
	Islington North	55,285	Three
	Islington South-west	57,879	Three
Borough Wards	Tufnell	20,566	Six
	Upper Holloway	17,497	Six
	Tollington	17,292	Six
	Canonbury	14,562	Six
	Highbury	18,226	Six
	Mildmay	17,613	Six
	Lower Holloway	17,997	Six
	Thornhill	10,529	Six
	Barnsbury	9,281	Three
	St. Mary	8,994	Three
	St. Peter	11,211	Six

7. Registration of Electors

The borough is a registration area by virtue of Section 6 of the Representation of the People Act, 1949 and the Town Clerk is Registration Officer.

8. Miscellaneous Information

Coroner	Sits at St. Pancras coroner's court. A coroner's court and mortuary were provided for the borough many years ago but were not used for a very long time and have now been converted for other use.

County Court	The majority of the borough is within the jurisdiction of the Clerkenwell County Court. A small part is within the jurisdiction of Shoreditch County Court.
Education	The borough is linked with Holborn and Finsbury to form the London County Council's education division 3. *School Managers:* The Islington Borough Council make appointments to the bodies of Managers of the various county primary and county voluntary schools in the Borough.
Electricity	With Hackney and Stoke Newington, Islington forms the northern district of the London Electricity Board.
Gas	The borough is in the northern division of the North Thames Gas Board.
Health (County Council Services)	For the purposes of the local health services administered by the London County Council, Islington, with Holborn and Finsbury, forms division 3.
Magistrates' Courts	Islington is within the jurisdiction of North London and Old Street Magistrates' Courts, neither of which is in the borough.
National Assistance	Islington falls into three of the areas of the London north region of the National Assistance Board.
Petty Sessions	Islington is in the New River Petty Sessions division, with Holborn, Finsbury, St. Pancras and Stoke Newington.
Police	G and N divisions of the Metropolitan Police cover the borough.
Rent Tribunal	For this purpose Islington is linked with Bethnal Green, City of London, Finsbury, Hackney, Poplar, Shoreditch, Stepney and Stoke Newington and the tribunal's office is in the Islington Housing Department at 220, Upper Street.
Water	The Council appoints a representative on the Metropolitan Water Board.

9. Representation on other bodies

(a) The Islington Borough Council is a constituent member of both the Metropolitan Boroughs' Standing Joint Committee and the Association of Municipal Corporations.

(b) The Council also appoint, or nominate for appointment, representatives on 34 other organisations of various kinds (including the Metropolitan Water Board, already referred to).

PART II—THE COUNCIL, ITS COMMITTEES, DEPARTMENTS AND CHIEF OFFICERS

1. THE COUNCIL consists of:

The Mayor, who is Chairman, and is elected annually, invariably from within the Council.

Ten Aldermen (their number being equal to one-sixth of the number of elected Councillors). They are elected in two halves for overlapping periods of six years, i.e. five are elected every three years, in general from among the elected Councillors.

Sixty Councillors, all of whom retire together every three years.

2. THE STANDING COMMITTEES through which the Council operates are eleven in number, each responsible for some aspect of the Council's work and each, save in three cases, having control of one of the several departments into which the Council's staff is divided. Each department is under the day-to-day direction of a Chief Officer. The following table shows the position.

Committee	*Brief Description of Functions*	*Chief Officer*
Baths and Wash-houses	Controls the Council's baths and wash-houses establishments.	General Superintendent and Engineer of Baths and Wash-houses.
Civil Defence .	Controls the carrying out of the Council's statutory civil defence duties. No Departmental responsibility, the civil defence staff that they control being part of the Town Clerk's Department for administrative purposes.	The Town Clerk (who is Controller Designate), assisted by a specially appointed Civil Defence Officer.
Cleansing . .	Controls, through the Cleansing Department, the collection and disposal of house and trade refuse, street sweeping, snow clearing, the provision and maintenance of public conveniences and licensed street trading.	The Cleansing Superintendent.
Establishment .	No departmental responsibility. All matters relating to the rates of pay and conditions of service of the Council's officers and employees.	The Town Clerk.
Estates . . .	Supervision, maintenance and management, through the Housing Department, of all housing estates, houses and shops owned or requisitioned by the Council, including the fixing of rents in consultation with the Finance Committee.	Housing Estates Manager.
Finance . .	Regulation and control of the finances of the Borough, through the Finance Department, in accordance with the Council's financial standing orders and regulations.	The Borough Treasurer.
Housing . .	No departmental responsibility. The purchase, clearance and redevelopment of sites for the provision of housing accommodation; slum clearance; improvement grants and demolition and closing orders.	The Town Clerk. (The Council's Architects are a private firm.)
Law and General Purposes	Superintends the Council's legal and parliamentary work and co-ordinates policy. Controls the Town Clerk's Department. Responsible for matters arising under the Representation of the People Acts; municipal entertainments; co-ordination of old people's welfare activities. Many miscellaneous functions not within the scope of other Committees.	The Town Clerk. (There is a specially appointed Director of Entertainments working under the general direction of the Town Clerk.)

Committee	*Brief Description of Functions*	*Chief Officer*
Public Health .	Controls through the Public Health Department the exercise of the Council's environmental health functions under The Public Health (London) Act, 1936 and other enactments.	Medical Officer of Health.
Public Libraries and Museum	Controls the Council's public libraries.	Chief Librarian and Curator.
Works . . .	Controls through the Works Department the performance of the Council's duties relating to the repair, maintenance and lighting of highways, the provision and maintenance of public open spaces, the provision and maintenance of local sewers. Supervises the conduct of the road safety campaign with the help of a special advisory committee.	The Borough Engineer and Surveyor. (There is a specially appointed Road Safety Organiser under the general direction of the Borough Engineer).

Note—Apart from his departmental responsibilities, the Town Clerk is also the Clerk to the Council and all its Committees and the Council's chief executive and administrative officer and general legal adviser. The Borough Treasurer is the Council's chief financial officer.

All chief officers are of course available for consultation by any of the departmental committees.

The next part of this memorandum describes in broad outline the main activities of the Council.

PART III—THE COUNCIL'S MAIN ACTIVITIES DESCRIBED IN BROAD OUTLINE

1. Introduction

The Council's activities are centralised in a modern town hall, to which is attached a public hall, and at the present time the approved establishment of staff, both permanent and temporary, is:

Officers	*Employees*
514	1,019 (Includes 175 as the average number of employees in the Housing Department throughout the year, there being no fixed establishment of employees for this department).

2. Baths and Wash-houses

(a) The Council provide the following facilities:

Name and Location of Establishment	*Date Opened*	*Number of Swimming Baths*	*Number of Private Baths*	*Number of Wash-houses*
HORNSEY ROAD BATHS, HORNSEY ROAD, N.7—north of the Borough	July 1892	Four (One at present out of use)	125	One

Name and location of Establishment	*Date Opened*	*Number of Swimming Baths*	*Number of Private Baths*	*Number of Wash-houses*
CALEDONIAN ROAD BATHS, CALEDONIAN ROAD, N.7—south-west of the Borough	May 1892	Three (One of which is converted into a public hall during the winter months, giving accommodation for 800 persons for a variety of functions)	102	One
ESSEX ROAD BATHS, GREENMAN STREET, N.1—south-east of the Borough	April 1895	Three	91	One

(b) Generally speaking, all three premises are regarded as having served their useful life. As long ago as immediately before the war the Council were preparing to rebuild but these plans had, of course, to be held in abeyance during the war years and, since 1945, the Council's other commitments coupled with the continually recurring need to restrict capital expenditure have made it impossible to reopen the matter until recently, when the proposal to rebuild Hornsey Road Baths was revived, only to be put into abeyance again by reason of the present financial position. (c) Despite the age of the buildings, however, every effort has been made to keep them as modern as the limitations of the original design permit and the three establishments continue to give adequate service to the residents of the borough. There are effective filtration and aeration plants for all the swimming baths. Since the war, all three wash-houses have been mechanised, resulting in a spectacular increase in their use. The boiler houses at two of the establishments have been modernised by the installation of oil-burning apparatus (which is a contribution to the fight against smog), the third being under consideration, and the deep well pumps at one establishment have been electrified.

(d) The following figures for the year ending 31st March, 1957 illustrate the extent of the service to the public provided by the baths and wash-houses:

No. of Swimmers (including Clubs)	*No. of Spectators*	*No. of private foam and shower baths taken*	*No. of persons using wash-houses*	*Receipts from letting of public hall at Caledonian Road Baths*
341,620	5,653	346,095	99,698	£478 4s. 6d.

3. Cemetery, Crematorium and Mortuary

(a) The Council have a cemetery of about 77 acres at Finchley in Middlesex. It is part of land purchased jointly by the Parishes of Islington and St. Pancras in 1854 for their respective burial ground needs, and is available to residents of the borough and, subject to certain conditions and for higher fees, to non-parishioners. The Council undertake the turfing and planting of graves, the flowers and plants required being raised in the Council's own hothouses.

(b) It will not be long now before all the burial space in this cemetery has been used up, but about 43 acres for a new cemetery have already been purchased at Trent Park, Cockfosters, and preparations are being made to bring it into use.

(c) The Cremation Act, 1902 was adopted in 1937 and the crematorium in the Finchley cemetery is available to residents of the borough and to non-parishioners without differentiation. The number of burials is falling each year and the number of cremations rising. During the year ended 31st March, 1957 the figures were:

Burials . .	1,679	Cremations . .	459

(d) A mortuary erected in 1874 in Holloway Road has now been converted for other purposes, because for many years it had never been used. Mortuary facilities for the borough are provided by arrangement with St. Pancras Borough Council.

4. Civil Defence

(a) At the beginning of the last war the Council were responsible for setting up a civil defence organisation for a population of about 300,000 and for administering and controlling it operationally throughout the war. These duties were of course completely different from the Council's peace-time functions. The organisation dealt successfully with 1,241 air raid incidents (including 15 parachute mines, 19 flying bombs and 11 long-range rockets) involving 958 deaths and over 3,000 known injured. Its success is evidence of the Council's vigour and resourcefulness and shows the ready adaptability in times of emergency of varied local resources locally controlled.

(b) Since the war the Council have energetically carried out their new civil defence duties. They have set up a special committee for the purpose (the Civil Defence Committee); have appointed the Town Clerk to be controller designate; and have appointed a civil defence officer and a chief instructor. Members of the Civil Defence Committee, the controller designate, the civil defence officer, the chief instructor, and senior members of the Council's staff who have been designated for important posts in the civil defence organisation, have attended courses at the civil defence staff college.

(c) In the Council's organisation there are officers qualified to instruct volunteers in all aspects of civil defence and every effort is made in the difficult task of stimulating recruitment.

5. Establishment

(a) To secure uniformity of conditions of service and the avoidance of anomalies in the salaries and wages structure, the Council have set up an Establishment Committee whose duty it is, broadly speaking, to deal with all matters affecting the approved establishment of officers and employees, their rates of pay and conditions of service, in consultation with other committees as may be necessary or desirable.

(b) Appropriate joint committees have been set up to provide machinery for consultation between the Council and its officers and employees.

6. Finance

(a) Financial control and administration is maintained at a very high standard. The Council is particularly concerned to see that the expenditure of the various departments is very carefully watched, the object being to secure the best value for the money spent. They have introduced a comprehensive code of financial control, comprising standing orders and regulations which require the various committees to present annual estimates to the Finance Committee for examination and submission to the Council, and enable each spending committee to supervise its own expenditure by means of a system of monthly statements showing expenditure to date against approved estimates so that they may call for any explanation they require and, if necessary, report to the Council or request the Finance Committee to submit a supplementary estimate to the Council.

(b) In the Council's three direct labour departments (Cleansing, Works and Housing) there is a system of job-costing, requiring the actual cost of each job to be ascertained and reported for comparison with the approved estimated cost.

(c) The day-to-day work of financial administration and control, including a continuous internal audit, is carried out in a highly mechanised finance department under the direction of the Borough Treasurer.

(d) Attached to this memorandum as an Appendix is a copy of the summary of estimates of the net expenditure and income of the Council for the year ending 31st March, 1958.

7. Highways (including Street Lighting and Road Safety), Open Spaces and Sewers

(a) Introduction

The administration of the above-mentioned services is centralised in the Works Department under the direction of the Borough Engineer and Surveyor. The headquarters of the department is in the town hall and there are two subsidiary depots.

(b) Roads and Footways

The Council maintain 126 miles of roads and over 240 miles of footway, in which many improvements have been made since the war despite the chronic need in those years for restriction of expenditure generally and of capital expenditure in particular. Advantage was taken of the removal of 10 miles of tram track from the main roads of the borough to renew the surfaces with non-skid asphalt, and the Council have carried out an extensive programme of economic but most effective resurfacing by carpeting granite setts with cold asphalt. Many miles of footway have been either entirely reconstructed or extensively repaired since the war.

(c) Aids to Vehicular and Pedestrian Traffic

The 24 sets of traffic signals (which include two quite recent entirely new installations) are maintained at a high standard of efficiency; replacements and improvements to modern requirements have been carried out in recent years. There is an effective system for the maintenance of the flashing beacons, studs and stripes of pedestrian crossings to the requirements of the regulations, and many new street refuges have been placed in the main traffic routes, the need for additional ones being constantly reviewed. The scheme of the Ministry of Transport and Civil Aviation for the through-route signposting of London has been implemented in the borough and the supplementary local signposting scheme is being prepared.

(d) Street Lighting

The roads of the borough are lighted by gas and electricity. Since the war the lighting of 10 miles of main roads has been modernised and the lighting of about 10 miles of side streets has been converted from gas to electricity. Schemes are in preparation for the modernising of about another 5 miles of main road and another 12 miles of side-street lighting. It is the Council's policy to discontinue entirely the use of gas for street lighting and ultimately to relight the whole of the roads of the borough to a modern standard using electricity.

(e) Road Safety Campaign

In 1946 the Council set up a local road safety committee consisting of members of the Council and representatives of outside bodies, including the police and the local education authority, and appointed a full-time road safety organiser. Since then they have carried on in collaboration with The Royal Society for the Prevention of Accidents and the Ministry of Transport a continuous campaign of road safety propaganda. That it has not been without some success is shown by the fact that despite the high child population and the density of the traffic in the borough, in the 3½ years between May 1951 and October 1954 no child was killed on the roads of the borough, and that, despite the steep rise in the number of vehicles on the roads since the campaign was commenced, the accident death rate among children, at whom the campaign is primarily directed, is lower than when the campaign started.

(f) Open Spaces

(i) The borough lacks sufficient public open space, there being only about 60 acres, including Highbury Fields (27½ acres) which belongs to the London County Council, but in such a densely built-up area as Islington it is difficult to find a practical remedy. Fortunately, however, Finsbury Park, Waterlow Park and Clissold Park, although just over the borough boundary, are within fairly easy reach of the northern and eastern parts of the borough.

(ii) Despite the limitations imposed by the densely built-up character of the borough, many improvements have been made since the war. Fifteen gardens used for shelter sites during the war have been completely reinstated. Several privately owned gardens have been acquired and redeveloped for public use, and a fairly large area of land and water, formerly The New River, has been acquired from the Metropolitan Water Board and turned into a public open space running almost continuously for some 1¼ miles through the eastern part of the borough.

(iii) For many years the Council have contributed £500 per annum towards the cost of the upkeep of Alexandra Park and Palace and have appointed two trustees to serve the Board of Management. They have also quite recently agreed to contribute towards the cost of the acquisition by the London County Council of 4½ acres of land to be added to Hampstead Heath.

(g) Sewers

The Council are responsible for the repair and maintenance of all local sewers, which is done partly by direct labour and partly by contract. They also exercise powers relating to the control of the discharge of trade effluents into sewers. The main or trunk sewers are the responsibility of the London County Council.

(h) Town Planning and London Building Acts

There is a special sub-committee of the Works Committee appointed to give proper detailed attention to the many matters referred to the Council by the London County Council under the Town and Country Planning Acts and London Building Acts. The control of advertisement regulations are administered by the Council under delegated powers.

8. Housing

(a) Between the Wars

The Council have a record of energetic housing policy going back nearly 40 years. Their first housing estate was completed in 1921 and by the outbreak of war in 1939 they had completed fifteen estates of varying sizes, giving a total of 1,682 homes. Another 135 homes were provided by the conversion of miscellaneous properties. Slum clearance was started under the Housing Act, 1930.

(b) 1939–45

Normal peace-time housing activities were of course suspended during the war, but in that time the Council requisitioned and converted properties to rehouse 1900 families whose homes had been destroyed by enemy action; maintained hostels through which passed over 2,000 people made homeless by enemy action; repaired on behalf of the Government many thousand houses that had been badly damaged by enemy action; and undertook various miscellaneous tasks connected with keeping a roof over everybody's head.

(c) Post-war

(i) Even before the war there was a difficult housing problem in the borough because so many of the houses were between 80 and 100 years old, providing a low standard of accommodation, and there was much overcrowding by tenants who could not find a separate home at a rent they could afford. The situation facing the Council was made much worse by the fact that enemy action resulted in 3,200 houses in the borough being either demolished or damaged beyond repair and many thousand others sustaining damage of varying degrees of severity. The difficulty of carrying out routine care and maintenance during the war meant that many hundreds more had deteriorated to such an extent as to be barely habitable. The return of thousands of evacuees and members of the forces, many now married, added to the problem.

(ii) The Council were not permitted to recommence permanent building immediately the war ended, but the erection of 309 temporary bungalows was undertaken and the requisitioning and repair of all properties suitable for the purpose was continued. At one time the Council had 1,624 houses under requisition, providing 3,180 lettings, but, in accordance with their duty under the Requisitioned Houses & Housing (Amendment) Act, 1955 to end requisitioning for housing purposes by the 31st March, 1960, the number of requisitioned houses had been reduced to 500 (1,081 lettings) at the end of 1957.

(iii) The first steps towards a post-war housing programme had fortunately been taken as early as 1941, and when the Council were permitted to recommence permanent building in 1946 they had already acquired a number of large war-damaged sites and approved plans for their redevelopment. Since 1946 the Council have completed or have in course of construction 50 housing estates providing 3,378 homes. They have already made plans for another 727 homes and are formulating plans for more. All the Council's post-war estates are of modern design and construction, advantage being taken of the latest architectural ideas, and in the design and equipment of the interiors care has been taken for the comfort, convenience and pleasure of the residents.

(iv) It is an essential part of the Council's housing programme to demolish and replace slum houses and the figures given in paragraph (c)(iii) above include 57 new flats erected as part of the slum clearance programme. Additional proposals for slum clearance have already been agreed with the London County Council and forwarded to the Ministry of Housing and Local Government, and more areas are under discussion.

(d) Management and Maintenance

The management (including rent collection), repair and maintenance of all the Council's housing properties is carried out by a separate housing department under the direction of the Housing Estates Manager, who has a comprehensive direct labour repair and maintenance organisation at his disposal.

(e) Miscellaneous

In addition to their extensive construction of new dwellings, the Council secure the closing of basement and other rooms that are unfit for human habitation, and the demolition of individual unfit houses, and undertake responsibility for the consequent rehousing of families. The Council also operate the provisions of the Housing Act, 1949 relating to the making of loans for house purchase, building and conversion, and grants for improvements.

9. Municipal Entertainments

The Council took immediate advantage of the powers for the provision or sponsoring of entertainments contained in the Local Government Act, 1948, and have been presenting a wide variety of entertainments for the citizens of the borough, who have been given every opportunity to express themselves through their own shows. The Council have appointed a director of entertainments and cultural activities, who also acts as general secretary of the local Civic Council for Arts and Recreations, which the Council supports. To a large extent the shows are presented as a social service, no admission charges being made, thus giving everyone an opportunity to enjoy good music, films, plays, recitals, lectures and variety shows. Local societies are given assistance in their activities by way of advertising, provision of premises, and cash grants. The Borough Council take all financial responsibility for an annual Arts Festival lasting over three weeks.

10. Public Cleansing (including public conveniences and street trading)

(a) Introduction

The Council have always attached the greatest importance to efficient public cleansing and since 1920 their powers and duties in this connection have been carried out through a separate department which consists of a headquarters depot, a refuse disposal depot and a subsidiary depot in the north of the borough.

(b) Refuse Handling Plant

In January, 1937 a new refuse handling plant, costing about £40,000, was brought into operation. It was then the most modern equipment of its kind in the country and is still in the forefront, being in good mechanical condition due to sound maintenance. The primary function of this plant is to receive refuse from the collecting vehicles and to elevate it on to conveyor belts which load it into special high-capacity railway wagons for conveyance to the tips in Hertfordshire belonging to the Council's disposal contractors. The plant at present handles about 89,000 tons of refuse a year, which includes not only Islington's refuse but also all Stoke Newington's. Until a few years ago a large part of the refuse of both Hackney and St. Pancras was also disposed of through Islington's depot. Quite frequently since the war the Council have been able to tide neighbouring authorities over difficulties by taking part of their refuse for disposal for short periods. For practical purposes the maximum handling capacity of the plant is 120,000 tons a year, but in emergency for relatively short periods it could deal with the equivalent of 150,000 tons a year.

(c) Refuse Collection and Disposal

(i) Since the war every effort has been made to adapt the Council's refuse collection system to the change in the character of the borough brought about by the construction of many housing estates. At these estates (private ones as well as the Council's and London County Council's) large temporary storage containers are provided (a hire charge being made), each having a capacity of either one or one and a quarter cubic yards of refuse. They are emptied once, twice or three times weekly, according to need, by special vehicles capable of emptying them on the site. There are now over 800 of these containers in use.

(ii) Refuse is collected from about 53,800 premises weekly, the total weight collected annually in Islington being about 74,000 tons. Extra collections are made from shops and business premises on request, a charge being made for the collection of trade refuse.

(iii) The Council's refuse is disposed of by contractors at their tips in Hertfordshire, by the controlled tipping method in accordance with conditions laid down by the local authorities concerned.

(d) Street Sweeping and Gully Cleansing

(i) About 126 miles of street have to be cleaned and here again the Council have seen to it that their methods are in keeping with the best modern practice. The old beat system, under which a man with a hand truck is given a specific beat to work on his own and has continually to retrace his steps as he sweeps and then fetches up his barrow, is gradually being replaced by a gang system in which a man with an electric truck follows and picks up the sweepings of a gang of four men who sweep continuously in the same direction. The electric trucks are emptied periodically by a cruising lorry. The Council also have an electric sweeper, used mainly at night. The frequency with which any given street is swept depends on its circumstances.

(ii) Over 7,000 street gullies have to be cleaned and the Council operate three modern vehicles for this purpose.

(e) Salvage

Salvage has always played an important part in the Council's activities. The disposal plant was originally designed to extract tins and small ferrous materials electro-magnetically, but over the years it has been adapted and modified to increase the extraction of salvage, which now averages £25,000 a year in value. At the present rate, the total value of salvage extracted since the plant was opened will reach half a million pounds in a year or two.

(f) Snow Clearing

The Cleansing Department is well equipped for snow clearing. They receive advance snow and ice warnings from the Meteorological office and have a special standby arrangement so that the men required are available. There is a priority system under which the most dangerous places and the most important traffic routes are dealt with first.

(g) Maintenance of Vehicles and Plant

The Council's fleet of cleansing vehicles, comprising 61 motor vehicles and 10 pedestrian-controlled electric vehicles, and the disposal plant, is repaired and maintained by the Cleansing Department's staff of fitters, mechanics and coach-painters using up-to-date equipment, and similar work for other departments is also carried out. The present workshop accommodation is old and now unsuitable, and loan sanction has been obtained for the construction at the disposal depot of new shops of modern design, but the Council have had to defer the scheme because of the present high interest rates.

(h) Public Conveniences

The public conveniences in the borough are no more than just adequate. One or two new ones have been provided in recent years, but the problem is to find sites that are in the right places and unobjectionable from all points of view. The matter is always in the forefront of the minds of the appropriate Committee and all possibilities are investigated.

(i) Street Trading

The number of licensed street traders in the borough is slowly falling, there being at present about 148. Some of these are in streets not designated for the purpose under the London County Council (General Powers) Act, 1947, and it is the Council's policy to discontinue each of these sites when the present trader ceases to hold the licence for any reason. No licences are granted to new traders in non-designated streets. Two full-time street markets inspectors are employed and it is the Council's practice to prosecute in cases of unlicensed street trading brought to their notice.

11. Public Health

(a) Introduction

In the circumstances described in the fourth paragraph of the part of this memorandum devoted to the character of the borough, the problems of environmental hygiene are great and it is important for the health of the inhabitants of the borough that they should be tackled energetically. A description in broad outline of the main powers and duties exercised and services rendered by the Council through the Public Health Department is given below.

(b) Health of the Borough and Environmental Control of Infectious Disease

(i) Vital statistics are tabulated, from which health trends—positive and negative—may be deduced and the deductions are discussed year by year in the annual reports of the Medical Officer of Health. In addition to the statutory tables, special analyses may deal with particular problems, e.g. tables of accidental deaths, indicating the points to which preventive attention requires to be most directed.

(ii) In the environmental control of infectious diseases there is close liaison between the Public Health Department, family practitioners, and the public health laboratory service at County Hall. Public Health Inspectors and specially appointed infectious disease visitors of the status of State Registered Nurse and assistant nurses carry out field enquiries in cases of infectious disease and contacts, and arrangements are made for the collection and submission to the laboratory of large numbers of pathological specimens.

(c) Disinfection and Disinfestation

The Council maintains its own disinfecting station with up-to-date plant for bacteriological disinfection. The premises also include a personal cleansing centre, and although the number of cases of scabies and louse infestation is now much less than formerly, increasing use is being made of the Cleansing Centre by offering special facilities to elderly persons who have no baths in their own homes and for whom the public baths are inadvisable for one reason or another. Domiciliary insect disinfestation service is also available, although bug infestation is less prevalent than at one time. Regular routine disinfestation ensures that fly-breeding at the Council's refuse disposal depot is negligible.

(d) Food Hygiene and Food Poisoning

In the borough there are approximately 2,500 establishments which have to be inspected under food and drugs legislation, ranging from extensive large-scale food factories through back-street cafés and minor snack bars to public house refreshment counters. A great deal of work is done each year on the control of food standards and on the inspection and in some cases the registering of many types of premises under various acts and regulations, including dairies, preserved food premises, sellers and manufacturers of ice-cream, offensive trades, hairdressers, premises selling heating appliances and shops dealing in animal pets, etc.

(e) Sanitary Inspections and Surveys

There are a large number of sanitary nuisances of all kinds to be dealt with each year. In 1956 the public health inspectors reported on nearly 14,000 separate lettings as a result of complaints and just under 3,000 statutory notices were served. The problems of enforcement are very far from being nominal or routine in Islington and it is probable that legal proceedings have to be taken more frequently than in any other London borough.

(f) Housing

Having regard to the character of the borough, all legislation connected with the public health aspects of housing produces major problems of implementation and administration. An idea of the size of the problem being tackled by the Council is given by the facts that (i) as a result of a recent survey it was estimated that not less than 800 individual houses would have to be represented as not repairable at reasonable cost and (ii) in 1956 seventy-six representations were made for closing orders on underground rooms, the majority arising from individual complaints and not from a systematic survey. Many slum clearance areas are under consideration.

(g) Rodent Control

Anti-rodent treatment of sewers and of private, commercial and industrial premises is dealt with by a specially trained whole-time team of ten, and the work done each year is considerable.

(h) Atmospheric Pollution

In conjunction with the department of scientific and industrial research, the Council maintain three atmospheric pollution measuring stations, and extensive surveys are being undertaken with a view to the promotion of smoke control areas.

(i) Care of the Elderly

(i) Although the legislation permitting the Council to care for the elderly is relatively restricted, it has still been found possible to do much useful work in this field. Cases of old people living in unsatisfactory sanitary conditions or with other special difficulties arise at the rate of about 500–600 a year. They are visited by specially appointed visitors and much has been done to assist through a great variety of organisations, both statutory and voluntary—many of the latter being assisted by grants from the Council under Section 31 of The National Assistance Act—and the Council's officers work in close liaison with the voluntary organisations in the provision of 'meals-on-wheels' for those unable to prepare sufficiently at home, assisted holidays for old people, chiropody services, etc. Arrangements are also made for the domiciliary cleansing of old people, where this is necessary, without infringing the work of district nurses, and for the foul laundry of incontinent people, mainly elderly, to be dealt with at the Council's cleansing station.

(ii) The experience gained by the officers of the Public Health Department in this field of work is helpful to hospitals, who give priority for admission to old people specially recommended by the Medical Officer of Health on sanitary and social grounds, and to general practitioners. Furthermore, the establishment of a good personal relationship between the visitors and the old people leads to the latter being more ready to accept advice, so reducing the likelihood of compulsory removal under Section 47 of The National Assistance Act arising.

(j) Health Education

The prevention of illness must depend increasingly in the future on the active co-operation of the public, and the Council has therefore given attention over the past years to two important branches of health education, namely—(i) the routine day-by-day advising of those who are seen or visited by public health inspectors and infectious disease visitors, coupled with the distribution of printed matter, regular use of posters throughout the borough, regular showing of health education films, the giving of special talks to organised bodies, etc., and (ii) the organisation of periodic major health exhibitions which have not only shown the work of the Council but also that of the County Council, hospitals and family medical practitioners.

12. Public Libraries and Museum

(a) The Libraries Provided

It will be noted from the following schedule that there has been a considerable expansion of the libraries service since the war and further expansion is contemplated.

Name and Location	*Date opened*	*Facilities provided*
Central Library, 68, Holloway Road, N.7	1907	Large adult lending department. Junior lending department (incorporating junior reference) Reference department and information bureau (accommodation for 57 students) Local museum Two public halls
North Branch, Manor Gardens, N.7	1906	At each— Adult and junior lending departments Accommodation for the study of magazines and newspapers Lecture hall
South-east Branch, Essex Road, N.1	1921	
West Branch, Thornhill Square, N.1	1907	
Archway Lending Library, 1/2, Archway Road, N.19	1946	At each— Adult and junior lending departments
Mildmay Library, 19/23, Mildmay Park, N.1	1954	
Lewis Carroll Library, 180, Copenhagen Street, N.1	1952	Lending library for boys and girls only

Public and Lecture Halls

These may be hired, and local societies make regular use of them, often without charge. They are also used for lectures, exhibitions and film shows put on by the libraries department.

(b) Special Services and Activities

Pentonville Prison .	Full library service provided by means of a collection of books on loan, now 21,000 volumes. Issues are about a quarter of a million books a year. Several times a week a qualified assistant visits the prison library as readers' adviser.
Deposit Collections .	These are provided: (i) At Holloway prison to supplement the prison's own library. A qualified assistant visits the library each week as readers' adviser. (ii) In 36 schools; collections changed each term. (iii) At a local Remploy factory. (iv) At a club for the physically handicapped. (v) At five old people's homes. (vi) To probation officers for children under their care.

Old and disabled people . . .	Visited by volunteer helpers with a fresh supply of books at weekly intervals.
Specialist collection .	As part of the Metropolitan libraries co-operative scheme the libraries maintain a specialist collection of books on physics and chemistry, and fiction and sets of plays whose author's names begin with the letters GRI–HOY.
Interavailability of Readers' Tickets .	Books are lent on tickets issued by other library authorities.
Business Firms . .	The reference library pays particular attention to the needs of business firms for information. By arrangement with local firms, seventy-eight specialist periodicals in the possession of participating firms are made available to any other firm in the scheme and to individuals. A quarterly news sheet is published and is supplied to any business concern in the borough on request.
Publications . .	The libraries publish six news sheets and pamphlets at varying intervals, giving information and guidance to readers. Duplicated topical book lists are issued frequently, and short bibliographies are compiled on request.

(c) **Children**

Particular attention is drawn to the special efforts to provide a suitable and adequate service for children as an encouragement to the formation of good reading habits. There is a principal assistant responsible for co-ordinating and expanding this work and several trained children's librarians have been appointed. Sites for two more local children's libraries have been reserved and stock for them is being acquired. Talks and film shows, story hours and library club meetings, occasional book weeks and annual Christmas story festivals are held. Classes of children are encouraged to visit libraries with their teachers during school hours and information about children's books and reading habits is given to visiting parties of student teachers and trainee child care workers. A collection of play sets for children is held, and a collection of books for backward readers.

(d) **Statistics**

Book stock—Adult lending . . .	194,139 volumes
Junior lending . .	68,261 ,,
Reference	27,329 ,,
Total issues 1956–57	2,305,608 ,,
Collection of items of local interest .	5,538 items (plus films, film strips, microfilms, slides, etc.)

13. Registration of Births, Deaths and Marriages

The Council administer under the Local Government Act, 1929 the provisions of the Registration Acts for the registration district of Islington, which is one of the largest districts in the County of London, being divided into five sub-districts.

14. Rent Control

The Council exercise their powers and duties under the Rent Acts through a special office with a staff of two, situated in the Housing Department. Thousands of personal enquiries are answered each year, and it is through this office that appointments are made with the 'poor man's lawyer'.

The Town Hall,
Upper Street,
Islington, N.1.

February, 1958.

SUMMARY OF ESTIMATES OF THE NET EXPENDITURE AND INCOME OF THE COUNCIL FOR YEAR ENDING 31st MARCH, 1958

Line Ref.	*Purposes*	*Amount for the year ending 31st March, 1957*			*Estimate for the year ending 31st March, 1958*	*Equivalent Rate in the £*	
		Original Estimates	*Supplementary Estimates*	*Probable Actual*			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	
		£	£	£	£	s.	d.
	EXPENDITURE						
	PRECEPTS LEVIED ON THE COUNCIL						
1	London County Council	1,012,000	—	1,036,000	1,274,400	9	0·00
2	Metropolitan Police .	224,550	—	229,900	233,050	1	7·75
3	Total Precepted Expenditure	1,236,550	—	1,265,900	1,507,450	10	7·75
	COMMITTEES OF THE COUNCIL						
4	Finance Committee .	98,010	8,823	94,337	97,650		8·28
5	Law and General Purposes Committee .	101,435	6,591	95,265	111,185		9·42
6	Works Committee. .	292,990	16,266	271,865	306,170	2	1·95
7	Cleansing Committee .	337,285	27,723	342,070	361,345	2	6·62
8	Public Health Committee	81,350	4,925	71,755	90,310		7·65
9	Baths and Wash-houses Committee . .	86,000	6,175	79,560	92,500		7·84
10	Public Libraries and Museum Committee .	114,320	4,059	108,375	121,240		10·28
11	Estates Committee .	135,935	8,787	123,023	197,890	1	4·77
12	Housing Committee .	900	187	610	1,100		0·09
13	Civil Defence Committee	2,875	28	1,640	2,950		0·25
14	Total Net Expenditure of Committees . .	1,251,100	83,564	1,188,500	1,382,340	9	9·15
15	Contingencies . .	20,000	—	—	20,000		1·69
16	*Total amount to be provided . . .*	2,507,650	83,564	2,454,400	2,909,790	20	6·59

Summary of Estimates—*continued*

Line Ref. (1)	*Purposes* (2)	*Amount for the year ending 31st March, 1957* *Original Estimates* (3)	*Supplementary Estimates* (4)	*Probable Actual* (5)	*Estimate for the year ending 31st March, 1958* (6)	*Equivalent Rate in the £* (7) s.	d.
		£	£	£	£	s.	d.
	INCOME						
17	Contributions from British Transport Commission and Central Electricity Authority	32,500	—	32,250	35,500		3·01
18	Equalisation Grant	305,000	—	370,000	360,000	2	6·51
19	Appropriation from Renewals and Repairs Fund	46,515	—	35,010	30,035		2·54
20	Appropriation from Balance.	99,635	—	54,860 (added)	171,455	1	2·53
21	General Rate at 13s. 4d. in the £	2,024,000	—	2,072,000	—		—
22	General Rate at 16s. 4d. in the £	—	—	—	2,312,800	16	4·00
23	*Total Income*	2,507,650	—	2,454,400	2,909,790	20	6·59

The estimated net produce of a Rate of 1d. in the £ for the year 1957–58 is £11,800.

Memo. as to Working Balances:—

	£
"Probable Actual" Balance in hand, 31st March, 1957	223,749
Deduct Appropriation, 1957–58 as above (line 20)	171,455
Estimated Balance in hand, 31st March, 1958	£52,294

Further Evidence submitted by the Islington Metropolitan Borough Council

Town Hall,
Upper Street, N.1

30th June, 1958.

Dear Sir,

Royal Commission on Local Government in Greater London

I set out below the Council's replies to questions II & III in paragraph 4 of the letter of the 17th February, 1958 addressed by Sir Edwin Herbert to the Mayor.

The Council do not suggest that there are any defects in the present arrangements other than those implied in the outline, given in the enclosed schedule, of their preliminary views for an alteration of the distribution of functions between the London County Council and the Borough Councils. The Council naturally reserve the right to amend or amplify these views, if they consider it necessary to do so, at a later stage of the Royal Commission's proceedings.

Furthermore, it is emphasised that the views now expressed are based on the present structure of local government in the metropolitan area, and if the outcome of the Royal Commission's proceedings were to be an alteration of that structure the Council's views might need revision, because it is considered that the structure of local government in an area must to some extent govern the distribution of functions.

Yours faithfully,

H. DIXON CLARK,
Town Clerk.

J. R. Niven, Esq.,
Secretary,
Royal Commission on Local Government in
Greater London.

Schedule Showing an Outline of the Preliminary Views of the Islington Borough Council for an Alteration of the Distribution of Functions between the London County Council and the Borough Councils

(1) *Service or Function*	(2) *Ministry of Transport*	(3) *London County Council*	(4) *Boroughs*	(5) *Remarks*
Baths and Wash-houses (including swimming pools in parks and open spaces. See note under "Parks and Open Spaces" *re* line of demarcation between a park and an open space)		Swimming pools in parks controlled by them.	All baths and wash-houses; Swimming pools in open spaces controlled by them.	A planning authority in the form of a Standing Joint Committee of Boroughs would be an advantage to ensure co-ordination of efforts, e.g. in the matter of siting establishments.
Building Acts:				
Formation of streets Lines of building frontage	Responsibility of these functions would naturally rest with the authorities responsible for the construction, repair and maintenance of the various classes of roads—see proposals under "Highways and Bridges" below.			
Open spaces about buildings and height of buildings		To give general directions as to exercise of power of waiver.	To administer the powers subject to London County Council's general directions as to exercise of power of waiver.	
Dangerous and noxious businesses			Wholly, subject to consultation with fire authority in the case of dangerous businesses where fire risks are involved.	
Dwelling-houses on low-lying land		To make regulations.	Remainder of functions.	
By-laws under London Building Act (Amendment) Act 1935		To make the by-laws.	To administer the by-laws.	
Naming and numbering of streets		To assign names and numbers, make regulations and keep central records.	To put into effect and enforce decisions.	

Construction of buildings		To prescribe the circumstances and conditions in which departure from the minimum standards may be permitted.	Wholly, subject to prescription by the London County Council referred to in column 2.	
Temporary structures			Wholly.	
Means of escape in case of fire		To make statutory requirements and by-laws.	To administer the statutory requirements and by-laws	
Rights of adjoining owners			Wholly.	
Dangerous and neglected structures			Wholly.	
Sky signs			Wholly.	
District surveyors		To fix duties, fees, etc.	To be responsible for the remainder of the provisions relating to district surveyors.	
By-laws under Part X of The London Building Acts (Amendment) Act, 1939		To make the by-laws.	To administer the by-laws.	
Legal proceedings, tribunal of appeal, etc., under Part XI of The London Building Acts (Amendment) Act, 1939		To be responsible for the provisions relating to the tribunal of appeal.	Wholly, except provisions relating to the tribunal of appeal.	
Miscellaneous matters		Such powers as may be necessary to secure uniformity, e.g. regulations *re* submission of plans, etc.	Remainder of powers not allocated to London County Council in column 3.	
Cemeteries and Crematoria, Coroners' Courts and Mortuaries		Coroners' Courts and mortuaries.	Cemeteries and Crematoria.	A planning authority in the form of a Standing Joint Committee of the Boroughs is necessary to co-ordinate efforts.
Education		All major aspects.	Minor aspects that are local in character.	

Schedule—*continued*

(1) *Service or Function*	(2) *Ministry of Transport*	(3) *London County Council*	(4) *Boroughs*	(5) *Remarks*
Highways and Bridges				
Trunk roads (which should be extended into London) and bridges carrying them, including Thames bridges	To be supervising authority for planning and specification and new construction.		Maintenance and repair as agents of the Minister. Lines of building frontage subject to the over-riding authority of the Minister.	
Class I roads		All improvements and new construction, after consultation with Boroughs. Where the entire length of a road is in the area of a Borough, that authority should do the work but it should be charged on a "county" basis.	Repair and maintenance. Lines of building frontage subject to over-riding authority of London County Council.	A planned authority would be an advantage, and should be either the London County Council or the Ministry of Transport.
Other highways and bridges			All functions, including lines of building frontage.	
Street lighting			All functions on all roads.	To secure uniformity it is desirable that there should be a planning authority, which should be either the London County Council or the Ministry of Transport, to prescribe a lighting code laying down standards for each class of road which the lighting authorities would be obliged to follow.

Miscellaneous (e.g. crossings, subways, street furniture, etc.)			Wholly, subject to cost of a subway being borne by the authority responsible for the road under which it runs.	
Housing		Should be a housing authority only for building outside the County Council area, subject to default powers.	Should be the sole housing authorities in their own areas, subject to the default powers of the London County Council.	A planning authority is essential, and should be the London County Council.
Libraries			Wholly.	There should be a planning authority in the form of a Standing Joint Committee of the Boroughs to coordinate efforts.
Licensing, Registration and Regulation		Functions under Diseases of Animals Acts. In all other cases to lay down policy and give directions where this is necessary (e.g. in those cases where the statutory provisions are not hard and fast).	Wholly, except functions under Diseases of Animals Acts, subject to policy decisions and directions of London County Council.	
Markets		Wholly.		This function ought not to be handed over to an *ad hoc* authority.
National Assistance (Provision of residential accommodation and welfare arrangements for blind, deaf, etc.)		Wholly.		

Schedule—*continued*

(1) *Service or Function*	(2) *Ministry of Transport*	(3) *London County Council*	(4) *Boroughs*	(5) *Remarks*
Parks and Open Spaces (There should be a new line of demarcation, on the basis of area, between a park and an open space)		All local authority parks (which would no doubt include, by virtue of area, all those cutting across Borough boundaries).	All local authority open spaces.	The Boroughs could handle much larger open spaces than they now have. A planning authority in the form of a Standing Joint Committee of the Boroughs to co-ordinate efforts is desirable, as also is a standard set of by-laws for all parks and open spaces.
Public Cleansing		Disposal.	Collection.	
Public Health (including ambulances)		Ambulances and those health functions not allocated to Boroughs in column 4.	The environmental health powers at present possessed by Metropolitan Borough Councils plus the health functions proposed in the Local Government Bill (Bill 15) for allocation to the larger County Districts.	
Rating			Wholly.	
Sewerage and Drainage		Main sewers, sewage disposal and discharge of storm water, with a measure of control over boroughs in essential matters.	Local sewers, subject to a measure of essential control by London County Council, and drainage of premises.	

Town and Country Planning		All functions not allocated to Boroughs in column 4.	The right to prepare and review the Town Map. All functions under Part III (Control of Development) of the Town and Country Planning Act, 1947, except— (i) Control of mineral development; and (ii) Dealing with applications for development not in accordance with the Plan, subject to the right of the Boroughs to decide whether any application is of that kind; The planting of trees for amenity purposes and dealing with derelict land (S.89 National Parks and Access to the Countryside Act, 1949).	

Evidence submitted by the Kensington Metropolitan Borough Council

Report of the Special Committee appointed to consider the Reorganisation of Local Government which was unanimously adopted by the Council at their meeting on 11th February, 1958

†1 (1) As previously reported to the Council, the Minister of Housing and Local Government has set up a Royal Commission to consider and make recommendations with regard to the form of the future local government of the Greater London area.

(2) The terms of reference of the Royal Commission are as follows:

'To examine the present system and working of local government in the Greater London area;

to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government;

and to regard for these purposes local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District, together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District.'

(3) The members of the Royal Commission are:

Sir Edwin Herbert (Chairman)	Past President of Law Society.
Mr. Paul Cadbury	Former member of Birmingham City Council.
Miss Alice Johnston	Member of National Assistance Board.
Mr. W. H. Lawson	President of Institute of Chartered Accountants.
Prof. W. J. M. Mackenzie	Professor of Government at Manchester University.
Sir Charles Morris	Vice-Chancellor of Leeds University.
Sir John Wrigley	Former Deputy Secretary of the Ministry of Housing and Local Government.

(Mr. J. R. Niven of the Ministry of Housing and Local Government will act as secretary to the Commission.)

(4) We have held six meetings at which we have given careful consideration to the views as to the future form of London local government which we should recommend to the Council for submission to the Royal Commission. We have been assisted in our deliberations by a number of reports from the Town Clerk and we have studied the powers at present exercised by county and county borough councils, and county district councils, generally throughout the country and, in particular, the respective functions of the London County Council and the metropolitan boroughs.

(5) We have taken into account the fact that Greater London, constituting as it does by far the largest of the seven conurbations both as regards area and population, poses special problems. It follows, therefore, that the pattern of local government appropriate to the rest of the country may require special adaptation in London. The problem is further complicated by the existence of two counties (London and Middlesex) and parts of four others within the area under review by the Royal Commission.

(6) We have, therefore, in the first instance addressed our minds to the primary question: Does the present form of London local government call for any alteration or adaptation at all?

It has to be borne in mind that the present system of local government in the County of London was instituted in 1900 when the metropolitan boroughs were created from a large number of vestries and local boards. At that date the functions of local authorities were comparatively limited. In the fifty years which have elapsed since then there has been a phenomenal development in the number and range of duties imposed on local authorities. The services provided and administered by local authorities now impinge on the life of the citizen literally from the cradle (and even before) to the grave and the importance of such local and personal services being administered by officers under the supervision and direction of locally elected representatives cannot in our opinion be too strongly stressed.

(7) Owing to the nature of London and possibly to the comparatively short time that the metropolitan boroughs have been in existence as compared with many of the provincial non-county boroughs of infinitely smaller size and rateable value, there has been a growing tendency to depart from the above principle and to confer new powers and duties on the County Council and even to transfer existing powers to that body. Furthermore, the London County Council has always been reluctant to delegate any of its powers to metropolitan boroughs in sharp contrast to some other provincial county councils, where a fair measure of delegation to county district councils has been granted.

(8) The position has thus been arrived at over the years whereby a majority of the duties in respect even of purely local and personal services are concentrated in the hands of the London County Council leaving the metropolitan boroughs, a considerable number of whom exceed in population and resources many provincial all-purpose county boroughs, with less powers than the majority of non-county boroughs or even urban district councils.

(9) This concentration of powers in the hands of one large authority in our opinion gives rise to the negation of local government for the following reasons:

(i) The County of London with its 3¼ million citizens is too large and densely populated for an elected member of the County Council to be able to appreciate from personal knowledge the needs of any save a very limited part of the area.

(ii) The volume of business is so great that it is virtually impossible for elected members to know the details of the Council's various services. This is certainly the case where the elected members give only part-time service to the work of the Council and would probably apply even if members were prepared to devote their whole time to the work which in itself would not be wholly desirable. In our experience both major political parties are greatly restricted in their choice of candidates for election to the London County Council owing to the time membership of that body calls for. In the result more and more delegation of responsibility to officials even for matters of policy becomes inevitable.

(iii) In an attempt to provide a measure of democratic control divisional committees in respect of the health service have been set up upon which local people are invited to serve. In practice, however, these divisional committees have proved to be little more than advisory bodies and all matters of substance still require to be remitted to County Hall for decision. A feeling of frustration is thereby engendered amongst the local elected representatives serving on these divisional committees and the spirit of enterprise and experiment in the varying localities in the County which for example used to be such a prominent feature of the maternity and child welfare service before 1948 is stifled by the exercise of remote control from County Hall.

(iv) No two boroughs in London are similar in all respects and yet in the health service the staff serving the localities with few exceptions are appointed centrally and not by the local representatives who know, as the County Council members cannot, the experience and personal qualities which the service in their particular area requires.

(v) As regards education; outside London the larger non-county boroughs and urban districts are divisional executives for education, with the result that local schools are managed and controlled by local people and an intense local interest in education has resulted. In London, local education committees do not exist and school managers have comparatively little to do and virtually no money to spend and therefore have no influence in the development of local education. A rigidity of policy which tends to be imposed from above militates against local initiative and enthusiasm notwithstanding the excellence of the new school buildings and the high professional qualifications of the teaching staff.

(vi) In the sphere of town planning again over-centralisation has had unfortunate results. The volume of applications is so vast that decisions inevitably have to be taken, not by elected members having local knowledge, but by officers or by chairmen, or a small panel of members acting on the advice of officers. Consultation with the boroughs is far from satisfactory and their advice on applications having a purely local significance is not infrequently disregarded. The present system leads to inordinate delay in reaching decisions and again compares most unfavourably with the Provinces where a generous delegation of local planning powers to county districts is in operation in many areas. The denial of any real planning powers to the boroughs of London in respect of the control of development within the scope of the County Council's overall plan leads to duplication of effort, waste of public money and possibly, we feel, to unnecessary appeals. The Development Plan setting out the County Council's general policy for the planning of the area having been prepared, and approved by the Minister, detailed implementation of the plan could well in our view be left to the boroughs, subject to co-ordination by the planning authority.

A good example of the improvement which can be effected in the speed and efficiency of the borough councils' work by divorcing them from control by the London County Council is given by loan sanctioning procedure for housing schemes. Prior to 1950, loan sanctions required to be obtained through the London County Council. This power was frequently used to impose control on design and cost, leading to protracted negotiations and delay and not infrequently to appeals to the Minister. On the recommendation of the Local Government Manpower Committee in 1950, metropolitan boroughs were given the right to apply direct to the Minister for loan sanctions for housing which has resulted in greater flexibility and a substantial saving in time in obtaining approvals to new schemes.

Greater local autonomy in other fields is likely to have similar results.

(10) For these reasons we are unanimously of opinion that the present system of London local government requires drastic revision.

(11) We have, therefore, given long and earnest consideration to the pattern of London local government for which we feel the Council should press.

(12) In a large conurbation such as London, some form of two-tier government is, in our view, inevitable, but we consider that the first-tier authority's functions should be confined to those services which are either regional in character or which are purely technical (e.g. fire service) or which provide special services for a limited number of persons in any one borough, such as the welfare service for the blind.

In this connection, we would mention, in passing, that our attention has been drawn to the possibility that certain functions which are at present carried out by the County Council might with equal economy and efficiency be exercised by other bodies. We have in mind such duties as prevention of river pollution and flood prevention, which might be undertaken by the Port of London Authority or Thames Conservancy Board; main drainage by a drainage board on the lines of the Colne Valley or the West Middlesex Main Drainage Boards; or the ambulance service by the Regional Hospital Boards.

The remaining services of a purely local and personal character should, in our view, be transferred to the second-tier authorities.

(13) The question then arises that if such a transfer of powers as we advocate were effected, what form should such second-tier authorities take? We believe that in the interests of live local government such authorities should not be so large, either in population or area, as to remove the elected representatives and officers from virtually all direct contact with the people they are elected and appointed to serve, nor so small in resources as to be unable to finance services of the standard required in the second half of the 20th century. To achieve this, the creation of new authorities by a combination of two or more existing units of local government is unavoidable.

(14) As regards the population to be served by such a most-purpose second-tier local authority, we consider the optimum to be in the region of 200,000. A population much smaller than this would tend to make the services provided uneconomic, and a much greater population would be likely to lead, in our view, to the administration becoming too impersonal. We realise, however, that any reorganisation must take account of the varying conditions applying in the area of Greater London, and that authorities with populations varying between 150,000 and 250,000 are viable units for local government in the metropolitan area. We are agreed, however, that for inner London 200,000 population is the desideratum.

(15) Allied to the problems of population is the question of the ideal area for the new authorities we advocate. Again, we are impressed by the need for the area to be served to be sufficiently large to form an economic administrative unit, but not so extensive in area as to preclude the elected representatives and officers from having intimate and personal knowledge of the whole locality. With these considerations in mind, we favour authorities of 3,000/4,000 acres in size.

To obtain our optimum population within our suggested maximum area would, we appreciate, be impracticable in outer London, and in such areas the acreage would have to be substantially increased, but for inner London we consider that the limits we have in mind for population and size could generally speaking be achieved.

(16) Given boroughs of the type and size suggested above, we consider that the following services should be administered by them, viz.:

‡Allotments.
Bakehouses—inspection.
Baths and wash-houses.
Births, deaths and marriages.
‡Building Acts.
Burial Grounds and crematoria.
†By-laws.

Canal boats—inspection.
*Children—adoption, boarding, employment.
  *Infant life protection.
  Notification of births.
‡Civil Defence.
Common lodging houses.
Cow houses and slaughterhouses.

Dairies—registration and inspection.
*Diseases of animals.
Diseases—notification and prevention.
Disinfection and disinfestation.
Disorderly houses—suppression of.
Disused burial grounds.

*Education—
  Primary and secondary.
  School medical service.

Factories and workshops—sanitary arrangements.
Food and drugs.

‡Garden squares.

*Health centres.

Highways—
  Improvements (other than major).
  River embankment roads.
  Paving, lighting, cleansing.
  Prescription of building lines.

*Home help service.
Home safety.

Housing—
  ‡Clearance areas.
  Insanitary houses.
  Underground rooms.
  ‡Loans for house purchase.
  ‡New houses—provision.

Housing—*continued.*
  Overcrowding.
  ‡Redevelopment areas.
  ‡Review of housing.
  Unfit houses.

‡Improvement grants.
‡Information centres.

Libraries.
‡Local land charges.
Lotteries—registration.

*Maternity and child welfare.
*Midwives.
Mortuaries.

*National Assistance Act—registration of homes.
*Nursing home registration.

Offensive trades.
‡Old people's welfare.

‡Parks and open spaces (of a purely local character).
Pet animals.
†Physical training and recreation.
Poisons—sellers' registration.
Public conveniences.
Public health nuisances.

Rag flock etc. filling materials.
Rates—making and collecting.
Rats and mice destruction.
Refuse collection and disposal.
Rent Restriction Acts.
Road Safety.

Sewers (except main drainage).
‡Shop Acts.
Smoke abatement.
Street trading in markets.

‡Town planning (except overall plan).
*Tuberculosis and cancer—residential and after care.

*Vaccination.
*Venereal disease.

*Weights and measures.

‡Youth organisations.

(*Note*—In the table set out above

* denotes services at present administered by London County Council to be undertaken by suggested second-tier authority;

† denotes services at present administered by both the London County Council and metropolitan borough councils to continue to be undertaken by suggested first and second-tier authorities;

‡ denotes services at present partly carried out by London County Council and metropolitan borough councils to be wholly undertaken by suggested second-tier authority).

(17) Subject to what we have said above as regards the possibility of certain functions being transferred to other *ad hoc* bodies, the remaining services at

present administered by the London County Council would continue to be vested in them.

Such functions would comprise:

- Ambulances.
- Blind—welfare of.
- By-laws—good rule, and suppression of nuisances.
- Education—adult, technical colleges and special schools.
- Entertainment licences:
  - Boxing and wrestling.
  - Cinemas and theatres.
  - Music and dancing.
- Ferries.
- Fire brigades.
- Highways:
  - Naming and numbering.
  - Major improvements.
  - River tunnels.
  - Embankment walls.
- Housing—out-county building only.
- Mental defectives—
  - Ascertainment.
  - After-care.
- National Assistance—
  - Handicapped persons.
  - Residential accommodation.
- Parks and open spaces (serving London generally).
- Physical training and recreation.
- Public control:
  - Celluloid films, explosives and petrol.
  - Employment and theatrical agencies.
  - Fertilisers Acts.
  - Hawkers licences.
  - Massage establishments.
  - Motor vehicle and driving licences.
  - War charities registration.
- River pollution and flooding.
- Sewers—main drainage only.
- Town planning—overall plan.
- Youth employment.

(18) In recommending the alteration of duties between the first- and second-tier authorities set out in the last two paragraphs, we accept that any alteration of the existing educational system would require special and careful consideration especially during any change-over period.

(19) As regards the first-tier authority, we favour the establishment of one county council for the whole of the Greater London area. A possible alternative would be to create a number of new administrative first-tier authorities each comprising some seven or eight boroughs of the type we envisage, with a total population of around 1½ million.

(20) We should perhaps make it clear that we recognise the unique position of the City of London and none of our suggestions for amalgamation or revision of boundaries are intended to apply to that ancient and historic authority. In other cases, amalgamations and boundary adjustments should only be undertaken where considered necessary and desirable for the better government of the people by the people, and that wherever possible the identity of existing boroughs should be retained and amalgamations, where necessary, effected by the merger of existing local authority areas.

(21) In suggesting a radical alteration in the existing structure of local government in London it may be thought that the views we advocate in this report are too sweeping and far reaching to be acceptable. We would, however, point out that London local government has for too long lagged behind the Provinces, and that if the pattern of local government applicable to the rest of the country had been applied to the counties of London and Middlesex in the 19th century, most of the second-tier authorities in these counties would long ago have enjoyed full county borough status and not merely the more limited powers we are advocating. It must also not be overlooked that so far at least as the metropolitan boroughs are concerned, they are of comparatively modern creation and if therefore combinations and amalgamations of centuries old provincial authorities are possible,

how much more is a rational reappraisement of the London structure feasible and desirable.

(22) As regards finance, we recognise the importance of the proposed authorities being able to support their financial obligations. We would point out, however, that the second-tier authorities will be considerably larger than most existing boroughs and county districts, accordingly their rateable values will in many cases be substantially higher than at present, particularly when partial or complete removal of de-rating takes place, and we envisage that there will be some formula for rate equalisation (though not, we hope, the present system). There should, therefore, be no overwhelming financial difficulties arising from our proposals.

23. Summary

Our recommendations may be summarised as follows:

(a) That the system of two-tier local government in London be retained.
(b) That one first-tier authority be constituted for whole of the Greater London area.
(c) That such first-tier authority's functions be confined to those services which are of a regional or co-ordinating character or which provide special services for a limited number of persons in any one borough.
(d) That second-tier authorities be created where necessary by amalgamation of existing authorities with wherever possible a population of 150,000–250,000 and an area of 3,000–4,000 acres.
(e) That the power and duty of providing all local and personal services be conferred on such authorities.

We accordingly recommend:

That the Council do approve and adopt the suggestions set out above, and that they be conveyed to the Metropolitan Boroughs' Standing Joint Committee and the Royal Commission for consideration.

W. L. Roots,
Chairman

J. Waring Sainsbury,
Town Clerk

Town Hall, Kensington, W.8.

Further Evidence submitted by the Kensington Metropolitan Borough Council

On 24th February, 1958, the Council forwarded to the Royal Commission their proposals for the reorganisation of London local government. In response to the request of the Commission in their letter of 17th February, 1958, for further evidence on specific local government functions, the Council submit the following information:

1. EDUCATION

(i) General

The London County Council is the education authority for the whole of the Administrative County of London. As a minor authority, the Borough Council appoint a third of the primary school managers. In Kensington there are thirty-two primary schools and seven secondary schools, including a large new comprehensive school in Camden Hill for 2,000 pupils which opened in September, 1958. There are also a number of private schools and certain of the colleges of the London University within the borough.

The Council in their report of 11th February, 1958, on the reorganisation of local government made the following comments on education:

> 'Outside London the larger non-county boroughs and urban districts are divisional executives for education, with the result that local schools are managed and controlled by local people and an intense local interest in education has resulted. In London, local education committees do not exist and school managers have comparatively little to do and virtually no money to spend and, therefore, have no influence in the development of local education. A rigidity of policy which tends to be imposed from above militates against local initiative and enthusiasm notwithstanding the excellence of the new school buildings and the high professional qualifications of the teaching staff.'

We consider that the primary and secondary education and the school medical service of children could be administered by a borough of the type and size suggested in the Council's first report (a population of 150,000–250,000 and an area of 3,000–4,000 acres). Adult education, technical colleges, and special schools could, in our opinion, be administered by the London County Council, or the suggested first-tier authority for Greater London.

(ii) Youth Employment Service

In London the youth employment service is administered by the London County Council as the local education authority. There are two local employment offices in the borough where advice is given to boys and girls about their employment on leaving school and those desiring assistance in finding suitable employment.

This function could well be exercised by the proposed new education authority in conjunction with the Ministry of Labour and National Service.

(iii) Agricultural Education

The London County Council, as education authority, make provision for full-time agricultural and horticultural education through arrangements with other authorities, and by means of financial assistance to students taking courses at establishments of agriculural education. Similar arrangements could be made by the suggested new local authorities.

2. ENVIRONMENTAL HEALTH

(i) Baths, Wash-houses and Bathing Places

The public baths, Lancaster Road, W.11, are administered by the Borough Council and provide the following facilities:

4 swimming pools;
84 private slipper baths;
1 public laundry having 68 washing compartments, an ironing room and drying cabinets.

The public laundry is believed to be one of the largest in the country.

Arrangements have been made with the London County Council for school-children to receive swimming instruction and special arrangements have been made to enable spastic children to have the use of the pools at certain times.

(ii) Control of Water Courses, Ditches and Ponds

In London the control of watercourses, ditches and ponds is effected by the metropolitan borough councils through the nuisance procedure sections of the Public Health (London) Act, 1936. Under Section 82, any pool, ditch, watercourse, etc., so foul or in such state as to be a nuisance or injurious or dangerous to health is a nuisance which may be dealt with summarily under the Act.

An alternative procedure is provided in Section 83 of the Act, under which the borough council is required to drain, cleanse or fill up or cause to be cleansed, drained or filled up all ponds, open ditches and places containing or used for the collection of any drainage, filth, water matter or thing of offensive nature or likely to be prejudicial to health.

(iii) Disinfestation of Premises and Articles and Prevention of Damage by Pests

These duties, which are carried out by the borough council, fall into four categories, viz.:

(1) Treatment of infested properties.
(2) Treatment of verminous furniture and other household effects.
(3) Destruction of rats, mice and other pests.
(4) Treatment of verminous persons.

(a) Vermin-infested Properties

Vermin-infested properties are treated with a spray which contains a percentage of D.D.T. in addition to a substance which is known to kill bugs with which it comes into contact. The D.D.T. has a residual effect and will kill bugs for some time after the spraying has been carried out. As a precautionary measure new properties are given protection by means of Benzyl Hexachloride smoke.

(b) Verminous Furniture and other Articles

Verminous furniture and other articles are treated by hydrogen cyanide in specially constructed steel vans, and this method is known to be the most rapid, effective and economical method of destroying bugs. Hydrogen cyanide is a deadly poisonous gas (which prevents its use in the types of houses most frequently affected), and the borough council's staff have been specially trained in its use. Residents who have bug-infested furniture may have it treated upon application to the Public Health Department.

In addition, cleansing of schoolchildren is carried out for the London County Council, who pay the Council £500 per annum for this service.

(c) Destruction of Rats and Mice and other Pests

In order to reduce to a minimum the amount of damage done in Kensington, the Borough Council maintain a staff of four rodent officers and one supervisory officer to assist householders, shopkeepers, etc., in the work of pest destruction.

The Prevention of Damage by Pests Act, 1949, gives the borough council powers to enforce the destruction of pests. The duty is imposed by this Act on occupiers of premises to notify the Council of any rodent infestation and, in this connection, the Council have decided that they will deal with rat and mice infestations in private houses without costs to the occupiers.

The Council's officers will also assist the occupiers of business and commercial premises to deal with rodent infestations, but a small charge is made for their services.

In addition to dealing with buildings and premises, the Council undertake extensive poison baiting of the sewers twice a year. Thousands of rats are destroyed by these operations.

(d) Treatment of Verminous Persons

The borough council maintain a personal cleansing station in North Kensington, where treatment is provided for persons of all ages suffering from scabies or verminous conditions. No charge is made for this treatment or for the disinfection of persons' clothing.

(iv) Drainage of Trade Premises

The control of effluents from trade premises is divided between the borough council and the County Council. The latter are responsible for about 40 premises draining directly into County Council sewers and the borough council deal with about 100 draining, in the first place, to local sewers. In the majority of these premises, however, little or no effluents result.

(v) Mortuaries and Post-mortem Rooms

The Public Health (London) Act, 1956, requires a local sanitary authority to provide mortuary services, including post-mortem accommodation if necessary. This can be done either directly or by arrangement with other sanitary authorities.

For the last seventy years the Kensington Council have provided a mortuary building in the middle of the borough equipped with refrigerated accommodation for bodies, a post-mortem room with full equipment, office accommodation, and a residence for the mortuary superintendent. In recent years up to 500 bodies per annum were received in the mortuary. The majority of these were by direction of H.M. Coroner for West London. Last April the Coroner decided that all bodies in Kensington, coming under his jurisdiction, should be sent to the Hammersmith Borough Council's mortuary, which adjoins the West London Coroner's Court. This meant that the number of bodies left to be accommodated per annum in the Kensington mortuary was so small as not to warrant the expenditure of maintaining a separate establishment. Arrangements have now been made for all Kensington bodies to be accommodated in the Hammersmith mortuary and the financial terms of the agreement between the two Councils are, at the present time, being negotiated. During the seventy years the Kensington Council maintained their own mortuary, the service ran smoothly and efficiently. It is impossible to say whether the new arrangements will prove entirely satisfactory but, at the present time, no difficulties have been encountered.

(vi) Public Conveniences

There are twenty-five conveniences in the borough, provided and staffed by the borough council, eighteen of which are for men and seven for women.

(vii) Refuse Collection and Disposal

The borough council maintain a weekly collection of refuse throughout the borough, with a twice-weekly collection from certain main roads and shopping centres. Large blocks of flats, hospitals, and other special buildings have containers which are emptied as often as required.

About 60,000 tons of refuse are collected each year; approximately one-third is burnt in the Council's destructor, the remainder being removed by barge from a wharf in Chelsea to a reclamation site in Essex.

(viii) Regulation of Buildings and Sanitation of Buildings

These functions are dealt with by the borough council under the Public Health (London) Act, 1936, and the Housing Act, 1957. Post-war economic conditions affecting house repairs have resulted in local authorities making greater use of the procedure contained in the nuisance section of the Public Health Act, which cover most of the sanitary defects met with in the older types of buildings—dampness, want of cleanliness, defective paving, sanitary fittings, windows and general dilapidations.

All the Council's public health inspectors are authorised to serve written intimation notices where they are satisfied a nuisance exists, and details are reported monthly to the Public Health Committee. This Committee authorises the service of statutory notices and, where necessary, the institution of legal proceedings.

In 1957, 1,254 intimation notices were served, in respect of 426 of which statutory notices were authorised. Legal proceedings were taken in 124 cases.

By-laws relating to the provision of water closet accommodation and the drainage of premises are in operation and these are enforced in existing properties by the public health inspectors.

Any builder or contractor proposing to provide new water closet accommodation, or to amend existing accommodation, or who intends to carry out new drainage works or to amend existing drainage works, must submit plans of his proposals in duplicate. If the work proposed is in accordance with the by-laws, approval is given and the work carried out under the supervision of the public health inspector.

(ix) Sewerage and Sewage Disposal

Local sewers are controlled and maintained by the borough council; the main sewers and the disposal of all sewage are dealt with by the County Council.

(x) Street Cleansing

Provision is made by the borough council for each street in the borough to receive frequent attention, the total length involved being 94½ miles. Street gullies are emptied and cleansed regularly. Litter bins are provided.

(xi) Burial Grounds, Cemeteries and Crematoria

The borough council have provided two cemeteries, one containing 16 acres at Uxbridge Road, Hanwell, and a newer one at Gunnersbury comprising 20 acres.

A crematorium was opened in 1939 in the Kensal Green Cemetery (within the borough), and the Council have made arrangements for cremation facilities to be available at reduced fees for persons resident in the borough at time of death.

(xii) Parks and Open Spaces

The borough council control nine parks and open spaces, mostly small, within the borough, and playing fields at Northolt. The County Council control three open spaces in the borough, the largest being Holland Park, about 54 acres.

(xiii) Powers and Duties under the Physical Training and Recreation Act, 1937

This Act empowers local authorities to provide facilities for the encouragement of physical training and recreation and to assist in the establishment of centres for social activities.

In 1937, the Council took advantage of the provisions of the Act and acquired for playing fields 56 acres of land adjoining Ealing Road and Western Avenue at Northolt, Middlesex. The playing fields have a large modern pavilion, with changing and refreshment rooms, and there is accommodation for 13 football pitches, 7 cricket tables, and 4 tennis courts. A portion of the ground is under lease to the War Department until 1960.

Under section 4(4), the Council make annual grants of £200 to two local voluntary organisations towards the cost of maintaining their club premises in the borough. The Council also permit another club to use property owned by the Council, and a grant was made to them of £50 under this Act to carry out certain repairs.

In 1950, the Council took a 7 years' lease on a property known as St. George's Hall in the borough, and it is available for use by local youth clubs from Mondays to Saturdays (evenings) without charge. The lease has recently been renewed at an increased rental of £500 per annum exclusive.

(xiv) River Pollution

The prevention of pollution of the River Thames is the responsibility of the Port of London Authority.

3. HOUSING

(i) Provision of Houses

The London County Council and the metropolitan borough councils are responsible for the provision of houses in London.

The Borough Council at present administer 2,206 units of accommodation. The rents are fixed in accordance with the Council's differential rents scheme which takes into account the income of the tenants, and maximum and minimum rents are assessed for each of the properties, between which limits a tenant pays according to his means.

We can see no reason for two distinct authorities having concurrent powers to provide housing accommodation within the County. This power is exceptionally vested in the London County Council and is not possessed by any other county council in the country.

The London County Council have constructed one and acquired another housing estate in Kensington comprising 57 flats and 68 flats respectively. In our opinion most of the difficulties and frustrations in the administration of the London County Council arise from the vast size of their operations. The extent of these can be clearly seen in 'The Introduction to the London County Council's Housing Statistics, 1956–7' on pages 5–6. Although it is stated there that 'The system of management is fundamentally one of decentralisation' (which in itself shows the need for this emphasis) the fact remains that each of the district officers has an average of at least 16,000 tenancies under his management, about the number which might be owned by a large county borough (and is actually owned by the City of Portsmouth). Owing to the vastness of their operations, instances have occurred in which the London County Council have been quite misinformed as to the availability of land for building within the area of a metropolitan borough, and that borough council's housing proposals have been seriously hampered in consequence. It is impossible for the London County Council to have local committees, so that the main committee and its sub-committees settle the policies which the Director of Housing transmits to his far-flung district officers at weekly meetings at County Hall. They in turn pass them on to the numerous officers and superintendents under their control, who may themselves be 'far-flung' in relation to their district officers.

Whatever sort of government this may be, it is not London local government because none of it is local and much of it is not in London.

The size of the management problem makes it very difficult for the County Council to experiment with different methods of administration, and very painful to introduce anything as initially unpopular as, for example, a differential rents scheme, or the placing of liability for internal decorations on the tenants. Differences in rent policies in one area produce dissatisfaction amongst tenants both by the disparity between the rents charged to the wealthier tenants by the two authorities and also between those charged to the poorer tenants where one authority operates a differential rents scheme and the other does not. Apart from rental differences, different systems or policies of local authority management existing side by side are calculated to create irritation and dissatisfaction. Whatever the rights or wrongs some point of grievance is sure to arise. This may well create difficulties for metropolitan boroughs which have County Council estates within their boundaries.

The vastness of the London County Council's housing operations makes it difficult for them to deal realistically with their housing deficit which has been steadily mounting over the years until in 1956–57 it reached nearly £3,000,000 in the Housing Revenue Account apart from about £1,000,000 in respect of pre-1914 properties. The estimated annual deficit for 1956–57, therefore, is about £17 per tenancy for post-1914 properties. The metropolitan boroughs have, of course, to find the money to meet this deficit through the county precept, and for post-1914 properties this would mean a rate of about 8d. in the £ in Kensington. In so far as these deficits arise on estates which are not in the metropolitan areas, they are the price paid for moving families out of London.

We do not, of course, wish to imply that the London County Council housing effort has been wholly bad and many of their schemes, particularly those in the out-county area where large-size development is possible, have received considerable praise.

(ii) Slum Clearance

The London County Council and the Borough Council have concurrent powers. In view of the fact that the legal, financial, engineering, housing and medical departments of the Borough Council are all involved in any operation of slum clearance and redevelopment, it is impossible to indicate precisely how many persons are engaged on this work. Particularly as many of those concerned are only periodically engaged for a part of their working time.

Action Already Taken

The following table gives details of the clearance areas declared by the Council since 1950, when slum clearance work under the Housing Acts was recommended, up to the end of 1957:

Name of area	*Date of Declaration*	*No. of houses*	*No. of persons displaced*
Elgin Mews	25. 4.1950	28	86
Lionel Mews (Nos. 1 and 2)	3.10.1950	13	38
Lonsdale Mews (Nos. 1 and 2)	2. 1.1951	19	14
Munro Mews	2. 1.1951	24	55
South End Row and Gardens	3. 4.1951	10	4
East Mews Road	3. 4.1951	14	40
Powis Mews	13.11.1951	13	30
St. Lukes Mews	13.11.1951	20	41
Portobello Road	13.11.1951	4	3
Kensal New Town (No. 1 Area)	11.12.1956	34	309

The Minister of Housing and Local Government has confirmed that all the above-mentioned areas may be dealt with as clearance areas with the exceptions that (a) in the case of St. Lukes Mews seven properties were excluded from the confirming order, and (b) in the case of South End Row and Gardens, the owners carried out the necessary demolition works prior to the Minister's decision.

Future Programme for Slum Clearance

Section 1 of the Housing Repairs and Rents Act, 1954 (now section 2 of the Housing Act, 1957), required metropolitan boroughs, jointly with the London County Council, to submit to the Minister of Housing and Local Government proposals for dealing with unfit houses by way of demolition or clearance area procedure.

A survey was made in Kensington of the houses where conditions were known to be below standard. A total of 7,416 premises were inspected and 3,293 houses were deemed to be unfit for human habitation.

After consultation with the London County Council, proposals were submitted to the Minister comprising the following areas thought to be suitable for clearance area procedure:

		Estimated population	
	Premises	*Families*	*Persons*
Railway Mews	10	4	9
Kensington Park Mews	13	9	26
Stanley Garden Mews	4	2	5
Lecky Street	5	2	4
Portland Road	16	39	110
Fenelon Place, Ashley Cottages, and Warwick Road	66	57	176
Kensal New Town	516	1,106	3,550
	630	1,219	3,880

The Minister approved these proposals and fixed ten years as the period for securing the demolition of unfit houses.

By agreement, the London County Council accepted responsibility for dealing with the Fenelon Place area, which was declared by the County Council to be a clearance area, and was acquired by them. The detailed redevelopment of this site is the subject of discussions between the London County Council and the Borough Council.

The remaining areas listed above will be dealt with by the Borough Council, who have decided that the most urgent is the Kensal New Town area. This is an area of about 21 acres, which is part of the Golborne Ward—a ward of 113 acres in extent lying in the northernmost part of Kensington.

Kensal New Town is illustrative of the disadvantages of two authority control of slum clearance and area redevelopment. This large area of slum property—a slum as long ago as 1890 and locally regarded as ready for demolition in 1944—was regarded by the London County Council as suitable for preservation until 1982. Only after prolonged correspondence, deputations, meetings, and reference to the Minister of Housing and Local Government was the 1951 London County Council redevelopment plan altered in 1955. A further 21 months elapsed before the London County Council's town planning consent for the redevelopment of 6½ of 21 acres was received. Even then no rehousing assistance whatsoever is to be provided by the County Council.

Having regard to the foregoing, it seems clear, as recommended in our previous report, that it is essential that in a county, housing and town planning (except overall planning) functions should be vested in the second-tier authority. If the County Council's housing functions were confined to out-county housing, considerable advantage would accrue both to the County and the borough councils as the allocation of such dwellings would be untrammelled by the present responsibility of the County Council to provide accommodation and secure slum clearance within the County.

(iii) Assistance to other Bodies or Persons to Facilitate Conversion, Improvement, or Construction of Houses

The Council operate a scheme under the Housing Act, 1949, whereby they are prepared to consider advancing money for the purpose of:

- (a) acquiring houses;
- (b) constructing houses and flats;
- (c) converting buildings, already acquired by the applicant, into houses or flats;
- (d) acquiring buildings and converting them into houses or flats; and
- (e) altering, enlarging, repairing or improving houses or flats.

The amount advanced on mortgage by the Borough Council since 1949 is £362,463.

The London County Council have concurrent powers for granting financial assistance for house purchase.

Under Part V of the Housing Act, 1957, the Council give assistance to housing associations in the borough and have the right to nominate tenants for 917 flats erected by the associations, to whom the Council have afforded financial assistance.

(iv) Regulation of Buildings and By-laws

The Borough Council are empowered under the Housing Act, 1957, to deal with any unfit house or part of a house.

Between the two wars, 1,800 houses were repaired under the Housing Acts, and 2,648 basement rooms were closed. In 389 cases, the owners executed the works necessary to make basement rooms fit for habitation.

From 1946 until 1951, 468 houses were dealt with. At that time by-laws made under section 6 of the Housing Act, 1936, were in existence and houses were required to conform with the requirements of these by-laws. Ultimately in 1952, increased building costs in conjunction with controlled rents rendered impracticable further repairs of this nature, and the nuisance procedure of the Public Health (London) Act, 1936, was substituted.

The London County Council are the authority for the control of construction and regulation of buildings. The Building Acts and by-laws are administered by them through district surveyors.

The Borough Council control the construction and maintenance of drainage and sanitation of new and old buildings, and also the erection of temporary structures not exceeding 200 sq. ft. in area.

4. PERSONAL HEALTH AND WELFARE

(i) Powers and Duties under the National Health Service Act, 1946

The local health authority, for the purpose of Part III of the National Health Act, 1946, in London, is the London County Council. In accordance with section 20, the London County Council made a scheme to carry out the functions, which was approved by the Minister of Health. The London County Council divided London into nine divisions. Kensington is grouped with Chelsea, Fulham and Hammersmith, and one divisional office for the four boroughs has been set up at 133, Fulham Palace Road, W.6, in the Borough of Hammersmith. It is impossible to give the number of whole or part-time, actual or equivalent, staff concerned in the administration of the personal health services solely in relation to Kensington. The comprehensive arrangements made for the personal health services are summarised as follows:

(A) Health Centres

Section 21 of the 1946 Act states it is the duty of every local health authority to provide health centres. So far, no health centre has been established in Kensington.

(B) Care of Mothers and Young Children

Section 22 makes it a duty of the local health authority to make arrangements under this heading.

(a) Ante-natal Clinics and Child Welfare Centres

There are six premises in Kensington, as follows:

The Bramley Centre, Bramley Road
The Dalgarno Centre, Highlever Road
The Lancaster Road Centre, Lancaster Road
The Raymede Centre, Ladbroke Grove
Campden Hill Centre, Holland Street
South Kensington Centre, Redcliffe Street

(b) Post-natal Care

In addition to post-natal clinics held at hospitals, the London County Council have set up post-natal clinics—one in North Kensington, one in South Kensington.

(c) Artificial Sunlight Treatment and Massage

A solarium is established at the Raymede Centre in Ladbroke Grove and sunlight treatment and massage facilities are also provided at Tavistock Road.

(d) Day Nurseries

The London County Council have three day nurseries in Kensington and one just outside (in Hammersmith) to which Kensington children are admitted. All these four nurseries are north of Holland Park Avenue and there is no nursery in the southern half of the borough. A site in Gloucester Road originally purchased by the Borough, just after the war, for a day nursery was relinquished for housing redevelopment by the London County Council in 1954.

(e) Dental Treatment

Dental treatment for expectant mothers and children is available; the treatments are given at a centre in North Kensington.

(f) Extra Nourishment

Welfare foods and Vitamin preparations are provided at the Welfare Centres for pregnant women, nursing mothers and young children.

(g) Foster Mothers—Child Life Protection

The administrative arrangements under this heading are carried out from the London County Council's Divisional Office, but persons seeking the services of foster parents may apply for advice and assistance to the health visitors at the Infant Welfare Centres.

(h) Child Minders

The London County Council provide a service of approved child minders by making weekly payments in return for their willingness to submit to supervision and the London County Council's requirements. The service is for children under five years of age accepted for daily care, and the actual charges are matters for arrangement between the minders and the children's parents.

(i) Nurseries and Child Minders' Regulation Act

The London County Council administer this Act from their Divisional Office.

(j) Notification of Births

The administration of the work regarding the notification of births is dealt with from the Divisional Office.

(C) Midwifery

Section 23 of the 1946 Act requires the local health authority to make arrangements for a midwifery service. The London County Council employ midwives in the Kensington Area and application for their services by any mother can be made at the nearest ante-natal clinic.

(D) Recuperative Holidays

The London County Council, through their Divisional Office, provide recuperative holidays for mothers and children.

(E) Health Visiting

Section 24 of the 1946 Act requires the local health authority to make provision for the visiting of persons in their homes by health visitors, including the giving of advice on the care of young children, sick persons and expectant or nursing mothers. There are in Kensington approximately 20 health visitors employed by the London County Council on home visiting, attendance at children's clinics, welfare centres, immunisation clinics, ante-natal, post-natal clinics, etc. Two health visitors are attached to the local Chest Clinic.

While the work of the health visitors is admirably carried out, it is felt that it would be much more effective if it were integrated with the general environmental health work of the Borough's public health department, particularly in view of the recommendations of the Health Visitors' Working Party that 'the functions of health visitors should primarily be health education and social advice. In carrying out all their functions, health visitors should have full regard to the needs of the family and the part played by other workers... in touch with the various family health and welfare teams, she has thus the opportunity to act as a common point of reference and source of standard information, a common adviser in health teaching—a common factor in family welfare.'

In particular, it would be most advantageous if the health visitors were more closely associated with the existing departmental work in connection with environmental hygiene, housing, epidemiology, welfare of old people, tuberculosis, food hygiene, home safety, health education, personal disinfestation and workers and outworkers. Moreover, closer borough contact and contact with local elected representatives would foster a greater local interest and efficiency. In particular it would remedy the extraordinary position in relation to Kensington patients suffering from tuberculosis where, at present, the Borough Council undertake environmental care, but home visiting and supervision of domiciliary care is undertaken by health visitors employed by the London County Council who work at a Paddington Chest Clinic under the administration of a Regional Hospital Board.

(F) Home Nursing

Section 25 of the 1946 Act imposes the duty on the local health authority to make arrangements for securing the attendance of nurses for persons who require nursing in their own homes. The home nursing in Kensington is carried out by the Kensington District Nursing Association (a voluntary body) from 14, Holland Park. Medical and nursing equipment is loaned by the British Red Cross Society.

(G) Vaccinations and Inoculations

Section 26 of the 1946 Act requires the local health authority to make arrangements for the vaccination against smallpox, immunisation against diphtheria, and the vaccination or immunisation against any other disease with the consent of the Minister of Health. The London County Council have provided two clinics—one in the north and one in the south of the Borough—where vaccinations against smallpox of children are performed free of charge. Immunisation against diphtheria—the London County Council's scheme for the immunisation against diphtheria involves co-operation with the family doctor, but two clinics have been set up—one in the north and one in the south of the Borough—where children may be immunised by London County Council staff. Immunisation against whooping cough and tetanus can also be arranged if required for children under five years.

The London County Council have commenced a scheme for the B.C.G. vaccination against tuberculosis. The scheme is not for the general use of the public, but contacts of definite cases of tuberculosis may make arrangements for vaccination through the Chest Clinic for the Borough.

Immunisation against poliomyelitis was commenced by the London County Council in 1956 and is available to all children up to school leaving age, to expectant mothers, medical practitioners and certain other persons regarded as subject to increased infection risk.

(H) Ambulance Service

Section 27 of the 1946 Act requires the local health authority to provide an ambulance service. The headquarters of the London County Ambulance Service are situated at County Hall, Westminster Bridge, and ambulances are provided without charge, for emergencies, accidents, illness in the home, mental defectiveness, expectant or nursing mothers, infectious disease, etc.

(I) Prevention of Illness, Care and After-Care

Section 28 of the 1946 Act requires the local health authority to make arrangements for the prevention of illness, the care of sick persons and the after care of such persons. The London County Council's health visitors are concerned with the prevention of illness but, owing to shortage of staff and the demands of their other duties, this service is somewhat nebulous. For example, owing to the inadequacy in the case of sick or infirm old people, the Kensington Council have, in fact, augmented this work by employing two women health officers whose main task is to deal with the care of the aged by home visiting, etc. The Borough Council provide or arrange for the provision of a number of services, such as meals on wheels, holidays for the aged, assistance to recreational clubs for old people, domiciliary cleansing, services, home chiropody, and so on.

(J) Foot Clinic

The London County Council operate a foot clinic in North Kensington (originally established by the Borough Council), which is open daily 2–6 p.m. and also one evening 6–8 p.m. Old age pensioners and schoolchildren receive free treatment; in other cases a charge of 2s. 6d. is made for each treatment.

(K) Domestic Help

Section 29 of the 1946 Act requires a local health authority to make arrangements for private domestic help in specified households. So far as Kensington is concerned, the Borough is divided by the London County Council into two portions—a home help organiser operates in the northern part of the Borough from an office in Ladbroke Grove, and the organiser for South Kensington operates from an office in Chelsea. Home helps are provided in domestic emergencies such as illness or confinements. A limited service is also available for 'night-sitters-in' for chronic sick persons.

Defects in the Service

(A) Generally

The main defects in the administration of the personal health services arise from the fact that a county is an entirely unsuitable unit for this purpose. It has been necessary to sub-divide the county into areas or divisions which are nominally under the control of area or divisional health committees. These committees are sub-committees of the Health Committees of the County Councils and are supposedly empowered to deal with all matters excepting those concerning policy and finance. In practice it is found that any matter of importance becomes automatically a matter of policy or of finance or both and must, therefore, be referred to the main Committee.

(B) Particularly

It is not intended that this statement of defects should be a criticism of the authority providing or of the officers executing the services. It is very difficult to produce detailed evidence of specific instances of defects. As complaints regarding the service do not, as a matter of course, come to the members or officers of the Borough Council, it is impossible to assess the extent of any shortcomings which may exist. The majority of such complaints would naturally be made to the members or officers of the County Council.

It is equally difficult to gain information as to any administrative or executive defects or difficulties of the present system. Even if the officers concerned were willing to give such information, it would be most unfair to expect them to supply details of the shortcomings of their own service. Nevertheless, from such complaints as do come to the notice of local representatives, the following defects are apparent.

(a) The London County Council organisation is administratively too large, too remote, too unwieldy, too impersonal and contains too much administrative machinery.
(b) It is too large for one chief officer and one set of elected representatives to control or to give personal attention to individual problems.
(c) The London County Council and its Committees cannot give the necessary time or attention to local affairs.
(d) Divisional Committees have insignificant powers and authority.
(e) Local policy may be altered, vetoed or limited by representatives of other areas, either at divisional or London County Council level. Local schemes may be rejected on the grounds that they would establish a precedent for 28 metropolitan boroughs or alternatively that the money was more urgently required elsewhere.
(f) Administratively there is inadequate and ineffective local representation, with consequent loss of personal atmosphere and local interest.
(g) Local rate-payers are out of touch, deprived of direct approach and uninformed. When services are organised on a county basis it is more difficult for members of the general public to obtain information and advice than when the services are organised more locally. The local Town Hall is still the place to which the inhabitants normally and properly come for advice on any local authority service irrespective of which authority is actually responsible for providing the service. The persons who require advice or assistance are often the less well-informed members of the community for whom the services are probably more important and if consideration is to be given primarily to the persons for whom rather than by whom the services are provided the focal point must remain the Town Hall rather than the remote and often impersonal County Hall.
(h) The local press is out of touch.
(i) Local statistics are not available—they are published in a composite form with those of other areas.
(j) There is delay in all processes and an inability to get rapid rulings or replies —disputes may trail on indefinitely.
(k) There is too much generalisation of rulings owing to the necessity of making inflexible rules suitable for 29 authorities and the fear of creating precedents which would affect all the metropolitan boroughs.

There are frequent changes of young doctors at various clinics so that continuity of interest and confidence is lost. The prospects offered to these London County Council Assistant Medical Officers are poor owing to their limitation to school health and maternal and child welfare service without administrative or general public health experience. A deterioration in applicants is to be expected.

(l) Basically it is bad administration to have two separate administrations carrying out public health services in one area with local, divisional and central control.
(m) When services are provided by first-tier authorities there is a tendency to provide uniform services throughout the whole of the county and this is not necessarily the best way of meeting local needs. It is true that it meets the objection that one part of the area is being given preferential treatment but it also means that there is a tendency to require the general public to fit

in with the services which are provided rather than to make the services fit the needs of the recipients.

(n) Another serious defect of the present organisation is that whilst the National Health Service Act was intended to improve and unify the health services, and has in some manner achieved this in respect of the curative medical services, it has caused division of the preventive services or health services proper which are so important for the future well-being of the country. That is to say a division has been created between the personal health services now administered by the first-tier authorities and the environmental services which are essentially local and must be administered by the second-tier authorities.

(o) Much has been said of the importance of health workers acting as a team and whilst first-tier authorities have done a great deal to encourage the co-operation between health visitors and other persons concerned with the care of the sick such as medical practitioners and hospital almoners, there has in fact been a lessening of the formerly very close working with the officers of the second-tier authorities responsible for the environment in which people live and work. It is contended that whilst the present type of team may be satisfactory in dealing with persons who are sick it is far more important to have the closest liaison with those responsible for the local and environmental services when the aim is the prevention of illness and the promotion of health and the object of the service is regarded not merely as an individual but as a member of a community. An alteration in the organisation of local government in the Greater London area could result in the formation of teams of health workers which would be ideally suited to both purposes.

(C) Suggested Remedies for the Foregoing Defects

If the promotion of health and the prevention of illness is to be more than a meaningless phrase it is more important that the 'personal health services' should be linked with the other preventive work of local authorities than with the curative services. Co-operation with the curative services is, however, important, but co-operation centrally is of little value unless there is real co-operation at the lowest level. In the curative services the most important person is the family doctor and it is his individual contact with the health visitor, public health inspector, midwife, district nurse, home help, housing inspector, etc., which really brings results. In order to make this co-operation effective it must be made easy for the general practitioner. Most general practitioners have some contact, and often a very close contact, with members or officers of the borough council but very few have any contact at all with the County Council. Co-operation at the general practitioner level would be far easier and more effective if the services were administered by the metropolitan borough council whilst co-operation at the highest levels would be no more difficult.

One of the difficulties caused by the division between the 'personal health services' and the 'environmental services' is in the training of medical staff. An 'outline scheme' to provide for additional experience in these circumstances was prepared between the County Council and the borough councils in 1948 but it has never proved very satisfactory. The reunion of these services would improve the training facilities, particularly so far as opportunities for experience in branches of preventive medicine other than merely maternity and child welfare are concerned.

The return of the services to the boroughs would allow of a more economical use of manpower. It is thought the transfer might cause a fair degree of redundancy in the health services particularly amongst the clerical and administrative staff, but there would be little or no redundancy amongst medical and nursing staff. With the difficulties in obtaining staff in the local government service it is considered that alternative posts in other departments of the councils could readily be found for the great majority of those officers who were redundant.

In addition to the benefits to the health services there would be a general benefit to local government. It is recognised that with a two-tier system of local government each type of authority should have sufficient powers and duties to attract both members and officers of a proper calibre to ensure sound government. It is suggested that the transfer of the powers proposed would help to redress the trend which in recent years has not been in the best interests of local government.

The benefits of the proposed transfer may be briefly summarised as follows:

(a) The health service would be improved by providing a better approach to the public and to their needs as people rather than as patients.

(b) There would be greater opportunity for the elected members of the authority to exercise their influence.

(c) The health services proper, as distinct from the curative services, would be re-united and the metropolitan borough councils would be still further encouraged to improve the environmental services.

(d) Whilst central co-operation through the Metropolitan Boroughs' Standing Joint Committee would remain unimpaired the local co-operation with individual medical practitioners and local bodies would be markedly improved.

(e) Training facilities for specialists in public health would be improved.

(f) There would be a more economical use of manpower.

(g) The amendment of the balance of duties and powers of local authorities would improve local government in London generally.

For these reasons, it is strongly recommended that the personal health services and the school medical service should become the functions of the second-tier authority.

(ii) Mental Health Services

These services are administered by the London County Council through their mental welfare officers (duly authorised officers). No separate figures are available for Kensington, but the figures (1956) for the whole of the County are as follows:

Total cases referred to mental welfare officers	6,318
Number of separate investigations made	7,630
Removed to observation wards	4,095
Taken before a Justice	1,459
Other action	419
No action possible or necessary	1,651

In addition to the work of dealing with persons suffering from mental illness, the London County Council employ psychiatric social workers for dealing with persons needing help in their domestic, occupational, social or personal problems, associated with potential psychiatric breakdown or following psychiatric treatment. Two hundred and eighty of these cases were dealt with in 1956.

The London County Council maintain special schools for the training of educationally sub-normal children, so that they may have a chance of becoming self-supporting; suitable jobs are found for them. Occupation centres are also provided for defectives, not at school or work, who live at home. If it is not possible to care for patients at home, parents may send them to special colonies or hostels, where they are given care and training. Recuperative holidays may also be provided.

The work of the mental welfare officers is carried out centrally at County Hall, although the formal approval of this was deferred by the Minister of Health in

1956. The original approved proposals required the work to be carried out from four district offices in London, but since 1948 this has not been done.

(iii) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

Sections 29 and 30 of the National Assistance Act, 1948, require that a local health authority shall, as may be prescribed by the Minister, make arrangements for promoting the welfare of persons ... who are blind, deaf or dumb and other persons handicapped by injury, illness, or congenital deformity.

The Minister has given directions in regard to blind persons and the London County Council have promoted a scheme for promoting the welfare of such persons. The work is intended to be complementary to the powers of the Ministry of Labour and national Service under the Disabled Persons (Employment) Act, 1944, under which the London County Council and the borough council employ a quota of 3–4% disabled persons. The London County Council's scheme includes provision for home visiting, workshop employment, marketing of produce, employment in open industry and general social welfare of the blind. Attention is also paid to partially-sighted persons.

Welfare arrangements are also provided by the London County Council for persons handicapped by causes other than bad sight. Registers are compiled, and consultation and co-operation take place with the Ministry of Labour and National Service.

The only duties laid upon the borough council by the National Assistance Act, 1948, are contained in sections 47 and 50. The former deals with the removal to suitable premises of persons in need of care and attention and is administered directly by the Medical Officer of Health. Section 50 deals with the burial of persons, where it appears to the Council that no suitable arrangements are being made for burial or cremation. This duty is also dealt with by the Medical Officer of Health and since the Act came into force nearly four hundred bodies have been dealt with. It might be mentioned that this duty was formerly carried out by the London County Council through their public assistance officers, and there appeared no good reason at the time of transfer why this work should have been transferred to borough councils.

(iv) Care of Children

Under the Children Act, 1948, the London County Council have a statutory duty to receive into their care deserted or abandoned children, and any other children deprived of a normal home life. The London County Council exercise their functions through the Children's Committee and they have appointed a children's officer who is responsible for the direction of the work.

The work of the Children's Department falls under three main headings:

(a) Receiving into care deprived children and placing them in the type of foster home or school where they are most likely to develop their characters and abilities to the full.

(b) Supervision of the children's welfare whilst they remain in the London County Council's care, and help and guidance as necessary after they leave school.

(c) Investigation and supervision duties in connection with the adoption of children and children coming before the juvenile courts.

As far as Kensington is concerned, the London County Council have appointed an area officer, who has an office in Fulham Palace Road, in Hammersmith. There are in addition School Care Committees who deal with the general welfare of schoolchildren, special attention being paid to those in need of extra nourishment, convalescence, etc. There is a School Care Committee office in Kensington, in Holland Park Avenue.

Then there is the child life protection work involving the supervision of children in the care of foster mothers, child minders and private day nurseries. This work is carried out from the Divisional Office of the London County Council in Hammersmith, as is also the school medical service.

Whilst not having any definite defects to point to, it would appear on the face of it, that the comprehensive work of caring for children is split up into a number of separate sections. It is not unlikely that instances of duplication of visiting arise frequently especially in families with children of ages from birth to fifteen years. There would appear to be a strong case for unification of all work in connection with children's care and welfare. If this work were carried out by the borough council, instead of the immense County Council, it would undoubtedly be placed in the charge of the Medical Officer of Health of the Borough who would be able to correlate all the functions under one department.

(v) Notification and Prevention of Infectious Disease

Notification of infectious disease is required by statute, regulations and orders and covers roughly thirty diseases. Generally speaking, doctors are required to notify the Medical Officer of Health, who has a staff of public health inspectors. The duties include the prevention of the spread of infectious disease. Notifications are recorded in a register and the specified fees are payable by the borough council to the notifying doctor. The London County Council reimburse these fees, on condition that copies of all notifications are sent daily to the County Medical Officer of Health. Roughly, 2,000 notifications are received each year and, generally speaking, the borough council's administrative arrangements are satisfactory. The arrangements in force when the borough council employed health visitors—that is before 5th July, 1948—were better, because there are certain infectious diseases which are more aptly dealt with by trained women health visitors. For example, enquiries in regard to notifications of puerperal pyrexia in nursing mothers can more conveniently be carried out by women health visitors than by male public health inspectors. Similarly, these comments can apply in the visiting of very young children notified as suffering from infectious conditions, such as measles, whooping cough, etc. Further, there is a duplication of visiting under the present division of responsibility. For example, in the case of tuberculosis notifications, the public health inspectors, under the control of the Medical Officer of Health, went to investigate environmental conditions, whereas the London County Council health visitors visit the same cases in connection with the examination of contacts. If both the public health inspectors and health visitors were placed under the supervision of the borough Medical Officer of Health, these duplicated visits could be avoided.

(vi) Health Education

Health education is now recognised as a vital part of the public health service, and in his report for the year 1953, the Chief Medical Officer of the Ministry of Health remarked . . . 'health education has come to mean something more than a subsidiary function and responsibility; it is now regarded as a primary function of local authorities.'

The powers of a metropolitan borough council to undertake health education are contained in section 298 of the Public Health (London) Act, 1936, section 4 of the Physical Training and Recreation Act, 1937, and sections 134, 135 and 136 of the Local Government Act, 1948. Further, section 25 of the Clean Air Act, 1956, empowers a borough council to arrange for the publishing of information on the problem of pollution of the air, whilst the recent provision contained in section 82 of the London County Council (General Powers) Act, 1957, enables a metropolitan borough council to engage in activities to promote safety in the home.

In addition to hygiene educational work in schools, under the Education Act, 1944, the London County Council have similar powers under section 298 of the Public Health (London) Act, 1936, section 4 of the Physical Training and Recreation Act, 1937, section 21 of the National Health Service Act, 1946, and sections 134–136 of the Local Government Act, 1948. In addition, section 190 of the Local Government Act, 1939, enables the County Council to arrange for the dissemination of information relating to the amenities and advantages of the county.

Furthermore, the Ministry of Health, and the Central Office of Information, acting on behalf of the various other Government Departments, periodically engage in various health education activities, not only in London but throughout the country as a whole.

This multiplicity of powers inevitably leads to the same activities being undertaken in the same areas by different authorities, with consequent duplication of effort and waste of public expenditure. This could be avoided by all health education activities being organised by individual borough councils.

One member of the staff of the Public Health Department of this borough council is engaged part-time on the administrative aspects of health education, but all the health officers of the department take every possible opportunity to undertake health education work in their daily contact with the members of the general public.

The long-term aspect of health education as part of the national health policy has resulted in the growing interest in the practice of hygiene throughout the whole field of preventive medicine. This is an important aspect of the country's economy which cannot be left to be dealt with by different authorities in the same area; to be most effective it should be controlled by a single authority in the same area.

In view of the fact that the general public recognise the individual borough councils as the main source of local information in their own areas, it follows that the organisation of health education should best be undertaken by these councils.

5. TOWN AND COUNTRY PLANNING

The County Council are the planning authority but they must consult the Borough Council on proposals which conflict with the Development Plan and proposals which constitute a change of use. In other cases, the County Council are not required to consult the Borough but, in practice, they do so in most of them.

Applications continue to be numerous and, in nearly all, their investigation is duplicated—by the County and borough councils.

It has been proposed that certain functions should be delegated to the borough councils, these are:

(a) applications involving change of user (other than for industry);
(b) applications within the Housing Accommodation Direction, i.e. where loss of housing is involved;
(c) conversions;
(d) minor additions and alterations.

It is proposed to transfer to the boroughs the powers to make tree preservation orders, and to enforce the planning control in the functions (a) to (d) above.

It is considered that all the control of development proposals within the scope of the overall Development Plan should be in the hands of the borough councils, subject to co-ordination by the County Council, which follows from the Development Plan.

6. TRAFFIC

(i) Construction, Improvement, and Maintenance of Roads and Bridges

The maintenance of roads and bridges in the borough is the responsibility of the Borough Council. The annual expenditure is about £140,000 and for this work no grant from the County Council or Government is paid. About 94·4 miles of road are so maintained.

Main improvements are carried out either by the Borough Council or the County Council and attract Government grants. Arrangements exist by which the authority initiating a scheme pays for it after crediting any grant.

(ii) Street Lighting

The Borough Council have recently embarked on a comprehensive improvement scheme to cost about £400,000 to be carried out in five stages. The first, costing about £80,000, is due to be completed by the end of the present financial year.

(iii) Naming of Streets and Numbering of Houses

This is dealt with jointly by the Borough Council and County Council. The former advise on their own properties and the suggestions are usually agreed by the County Council.

(iv) Parking

The Borough Council have powers to permit off-street parking and they made a large site, adjacent to a main shopping area, available for some years until it was required for building.

(v) Road Safety

The functions of the Council in connection with road safety have been delegated to the West London Road Safety Committee which consists of representatives of Chelsea, Hammersmith, Kensington, Paddington and Westminster.

(vi) Bus Shelters

The Borough Council does not provide bus shelters under the powers given in the Local Government (Miscellaneous Provisions) Act, 1953.

A number of London boroughs consider that the London Transport Executive should provide all shelters.

(vii) Private Street Works

These works are very limited but are occasionally carried out under the Metropolis Management Acts.

7. CONCLUSION

In those services which we suggest in our first report should be administered by the second-tier authority, we are strongly of the opinion that there should be a complete transfer of functions and not merely delegation of powers which from experience causes delays and duplication of work and limits the powers of the boroughs by the over-riding authority being retained at County Hall. Indeed, as we understand the legal position, the term 'delegation' means that the power or duty is handed over by the delegating authority; accordingly the second-tier authorities might just as well be given the powers and duties now under discussion directly by Parliament. It is, however, very apparent that in the local government sphere the term delegation seems to have been used in the sense of the first-tier authority exercising a dual or supervisory power. This we believe to be wasteful of time, manpower and money, contrary to true local government and to be wholly bad. Where a general supervisory power is necessary a Minister almost invariably, and the Courts frequently already exercise it quite adequately and satisfactorily.

W. L. ROOTS,
Chairman of the Reorganisation of Local Government Committee.

J. WARING SAINSBURY,
Town Clerk.

Town Hall,
Kensington, W.8.

22nd September, 1958.

Evidence submitted by the Lambeth Metropolitan Borough Council

Lambeth Town Hall,
Brixton Hill, S.W.2.

3rd July, 1958.

Dear Sir,

My Council has now had before it your communication of the 17th February last, in connection with the above-mentioned Commission, when it examined the main functions set out in an appendix to your letter.

As a result, I have to inform you that the Council considers these functions should be administered by the authorities indicated below:

Function	*Authority*
Education	
Education	London County Council
Agricultural Education	—
Youth Employment Service	London County Council
Environmental Health	
Baths, Wash-houses and Bathing Places	Indoor facilities—Borough Council Swimming baths in parks—London County Council
Control of Water-courses, Ditches and Ponds	—
Disinfestation of Premises and Articles	Borough Council
Drainage of Trade Premises	Borough Council
Mortuaries and Post-mortem Rooms	London County Council
Public Conveniences	Borough Council
Refuse Collection and Disposal	Collection—Borough Council Disposal—Appropriate Ministry
Regulation of Buildings and Sanitation of Buildings	Borough Council Small drains—Borough Council
Sewerage and Sewage Disposal	Trunk Sewers—London County Council Other Sewers—Borough Council Disposal—Appropriate Ministry
Street Cleansing	Cleansing and Sweeping—Borough Council Disposal—Appropriate Ministry
Burial Grounds, Cemeteries and Crematoria	Borough Council
Parks and Open Spaces	London County Council
Powers and Duties under the Physical Training and Recreation Act, 1937	London County Council
Prevention of River Pollution	London County Council
Port Health Functions (where applicable)	—
Housing	
Provision of Houses	Building and Slum Clearance—London County Council Allocation and Management—Borough Council

Housing (*cont'd*)

Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses	London County Council
Regulation of Buildings and By-laws	London County Council

Personal Health and Welfare

Powers and Duties under the National Health Service Acts	Borough Council
Mental Health Services	
Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944	
Care of Children	
Registration of Nurseries and Child Minders	
Notification of Infectious Diseases	
Health Education	

Town and Country Planning

Town and Country Planning	London County Council London Planning Authority
Powers and Duties under the National Parks and Access to the Countryside Act, 1949	London County Council

Traffic

Construction, Improvement and Maintenance of Roads and Bridges	Duties to remain allocated as at present
Street Lighting	A London Planning Authority
Naming of Streets and Numbering of Houses	Borough Council
Parking Places	
Road Safety	
Bus Shelters	
Private Street Works	

The Council took the view that no objection should be taken to co-operation with the Royal Commission on the lines suggested in your letter, to enable the Commission to secure some personal knowledge of the circumstances in which local authorities carry out their work.

Yours faithfully,

JOHN E. FISHWICK,
Town Clerk.

The Chairman,
Royal Commission on Local Government
in Greater London.

Evidence submitted by the Lewisham Metropolitan Borough Council

Lewisham Town Hall,
Catford, S.E.6.

9th May, 1958.

Dear Sir,

With reference to my letter of the 29th March, 1958, the Council has now had the opportunity to examine the question of the views it wishes to submit to the Commission, and I am authorised to forward the following which were approved by the Council on the 7th May, 1958:

(1) The basis of London Local Government should continue to be the two-tier system.

(2) The existing boundaries of the Administrative County of London should, except for very minor adjustments, remain unchanged.

(3) The transfer, from the London County Council to Metropolitan Borough Councils, of functions which appear to be more suitable for administration by local management is favoured; the powers to be transferred should be the subject of negotiations between the London County Council and the borough councils.

Yours faithfully,

(Sgd.) ALAN MILNER SMITH,
Town Clerk.

The Secretary,
Royal Commission on Local Government
in Greater London.

Evidence submitted by the Paddington Metropolitan Borough Council

STATEMENT OF EVIDENCE

In response to the letter dated 17th February, 1958, which has been received from the Chairman of the Royal Commission on Local Government in Greater London, the Paddington Metropolitan Borough Council desires to submit the following evidence:

The present arrangements for carrying out the functions specified in paragraph 3 of the letter dated 17th February, 1958, from the Chairman of the Commission are uniform throughout the County of London as between the London County Council and the Metropolitan Borough Councils, and it would seem more convenient to indicate the arrangements for carrying out each of the main functions set out in Appendix 'B' in our comments upon those functions.

We wish, however, to submit certain general comments on the present local government administration in the County of London which in our opinion are pertinent to the matters under consideration by the Commission. In our view the administration of the London County Council is too remote from the public which it serves, and its ramifications are too wide, to produce the best local government administration. Membership of the County Council entails such demands upon the time of the members as severely to restrict the number of people who can possibly contemplate candidature for election to that body. The meetings of the County Council, its Committees and Sub-Committees ordinarily take place during normal working hours when many potentially valuable members find it impossible to spare sufficient time to give efficient service as elected representatives. Moreover the volume of work to be dealt with is so great that it is only possible for the members to know in broad outline the work of even those Committees and Sub-Committees of which they are members. It is therefore inevitable that much of the responsibility for decisions, which in a smaller authority would properly be taken by members, is thrown upon officers, and it is quite impossible for the members to know the administrative work in sufficient detail adequately to control the work for which they are responsible. Owing to the volume of work to be dealt with and the complexity of the administrative machine inordinate delay is frequently encountered in transactions with the London County Council.

In addition the London County Council has found it necessary to sub-divide the area of the administrative county into smaller areas so that the administration may be localised to some extent and carried out on a divisional or area basis. Unfortunately the sub-division varies for different purposes so that duplication of staff is inevitable not only within the administration of the London County Council itself but as between the County Council and the Metropolitan Borough Councils. Moreover the divisional or area officers have limited powers and discretion, so that reference to County Hall is necessary before many matters can be dealt with at divisional or area level. Administration on this basis can itself be a fruitful source of delay.

We do not advocate a system in which the elected members try to undertake detailed work which is properly the function of the officers of the authority, but we advocate the reorganisation of local government in the Greater London Area on a basis which will enable the elected members effectively to carry out the purposes for which they are elected.

In our view it is essential for local government in the Greater London area to be undertaken on the basis of two-tier administration in order to meet particular problems which arise as the result of the concentration of such a large population within the area. On this assumption the top-tier authorities would undertake limited functions, which in some matters would involve only co-ordination and/or the determination of main principles, whilst in others they would involve the executive functions themselves. In all probability it would be necessary to have top-tier authorities concerning themselves with different areas, and it might well be necessary to constitute *ad hoc* authorities to undertake specific functions. Later in this statement we indicate our views upon the allocation of functions between the top-tier authorities and the second-tier authorities (to whom we have referred as 'the boroughs').

In our opinion the second-tier authorities should consist of boroughs having a large enough area and adequate financial resources to undertake the functions which would be allocated to them. We think that the optimum population for boroughs of this kind would be 200,000 to 250,000 and that wherever possible existing boroughs of this size should be retained and new boroughs created by a combination of existing smaller authorities. Boroughs of this size with responsibility for wide functions would be likely to attract and encourage a livelier interest in local government affairs. We would, however, except from this proposal the City of London whose history and traditions are such as to justify the creation of an anomaly in the general administrative pattern.

Our comments on those services referred to in paragraph 3 of the Commission's letter deal with the main functions comprised in those services in the order in which they are set out in Appendix 'B'.

Education

The Education Service is at present administered solely by the London County Council and this results in a uniform pattern of education throughout the County area. In our view the Education Service is essentially one in which there must be progress and evolution to meet the changing needs of the times, and it would be an advantage to have some diversity of thought and administrative arrangements in an area which covers so large a population as is contained in the County of London.

We suggest that primary and secondary education and the Schools Medical Service should be administered by the boroughs and that most of the remaining educational services, including agricultural education, should be administered by the top-tier authority. The Youth Employment Service, which is now administered by the London County Council, is essentially one which could well be administered by the boroughs.

Environmental Health

(a) Baths, Wash-houses and Bathing Places

Except for swimming pools in parks administered by the London County Council, these services are now administered by the Metropolitan Boroughs and should continue to be administered by the boroughs. Swimming pools in parks should be administered by the authorities controlling the parks.

(b) Control of Watercourses, Ditches and Ponds

In so far as these matters are not within the jurisdiction of River Boards and Catchment Boards they should be dealt with by the boroughs (Public Health (London) Act, 1936, section 83).

(c) Disinfestation of Premises and Articles

Now administered by the Metropolitan Boroughs and should be administered by the boroughs.

(d) Drainage of Trade Premises

Now delegated by London County Council to Metropolitan Boroughs. Should be a direct function of the boroughs.

(e) Mortuaries and Post-mortem Rooms

At present the function of the Metropolitan Boroughs and sometimes subject to joint arrangements between two or more of such Boroughs. This service is to some extent related to the work of the coroners who are appointed by the London County Council, and whose districts are defined by that County Council. In our view it would be unnecessary for each of the proposed new boroughs to provide mortuaries and post-mortem rooms, and this service could be provided either by the top-tier authority or by joint arrangements between boroughs.

(f) Public Conveniences

Now provided by the Metropolitan Boroughs, and should be provided by the boroughs.

(g) Refuse Collection and Disposal

Both these services are now provided by the Metropolitan Boroughs. Refuse disposal is frequently the subject of joint arrangements between two or more Metropolitan Boroughs, and in our opinion it should be the function of the boroughs, subject where desirable to joint arrangements covering two or more boroughs, to ensure the most efficient and economical use of plant and resources.

(h) Regulation of Buildings and Sanitation of Buildings

The regulation of permanent buildings and certain buildings of a temporary or special nature is now under the control of the London County Council. The responsibilities of the Metropolitan Boroughs in matters under the London Building Acts are limited to signs, hoardings and temporary structures under 200 sq. ft. in area and not exceeding 7 ft. 6 in. in height.

The sanitation of buildings is primarily governed by the provisions of Part II of the Public Health (London) Act, 1936, pursuant to which the London County Council have by-law making powers, but the by-laws are administered by the Metropolitan Boroughs subject to any Orders made by the County Council pursuant to section 35 (Transfer of management of part of borough for sewerage and drainage purposes) or to section 36 (Transfer of management of streets for sewerage and drainage purposes) of that Act.

In our opinion the boroughs should have direct executive responsibility for both the above matters, subject to co-ordination of statutory and by-law provisions by the top-tier authority.

(i) Sewerage and Sewage Disposal

Main sewers and sewage disposal are dealt with by the London County Council. Other sewers are the responsibility of the Metropolitan Boroughs. A similar division of responsibility could be maintained between the tiers.

(j) Street Cleansing

This is a function of the Metropolitan Boroughs, and should be a function of the boroughs.

(k) Burial Grounds, Cemeteries and Crematoria

These are functions of the Metropolitan Boroughs, and should be functions of the boroughs, subject to the overriding responsibilities of the planning authorities.

(l) Parks and Open Spaces

The Royal Parks are administered by the Crown and presumably would continue so to be. Some other major open spaces, e.g. Wimbledon Common and Putney Heath, are administered by Conservators under private Acts of Parliament, and could so continue. Major open spaces, e.g. Hampstead Heath, now administered by the London County Council, could continue to be administered by the top-tier authority, and the boroughs could administer the public open spaces not falling within the categories to be administered by other authorities.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937

The powers under this Act are available to the London County Council and the Metropolitan Boroughs. We see no reason why they should not be available to both tiers.

(n) Prevention of River Pollution

The Port of London Authority is responsible for the prevention of pollution of the River Thames and its tributaries to a point three miles above high water in each case, but an important exception from the powers of the Port of London Authority is the London County Council, who succeeded to this privileged position from their predecessors. The exception was confirmed by section 465 of the Port of London (Consolidation) Act, 1920. There appears to be no good reason for disturbing the jurisdiction of the Port of London Authority in this matter.

Housing

By section 1 of the Housing Act, 1957, as respects the Administrative County of London other than the City of London, the London County Council and the Metropolitan Boroughs are local authorities for the purposes of that Act. As a result of this concurrent jurisdiction the London County Council have acquired large areas of land in many Metropolitan Boroughs for development for housing purposes, although some of the Metropolitan Borough Councils have themselves been unable to acquire an adequate amount of land for their own housing purposes.

(a) Provision of Houses

We are of opinion that all local authority housing development within the borough areas should be vested in the borough councils, and that any estates which are situated outside the area covered by the boroughs should be administered by the top-tier authority for the general benefit of the boroughs within the area and subject to close liaison with the borough councils in the area.

(b) Slum Clearance

Subject to our proposals with regard to the provision of houses the boroughs should be responsible for slum clearance within their own areas.

(c) Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

These matters should be the responsibility of the boroughs.

(d) Regulation of Buildings and By-laws

Our comments are set out under the sub-heading 'Regulation of buildings and sanitation of buildings' in the previous section relating to Environmental Health Services.

Personal Health and Welfare

At the present time most of the functions mentioned below are undertaken by the London County Council except for certain minor functions under the National Assistance Acts, 1948 and 1951, viz., Section 31 (Contributions to old people's organisations) of the 1948 Act, in which the London County Council and the Metropolitan Borough Councils have concurrent powers; Section 47 (Removal to suitable premises of persons in need of care and attention) of the 1948 Act as amended by the National Assistance (Amendment) Act, 1951; and Section 50 (Burial or cremation of the dead) of the 1948 Act, which is the responsibility of the Metropolitan Boroughs except for persons who immediately before death were being provided with accommodation under Part III of that Act or were living in a hostel provided under Section 29 of the Act—in these latter cases the responsibility is that of the London County Council.

(a) Powers and Duties under the National Health Service Acts

Apart from the Ambulance Service, these functions should be the direct responsibility of the boroughs. In some matters joint arrangements between two or more boroughs might well be desirable.

(b) Mental Health Services

In so far as these services are the responsibility of local authorities they should be administered by the top tier.

(c) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

These functions should be the direct responsibility of the boroughs. In some matters joint arrangements between two or more boroughs might well be desirable.

(d) Care of Children

These functions should be the direct responsibility of the boroughs. In some matters joint arrangements between two or more boroughs might well be desirable.

(e) Registration of Nurseries and Child-minders

Should be the responsibility of the boroughs.

(f) Notification of Infectious Diseases

Should be the responsibility of the boroughs.

(g) Health Education

Should be the responsibility of the boroughs.

Town and Country Planning

The London County Council is the Planning Authority for the Administrative County of London, but in respect of certain planning applications the County Council is under obligation to consult the Metropolitan Borough Councils before arriving at its decisions.

The County Council has delegated to the Metropolitan Boroughs its powers for the control of advertisements, subject to some conditions.

(a) Town and Country Planning

Responsibility for Development Plans and certain aspects of planning control, e.g. zoning, plot ratio, density and communications, should be the function of the top-tier authority, but the detailed administration of planning control should be carried out by the boroughs.

(b) Powers and duties under the National Parks and Access to the Countryside Act, 1949

These should be the function of the top-tier authority.

Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges

Major improvements of classified roads and bridges, particularly where the acquisition of property is involved, are undertaken by the London County Council. Other improvements are carried out by the Metropolitan Boroughs. Improvements to classified roads which are approved by the Ministry of Transport qualify for Exchequer grant. The maintenance of all roads and bridges, other than cross river bridges, is undertaken by the Metropolitan Boroughs.

We are of opinion that the Trunk Roads Acts, 1936 and 1946, under which the Minister of Transport and Civil Aviation is the Highway Authority for the roads scheduled by those Acts, should be extended to the Administrative County of London, and that the bridges and tunnels over and under the River Thames should be dealt with as trunk roads. Other roads and bridges should be the responsibility of the boroughs, and for grant purposes there should be no distinction as regards classified roads between such roads within the Administrative County of London and those outside the County.

(b) Street Lighting

Metropolitan Boroughs are responsible for the street lighting within their areas, and the boroughs should be the street lighting authorities, subject to joint arrangements for the co-ordination of standards on main through roads.

(c) Naming of Streets and Numbering of Houses

The London County Council is the authority for the making of Orders as to the naming of streets and the numbering of houses. The Metropolitan Boroughs are responsible for the implementation of those Orders. With the object of avoiding duplication of street names and numbers it would seem desirable that the top-tier authority should deal with the making of the necessary Orders, and that the boroughs should be responsible for implementing the Orders.

(d) Parking Places

Within the Administrative County of London parking places in streets are authorised by the Minister of Transport and Civil Aviation after consultation with the Metropolitan Boroughs and the Police. Off-street parking is the responsibility of the Metropolitan Boroughs. There seems to be no good reason why the boroughs should not be responsible for authorising parking places in streets, subject to consultation with the Ministry of Transport and the Police, and for off-street parking.

(e) Road Safety

This is the responsibility of the Metropolitan Boroughs and should be the responsibility of the boroughs.

(f) Bus Shelters

Metropolitan Boroughs have power to provide bus shelters in streets, but these shelters are usually provided by the London Transport Executive. There is no reason why the boroughs should not have power to provide bus shelters if they so desire.

(g) Private Street Works

The Metropolitan Boroughs are the authority controlling private street works, and the boroughs should have the same power.

W. H. BENTLEY,
Town Clerk.

Town Hall,
Paddington,
London, W.2.

29*th May*, 1958.

Evidence submitted by the St. Marylebone Metropolitan Borough Council

After the first paragraph, headed 'General Comments', this Memorandum follows the main headings and subsidiary headings as indicated in the Appendix to the letter from the Secretary of the Royal Commission, dated 17th February, 1958. In accordance with the suggestions contained in that letter the observations submitted are generally only in outline and can be expanded upon as may be required in due course.

GENERAL COMMENTS

It is the Borough Council's view that, in broad principle, there should be a two-tier system of local government in London; that the London County Council should be a top-tier authority; but that its present jurisdiction should not be extended beyond its present boundaries. As regards certain functions suitable for administration by a top-tier authority, e.g. education, principles of town planning, some aspects of public control, it is thought that an area of the size of the present Administrative County should not be exceeded; but that there are some functions, e.g., main drainage, fire services, ambulance services, main road lighting, which on examination may be found to be better administered over a wider area, possibly the Metropolitan Police District.

It is the Borough Council's view that the functions of a top-tier authority should be limited to those which, for reasons of efficiency, must necessarily be administered by them; that the powers and duties of the second-tier authorities should be as wide as possible; and in particular that the second-tier authorities should exercise all matters capable of more local administration, such as the domiciliary health services, functions under Part III of the Town and Country Planning Act, 1947, London Building Acts and Shops Act matters and certain public control functions, e.g. weights and measures.

The Borough Council also envisage that the number of second-tier authorities could be reduced, preferably by suitable amalgamations with existing boundaries, in order to produce units of roughly comparable size capable of performing efficiently the added services which, it is suggested, they should have.

EDUCATION

Education

The London County Council are the Education Authority for London and are responsible for all matters connected with this subject.

Comment. The Borough Council have no direct say in the formulation of education policy. Their only connection lies in the provisions of the Education Act, 1944, under which they are entitled to appoint representatives on the Bodies of Managers of county primary and voluntary primary schools. This entitlement does not extend to the governing bodies of County Secondary or County Grammar Schools.

The Borough Council may wish at a later stage to submit observations on education generally, but in any event they consider that the second-tier authorities should be given more representation both at school and at Divisional levels.

Agricultural Education

It is thought that no arrangements are made under this head in London.

Youth Employment Service

This service is operated by the London County Council and gives advice to boys and girls about employment on leaving school. If desired assistance is given in finding employment for school leavers up to 18 years of age.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

Bathing places are provided by the London County Council in certain open spaces under their control and supervision.

One Baths Establishment has been provided by the Borough Council. Its services comprise two swimming pools, private baths, public laundry and a squash rackets court. The larger pool is converted into a public hall during the winter season.

> *Comment.* The adequacy of the provision must rest to some extent on the financial resources of the particular authority. The Borough Council's establishment, which is comparatively modern, is not self-supporting and requires an annual contribution from the rates of upwards of £60,000. Extensive use is made of the facilities provided, especially for swimming, by persons who are not local residents, and it is therefore felt that consideration should be given to some part at least of the financial burden on the local ratepayers in providing these facilities being borne by some other means.

Control of Watercourses, Ditches and Ponds

This does not arise in St. Marylebone.

Disinfestation of Premises and Articles

The Borough Council are solely responsible for disinfestation work. Premises are treated by spraying; articles are treated by spraying, steam or hydrogen cyanide. The latter method of treatment is carried out by a commercial firm under contract. Steam treatment of mattresses up to single size is carried out in the Council's disinfector plant; mattresses over single size are dealt with in the disinfector of an adjoining Borough by arrangement.

Rodent control is carried out by four operatives using methods approved by the Ministry of Agriculture, Fisheries and Food.

> *Comment.* Disinfecting equipment, such as steam disinfectors, is expensive, and it might be more economical for the operation of this service to be undertaken by the top-tier authority.
>
> As regards rodent control, this is not a local but a regional problem and therefore would possibly be more efficiently discharged by the top-tier authority.

Drainage of Trade Premises

This duty is the sole responsibility of the Borough Council under the relevant provisions of the Public Health (London) Act and the London County Council Drainage By-laws.

Mortuaries and Post-mortem Rooms

Prior to the last war the Borough Council maintained a mortuary with post-mortem room and a coroner's court. The premises were destroyed by enemy action. A temporary war-time mortuary has been retained and is used from time to time to accommodate bodies; but there is no post-mortem room. Post-mortem examinations are carried out at St. Pancras, where the coroner's court is now situated.

> *Comment.* A fully-equipped mortuary and post-mortem room should be maintained in conjunction with each coroner's court and by arrangement this could efficiently serve more than one borough in respect of most bodies. On the other hand some arrangement is desirable for the temporary accommodation of bodies where the question of a coroner's inquest does not arise; and in this respect it may be that provision of such mortuary accommodation to cover wider areas than under the present Borough arrangements should be considered.

Public Conveniences

This is a local service and in St. Marylebone regard has to be had to large influx of day-time population.

Refuse Collection and Disposal

Refuse collection (except on the Crown Estate) is undertaken by the Borough Council by direct labour. The service is highly mechanised because in a heavily built-up area such as St. Marylebone frequency of collection (daily in some parts) is essential. Collections average 2,500 tons per annum of street refuse and 35,000 tons per annum of house refuse. Approximately 2,000 tons per annum of salvage is collected and returned to industry.

The refuse is disposed of by controlled tipping in Essex under contractual arrangements with Westminster City Council, the refuse being transported by road to Westminster's Thames-side wharf and there discharged into contractors' barges. Difficulties arise from time to time when river traffic is suspended because of weather conditions.

> *Comment.* While the present arrangements for refuse collection are considered satisfactory, the operation of an area of about three times the size of St. Marylebone might possibly lead to economies by reducing overhead and administrative expenses. For comment as to the position regarding the Crown Estate, reference should be made to the paragraph below dealing with the maintenance, etc., of Roads and Bridges.
>
> The problem of the disposal of London's refuse is a serious one. It is thought that this service could be better administered by a separate body having responsibility for the whole of the London area, thus ensuring centralisation and rationalisation of refuse transfer points within the London area and final disposal points in the Home Counties. With the ever-increasing building densities and development there is urgent need for such an organisation to plan and prepare for the time when the land now being utilised for the disposal of refuse has been exhausted and some other methods of disposal must be provided.

Regulation and Sanitation of Buildings

The regulation of buildings under the provisions of the London Building Acts is the responsibility of the London County Council and comes under the jurisdiction of the District Surveyors.

The sanitation of buildings, as affected by the installation and maintenance of drains and sanitary fittings, is the sole responsibility of the Borough Council. Requirements under the Public Health (London) Act and the Housing Acts with regard to the construction of new buildings and the modification of old buildings are enforced by the Borough Council.

> *Comment.* There would seem to be some degree of overlapping between the local authority Public Health Inspectors and the Home Office Factory Inspectors as regards factory premises.

Sewerage and Sewage Disposal

The Borough Council are responsible under the Public Health Acts for the provision, construction, improvement, repair, renewal and maintenance of the sewerage system with the exception of main drainage which is the responsibility of the London County Council. That authority are also responsible for the disposal of sewage.

> *Comment.* It is thought that on examination it might be found that main drainage and sewage disposal could be better administered over an area wider than that of the present Administrative County of London.

Street Cleansing

This duty (except on the Crown Estate) is the responsibility of the Borough Council, and includes such ancillary matters as ballasting of highways and snow removal; cleansing of street gullies; cleansing of petrol interceptors. In view of the situation of the Borough in the centre of London and the large influx of day-time population the service has to be operated at a higher degree of intensity than would be required in suburban residential areas.

> *Comment.* Difficulties can arise in areas where boundaries run down the centre of streets and two authorities are responsible. This is not, however, encountered in St. Marylebone because of arrangements made when the Borough was constituted in 1899, e.g. the southern boundary lies along the centre of Oxford Street which is the northern boundary of Westminster, and the Borough Council undertake the cleansing, refuse collection, etc., for both sides of the street, Westminster bearing a moiety of the cost.

Burial Grounds, Cemeteries and Crematoria

By 1855 all available space in the three burial grounds provided in St. Marylebone had become exhausted, and land for a cemetery was purchased at Finchley, Middlesex. If use at the present rate continues it will be possible to sell burial rights for a further ten years and to bury in common graves for 25 years. The Council opened a Crematorium within their Cemetery grounds in 1937.

> *Comment.* Unless there is a continued increase in the practice of cremation, the time will come in the not too distant future when the burial facilities provided by the Borough Council in their own Cemetery will become exhausted; and with the development of land in the Metropolitan area it may then be impossible to obtain ground for this purpose within any reasonable distance. The general question of the disposal of the dead in the London area needs to be examined. A problem analogous to that of refuse disposal seems to be arising, i.e., the exhaustion of land available for earth burials, and this is likely to become more acute a few years hence. In the meantime Central London authorities are bearing heavy costs in maintaining cemeteries which are used as much for the burial of residents of outlying districts as for inhabitants of the London Boroughs.

Parks and Open Spaces

The Borough Council have concurrent powers with the London County Council in regard to the provision of open spaces, but the latter have not so far exercised their powers in this Borough.

The Borough Council have laid out as gardens three disused burial grounds and have also provided one small open space under powers contained in the Town and Country Planning Act, 1947.

Although the Borough Council's provision in this respect may appear to be small, the Borough is in fact very well served with open spaces as the greater part of Regent's Park is within its boundaries. Hyde Park is also at hand at the south-west corner of the Borough.

Powers and Duties under the Physical Training and Recreation Act, 1937

The Borough Council and the London County Council have concurrent powers in this respect. There is no machinery for liaison, but overlapping is prevented to the extent that the Ministry of Education become aware of schemes when application is made for a grant. The Borough Council's activities have been confined to financial help for repairing a building for use as a local Youth Centre.

The open spaces under the control of the Borough Council are too small and also unsuitable for organised games to be permitted. Extensive facilities in this respect are provided in Regent's Park by the Ministry of Works.

> *Comment.* It is considered that the powers and duties under the Physical Training and Recreation Act should be administered by the second-tier authority as they have immediate local knowledge of needs and resources and the ability to harness voluntary co-operation. It might further be desirable for authorities to have power to combine for the purpose of providing any particular facility or service.

Prevention of River Pollution

Does not arise in St. Marylebone.

Port Health Functions

Not applicable.

HOUSING

Provision of Houses

Under Part V of the Housing Act, 1957, the Borough Council and the London County Council have parallel powers, with certain exceptions. The London County Council are the statutory authority for the provision of houses outside the County, although the Minister may transfer specified powers for this purpose to a Metropolitan Borough Council where found to be expedient. The London County Council are also responsible for carrying out reviews of housing conditions and (subject to consultation with the Metropolitan Boroughs) for the preparation of proposals for new housing. The London County Council may, however, develop within a Metropolitan Borough *for the needs only of that Borough* with the consent of the Borough Council.

The Borough Council have so far provided in the Borough a total of 1,172 dwellings; the County Council have provided 561.

> *Comment.* It is thought that the present system within the Administrative County does not make the best use of the housing accommodation provided. The operation of a waiting list by each Borough frequently results in persons

on the list being 'tied' to that Borough as in many cases they cannot get on another Borough's list. This seriously impedes the mobility of the population as it tends to force people to travel to and from their work instead of their being able to live in reasonably close proximity to it. The lists kept by the London County Council operate in a counterwise direction because people on their lists living near their work are frequently offered accommodation some distance away; and this also tends to break up families and small communities. Consideration might be given to the setting up of a central list by the top-tier authority from which the second-tier authorities would draw housing tenants in the light of individual circumstances and of the various facets of the general problem. It is also thought that, after having due regard to the statutory duty of giving a reasonable preference to selecting families with housing need, the time is approaching when other considerations should also be taken into account in accepting or selecting housing applicants, e.g. some weight should be attached to an applicant's existing place of residence in relation to his place of work, and vice versa.

Attention might be directed to the anomalies and duplication of effort which exist under the present system where the London County Council and the Borough Council provide or have provided housing within the Borough area. There are many examples of estates owned by two authorities on opposite sides of the same street and except for the work of rent collection (for which the number of staff is related to the number of tenancies) there would appear to be clear duplication of management work and travelling time. By reason of the different methods by which the two authorities select tenants anomalies can arise between one local family and another. Because also of the different approach of the two authorities to the question of housing rents, comparable tenants may pay dissimilar rents for similar properties. It is thought that these difficulties might be overcome if the second-tier authority were to be responsible for the selection of tenants and management of all municipal housing property in their area whether provided by the top-tier or the second-tier authority. The selection might well be made from bulk priority lists supplied by the top-tier authority.

Slum Clearance

Concurrent powers in this context are possessed by the Borough Council and the London County Council. There is liaison between the two authorities, and areas for slum clearance are allocated by discussion. Where an area is to be dealt with by the Borough Council preparatory surveys and detailed inspections are made and representations submitted by the Medical Officer of Health. At all stages there is close liaison with the Borough Council's Housing Department.

Comment. One of the most intractable difficulties at present in this problem is that of decanting. Boroughs are frequently handicapped because they may not be in a position to provide accommodation for those temporarily displaced from a clearance area. It is thought that the question of slum clearance needs programming related to an overall picture, and that this could best be achieved by the top-tier authority, who should also have responsibility for securing the provision of the necessary temporary accommodation for decanting.

Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

Both the Borough Council and the London County Council separately assist Housing Associations with grants and loans for the purposes of the Housing Acts, usually receiving in return the right to nominate the first tenants of all or a proportion of the accommodation provided.

The Borough Council and the County Council both have power to make advances to persons or firms for the construction, acquisition or improvement of housing accommodation. Normally the County Council do not exercise their powers in respect of premises in a Metropolitan Borough except in areas where they may have a special interest.

The Borough Council make grants to persons towards the cost of improving existing dwellings. Similar powers are vested in the County Council who, again, do not exercise these powers where the Borough Council have agreed to do so.

> *Comment.* Liaison is maintained between the Borough Council and the County Council in the exercise of these functions and no practical difficulties have been experienced. It is theoretically possible for one authority to encourage the purchase or improvement of a house which the other authority intend eventually to acquire for redevelopment, but in practice the securing of planning permission and searches in the local Land Charges Register would bring to light the position even if for any reason existing liaison failed to do so.
>
> It is possible for the County Council to refuse to assist a Housing Association and for the Borough Council subsequently to agree to do so (or vice versa) but no such case has arisen.
>
> In the case of loans or grants, it may be regarded as a defect that an applicant does not know without enquiry to which authority he should address his application and that the maximum amounts and conditions of loans may vary between the two authorities.

Regulation of Buildings and By-laws

This matter is referred to in the appropriate sub-paragraph in the section above headed 'Environmental Health'. As regards Building By-laws, the London County Council are responsible for the examination of plans deposited in accordance with the London Building Acts.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

Prior to the coming into operation of the National Health Service Act, 1948, the Borough Council operated the following services:

> Maternity and Child Welfare Clinics, both ante and post-natal; child guidance, artificial sunlight, massage, dental and foot clinics; vaccination and diphtheria immunisation service; remedial exercises sessions; health visiting; day nurseries; home help services.

All these services have been transferred to the London County Council. The Borough Council also conducted a Chest Clinic, which was transferred to the Regional Hospital Board.

> *Comment.* No information is available as to any special difficulties which are being encountered, nor is there evidence of any specific defects. Enquiries which are received from time to time, however, give the impression that the public regard the services now provided as more impersonal than formerly. Experience suggests that county council administration is top-heavy and unsuited to this kind of work. There appears to be no reason why, with the exception of the Ambulance service and institutional services, all the functions of the County Council under the National Health Service Act and other Acts relating to personal health and welfare could not with advantage be

performed by a second-tier authority. The chief benefits, apart from probable lower administrative costs, would be derived from the more personal relationship between staff and patient which exists where administration is 'local' and from the intimate knowledge which a medical officer of health of a second-tier authority would possess of his district, its inhabitants and their particular problems. In addition the smaller authority administration has greater flexibility. Decisions can be taken more quickly and the resulting action can be better adjusted to the particular local circumstances existing at that time. Moreover, the patient has a sense of confidence engendered by the fact that she can always have recourse to her local councillor and through him exert some influence, which she feels is lacking with control coming from County Hall. Reference should also be made to the fact that the transfer of personal health services to the Borough Councils has been agreed in principle between the Metropolitan Boroughs' Standing Joint Committee and the London County Council.

Mental Health Services

The provision of these services has always been the responsibility of the London County Council.

Comment. Co-operation of the duly authorised officers is always readily available and no special difficulties have been encountered in the working of these services. It is considered that the administration of these services must remain with the top-tier authority in view of the recommendations of the Royal Commission on the Law relating to Mental Illness and Mental Deficiency.

Powers and Duties under the National Assistance Acts and Disabled Persons (Employment) Act, 1944

The London County Council have powers and duties with regard to the welfare of old people, but a very considerable amount of domiciliary work is undertaken by officers of the Borough Council. There are voluntary organisations within the Borough which run a 'Meals on Wheels' Service and also a residential home for 30 old people. These organisations receive financial assistance from the Borough Council under Section 31 of the National Assistance Act, 1948.

The Borough Council administer Section 47 of the 1948 Act which provides for the removal to suitable premises of persons in need of care and attention, as well as Section 50 which empowers the Borough Council to cause to be buried or cremated the body of any person who has died or been found dead in the Borough where it appears that no suitable arrangements for the disposal of the body will otherwise be made.

Comment. Very little welfare work among old people is done in St. Marylebone by the London County Council. There is close co-operation between the officers of the Borough Council and the voluntary organisations which, it is believed, results in one of the best services for the elderly in London. The intimate nature of much of the work makes a comparatively small administrative unit desirable. Under modern conditions there is an ever-increasing need for attention to be given to the welfare of old people and it is strongly urged that the second-tier authorities should be given much wider powers in this respect.

Care of Children and Registration of Nurseries and Child-minders

These duties are the responsibility of the London County Council and no details of the present arrangements are available.

Comment. Prior to 1948 the Borough Council had a responsibility in respect of child life protection under the Public Health (London) Act, 1936, and other responsibilities in respect of children and young persons under the Children and Young Persons Act of 1932. These functions were transferred to the London County Council, who have some additional responsibilities under the Children Act, 1948.

In the case of these functions, the same arguments as have been used in the sub-paragraph regarding the National Health Services apply, since it is obvious that intimate local knowledge is required to produce the best results. In addition, the day-to-day contact between public health inspectors and health visitors employed by *one* local authority would provide the means for a most useful exchange of up-to-date information about the conditions of children and premises concerned.

Notification of Infectious Diseases

Powers and duties under this head are the responsibility of the Borough Council. Liaison is maintained with the local Chest Clinic in regard to tuberculous persons.

Comment. No special difficulties are encountered. There is satisfactory co-operation from the Emergency Bed Service so that delays do not occur in the removal of patients to infectious diseases hospitals.

Because of the intimate knowledge of the district possessed by the Borough Council's officers it would seem to be advantageous for this work to be undertaken in an area of modest size rather than by a larger unit.

Health Education

The Borough Council and the London County Council have powers in this regard under the Public Health (London) Act, 1936, and the National Health Service Acts, respectively. Health education undertaken by the Borough Council is mainly in the form of the display of posters and the distribution of pamphlets and printed matter via the libraries and other public counters.

Comment. To avoid duplication and possible undesirable overlap and even conflict in health education activities it is important that there should be close liaison between the second-tier and the top-tier authorities.

TOWN AND COUNTRY PLANNING

Town and Country Planning

(1) *Applications for Development*

The Local Planning Authority for the Administrative County of London is the London County Council.

The County Council are required to consult the Borough Council in the following instances:

(a) Where a proposed development involves the formation, laying out or alteration of any means of access to a road (other than a trunk road) for which the Local Planning Authority are not also the local highway authority.

(b) In relation to land where the development—

  (i) would, whether in accordance with the development plan or not, conflict materially with existing development in the locality; or

  (ii) would conflict with proposals to construct or widen streets notified to the Local Planning Authority by the Borough Council.

The County Council are required to give the Borough Council fourteen days' notice that an application for redevelopment is to be considered, and they must take into account any representations made by the Borough Council.

In the case of Change of Use from Residential Use, the property is usually subject to the Housing Accommodation Direction. Inspection of the property is required by officers of both the Borough Council and the County Council.

> *Comment.* It is considered that the top-tier authority should be responsible only for settling general principles and that within these principles the second-tier authority should be the Local Planning Authority.
>
> It is strongly urged that—within the overall Development Plan, approved zonings and densities, etc.—the second-tier authority should have full responsibility, and that this would considerably expedite the procedure for dealing with developers' applications.

(2) *Control of Advertisements*

From 1st January, 1949, the control of advertisements under the Town and Country Planning (Control of Advertisements) Orders has been discharged by the Borough Council under delegated powers and subject to certain principles and exceptions.

National Parks and Access to the Countryside Act, 1949

Such of the provisions of this Act as are applicable to London are administered by the London County Council as the Local Planning Authority. The County Council, however, in the present General Powers Bill, are seeking the delegation to the Borough Councils of the powers contained in Section 89 of the Act.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

The Borough Council are the highway authority for the Borough. The London County Council have powers under the Metropolis Managements Acts and also under their General Powers Acts to initiate and carry out highway improvements.

The Borough Council are responsible for the construction, improvement, repair and maintenance of all classified and unclassified highways in the Borough. There are a few highways which are not maintained by the Borough Council, i.e., certain unadopted streets in the Borough, certain carriageways and footways in and adjoining Regent's Park, which are maintained by the Crown Estate Paving Commission, and also the approach roads to Marylebone Station which are maintained by the British Transport Commission.

Only road overbridges exist in the Borough. The British Transport Commission are responsible for the maintenance of the structure of bridges over railways; the Borough Council maintain the structure of one bridge which is over the Grand Union Canal.

With one exception where the road surface is maintained by the British Transport Commission, the surfaces over all bridges are maintained by the Borough Council.

> *Comment.* As highway authorities, the Metropolitan Boroughs are responsible for the maintenance of highways in their respective Boroughs. It is suggested that consideration should be given to the local authorities receiving grant in respect of the maintenance of 'trunk' or Class I roads passing through their areas.
>
> Attention is also drawn to the position relative to the Crown Estate. It is thought anomalous and archaic that the maintenance, lighting and cleansing of public thoroughfares and other services in and around Regent's Park should

not come under the general control of the Borough Council. One effect of doing away with the present arrangement would be that it would no longer be necessary for the Council to calculate and fix a separate (and lower) rate in respect of hereditaments within the Crown Estate as now has to be done.

Street Lighting

The Borough Council are responsible for the street lighting of the Borough.

Comment. It is thought that main road lighting should be co-ordinated on a wider basis than at present so as to secure uniformity and to avoid the inherent dangers in the changes of system which now exist along sections of the same main road.

Naming of Streets and Numbering of Houses

The London County Council are the responsible authority. It is their practice to consult the Borough Council on the naming or renaming of streets. The Borough Council are responsible for putting into effect Street Naming or Numbering Orders when made by the County Council.

Comment. It is undoubtedly desirable that the naming of streets should be dealt with by a central authority so as to avoid possible confusion arising from duplication.

The numbering of streets might well be made the responsibility of the second-tier and not the top-tier authority.

Parking Places

Street parking places are the responsibility of the Borough Council under the London Traffic (Parking Places) Regulations. The Minister of Transport has to authorise all proposed street parking places before establishment after consultations have taken place with the Police.

Application has been made to the Minister for an Order designating an area in the Borough in which parking is to be controlled by prepayment meters.

Road Safety

A Road Safety Committee has been set up by the Borough Council and its functions are carried out under provisions in the Road Traffic Act, 1956. A Ministry of Transport grant of 50 per cent. is payable in respect of costs incurred on road safety propaganda and training facilities.

Bus Shelters

The provision by the Borough Council of bus shelters is authorised by the Local Government (Miscellaneous Provisions) Act, 1953. In practice footway shelters are provided by the London Transport Executive after they have obtained the approval of the Borough Council as to siting.

Private Street Works

The Borough Council have power under Section 105 of the Metropolis Management Act, 1855 and/or Section 77 of the Metropolis Management Act, 1862, to make up private streets.

S. J. Rutty,
Town Clerk

Town Hall,
St. Marylebone, W.1.
June, 1958.

Evidence submitted by the St. Pancras Metropolitan Borough Council

St. Pancras Town Hall,
Euston Road, N.W.1.

1st May, 1958.

Dear Sir,

In accordance with the request contained in the letter dated the 17th February, from the Chairman of the Royal Commission, I enclose 30 copies of the evidence submitted by my Council, in accordance with the terms of Appendix 'B' of the Chairman's letter.

The Council will be very pleased to offer facilities to members of the Commission, to visit the Council's services should they so desire.

The Council also decided to submit the undermentioned general observations on the organisation and administration of London Local Government.

The Council is in favour of the establishment of an authority for the Greater London Area to carry out overall planning and to administer broad public service affecting the area as a whole. The Borough Councils should be invigorated by the transfer of all functions not coming within the purview of the proposed Greater London Authority, which are at present carried out by the London County Council. It is considered that a Borough Council with a population of 100,000 to 200,000 would have appropriate resources to enable it to discharge these functions effectively and where possible, the existing Borough boundaries should be preserved to maintain civic pride and a sense of community.

Yours faithfully,

R. C. E. Austin,
Town Clerk.

The Secretary,
Royal Commission on Local Government
in Greater London.

STATEMENT OF EVIDENCE

Introduction

(a) St. Pancras has an area of 2,694 acres; the Borough is about four miles long, extending from the West End of London to Highgate and the County Boundary; it averages about a mile in width.

(b) The estimated population of the Borough is 133,100. The rateable value at April, 1958 was £3,464,582; a penny rate is estimated to produce about £13,800; the General Rate is 17s. 4d. in the £. The Parliamentary electorate is estimated at 95,362 and the Borough Council electorate at 97,305. The Borough is divided into eight wards. There are two Parliamentary Constituencies—St. Pancras North (Wards 1 to 4) and Holborn and St. Pancras South (Wards 5 to 8 and the Borough of Holborn).

(c) St. Pancras has within its boundaries an extremely varied type of development. There are three main line railway termini—St. Pancras, King's Cross and Euston

Stations; no less than a sixth of the Borough is taken up by railway property. St. Pancras, particularly in the south, can be considered as a railway Borough, and the employment of a considerable number of its inhabitants is connected in some form or other with railways. South St. Pancras is also notable for the number of its hospitals and medical associations, as well as its University buildings. There are also many well-known shops and business houses in this area. The central part of the Borough (Camden Town and Kentish Town) has a large residential population, but it is also a thriving commercial and industrial area, as well as having busy shopping centres. The western part of the Borough borders on Regent's Park, Primrose Hill and the Borough of Hampstead. In this area there are many interesting architectural features such as the Nash Terraces that fringe the Park. Here, also, is the vast Regent's Park Estate, under construction by the Borough Council. When completed, this scheme will comprise 1,700 flats, houses and shops, etc. and will cover 32 acres. The character of the northern part of the Borough is again different in that it is an area of open spaces and large residential property. Highgate still retains much of its old village quality and many of the roads in this neighbourhood have a countrified air.

(d) The Borough Council (as distinct from the inhabitants) is a corporate body and consists of 60 councillors and 10 Aldermen presided over by the Mayor. A meeting of the full Council takes place about every six weeks. The work of the Council is carried out by the following Standing Committees: Finance, General Purposes, Highways, Sewers and Public Works, Housing Management, Planning and Housing Development, Public Libraries, Public Health, Staff and Building Committees. Fourteen members serve on each Committee, except the Finance and General Purposes Committees, on which the Chairmen of all the other Committees also serve. There are also various Special Committees—Acquisition of Land, Officers' and Manual Workers' Joint Committees, Staff Appeals Committee and certain advisory committees such as the Road Safety Advisory Committee and the Consultative Committee on Air Pollution, on which there are co-opted members.

(e) The staff of the Council consists of approximately 1,300 manual workers and 300 clerical, administrative and technical officers. There are seven departments of the Council under the control of the appropriate Chief Officer—the Town Clerk, Borough Treasurer, Medical Officer of Health, Borough Engineer and Surveyor, Housing Manager, Borough Librarian and the Building Manager. The offices of the Registrars of Births, Deaths and Marriages are situated at the Town Hall, as is the Fuel Office (which covers St. Marylebone and Hampstead in addition).

1. Education

The Education Authority in London is the London County Council; the Divisional Education Officer for the district is at 71 Gloucester Place, W.1. The only connection the Borough Council has with schools is the appointment of School Managers of primary schools in the Borough. There is a local bureau of the Youth Employment Service, which is administered by the County Council.

The Borough Council, in connection with the extension activities of the Public Libraries Department, arranges a series of educational talks to children on a variety of subjects.

2. Environmental Health

(*a*) Baths, Wash-houses and Bathing Places

The Borough Council has a Baths Establishment at Prince of Wales Road, N.W.5, consisting of two swimming baths (one converted into a hall in the Winter), 94 slipper baths and a public laundry. During the year ending the 31st March, 1957, over 90,000 people used the swimming baths and 124,500 used the slipper baths.

Twelve electric washing machines are provided in the public laundry, which was used by about 47,000 people during the same period.

The Council is carrying out a scheme to modernise the premises.

(*b*) Disinfestation of Premises and Articles

Disinfestation and rodent control are functions carried out by the Borough Council. There is, at Camley Street, N.W.1, a modern central cleansing station.

(*c*) Mortuaries and Post-Mortem Rooms

At Camley Street, N.W.1, the Borough Council has provided a modern mortuary and post-mortem room, with refrigeration facilities for 24 bodies. Other Metropolitan Borough Councils use the facilities provided at this mortuary.

(*d*) Public Conveniences

The Borough Council is responsible for the provision and maintenance of public conveniences. There are 19 conveniences in the Borough, 15 of which are placed underground. Schemes are in hand for modernising two of the underground conveniences.

(*e*) Refuse Collection and Disposal

The Borough Council is responsible for refuse collection and disposal, which services are under the control of the Borough Engineer and Surveyor. For purposes of refuse collection, the Borough is divided into four divisions, each in charge of an inspector. The disposal of refuse is from a central depot at Jamestown Road. All refuse is brought into this depot where it is loaded by mechanical handling plant into Contractors' vehicles of 45 cu. yds. capacity; all salvageable material is first extracted from the refuse. The Contractors take the refuse by road to their controlled tips, some 17½ miles from the depot.

(*f*) Sanitation of Buildings

These duties are carried out by the Borough Council's District Public Health Inspectors.

(*g*) Sewerage and Sewage Disposal

The main trunk sewers are under the control of the London County Council; all other sewers are under the control of the Borough Council. The Borough Council flush, maintain and reconstruct their existing sewers, design and (after approval of proposals by the County Council) construct new sewers. Sewer record maps are maintained by the Borough Council. Connections to their sewers are controlled by the Borough Council; connections to main trunk sewers by the London County Council.

(*h*) Street Cleansing

All street cleansing, snow clearance and de-icing arrangements are under the control of the Borough Council's Engineer and Surveyor. Cleansing is carried out on the street orderly beat system, augmented by two mechanical sweeper collectors.

(*i*) Burial Grounds, Cemeteries and Crematoria

The St. Pancras Cemetery is provided by the Borough Council at High Road, East Finchley; the size of the cemetery is approximately 85 acres. In addition, there are 12 acres of land owned jointly with Islington Borough Council. During the year ended 31st December, 1957, there were nearly 15,000 interments and during the same period the number of private graves sold was 420.

(*j*) Parks and Open Spaces

There are 555 acres of open space in the Borough. The Ministry of Works maintains Regent's Park and Primrose Hill (102 acres). The London County Council maintains the large open spaces of Parliament Hill Fields, and Kenwood (348 acres), Waterlow Park (29 acres), and other large open spaces proposed in the Development Plan. The Borough Council have laid out and maintained 30 public gardens (36 acres). These include five old burial grounds and certain small garden squares which were formerly privately owned. Several of the Council's open spaces are provided with children's playgrounds. There are 9 private squares in the Borough.

Apart from very large open spaces, there appears to be no reason why the Borough Council should not maintain and administer all other open spaces in the area.

(*k*) Physical Training and Recreation Act, 1937

The London County Council and the Borough Councils are responsible for carrying out the provisions of the Act. The Borough Council has made one grant of £100 under the provisions of Section 4.

3. Housing

(*a*) Provision of Houses

The Local Authorities responsible for carrying out housing functions under Part V of the Housing Act, 1936, are the London County Council and the Borough Council.

Previous to 1914, the Borough Council erected 211 flats on three estates. Between 1918 and 1939, the Council erected 1,043 flats on eleven estates. By 1945–46 the Council had drawn up a 10-year programme for general housing redevelopment within the provisions of the County of London Plan, and this has been revised and extended year by year since that date. To date, the Council has erected nearly 2,800 flats on 32 estates; 12 estates (nearly 700 flats) are in the course of construction; plans have been made for the erection of nearly 2,800 further flats.

The Borough Council has also acquired various other properties for housing purposes—Kentish Town Estate (348 properties and 874 tenancies), the Camden Town Estate (432 properties and 638 tenancies) and 724 miscellaneous tenancies. There are also 415 houses (845 tenancies) under requisition by the Council.

The London County Council has erected 830 dwellings (15 estates) in the Borough; of these, 228 dwellings have been erected since 1945 in the Maitland Park area. Housing accommodation has also been provided in the Borough by the Crown Commissioners (585 dwellings on 7 estates), the St. Pancras Housing Improvement Society and other similar organisations.

Delays are often experienced in starting housing schemes, arising out of the necessity of obtaining permission (a) from the County Council in regard to planning and (b) from the Ministry of Housing and Local Government in regard to loan sanction.

(*b*) Slum Clearance

The London County Council and the Borough Council are responsible for slum clearance under the provisions of Part III of the Housing Act, 1936. A 5-year programme (1955–60) has been drawn up and the two Councils have determined which shall deal with the various areas. The Borough Council will deal with eleven areas (202 houses); during this period, the County Council will also deal with six areas (164 houses). The Borough Council has so far made representations in regard to nine areas (150 properties). It is expected that the Borough Council's programme will be completed by the end of 1958, by which time three of the sites should be cleared and the building in progress.

The dual responsibility for slum clearance results in unnecessary complications and it is considered that in London slum clearance should be the function of the Borough Council, subject to overall planning and decanting considerations.

(*c*) Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

The Council has power under the Housing Act, 1936 to make loans to housing associations and societies to assist them in building houses or flats. In 1953, a loan of £29,000 was made to the Regent's Park Housing Society Ltd. to build ten flats at Regent's Park Road, N.W.1. In 1954, a loan of £20,000 was made to the St. Pancras Housing Improvement Society Ltd. to build ten flats at Crace Street, W.C.1.

Under the provisions of the Housing Act, 1949, the Borough Council may make grants to owners of up to 50 per cent. towards the improvement and conversion of premises, subject to certain provisions. Forty-one such grants have been made. Under the provisions of the same Act, the Borough Council is empowered to make loans to persons for the acquisition of houses; 135 such loans have been made. The County Council also has powers to make such loans.

(*d*) Regulation of Buildings and By-laws

The authority for administering functions under the London Building Acts, 1930–39 is the London County Council, except temporary structures under 200 sq. ft. and the enforcement of by-laws relating to lamps, signs and sign-supporting structures, which are administered by the Borough Council. The Borough Council is consulted on applications made under these Acts.

There is considerable duplication of effort, as sites are inspected by officers from both authorities. It is considered that all functions under the Building Acts could be administered by the Borough Council.

(*N.B.*—Under the terms of the London County Council (General Powers) Bill provision is made for the delegation to Metropolitan Borough Councils of any of the County Council's functions under the Acts and the transfer of the County Council's functions relating to dangerous structures and neglected structures.)

4. Personal Health and Welfare

(*a*) Powers and Duties under the National Health Service Acts

The London County Council is responsible for the local health authority functions under Part III of the 1946 Act. The day to day administration of the Maternity and Child Welfare Centres (7) and Day Nurseries (7) is carried out by the Medical Officer of Health for St. Pancras under the direction of the Divisional Medical Officer of the London County Council. The Maternity and Child Welfare Staff and Home Help Staff are housed in the St. Pancras Town Hall.

It is considered that the organisation is too complicated and the administration remote; the Divisional Health Committees have no particular function and are unnecessary. The opinion is held that the administration of personal health services should be transferred to the Borough Council.

(*b*) Mental Health Services

The London County Council is the authority responsible for carrying out these functions.

(*c*) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

The London County Council is the authority mainly responsible for the carrying out of the provisions of Part III of the National Assistance Act, 1948 (Local

Authority Services). The Borough Council is, however, responsible for carrying out the functions of section 47 of the Act (the removal to suitable premises of persons in need of care and attention) and of section 50 (Burial or Cremation of the Dead). The Borough Council also makes a substantial yearly grant under Section 31 of the Act to the St. Pancras Association for the Care of the Aged.

It is considered that some of the local and personal welfare services carried out by the London County Council might well be transferred to the Borough Council.

(*d*) Care of Children

The responsible authority is the London County Council. It is considered that the service is too highly centralised and remote and that many of the functions could be transferred to the Borough Council.

(*e*) Registration of Nurseries and Child-minders

The responsible authority is the London County Council and the day-to-day administration is carried out by the Medical Officer of Health of St. Pancras under the direction of the Divisional Medical Officer of the London County Council.

It is considered that the administration is too complicated and remote and that, as these services are local and personal, they should be transferred to the Borough Council.

(*f*) Notification of Infectious Diseases

The responsible authority is the Borough Council. The staff of the Public Health Department investigates individual cases of outbreaks of infectious disease.

(*g*) Health Education

The London County Council and the Borough Council are responsible for Health Education. A certain amount of co-operation is achieved between the two authorities.

There is no object in the two authorities exercising the same functions. As the best effects of health education are obtained by personal knowledge of local conditions, it is considered that it should be carried out by the Borough Council.

5. Town and Country Planning

The London County Council, as Town Planning Authority, deals with matters under the Town and Country Planning Acts and General Development Orders, after consultation with the Borough Council. The Borough Council has delegated powers to deal with matters under the Control of Advertisements Regulations.

Considerable duplication of work is caused by officers of the two bodies visiting the sites, etc. The division of functions is not readily understandable to the general public, thereby involving many wasted visits, letters and telephone calls. It is considered that all the functions under the Town and Country Planning Acts could be administered by the Borough Council.

(*N.B.*—Under the London County Council (General Powers) Bill, provision is made for the delegation to the Borough Council of any of the County Council's Town and Country Planning functions under Part III of the 1947 Act or under Section 89 of the National Parks and Access to the Countryside Act, 1949.)

It is considered that the functions of the London County Council should be confined to overall planning.

6. Traffic

(*a*) Construction, Improvements and Maintenance of Roads and Bridges

There are 87 miles of roads in the Borough.

All maintenance and minor improvements are carried out by the Borough

Council. Major improvements are the responsibility of the London County Council; the Borough Council acts as agents for the County Council.

Instances have arisen of major improvements schemes originated by the County Council being well advanced before the Borough Council is notified. Major maintenance items on classified roads, for which there is no grant, often have to be done in sections as the cost is too high for the Borough Council to bear in one financial year.

It is considered that grants should be forthcoming for all maintenance work on classified roads which are used mostly by through traffic. Trunk roads should be continued into the County of London.

(*b*) Street Lighting

Street lighting is the responsibility of the Borough Council. All new lighting schemes are carried out by contractors under the control of the Borough Engineer and Surveyor. Services and supply are provided by the London Electricity Board as ordered by the Borough Council.

There is a lack of standardisation in lighting on the main traffic routes in the metropolitan area.

(*c*) Naming of Streets and Numbering of Houses

Orders are made by the London County Council allocating names to new streets or renaming and numbering existing streets. These Orders are forwarded to the Borough Council, whose statutory duty it is to provide, fix and maintain street nameplates and see that owners or occupiers of the renumbered buildings display the new number allocated.

(*d*) Parking Places

Parking places on highways are laid down by the Borough Council in consultation with the Ministry of Transport and the Police. They are administered and maintained by the Borough Council, but the regulations are enforced by the Police. The Borough Council's powers under the Road Traffic Act, 1956, in regard to the provision of parking meters are under consideration. Car parks off the highway are provided at Whitfield Street and Islip Street and Drummond Street.

(*e*) Road Safety

The Borough Council is responsible for carrying out road safety propaganda. The Borough Council employs a full-time Road Safety Officer whose duties are to establish liaison with the Police, Schools and social and youth organisations with special emphasis on youth through a Junior Road Safety Council. There is an *ad hoc* Road Safety Advisory Committee, comprising members of the Borough Council and co-opted members, representing the Police, Education Authority, RoSPA and other interested organisations. In connection with road safety, the Borough Council is also responsible for the provision of pedestrian crossings and traffic signals (subject to the approval of the Ministry of Transport) and the provision of guard rails.

(*f*) Bus Shelters

The London Transport Executive erects and maintains bus shelters, subject to the consent of the Borough Council. The Borough Council can also erect shelters, but has, so far, not exercised this power.

It is considered that the Council should have more jurisdiction over the type of shelter erected by the Transport Executive.

(*g*) Private Street Works

The occurrence of such works in the Central London Boroughs is negligible.

Evidence submitted by the Shoreditch Metropolitan Borough Council

CONTENTS

Page
Introduction 429
Environmental Health 430
Housing 433
Personal Health and Welfare 434
Town and Country Planning 435
Traffic 436
Amenity Services 438
Rating and Valuation 438
Conclusion 438

INTRODUCTION

Shoreditch is one of the 28 Metropolitan Boroughs established under the London Government Act, 1899. The Parish of St. Leonard's Shoreditch is of considerable antiquity; the two areas of Hoxton and Haggerston, which now comprise the Borough of Shoreditch, were mentioned in the Domesday Book (1086).

Until the middle of the 18th century, Shoreditch consisted of a number of houses along the frontages of High Street, Old Street and Hoxton Street, the rear ground being market gardens and to the west open ground. A map in the custody of the Council, dated 1745, shows considerable development to the south and in the direction of Norton Folgate and the Parish of St. Botolph, Bishopsgate.

The Metropolis Management Act of 1855 refers to the Parish of Shoreditch as one of the vestries forming part of the Metropolis.

By an Order in Council dated 15th May, 1900, it was provided that there should be formed into a Metropolitan Borough, under the name of the 'Metropolitan Borough of Shoreditch', the area of the Parish of St. Leonard's Shoreditch. The Borough as so constituted has an area of 664 acres and is bounded on the north by the Boroughs of Islington and Hackney, on the east by the Boroughs of Bethnal Green and Stepney, on the south by the City of London and on the west by the Borough of Finsbury.

The resident population at the census of 1951 was 45,040; the present resident population is estimated to be slightly less. The present day population is estimated at over 80,000.

The Borough has a street mileage of 43 miles. The net annual value on the 1st April, 1958 was £1,570,606; the rateable value was £965,955. These figures are steadily increasing as a result of the redevelopment being carried out in the Borough.

The Council's loan debt at the 31st March, 1958 was £6,894,815, representing £157 per head of population. Of this amount £6,757,561 is for Housing and £137,254 for all other services. Of this latter sum, £27,199 is productive and £28,373 partly productive, leaving only £81,682 of dead weight debt, i.e. only £2 per head of population.

The Borough is divided into 11 Wards and the Council comprises 5 Aldermen and 33 Councillors. It is part of the parliamentary constituency of Shoreditch and Finsbury which returns one member. The Shoreditch and Finsbury Division returns 3 members to the London County Council.

The Borough has the advantage of balance between industrial business and residential areas. A considerable part of the Borough is residential but there are well developed and flourishing industries. Shoreditch is the traditional centre of the furniture industry, while the clothing and footwear trades, engineering, printing, tobacco and food industries are well represented. The part of the Borough south of Old Street, is devoted mainly to offices, warehouses and business purposes generally, with a high rateable value.

During the whole length of its existence Shoreditch can show an excellent record of progressive and enlightened local government. The authority has always used to the utmost the powers conferred upon it by the Central Government.

I. Present Arrangements within the Area of the Shoreditch Borough Council for Carrying out the Function Specified in Appendix B to Letter from Chairman of Royal Commission dated 17th February, 1958 and Additional Functions

II. An Analysis of Defects

III. Suggestions for Remedying those Defects

(*Note: The use of I, II, or III, in the following text refers to the above headings*)

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

I. The Council own two public baths establishments, one in Hoxton and one in Haggerston. These include enclosed swimming baths, slipper baths, public wash-houses and recreation halls. Recently a scheme has been prepared for the complete reorganisation and rebuilding of one of these establishments and has now been submitted to the Ministry of Housing and Local Government for approval.

Clean Air

I. The Council have recently declared a small part of the Borough to be a 'Smoke Control Area'. The Order awaits confirmation by the Ministry.

It is the duty of the Public Health Inspectors to be on the alert for any contravention of the Clean Air Act.

Disinfestation of Premises and Articles

I. The Council have a disinfecting station with modern equipment in which verminous and infectious articles can be efficiently dealt with. Verminous houses are sprayed by the disinfecting staff. With regard to personal cleansing services, the Council have an arrangement with the Finsbury Borough Council for the use of their cleansing station.

Drainage of Trade Premises

I. The Council's function is to control trade drainage to all borough sewers. It is rather early to judge the effectiveness of the powers given by Part II of the London County Council (General Powers) Act, 1953.

Factories and Workshops

I. The Council's public health inspectors are responsible for the enforcement of sanitary provisions, the supervision of basement bakehouses, the registration of outworkers, control in regard to rag-flock, offensive trades, etc.

Food

I. The Council employ a specialist food inspector whose duty it is to deal with food premises and other matters under the Food and Drugs Act. Consideration is now being given to the appointment of a second food inspector.

Hairdressers

I. The Council register, inspect and generally control hairdressers in the Borough.

Mortuaries and Post-mortem Rooms

I. As a result of the destruction of the Council's own mortuary and post-mortem room during the War, arrangements have since been made with other Borough Councils. The present arrangement is with Hackney and all bodies from Shoreditch are sent to Hackney's Mortuary where an efficient service is provided.

Personal Cleansing

I. Arrangements have been made with the Finsbury Borough Council for persons in need of personal cleansing to be dealt with at that Authority's cleansing station. In addition, there are facilities for bathing old people at one of the Old People's Clubs run by the Council. Arrangements have been made with the local Geriatric Hospital for the laundering of bed linen for old and incontinent persons.

Pharmacy, Poisons and Medicine

1. The Council's Food Inspector takes samples for analysis and ensures that drugs sold are pure and genuine.

Public Conveniences

I. The Council operate two underground public conveniences, one semi-basement and one modern two-storey convenience. A new above-ground unattended convenience is now being built to take the place of one of the old underground conveniences. At all conveniences free W.C's are provided with free washing facilities, hot water, soap and paper towels. Electrical hot air driers are now being installed to replace the paper towels. A ladies' dressing and changing room has been installed at one of the conveniences.

Refuse Collection and Disposal

Collection of House and Trade Refuse

I. In 1936 this service was carried out in the Borough by 76 men with 17 horse-drawn vehicles and two motor vehicles, at a cost of 14s. 6d. per ton.

In 1947, 45 men with 12 vehicles were engaged on the service at a cost of £1 15s. 3d. per ton.

At present there are 31 men and 9 motor vehicles employed on the service at a net cost of £1 17s. 10d. per ton.

In 1950 the 'Paladin' system of refuse collection from blocks of flats and business premises was introduced in the Borough. Over 400 paladin bins are now in use. The system provides a more efficient and a cleaner method of storage and collection and is one of the cheapest methods of refuse collection. Further, to improve and speed the collection of refuse, all paladin containers are now being fitted with wheels.

Trade Refuse

Income from the collection of trade refuse has risen from £551 in 1947 to £3,436 in 1957.

Refuse Disposal

Prior to 1950 all the Borough's refuse was disposed of through the destructor. In 1948 the disposal cost had reached a figure of £2 5s. 6d. per ton. As the result of a search for a more efficient and cheaper method of disposal, in 1950 a contract was entered into for the Borough's refuse to be tipped at a shoot in Hertfordshire, some 24 miles from Shoreditch. The contract has since been extended and is still operating. The refuse is transported by road in the Council's own vehicles, i.e. 3–40 cu. yds. bulk transport lorries fitted with moving floors. The cost of disposal in 1957 was 14s. 11d. per ton.

Regulation of Buildings and Sanitation of Buildings

I. The Medical Officer of Health and the Public Health Inspectors of the Borough are constantly alert to ensure that the proper standards are maintained. Action is constantly being taken to close houses and parts of houses unfit for human habitation. Where necessary drainage work is carried out by the Council in default of the owner so doing.

Prevention of Damage by Pests

I. The Council have for some years maintained a staff of rodent operatives which at present numbers 4. They have had singular successes in dealing with rodent infestations in the Borough as is evidenced by the number of firms in the Borough who have sought the assistance of this service provided by the Council.

Sewerage and Sewage Disposal

I. It is the Borough Council's duty to provide, maintain and cleanse all borough sewers. The network of sewers in Shoreditch covers the area adequately but owing to age considerable deterioration has become evident. In consequence the Council, after receiving the advice of consultants, have put in hand an extensive reconstruction programme.

Burial Grounds, Cemeteries and Crematoria

The Council does not provide these.

Parks and Open Spaces

I. The Council control twelve acres of open space, none of which is more than one acre. Since the war, existing open spaces have been improved and the facilities modernised. New open spaces have been provided and it is anticipated that more will be provided in the near future.

Powers and Duties under the Physical Training and Recreation Act, 1937

I. The Council have made grants to voluntary bodies towards the cost of providing facilities for physical training and recreation but perhaps the major contribution of the Council under the powers of this Act has been in the provision of a holiday home in Sussex. This home provides annual and recuperative holidays. In 1957 the numbers attending were as follows:

Adults	246
10–18 years	22
5–10 years	92
9 months–5 years	199
Under 9 months	41
Old Age Pensioners (not previously included)	286
	886

The Council provide 3 full-time Old People's Clubs and 4 part-time Clubs. Midday meals can be obtained at the full-time Clubs and recreational facilities are available. These Clubs have proved extremely popular among the old people of the Borough and attendances are increasing. Visiting of old people is carried out under the auspices of the Borough Council.

Sanitary Nuisances

I. The District Public Health Inspectors are responsible for securing the abatement of sanitary nuisances.

Street Cleansing

I. Street and market cleansing before 1939 was carried out by men working in gangs. These were followed by horse-drawn vehicles picking up the refuse, which had been swept into heaps. Street markets and a number of other streets were flushed regularly by gangs of 3 men with hoses.

In 1947 the street orderly truck system was introduced, each man being given a particular area. The Borough was divided into 35 areas and 3 motor vehicles were used to collect the street refuse from the orderly trucks. This system still obtains except that the areas have been reduced to 25 with 2 motor vehicles. A thousand-gallon pump operating machine is used for streets and market washing and two mechanical sweeping and collecting machines are in daily use. Three hand-operated trailer gritting machines have been in use for many years; these machines each require a driver and 2 men to operate them. The Council have recently ordered an Atkinson automatic gritter for this work; this machine is operated mechanically and will only require a driver.

To improve the method of street market cleansing, a trailer has been acquired. This trailer stands in the market during trading hours and stallholders are encouraged to place their refuse in the trailer.

The Council also own a two-way snow plough and 2 footway salt spreading machines.

The cost of street cleansing in 1939 was £23,949. In 1957 the figure was £24,622.

HOUSING

Provision of Houses

I. Since 1945 the Council have completed the construction of 2,809 dwellings; a further 496 are under construction. Land has been acquired, or is in course of acquisition, to enable 572 more dwellings to be erected. Other compulsory purchase orders which have been made with a view to the acquisition of still further land await confirmation. The total number of persons rehoused in new dwellings in this Borough by the Council since the war is 11,256; the total capital cost of new construction has exceeded £7,000,000. The whole of the professional and technical work in this programme has been carried out by the Council's staff, the only outside professional assistance being from Quantity Surveyors. The present procedure includes in the initial stages liaison with the London County Council Planning Department regarding zoning and the designation of sites for Borough Council housing purposes. Subsequently there are surveys of various sites and preliminary consultations with the planning authority leading to application being made for Stage I planning permission. Normally planning permission for the layout of an area is not sought until powers to acquire the land have been obtained. At a later stage detailed ⅛″ scale plans and elevations are submitted for approval and permission is at the same time sought for approval to means of escape and for such waivers as may be necessary under the London Building Acts.

Concurrently with these applications, consultations take place with the Ministry of Housing and Local Government on each stage of development, for it is necessary to satisfy the London County Council on planning matters and the Ministry on planning and general housing standards.

When the approvals are all forthcoming tenders are invited from a selected list of contractors, the successful tender being submitted to the Ministry of Housing and Local Government for approval to its acceptance and for loan sanction. In submitting the tender for approval, it is necessary to satisfy the Ministry that the tender is within the ceiling figure and for this purpose it has to be broken down and all abnormals have to be extracted so that a basic carcase figure is reached. Finally, on receipt of loan sanction the contractors are authorised to commence building works.

The Housing finances of the Borough compare very favourably with any other in the country. The cost of collection in the last two years has fallen from 2·7% to 1·7% and is still falling. The amount written off in the last five years, out of a total rent roll of £731,229 net, has been only £225 or ·031%. The arrears at the 1st April, 1958, arising from a total gross income of £304,713, were £1,066, or taking into account the payments in advance, only £536.

Slum Clearance

I. Since the war, the Council have dealt with 14 areas under Part III of the Housing Act. All the areas to be dealt with by the Borough Council under the 1955–60 slum clearance programme are completed. The houses in those areas, together with individual unfit houses dealt with in the period, number 288. This involved the displacement of 1,171 persons and the provision by the Council of 768 rooms.

Steps have been taken in numerous cases to secure the abatement of overcrowding and in some cases legal proceedings have been necessary.

Closing Orders have been made in very many cases of basement rooms unfit for habitation. The repair of a large number of insanitary houses has been achieved as a result of action under Section 9 of the Housing Act, 1936.

Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

I. Since 1950 loans have been made in 65 cases to persons for the purchase of houses and in 2 cases for the repair or improvement of houses. Grants have been made in 7 cases for the improvement of houses.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Assistance Acts

I. The Council have made contributions to the Salvation Army, to the W.V.S. and to the British Red Cross Society in connection with the provision of meals to home-bound old people. Application is made to the Courts as necessary for orders for the removal of persons in need of care and attention.

Notification of Infectious Diseases

I. The Medical Officer receives notification of notifiable infectious diseases which he transmits to the London County Council and, if appropriate, head teachers of schools. Appropriate steps, according to the nature of the disease, are taken to prevent the spread of infectious diseases.

TOWN AND COUNTRY PLANNING

Control of Development

I. In London, Town Planning powers are mainly the responsibility of the London County Council and Metropolitan Borough Councils are restricted to the control of development in accordance with Article 9 (1) (f) of the Town and Country Planning (General Development) Order, 1950, which in general requires the Planning Authority to consult with the Borough Councils before granting permission for development which would conflict materially with existing development or proposals to construct or widen streets. The County Council are also required under Article 9 (1) (c) of the Order to consult Borough Councils concerned if the development involves the formation, laying out or alteration of any means of access to a road. The County Council are required to give at least 14 days' notice of the proposals to the Metropolitan Borough Council concerned before determining an application. The Council must take into account any representations received from a Borough Council.

Where a proposal, if implemented, would involve the loss of housing accommodation, the County Council must under the Town and Country Planning (Housing Accommodation) Direction Order, 1952, obtain the views of the Metropolitan Borough concerned.

II. The consultation arrangements under 9 (1) (c) and 9 (1) (f) (ii) are clear and precise and operate reasonably well. Town Planning applications falling within the scope of these articles form a very small proportion of the total number of applications received by the London County Council, however. The only other Article dealing with consultation arrangements is 9 (1) (f) (i) (where proposed development would conflict materially with existing development) and the element of discretion left by this Article to the London County Council is so great as to allow that Council, if it so desires, to deal with the majority of applications without reference to the Metropolitan Borough Councils. It must be said in fairness that the London County Council generally interprets the Article in favour of consultation, but from time to time the arbitrary nature of the arrangement becomes obvious. Thus while the County Council will refer a small matter, such as minor alterations of existing premises, to the Borough Council, it can and does deal with detailed layouts of multi-storey factories, etc., without such reference. The knowledge of the Metropolitan Borough Council and its officers on the effect of development on local conditions should be of great value in dealing with all major development proposals and the absence of consultation can lead to factors unknown to the County Council being overlooked.

III. The above-mentioned defects could be remedied if *all* development applications were referred to the appropriate Metropolitan Borough Council for observations, subject to the normal time limit. It would also be of assistance if the powers of Metropolitan Borough Councils to challenge County Council decisions were to be reinforced.

Control of Advertisements

I. Powers for the control of advertisements have been delegated to Metropolitan Borough Councils by the County Council and the system works reasonably well.

Heavy Traffic

I. The Council provide two weighbridges for the use of the public. The movement of abnormal loads through the Borough works satisfactorily.

AMENITY SERVICES

Public Libraries

I. The Council have two main public libraries (each complete with a large and comprehensive lending stock, reference stock and junior stock) and, in addition, two small branch libraries. The basic stock has been extremely well selected in the past and has been consistently kept up to date. The reference stocks are particularly good which is a distinct asset in London where there are relatively few good municipal reference libraries. The Council make a particular feature of work with children; special reading and homework tables are provided in each main library because of the congestion so prevalent in local homes. Film shows, gramophone concerts, book displays, exhibitions and talks are a normal part of the activities.

RATING AND VALUATION

Rate Collection

I. The position with regard to rate collection in Shoreditch is considered to be very satisfactory. The arrears are among the lowest in London, and the irrecoverables, apart from losses through changes in assessment and empty properties, total only £830 in the last five years. The system in the Finance Department has been completely mechanised by the introduction of the Powers-Samas machine for costing and stores records, machine receipting and comprehensive addressing equipment.

Valuation Proposals, Appeals, etc.

I. The Council employ an experienced qualified valuer (who is also their Housing Manager). Experienced staff is therefore available to advise on these matters.

CONCLUSION

This Memorandum purports to do no more than to outline the Borough Council's arrangements for carrying out their functions and, in one or two cases, to refer to what it considers to be defects in the arrangements with suggestions as to how these may be remedied.

The Council accept and adopt the views submitted to the Royal Commission by the Metropolitan Boroughs' Standing Joint Committee in their Memorandum of Evidence.

With regard to paragraph 8 of the letter from the Chairman of the Royal Commission of the 17th February, 1958, this Council and its officers are most willing to co-operate with the Royal Commission, and would welcome a visit by members of the Commission to Shoreditch.

Submitted on behalf of the Shoreditch Metropolitan Borough Council.

CHARLES A. JAMES
Town Clerk

Shoreditch Town Hall,
Old Street,
E.C.1.

1958.

Evidence submitted by the Stepney Metropolitan Borough Council

Municipal Offices,
227/233, Commercial Road, E.1.

31st July, 1958.

Dear Sir,

I refer to Sir Edwin Herbert's letter addressed to His Worship the Mayor on the 17th February last and have to inform you that the Council at its meeting last evening resolved:

'That the Royal Commission on Local Government be informed that the Council—

(1) is of opinion that the boundaries of the County of London should remain unchanged, subject to very minor adjustments;

(2) is in favour of the transfer or delegation of powers from the London County Council to the Metropolitan Borough Councils, but is of the opinion that the actual powers to be so dealt with can be settled by negotiation between the London County Council and the Boroughs; and

(3) is further of the opinion that the existing borough boundaries should be maintained in view of the very close co-operation between boroughs provided by the Metropolitan Boroughs' Standing Joint Committee and the Metropolitan Boroughs (Organisation and Methods) Committee, which enables all necessary joint action by boroughs in administering efficiently certain services, to be taken.'

Yours faithfully,

(Sgd.) WILFRED REEVE
Town Clerk

J. R. Niven, Esq.,
Secretary,
Royal Commission on Local
Government in Greater London.

Evidence submitted by the Stoke Newington Metropolitan Borough Council

CONTENTS

1. Questionnaire from Metropolitan Boroughs' Standing Joint Committee
2. Letter from Chairman of Commission to Mayor
3. Statistics of the Borough
4. Borough Boundaries
5. Parliamentary Division
6. Recent Local Government History
7. ” ” ”
8. ” ” ”
9. ” ” ”
10. ” ” ”
11. ” ” ”
12. ” ” ”
13. Local Patriotism
14. ”
15. History and Literary Associations
16. Present character of the Borough
17. Appendix B. services
18. Education
19. Agricultural Education
20. Youth Employment Service
21. Baths, Wash-houses and Bathing Places
22. Water-courses, Ditches and Ponds
23. Disinfestation of Premises and Articles
24. Drainage of Trade Premises
25. Mortuaries and Post-mortem Rooms
26. Public Conveniences
27. Refuse Collection and Disposal
28. Regulation of Buildings and Sanitation of Buildings
29. Sewerage and Sewage Disposal
30. Street Cleansing
31. Burial Grounds, Cemeteries and Crematoria
32. Parks and Open Spaces
33. Physical Training and Recreation Act, 1937
34. Prevention of River Pollution
35. Port Health Functions
36. Provision of Houses
37. Slum Clearance
38. Assistance to other Bodies or Persons to facilitate the acquisition, construction or improvement of Houses
39. Regulation of Buildings and By-laws
40. National Health Service Acts—Powers and Duties

41. Mental Health Services
42. National Assistance Acts—Powers and Duties
43. Disabled Persons (Employment) Act, 1944
44. Care of Children
45. Registration of Nurseries and Child-minders
46. Notification of Infectious Diseases
47. Health Education
48. Town and Country Planning
49. National Parks and Access to the Countryside Act, 1949
50. Construction, Improvement and Maintenance of Roads and Bridges
51. Street Lighting
52. Naming of Streets and numbering of Houses
53. Parking Places
54. Road Safety
55. 'Bus Shelters
56. Private Street Works
57. Public Libraries
58. Clean Air Act, 1956
59. Driving Licences
60. Municipal Buildings
61. Registration of Births, Deaths and Marriages
62. Rating and Valuation
63. Civil Defence
64. Establishment of the Borough Council
65. Miscellaneous Financial Comparisons
66. Public Relations
67. Electoral Procedure
68. Bequests and Trusts
69. General Observations
70. Resolution of the Council

1. Questionnaire from Metropolitan Boroughs' Standing Joint Committee

(1) The Metropolitan Boroughs' Standing Joint Committee have sent us a questionnaire (18.10.57) arising from the decision of the Minister of Housing and Local Government to set up a Royal Commission on Local Government in London and Greater London Area.

(2) The Metropolitan Boroughs' Standing Joint Committee are collecting information from London local authorities so that a case can be submitted as a whole and observations and suggestions can be suitably incorporated in any statement of evidence which may have to be submitted to the Commission.

(3) We feel that having agreed to the factors mentioned below, the boundaries of London Boroughs within the present administrative County of London should not be altered without the most careful thought.

(4) The Local Government system for London which was authorised under the London Government Act, 1899, can be generally stated to have functioned very well indeed and should not be seriously interfered with unless there are compelling reasons for so doing.

(5) There is, in London, a community of interest, with friendly competition between Boroughs, and a strong and active participation in civic affairs which should be fostered and further encouraged. The local Town Hall has become the recognised centre for members of the general public to seek solutions to their many problems. The destruction of the identity of any London Borough would destroy the local community structure and spirit.

Evidence submitted by the Stoke Newington Metropolitan Borough Council

CONTENTS

1. Questionnaire from Metropolitan Boroughs' Standing Joint Committee
2. Letter from Chairman of Commission to Mayor
3. Statistics of the Borough
4. Borough Boundaries
5. Parliamentary Division
6. Recent Local Government History
7. " " "
8. " " "
9. " " "
10. " " "
11. " " "
12. " " "
13. Local Patriotism
14. "
15. History and Literary Associations
16. Present character of the Borough
17. Appendix B. services
18. Education
19. Agricultural Education
20. Youth Employment Service
21. Baths, Wash-houses and Bathing Places
22. Water-courses, Ditches and Ponds
23. Disinfestation of Premises and Articles
24. Drainage of Trade Premises
25. Mortuaries and Post-mortem Rooms
26. Public Conveniences
27. Refuse Collection and Disposal
28. Regulation of Buildings and Sanitation of Buildings
29. Sewerage and Sewage Disposal
30. Street Cleansing
31. Burial Grounds, Cemeteries and Crematoria
32. Parks and Open Spaces
33. Physical Training and Recreation Act, 1937
34. Prevention of River Pollution
35. Port Health Functions
36. Provision of Houses
37. Slum Clearance
38. Assistance to other Bodies or Persons to facilitate the acquisition, construction or improvement of Houses
39. Regulation of Buildings and By-laws
40. National Health Service Acts—Powers and Duties

41. Mental Health Services
42. National Assistance Acts—Powers and Duties
43. Disabled Persons (Employment) Act, 1944
44. Care of Children
45. Registration of Nurseries and Child-minders
46. Notification of Infectious Diseases
47. Health Education
48. Town and Country Planning
49. National Parks and Access to the Countryside Act, 1949
50. Construction, Improvement and Maintenance of Roads and Bridges
51. Street Lighting
52. Naming of Streets and numbering of Houses
53. Parking Places
54. Road Safety
55. 'Bus Shelters
56. Private Street Works
57. Public Libraries
58. Clean Air Act, 1956
59. Driving Licences
60. Municipal Buildings
61. Registration of Births, Deaths and Marriages
62. Rating and Valuation
63. Civil Defence
64. Establishment of the Borough Council
65. Miscellaneous Financial Comparisons
66. Public Relations
67. Electoral Procedure
68. Bequests and Trusts
69. General Observations
70. Resolution of the Council

1. Questionnaire from Metropolitan Boroughs' Standing Joint Committee

(1) The Metropolitan Boroughs' Standing Joint Committee have sent us a questionnaire (18.10.57) arising from the decision of the Minister of Housing and Local Government to set up a Royal Commission on Local Government in London and Greater London Area.

(2) The Metropolitan Boroughs' Standing Joint Committee are collecting information from London local authorities so that a case can be submitted as a whole and observations and suggestions can be suitably incorporated in any statement of evidence which may have to be submitted to the Commission.

(3) We feel that having agreed to the factors mentioned below, the boundaries of London Boroughs within the present administrative County of London should not be altered without the most careful thought.

(4) The Local Government system for London which was authorised under the London Government Act, 1899, can be generally stated to have functioned very well indeed and should not be seriously interfered with unless there are compelling reasons for so doing.

(5) There is, in London, a community of interest, with friendly competition between Boroughs, and a strong and active participation in civic affairs which should be fostered and further encouraged. The local Town Hall has become the recognised centre for members of the general public to seek solutions to their many problems. The destruction of the identity of any London Borough would destroy the local community structure and spirit.

(6) During the Second World War, each Borough proved its local unity and strength and established its ability to co-operate with other authorities on major issues.

(7) Local government embraces many services which are of a personal or urgent nature and which, it is submitted, cannot be dealt with either effectively or immediately by any remote administrative machinery of a large local government unit. In the present structure of local government in London, the local residents have always been accustomed to effective and immediate action at local level.

(8) For these reasons it is considered that great care should be taken to avoid a hasty conclusion that there is need for the revision of the boundaries of the local government areas or of the local government system in Greater London.

The following answers were approved by the General Purposes Committee of the Stoke Newington Borough Council on the 16th December, 1957:

Q.1. Does your Council consider that the existing boundary of the Administrative County of London should be retained?	Yes
Q.2. If not, what alterations should be made?	—
Q.3. Does your Council consider that the present distribution of functions as between the London County Council and the Metropolitan Borough Councils should be retained?	Not in present form
Q.4. If not:	
(i) What functions of the London County Council should be (a) transferred?	(i) (a) By transfer: 1. Maternity and Child Welfare Services 2. Foot Clinics 3. Day Nurseries 4. Vaccination and Immunisation 5. Home Help Service 6. Domiciliary Visiting of cases of Tuberculosis 7. Administration of Parks and Open Spaces 8. Building Acts Control 9. Shop Acts 10. Weights and Measures 11. Part III, National Assistance Act, 1948 (Old People's Houses, etc.) 12. Welfare of the Blind All the above to be subject to adequate financial adjustment.
or (b) delegated to the metropolitan borough councils?	(i) (b) By delegation: 1. Town Planning Development Control. 2. Issue of Driving Licences.
(ii) What functions of the metropolitan borough councils should be transferred to the London County Council?	None
What other views does your Council wish the Standing Joint Committee to consider in framing their policy?	There should be a greater uniformity of street lighting for the whole of London, the local authorities and the London County Council acting in co-operation.

2. Letter from Chairman of the Commission to his Worship the Mayor, 17th February, 1958

(Reproduced on p. v of this volume.)

3. Statistics of the Borough

The Borough of Stoke Newington is divided into ten wards and the Council consists of 35 members—30 Councillors and 5 Aldermen. The Borough and ward boundaries and the location of the principal buildings owned by the Council are shown on the annexed plan.*

Area	863 acres
Population—1951 census	49,137
Estimated to-day	50,480

The population, for purposes of this enquiry, may be taken to be between 51,000 and 54,000 taking a long-term estimate.

Although there was a temporary diminution in the population owing to a reduction of houses caused by damage by enemy action, there has been large-scale housing development by the Borough Council and the London County Council in the area. The London County Council Housing Scheme comprises flats and houses covering an area of 56 acres.

Street Mileage	26·65 miles
Rateable Value—1st April, 1957	£654,319
1st April, 1958	£662,317
Estimated net produce of penny rate, 1958–59	£2,679
General Rate—Year ending 31.3.59	17*s*.
Year ending 31.3.58	18*s*.

4. Borough Boundaries

The Council submits that it is undesirable to interfere with the Metropolitan Boroughs as administrative areas or with their Councils as administrative authorities, except to the extent to which it may be found desirable to delegate to the Councils further administrative powers with proper provisions with regard to the expenses to be incurred by the exercise of such powers, or to transfer to them some of the powers now exercised by the London County Council. The Metropolitan Boroughs' Standing Joint Committee is dealing, it is understood, in its Memorandum to the Royal Commission with the question of the distribution of functions between the London County Council and Metropolitan Borough Councils, and this Council is therefore confining its observations to the question of the size and boundaries of Metropolitan boroughs, with especial reference to Stoke Newington.

The Council submits that an increase in size of local government areas tends to a decrease in public interest and to a development of bureaucracy; this would lead to one of the great dangers of the future, namely, the discontinuance of our democratic system of government. Two of the most valuable assets in securing a true democracy are local patriotism and local pride; these cannot be stimulated if people are deprived of their interest in the district in which they live.

It is further submitted that smaller areas may be as efficiently and economically administered as large areas. In a smaller district, Aldermen and Councillors are well known by sight and easier to approach and have a more intimate knowledge of the needs of their area. This applies equally to the officers of the Council. In support of these submissions the Council states the undermentioned facts:

---

* Not reproduced.

13. Local Patriotism

The inhabitants of the Borough have shown a greater interest in the election of the members of their own Council than have the electors of such large areas as Hackney, Islington and Lambeth. This was only what was to be expected, but a similar greater interest has been shown both at the London County Council elections and at the Parliamentary elections for 1955, as the following figures prove:

Percentages Voting

Borough Council Elections

	Stoke Newington	*Islington*	*Hackney*	*Lambeth*
1934 . .	30·7	26·0	33·8	27·4
1937 . .	40·1	28·1	37·1	29·4
1945 . .	34·4	25·8	31·2	29·2
1949 . .	36·7	29·6	31·6	35·6
1953 . .	43·0	30·8	29·6	39·5
1956 . .	29·3	19·1	19·8	28·7

London County Council Elections

	Stoke Newington	*Islington*	*Hackney*	*Lambeth*
1931 . .	28·2	24·9	29·0	26·3
1934 . .	31·2	28·1	32·6	28·4
1937 . .	44·7	38·6	43·8	39·2
1946 . .	18·4	21·5	20·7	22·4
1949 . .	34·8	34·3	36·2	39·2
1952 . .	37·3	37·8	32·9	45·1
1955 . .	25·7	22·9	22·6	30·2

Parliamentary Election, 1955

Stoke Newington and Hackney North	*Islington*	*Hackney*	*Lambeth*
68·1%	64·35%	66·34%	68·82%

It can thus be seen that the electors of the smaller area are more alive to the responsibilities of citizenship and have exercised their votes to a greater extent than have the electors of larger areas.

14. The attendance of members of the Council and its Committees has always been good. In recent years, the average attendance has been as follows:

	Possible Attendances	*Actual Attendances*	*Per cent.*
1954–55 . .	2,350	1,993	85
1955–56 . .	2,209	1,651	75
1956–57 . .	2,339	1,922	82

Out of 35 members of the Council, 34 live within the boundaries of the Borough.

15. History and Literary Associations

Stoke Newington is an ancient village and ecclesiastical parish and manor. It is mentioned in Domesday Book as Neutone. It is also known as Neweton Canonicurum, the Manor (co-extensive with the Parish) having belonged to the Chapter of St. Paul's ever since, it is said, the time of Athelstan. The Saxon derivation of the name shows the ancient origin of the area. It has many important literary associations which should be preserved. In it Daniel Defoe lived for about a quarter of a century and there wrote *Robinson Crusoe* and many other of his principal works; and Isaac Watts, Dr. Aikin and Mrs. Barbauld, Charles and

Mary Lamb, Edgar Allan Poe, Benjamin Disraeli (father of Isaac Disraeli and grandfather of the Earl of Beaconsfield), Mary Wollstonecraft, Thomas Day (author of *Sandford and Merton*), Richard Price, Samuel Rogers, George Grote are among those who have lived and written in Stoke Newington; and among its residents have also been Thomas Sutton (founder of Charterhouse), General Fleetwood, Sir Francis Popham, John Howard (the philanthropist), Charles Morton and Dr. Manton (the eminent Puritan divines, the former being also Principal of Harvard College), John Dudley and Samuel Wesley. In the early part of the nineteenth century, the houses in Stoke Newington Church Street had interesting associations with several of the above-mentioned authors and with some famous Quaker families.

16. Present Character of the Borough

The Borough today is developed as follows:

	Acres
Residential	661·5
Commercial	23·0
Industrial	6·0
Public Open Spaces	57·6
Cemetery and Waterworks	114·9
	863·0

There are many small productive industries in the Borough and such as there are, are scattered over the southern part of it. Engineering, clothing and furniture constitute the chief industries. The Borough is primarily a residential area and has been so as far back as the 18th century. The better-class houses are chiefly situated in the area north of Stoke Newington Church Street, and in the early days of development, large houses were built for city merchants near and around the reservoirs with spacious grounds.

The Woodberry Down area, comprising 56 acres, has been developed as a housing estate by the London County Council, and the Borough Council has held frequent consultations with the County Council relating to the provision of various Council services on the estate, e.g. sewers, branch library, welfare centre, etc.

The only large public open space in the Borough is Clissold Park (57·6 acres) which is owned by the London County Council. The reservoirs and filter beds of the Metropolitan Water Board, which are a notable feature of the district, cover 84·3 acres, and Abney Park Cemetery, which is owned by a private company, covers 30·6 acres.

Appendix B. Services—Commission Letter

The following particulars are appended relating to the various services included in Appendix B. of the letter from the Chairman of the Royal Commission dated 17th February, 1958.

18. Education

The London County Council is the Local Education Authority under the provisions of the Education Acts, 1944 and 1946, as amended by the Education (Miscellaneous Provisions) Acts, 1948 and 1953.

The Borough Council consider that the County Council should continue to be responsible for this service.

In Stoke Newington there are 11 schools.

No. 1 *Group—Primary Schools*

(1) Sir Thomas Abney, Fairholt Road, J.M. and I.
(2) Woodberry Down, Woodberry Grove, J.M. and I.

13. Local Patriotism

The inhabitants of the Borough have shown a greater interest in the election of the members of their own Council than have the electors of such large areas as Hackney, Islington and Lambeth. This was only what was to be expected, but a similar greater interest has been shown both at the London County Council elections and at the Parliamentary elections for 1955, as the following figures prove:

Percentages Voting

Borough Council Elections

	Stoke Newington	*Islington*	*Hackney*	*Lambeth*
1934 . .	30·7	26·0	33·8	27·4
1937 . .	40·1	28·1	37·1	29·4
1945 . .	34·4	25·8	31·2	29·2
1949 . .	36·7	29·6	31·6	35·6
1953 . .	43·0	30·8	29·6	39·5
1956 . .	29·3	19·1	19·8	28·7

London County Council Elections

1931 . .	28·2	24·9	29·0	26·3
1934 . .	31·2	28·1	32·6	28·4
1937 . .	44·7	38·6	43·8	39·2
1946 . .	18·4	21·5	20·7	22·4
1949 . .	34·8	34·3	36·2	39·2
1952 . .	37·3	37·8	32·9	45·1
1955 . .	25·7	22·9	22·6	30·2

Parliamentary Election, 1955

Stoke Newington and Hackney North	*Islington*	*Hackney*	*Lambeth*
68·1%	64·35%	66·34%	68·82%

It can thus be seen that the electors of the smaller area are more alive to the responsibilities of citizenship and have exercised their votes to a greater extent than have the electors of larger areas.

14. The attendance of members of the Council and its Committees has always been good. In recent years, the average attendance has been as follows:

	Possible Attendances	*Actual Attendances*	*Per cent.*
1954–55 . .	2,350	1,993	85
1955–56 . .	2,209	1,651	75
1956–57 . .	2,339	1,922	82

Out of 35 members of the Council, 34 live within the boundaries of the Borough.

15. History and Literary Associations

Stoke Newington is an ancient village and ecclesiastical parish and manor. It is mentioned in Domesday Book as Neutone. It is also known as Neweton Canonicurum, the Manor (co-extensive with the Parish) having belonged to the Chapter of St. Paul's ever since, it is said, the time of Athelstan. The Saxon derivation of the name shows the ancient origin of the area. It has many important literary associations which should be preserved. In it Daniel Defoe lived for about a quarter of a century and there wrote *Robinson Crusoe* and many other of his principal works; and Isaac Watts, Dr. Aikin and Mrs. Barbauld, Charles and

Mary Lamb, Edgar Allan Poe, Benjamin Disraeli (father of Isaac Disraeli and grandfather of the Earl of Beaconsfield), Mary Wollstonecraft, Thomas Day (author of *Sandford and Merton*), Richard Price, Samuel Rogers, George Grote are among those who have lived and written in Stoke Newington; and among its residents have also been Thomas Sutton (founder of Charterhouse), General Fleetwood, Sir Francis Popham, John Howard (the philanthropist), Charles Morton and Dr. Manton (the eminent Puritan divines, the former being also Principal of Harvard College), John Dudley and Samuel Wesley. In the early part of the nineteenth century, the houses in Stoke Newington Church Street had interesting associations with several of the above-mentioned authors and with some famous Quaker families.

16. Present Character of the Borough

The Borough today is developed as follows:

	Acres
Residential	661·5
Commercial	23·0
Industrial	6·0
Public Open Spaces	57·6
Cemetery and Waterworks	114·9
	863·0

There are many small productive industries in the Borough and such as there are, are scattered over the southern part of it. Engineering, clothing and furniture constitute the chief industries. The Borough is primarily a residential area and has been so as far back as the 18th century. The better-class houses are chiefly situated in the area north of Stoke Newington Church Street, and in the early days of development, large houses were built for city merchants near and around the reservoirs with spacious grounds.

The Woodberry Down area, comprising 56 acres, has been developed as a housing estate by the London County Council, and the Borough Council has held frequent consultations with the County Council relating to the provision of various Council services on the estate, e.g. sewers, branch library, welfare centre, etc.

The only large public open space in the Borough is Clissold Park (57·6 acres) which is owned by the London County Council. The reservoirs and filter beds of the Metropolitan Water Board, which are a notable feature of the district, cover 84·3 acres, and Abney Park Cemetery, which is owned by a private company, covers 30·6 acres.

Appendix B. Services—Commission Letter

The following particulars are appended relating to the various services included in Appendix B. of the letter from the Chairman of the Royal Commission dated 17th February, 1958.

18. Education

The London County Council is the Local Education Authority under the provisions of the Education Acts, 1944 and 1946, as amended by the Education (Miscellaneous Provisions) Acts, 1948 and 1953.

The Borough Council consider that the County Council should continue to be responsible for this service.

In Stoke Newington there are 11 schools.

No. 1 *Group—Primary Schools*

(1) Sir Thomas Abney, Fairholt Road, J.M. and I.
(2) Woodberry Down, Woodberry Grove, J.M. and I.

No. 2 Group—Primary Schools

(3) Princess May, Barrett's Grove, J.B., J.G., I.
(4) William Patten, Church Street, J.M. and I.

Secondary Schools

(5) Daniel Defoe, Ayrsome Road.
(6) Wordsworth, 92, Albion Road. Annex to school, Palatine Road.
(7) Woodberry Down (Comprehensive), Woodberry Down.

Church of England Schools

(8) Stoke Newington Parochial, Lordship Road, Primary.
(9) St. Matthias, Wordsworth Road, Primary.

Jewish Secondary Schools Movement

(10) Avigdor Primary, 67, Lordship Road.
(11) Avigdor Secondary (Grammar), 67, Lordship Road.

Members of the Council serve as:

Managers of No. 1 Group of Primary Schools,
Managers of No. 2 Group of Primary Schools,
Governors of Secondary Schools,
Managers of Church of England Schools.

19. Agricultural Education

The London County Council is the local education authority for this purpose under the provisions of the Board of Agriculture Act, 1889, the Education Act, 1944, the Agriculture (Miscellaneous Provisions) Acts, 1944 and 1949 and various Statutory Instruments. Grants in aid are receivable by the Local Education Authority.

The present arrangements could be continued.

20. Youth Employment Service

The London County Council is the local education authority under the provisions of the Unemployment Act, 1934, Unemployment Insurance Act, 1935, the Employment and Training Act, 1948, and Statutory Instruments.

The full amount of unemployment benefit and assistance grants are repaid to the Local Education Authority, together with 75% of the net approved administrative expenses.

The present arrangements could be continued.

21. Baths, Wash-houses and Bathing Places

The Borough Council exercises the powers contained in the Public Health Act, 1936, and the Public Health (London) Act, 1936, Secs. 167–173, 178, 179, and Schedule Four, also the London County Council (General Powers) Acts.

There is a Swimming Bath with administrative offices in Clissold Road with modern equipment, and a vigorous swimming club has been sponsored and organised by the Borough Council. The annual attendance of bathers is approximately 145,000 persons.

There are also private bath establishments in Stoke Newington Church Street (35 baths) and Milton Grove (22 baths) where facilities are available for both sexes. Pine (Pine oil) baths and shower baths are also available. There are about 100,000 bathers annually.

A public laundry is also organised in Milton Grove which caters for about 500 persons each week. Reduced charges apply to Old-age Pensioners, and in conjunction with the Old People's Welfare Committee, a free collection, processing and delivery service, on a same-day basis, is extended to house-bound and infirm persons living in the Borough.

The Council is seeking sanction to build new premises incorporating more modern facilities including automatic plant capable of producing more quickly, at less cost, a higher quality finish to laundry.

22. Water Courses, Ditches and Ponds—Control

Stoke Newington is not affected, as the ponds in Clissold Park are maintained by the London County Council under the provisions of the Public Health Act, 1936, and the Public Health (London) Act, 1936.

23. Disinfestation of Premises and Articles

Stoke Newington is the local authority and is acting under the provisions of the Public Health (London) Act, 1936, Secs. 122, 123, 124–127, and the Hydrogen Cyanide (Fumigation) Act, 1937.

During 1957, there were 53 rooms and 126 articles treated for vermin infestation. A charge is made for this service, but it is waived in special cases. This service must not be confused with disinfection.

24. Drainage of Trade Premises

Stoke Newington is the local authority acting under the provisions of the Public Health (London) Act, 1936 and the London County Council (General Powers) Act, 1953. There are by-laws in operation, and the Council employs 7 Public Health Inspectors.

The control of harmful effluent from trade premises likely to cause damage to the sewers and personnel is under the supervision of the Borough Engineer and Surveyor.

The supervision of drainage (new or reconstruction) is a service which is carried out by the Public Health Department.

25. Mortuaries and Post-mortem Rooms

The statutory provisions are contained in the Public Health (London) Act, 1936, Secs. 234–239. The Borough Council has an agreement with the Hackney Borough Council to use their mortuary and post-mortem room, and the cost is apportioned on a population basis.

26. Public Conveniences

This is a Borough Council service under the provisions of the Public Health Act, 1936 and the Public Health (London) Act, 1936, Secs. 113–115. The public conveniences, including lavatories and urinals in the Borough, consist of the Manor Gate convenience and Finsbury Park convenience under an agreement with the Islington Borough Council, and the Abney Park convenience under an agreement with the Hackney Borough Council.

There are also agreements with several public houses for cleaning and lighting the urinals.

27. Refuse Collection and Disposal

Stoke Newington Borough Council collects and disposes of household and trade refuse, and there is a fleet of 10 refuse collection vehicles, 2 kitchen waste collection vehicles, 1 mechanical sweeper and 1 sweeping van. The statutory provisions are contained in the Public Health (London) Act, 1936, and the Local Government (Miscellaneous Provisions) Act, 1953.

Dustbins are available for sale under the provisions of the 1953 Act and Statutory Instrument, 1957, No. 304, which prescribes the charge to be made. There is an agreement in force with the London County Council for the removal of refuse from their estates in the Borough in special containers. There is also an agreement in force for the disposal of house refuse through the Islington Borough Council's Ashburton Grove Depot, and an agreement with the Tottenham Borough Council for the disposal of kitchen waste.

In 1937, the Council reorganised its system for the collection and removal of house refuse, and purchased Scammell and Dennis lorries and dust vans of the most up-to-date type. Before 1937, the Council had its own refuse destruction plant, and this was abolished and the Council entered into an agreement with the Islington Borough Council for the disposal of house refuse at their Ashburton Grove Depot.

There are trade refuse by-laws in force, and under an agreement with an advertising firm there are litter bins on some of the lamp standards.

The scavenging and watering of streets is a service which the Borough Council administers, and there are orderly trucks and a mechanical sweeper in constant use.

Collection of Kitchen Waste

Kitchen waste has been taken as a typical example of the advantage which a medium-sized borough has over its larger-sized neighbours in the administration of projects which depend for their success upon the full co-operation of the residents of a borough. That results have been most successful the following figures show:

	Cwts. per 1,000 population	
	Stoke Newington	*Metropolitan Average*
1954 . .	514	349
1955 . .	490	407
1956 . .	464	394
1957 . .	510	—

28. Regulation and Sanitation of Buildings

The statutory provisions are contained in the Public Health Act, 1936, Secs. 53–71, and the Public Health (London) Act, 1936, together with the London Building Acts, 1930 to 1938 and the Regulations thereunder.

The Borough Council co-operates with the London County Council District Surveyors.

London County Council Drainage by-laws are in force as regards buildings, to cover their construction, materials to be used, lighting and ventilation, dimensions of rooms, the space about buildings and the height of buildings. There are also London County Council Water Closet by-laws in force as regards works and fittings to cover sanitary conveniences, drainage, tanks for water supply, other fittings and private sewers. There is power to execute works and recover charges in this connection.

As regards the sanitation of buildings, the Public Health (London) Act, 1936, Secs. 37–41, 44 and 45, as amended by the London County Council (General Powers) Act, 1951, apply. All this work is under the supervision of the Borough Council's Public Health Department.

29. Sewerage and Sewage Disposal

The statutory provisions are contained in the Public Health (London) Act, 1936, Part II. Public and local sewers are maintained by the Stoke Newington Borough Council. The main drainage is under the control of the London County Council.

The definitions which apply are:

'Drain' means a drain used for the drainage of one building or of any buildings or yards appurtenant to buildings within the same curtilage.

'Sewer' does not include a 'drain' but includes all sewers and drains used for the drainage of buildings and yards appurtenant to buildings.

30. Street Cleansing

The work of street cleansing in the Borough is under the control of the Borough Engineer and Surveyor acting under the statutory provisions contained in the Public Health (London) Act, 1936, Secs. 84 and 86, and the London County Council (General Powers) Act, 1924, Sec. 63.

31. Burial Grounds, Cemeteries and Crematoria

There are two distinct codes:

(1) Burial Acts Code

Burial Acts, 1852, 1853, 1854, 1855, 1857, 1859, 1860, 1871, 1900, 1906.
Regulations of Burials Act, 1864.
Burial Laws Amendment Act, 1880.
Local Government Act, 1894.
Local Government (Joint Committees) Act, 1897.
Local Government Act, 1933, Sec. 269(2)—Maintenance of Closed Churchyard.
Order in Council—Table of Ecclesiastical fees and payments.
Statutory Instrument 1953, No. 1708.

(2) Public Health Code

Cemetery Clauses Act, 1847.
Public Health (Interments) Acts, 1879.
Public Health Act, 1936.

Crematoria

Cremation Act, 1902.
Cremation Act, 1952.
Statutory Rule and Order, 1930, No. 1016.
Statutory Instrument 1952, No. 1568.

Burial Acts are adoptive Acts.

In Stoke Newington, there is a Cemetery which is owned by the Abney Park Cemetery Company.

There is also a 'Closed Churchyard' adjoining Old St. Mary's Church, in Church Street. Presumably a certificate was given under the Burial Act, 1855, because the churchyard is maintained out of the general rate fund (S.18/1855, Local Government Act, 1933, S.269).

32. Parks and Open Spaces

London County Council (General Powers) Act, 1890.
Metropolis Management Amendment Act, 1856.
Open Spaces Act, 1906.
London County Council (General Powers) Acts, 1933 and 1935.

The London County Council control Clissold Park. The Stoke Newington Borough Council maintain open spaces:

(1) Albion Road/Clissold Crescent.
(2) Church Street, outside St. Mary's.
(3) Kynaston Gardens.
(4) Petherton Road, junction with Green Lanes.

Stoke Newington Council considers that the administration of Parks and Open Spaces should be placed under its control.

33. Physical Training and Recreation Act, 1937

The Hall of Remembrance in Clissold Road was acquired under the provisions of this Act. The ground and first floors are let for authorised purposes organised by local organisations. The two-storey building at the rear is let to the Sea Cadet Corps (Stoke Newington Unit).

34. Prevention of River Pollution

Rivers (Prevention of Pollution) Act, 1951.

The New River, throughout its course within the Borough boundaries, is under the control of the Metropolitan Water Board.

35. Port Health Functions

Does not apply to Stoke Newington.
Public Health (London) Act, 1936, Secs. 5 & 6.
Statutory Instrument 1952, No. 1411.

36. Housing

Housing Act, 1957

The Borough Council have completed the following housing schemes:

Pre-war		
Lordship Grove	18	
Lordship Estate	196	
Hewling St. Estate	90	
		304
Post-war		1,669
Schemes under Construction		
Portland Rise Extension	54	
87–123, Lordship Road	69	
Yoakley Road	66	
Lordship/Manor Road	35	224
		2,197
Schemes Contemplated		
Alexandra Theatre	31	
132–138, Green Lanes	42	
307, Green Lanes	18	
Milton Extension	22	
184–192, Green Lanes	20	
5, Manor Road	3	
13–15, Nevill Road	3	139
		2,336
Pre-fabricated bungalows		28
		2,364

Requisitioned Properties (529 units)
(293 properties)

Between 1930 and 1958, the Council have made good progress in connection with its work as a housing authority. Numerous areas have been declared to be clearance areas and satisfactory arrangements have been made for the relief of overcrowding. In addition 33 large houses have been purchased by the Council for letting to tenants with large families.

In the post-war years the Council have concentrated on housing development, but owing to the shortage of suitable sites Compulsory Purchase Orders have had to be made and 48 Orders have been confirmed by the Ministry of Housing and Local Government. The latest return issued by the London County Council shows the following comparative statistics:

	Properties completed in the Post War Period	*Area of the Borough, Acres*	*Percentage*
Wandsworth	3,868	9,199	42
Lambeth	3,473	4,196	83
Woolwich	3,164	8,986	35
Hackney	2,971	3,287	93
Islington	2,860	3,092	92
Stoke Newington	1,480	863	171

37. Slum Clearance

The operative statutory provisions are now contained in the Housing Act, 1957, Part III, and Closing Orders are dealt with in the Local Government (Miscellaneous Provisions) Act, 1953, Sec. 10.

There are numerous properties in Stoke Newington which, although containing certain defects in old dwellings, have not outlived their usefulness, especially when the housing shortage is borne in mind, but the Borough Council is concerned with the possibility of many properties in the southern part of the Borough which are on the fringe of being classified as slums.

38. Assistance to other Bodies or Persons to Facilitate Acquisition, Construction or Improvement of Houses

The statutory provisions are contained in:

(1) Small Dwellings Acquisition Acts, 1899 to 1923.
(2) Housing Act, 1949, Sec. 4.
(3) Housing Act, 1949, Sec. 5—Guarantees to Building Societies.
(4) Housing Act, 1949, Sections 20–30—extended and amended by the Housing Repairs & Rent Act, 1954—Improvement Grants.
(5) Housing Act, 1957—Assistance to Housing Associations under Sections 119–124.

The Stoke Newington Borough Council have made advances and loans under:

(1) Small Dwellings Acquisition Act		
	No. 44	Amount £21,789
(2) Housing Act, 1949, Sec. 4.		
	No. 311	Amount £223,885
(3) Improvement Grants		
	No. 2	Amount £2,145

Sales of houses and flats to Council tenants are authorised by Sec. 104, Housing Act, 1957, but this Section has not yet been exercised.

39. Regulation of Buildings and By-laws

The statutory provisions are contained in the London Building Acts, 1930–1939, the London County Council Building By-laws and the Housing Act, 1957.

The Stoke Newington Borough Council, on the 22nd January, 1958, considered that Building Acts control should be a service to be transferred from the London County Council to the Borough Council.

40. National Health Service Acts—Powers and Duties

The local health authorities under Part III of the National Health Service Act, 1946, are the councils of counties and county boroughs. The London County Council has control over Health Centres, Care of Mothers and Young Children, Midwifery, Health Visiting, Home Nursing, Vaccination and Immunisation, Prevention of Illness, Care and After-care, and Domestic Help.

The Stoke Newington Borough Council, on the 22nd January, 1958, considered that the following services at present administered by the London County Council should be transferred to the Borough Council, subject to adequate financial adjustment:

Maternity and Child Welfare Service in Clinics, Day Nurseries, Vaccination and Immunisation, Home Help Service, Domiciliary Visiting of Cases of Tuberculosis, and Part III of the National Assistance Act, 1948 (Old People's Houses, etc.) and Welfare of the Blind.

41. Mental Health Service

The local health authorities are the councils of counties and county boroughs. At present this is a London County Council function under the provisions of the Lunacy Acts, 1890 and 1891, Mental Treatment Act, 1930, Mental Deficiency Acts, 1913, 1927 and 1938, and the National Health Service Act, 1946.

42. National Assistance Act—Powers and Duties

Under the provisions of Sec. 47 of the National Assistance Act, 1948, the Borough Council arranges for the removal to suitable premises of persons in need of Care and Attention, and also under Sec. 50 of that Act the Borough Council arranges for the burial or cremation of persons in cases where no other arrangements for disposal are being made. This work is organised in the Public Health Department.

Under Sec. 31 of the Act of 1948, the Stoke Newington Borough Council makes an annual grant of £700 to the Old People's Welfare Committee.

On the 22nd January, 1958, the Borough Council considered that the provisions of Part III of the Act of 1948 relating to Old People's Houses, etc. should be transferred from the London County Council to the Borough Council, subject to adequate financial adjustment.

43. Disabled Persons (Employment) Act, 1944

The London County Council is the local authority for this service.

44. Care of Children

The statutory provisions are contained in:

The Public Health Act, 1936; the Public Health (London) Act, 1936; the Children Act, 1948; the Children & Young Persons Acts, 1933 and 1938; the Criminal Justice Act, 1948; the Nurseries & Child Minders Regulation Act, 1948; Adoption Act, 1950; the Children & Young Persons (Amendment) Act, 1952; the Family Allowance & National Insurance Act, 1952; the Affiliation Orders Act, 1952; and the Children & Young Persons Act, 1956, together with various Statutory Instruments between 1933 and 1958.

There are various definitions:

(1) The Childrens Act, 1948—'Child' is a person under the age of 18 years;
(2) Under the Children & Young Persons Act 'Child' is a person under the age of 14 years; 'Young Person' over 14 and under 17 years;
(3) The Adoption Act—'Child' is a person under 21 years who has never been married.

(4) Under the Nurseries & Child Minders Regulations 'Child' is defined as a person who has not reached the upper limit of compulsory school age.

The London County Council is the local authority for this service.

45. Registration of Nurseries and Child Minders

Under the Nurseries & Child Minders Act, 1948, the local authorities are the councils of counties and county boroughs in their capacity as local health authorities. The London County Council is the local authority in the County of London.

46. Notification of Infectious Diseases

This service is operated in Stoke Newington by the Public Health Department, and following the report of cases of infectious diseases approximately 92 rooms and 1,200 articles were disinfected during the year 1957.

47. Health Education

The Borough Council has carried out satisfactorily its duties as sanitary authority and, up to the transfer of the Maternity & Child Welfare Service to the London County Council, also as a Maternity & Child Welfare authority. It also administers the provisions of the Food & Drugs Acts.

For health education, the Public Health Department have issued periodical poster displays throughout the Borough on subjects such as Clean Food, Clean Air, Medical Facilities, Mass Radiography, etc.

Pamphlets and leaflets have also been distributed to the public via the Public Libraries.

Film shows are organised during the winter months, together with exhibitions on the subjects of Clean Food and Clean Air.

The Borough Council, on the 22nd January, 1958, considered that the services relating to Shops Acts and Weights & Measures Acts, at present administered by the London County Council, should be transferred to the Borough Council, subject to adequate financial adjustment.

48. Town and Country Planning

The relative Acts are the Town & Country Planning Acts, 1947 to 1954.

The London County Council is the Town Planning Authority for the area, but the Stoke Newington Borough Council, through its Highways and Town Planning Committee, submits its observations and proposals under the Town & Country Planning Acts which affect the area.

The Borough Council, on the 22nd January, 1958, considered that town planning development and control should be delegated to the metropolitan boroughs.

49. The National Parks and Access to the Countryside Act, 1949

The Stoke Newington Borough Council is not affected by the above Act.

50. Roads and Bridges—Construction, Improvement and Maintenance

Since 1930 the Borough Council has carried out numerous street widening and improvements. Improved street lighting has been installed in every street and road in the Borough. No effort has been spared to reduce the number of street accidents by providing pedestrian crossings and traffic signals. The Borough Council has pursued a set policy of improving its highways, both by individual schemes and by co-operating with its neighbouring boroughs of Islington and Hornsey, and with the London County Council and the Ministry of Transport & Civil Aviation.

A new Bridge over the New River in Lordship Road has recently been constructed.

51. Street Lighting

On the 22nd January, 1958, the Stoke Newington Borough Council considered that there should be a greater uniformity of street lighting for the whole of the County of London, the metropolitan borough councils and the London County Council acting in co-operation. There is now a complete electrical system of street lighting in the Borough.

52. Street Names and Numbering of Houses

This is a London County Council function.

53. Parking Places

The Borough Council have at various times considered suitable sites and roads which can be used for Parking Places for vehicles under the relative statutory provisions contained in Sec. 68 of the Public Health Act, 1925, and Secs. 19–21 and 23 of the Road Traffic Act, 1956.

54. Road Safety

The Borough Council has appointed an Accident Prevention Committee, with a Home Accidents Sub-Committee, which organises a vigorous campaign in an endeavour to reduce accidents on the roads and in the home. The relative statutory provisions are contained in the Road Traffic Act, 1956, Sec. 5, and the Ministry of Transport and Civil Aviation Circular No. 730. There is a grant of 50% on approved expenditure.

55. 'Bus Shelters

The provisions of Sections 4–7 of the Local Government (Miscellaneous Provisions) Act, 1953 have not yet been implemented by the Borough Council.

56. Private Street Works

The Borough is a built-up area and the provisions of the Public Health Act, 1875, and the Private Street Works Act, 1892, have been implemented for many years. There are 26·37 miles of roads and streets in the Borough out of a total of 863 acres.

OTHER SERVICES

57. Public Libraries

The relative statutory provisions are contained in the Library Acts, 1890, 1892, 1898, 1901 and 1919, and the Ministry of Health (Public Libraries, Museums & Gymnasiums—Transfer of Powers) Act, 1920.

The Library Act was adopted in 1890 at a time when it had been adopted in only a few areas north of the Thames. The Borough Council has always given great attention to its Public Libraries, and as long ago as 1904 a separate Children's Library was opened and lectures have also been provided.

In 1930, a new Reference Library and new Children's Library were opened, and both departments, planned and equipped on modern up-to-date lines, have proved very popular.

Since the end of the war, Branch Libraries have been opened in the Brownswood area, the Woodberry Down area and the Howard Road area.

The number of readers' tickets in use during 1957 was 39,730. The Council has always been actively engaged in the creation of sponsored societies.

58. Clean Air Act, 1956

A Smoke Control Order in respect of an area in the northern part of the Borough has been submitted to the Minister of Housing and Local Government, and has been confirmed. There are approximately 2,078 dwellings in this area, of which it is considered that about 610 will require to have their appliances altered. The estimated cost is £8,000, the Borough Council's liability being approximately £2,400.

The Council has also approved in principle the establishment of two additional Smoke Control areas in the northern part of the Borough. There are approximately 981 dwellings in the two areas, and it is estimated that conversions would be necessary to 1,145 fireplaces at an estimated cost of £17,530, of which the Borough Council's liability would be £5,259.

59. Driving Licences

The Stoke Newington Borough Council, on the 22nd January, 1958, considered that the issue of driving licences should be delegated to metropolitan borough councils. The present organisation for the issue of driving licences within the County of London is centred on the County Hall, and on occasions it is a great inconvenience to the local inhabitants to have to apply for a driving licence at County Hall instead of at some local office.

60. Municipal Buildings

In September, 1937 the Borough Council completed the erection of a new Town Hall and Assembly Hall, and an extension to the Public Library in Stoke Newington Church Street. These buildings are situated almost at the centre of the Borough and are thus easily accessible to ratepayers in every part of the Borough.

The Old Town Hall buildings in Milton Grove are used for Civil Defence training purposes on the ground floor, the first floor being let to the London County Council for a Maternity and Child Welfare Centre.

61. Registration of Births, Deaths and Marriages

From the 1st April, 1930, the area of the Borough of Stoke Newington became a registration district which is now co-terminous with the Borough of Stoke Newington.

62. Rating and Valuation

The Borough Council is the authority for collecting the general rate. It seems essential that the area covered by each rate-collecting authority should not be too large, both for the convenience of the public when paying their rates and for the necessity of keeping the percentage of irrecoverable rates down to a minimum. In a very large area the percentage of irrecoverable rates is likely to be higher than in a small or medium-sized district. There is also likely to be a closer association between the rating and the valuation authority which will prevent a loss of rates. The following tables give some indication of the results achieved by the Borough Council, in comparison with larger areas:

Percentage of Irrecoverable Rates

	1954–55	1955–56	1956–57
Stoke Newington	1·52	1·61	1·73
Hackney	1·32	1·59	1·84
Lambeth	1·09	1·08	2·59
Lewisham	1·29	1·47	1·44
Wandsworth	1·51	1·64	1·05
Bermondsey	1·80	1·62	6·92
Chelsea	3·15	2·90	4·38
Islington	1·87	1·63	1·05
London	—	2·10	3·10

Valuation

The analysis of the Rateable Value into the various categories shows the accommodation assessable in Stoke Newington is predominantly residential:

At 1st April, 1958	*No.*	*N.A.V.*	*R.V.*	
(1) Domestic	11,267	—	£423,601	1939 Values
Commercial	1,512	—	118,474	Current values subject to one-fifth or one-seventh reduction (R. & V. Act, 1957)
On licensed premises	33	—	9,163	
Entertainment and Recreational	26	—	5,614	
Public Utility	4	—	28,436	Current values
Educational and Cultural	16	—	27,933	Current values subject to one-fifth or one-seventh reduction. Also subject to relief under Sec. 8 (R. & V. (M.P.) Act, 1955)
Miscellaneous	106	—	28,688	Current values subject to one-fifth or one-seventh reduction
(2) Industrial	192	£75,902	20,408	25% of current values. (50% from 1.4.1959)
(3) Freight Transport	—	—	—	
	13,156	£75,902	£662,317	

63. Civil Defence

During the last war the Borough Council organised an active Civil Defence Corps, and in the post-war years the Civil Defence organisation has been developed and is actively engaged on training the volunteers who have been enrolled.

The present active strengths are as follows:

Stoke Newington Division	121
London County Council	36

The Council is fully alive to its responsibilities for this service, and is linked with Islington, Finsbury, Shoreditch and the City of London in Area 3 of the Regional organisation.

The W.V.S. (local section) co-operate with the Council's Civil Defence Organisation.

64. Staff Employed by the Council

	Establishment, 1.4.1958		
	Non-manual	*Manual*	
Department		*Full-time*	*Part-time*
Town Clerk's	34	13	9
Borough Treasurer's	38	—	—
Borough Engineer and Surveyor's	29	269	2
Medical Officer's	12+2 part-time	3	1
Housing	21	22	1
Public Libraries	31	7	4
Baths and Laundry	9	34	5
	174+2 part-time	348	22

65. Miscellaneous Financial Comparisons

	Stoke Newington	*Islington*	*Hackney*	*Lambeth*	*Wandsworth*	*Bermondsey*	*Chelsea*	*Bethnal Green*
Area—in Acres	863	3,092	3,287	4,196	9,199	1,742	660	759
Population	50,480	227,800	165,000	224,300	337,700	54,750	50,600	50,940
Rateable Value 1/4/1958	£662,317	£3,021,894	£2,338,523	£3,909,898	£5,133,699	£1,305,213	£1,865,981	£649,900
R.V. per head of population . .	£13 2s. 4d.	£13 5s. 3d.	£14 3s. 5d.	£17 8s. 7d.	£15 4s. 0d.	£23 16s. 9d.	£36 17s. 6d.	£12 15s. 2d.
Rates in £, 1958–59	17s.	16s. 4d.	17s.	16s. 4d.	16s.	19s.	17s. 8d.	20s. 4d.
Product of 1d. Rate	£2,679	£12,000	£9,330	£16,000	£20,500	£5,196	£7,375	£2,525
Council-owned dwellings (31/12/1957) (post-war)	1,480*	2,860	2,971	3,473	3,868	1,347	726	1,081
Council dwellings per head of population	$\frac{1}{34}$ pop.	$\frac{1}{80}$ pop.	$\frac{1}{56}$ pop.	$\frac{1}{65}$ pop.	$\frac{1}{87}$ pop.	$\frac{1}{41}$ pop.	$\frac{1}{70}$ pop.	$\frac{1}{47}$ pop.

**Note:*

Completions to 31/12/1957 (Post-War) .	1,480
Completions since 31/12/1957 . . .	189
Pre-war dwellings	304
	1,973
Dwellings under construction	224
Total at 10/6/1958	2,197

66. Public Relations

The Borough Council claims that the statutory duties in respect of which it is the responsible authority have been carried out in an efficient and economical manner, and in addition the formation and management of youth clubs, sponsored societies, old people's clubs, pre-service training units, and local branches of National Organisations have been encouraged. There is a very close liaison between the Borough Council and the various organisations, and tangible assistance by way of grants is disbursed each year to most of them.

(1) Youth Organisations

Stoke Newington Youth Committee and affiliated organisations, including:

The Alexander Boys' Club,
The Amhurst Park Youth Club,
The Green Lanes Methodist Youth Club,
The George Allard Youth Club,
The Lordship Youth Club,
The Children's Library Puppetry Group,
The Hadassah Club,
The Council of Youth,
The Old Victorians' Club.

(2) The Stoke Newington Schools' Music Association

This is an association of local schools, and holds music festivals in the local Public Assembly Hall.

(3) Sponsored Societies

These are local societies which have been formed with the object of bringing together local residents interested in their particular subjects.

A Sponsored Societies Sub-Committee of the Public Libraries Committee assists in the co-ordination of the work of the societies, and facilities are made available for meetings to be held in Council accommodation, either free or for a small charge. In the case of the Gardeners' Guild (below-mentioned), the Council affords them facilities to enable them to hold flower shows, and members of the Guild cultivate a piece of land in the Borough, by agreement with the Council. A display of flowers is arranged at the Annual Field Day, and the Guild collaborate with the Council's annual Gardens and Window Box Competition.

The present list of sponsored societies includes:

The Stoke Newington Gardeners' Guild,
The Stoke Newington Photographic Society,
The Stoke Newington Cage Bird Society,
The Stoke Newington Library Club for the Blind,
The Stoke Newington Swimming Club,
The Stoke Newington Gramophone Society,
The Stoke Newington Variety Club,
The 'Progress Players',
The Stoke Newington Caribbean Social Club,
The Stoke Newington Civil Defence Association,
The Stoke Newington Council Tenants' Associations.

(4) Old People's Organisations

The Stoke Newington Old People's Welfare Committee and its affiliated associations, including:

The W.V.S. Darby and Joan Club,
The Yoakley Friendship Club,
The Grandfathers' Club,
The Hawksley Court Club for Old People,
The Mildmay Club for Old People,
The St. John's Older Residents' Club,
The Finsbury Park & District Friendship Club,
The Unitarian Church Friendship Club,
The Rosemary Club for Older Residents,
The Jewish Men's Friendship Club,
The Good Neighbours' Club,
St. Olave's Darby and Joan Club.

It is hoped that a Darby and Joan Club will be opened at St. Andrew's Church, Bethune Road, this month.

In co-operation with the Old People's Welfare Committee and the W.V.S., the Council operates a 'Meals-on-Wheels' service and a 'Kosher Meals' service for the elderly house-bound people, which distributes between 20 and 25 meals a day on two days a week.

(5) Pre-Service Units

(a) *The Stoke Newington Unit of the Sea Cadet Corps*

The history of this Corps goes back to 1928, when it was originally formed as the Stoke Newington Naval Brigade. Since its affiliation to the Sea Cadet Corps, some 150 cadets have entered the services and the Merchant Navy, and some of these have risen to Commissioned rank in the Royal Navy and to Officer rank in the Merchant Navy.

The Unit has won the Efficient Pendant in 1948, 1949, 1950, 1951 and 1952, and the Efficiency Burgee in 1953, 1954 and 1955.

The Unit is administered by a welfare committee and has always had support and close liaison with the Borough Council. The Unit, in addition to nautical training, gives training in citizenship, etc., and many Ex-Mayors of the Borough have given lectures on local government.

The Unit has achieved a high standard in sporting events, and has National and Boxing Championships. It possesses a Whaler and two Dinghies, which are based on the River Lea. At the present time the complement of the Unit is:

Three Commissioned Officers, 1 Chief Petty Officer and 50 Cadets.

(b) *The* 296 (*Stoke Newington*) *Squadron, Air Training Corps*

This is one of the outstanding squadrons in the country, and is operating the Pilot Scheme for the Duke of Edinburgh's award. It has a strength of over 100, which is more than three times the size of squadrons in neighbouring larger boroughs. It has a higher percentage of proficient cadets than any other open squadron in London.

The squadron band of 30 cadets is perhaps the best known in the Corps, and regularly performs on ceremonial occasions at the Royal Tournament, the Lord Mayor's Shows, the Mansion House, the White City, etc.

Since its inception, the 296 Squadron has been identified with the Borough Council and its members who have taken a leading part in the Squadron's committee.

(6) *The Stoke Newington Boy Scouts Local Association and Groups*

It is typical of Stoke Newington organisations generally that they operate with a good deal more efficiency and in closer co-operation with the residents of the Borough than similar organisations in other parts of the metropolis. This is attributed to the size of the Borough, its compactness and the highly developed community life which is in existence.

The Stoke Newington Boy Scouts Local Association is a closely knit body which enjoys the benevolent interest of the Borough Council. The Association co-ordinates the activities of the 12 Scout Groups in the Borough in a manner which is not possible in areas where the local association is based upon a much larger area of local government responsibility. Lay members and warranted Scouters work in close harmony for the benefit of over 600 Stoke Newington boys.

There is very special significance about Scouting in Stoke Newington because it has within its ranks the oldest Scout Troop in the world. It was not the first but it is now the oldest troop, which has continued uninterruptedly through two world wars for over fifty years since its formation.

The B.P. Guild of Old Scouts is strong and influential in Stoke Newington, and affords assistance in the work of welfare of old people and other charitable causes. Quite recently Stoke Newington has witnessed the formation of one of the founder branches of the International Fellowship of former Scouts and Guides. Like so many other organisations in the Borough, the B.P. Guild of Old Scouts looks to the Town Hall for leadership, and identifies itself with charitable objects which originate through the Mayor for the time being, and members of the Borough Council.

(7) *The Stoke Newington Girl Guides Local Association and Companies*

The Stoke Newington Girl Guides Local Association is similarly situated, and here again is all the evidence of local authority patronage and interest and active collaboration of lay members and warranted Guiders in the interests of over 700 Stoke Newington girls.

(8) *The British Legion—Stoke Newington Branch*

The local branch of the British Legion engage in the usual activities of that Organisation, and it will be observed that the Council take an active part in the British Legion Poppy Day collection.

The British Legion—Women's Section

There is an active Women's Section, running whist drives and other social functions.

(9) *The Stoke Newington District Nursing Association*

(10) *The Stoke Newington Branch of S.S.A.F.A.*

(11) *The Stoke Newington & Islington Branch of the Family Welfare Association*

The Council has assisted this Association financially; and the Council and the Association have been of mutual assistance in dealing with problem families, especially in relation to housing.

(12) *National Savings Groups*

The Borough has a very energetic Local Savings Committee, with an especially good record in the matter of Street Groups. In 1956 it headed the list of 50 contestants in the London Region in a campaign to increase membership.

At the March, 1958, half-yearly return, the position was:

	No. of groups	*Membership*	*Savings (in half year)*
Places of Employment	23	461	£4,400
Schools	12	738	1,470
Street Groups	85	2,009	10,462
Social	4	37	578
	124	3,245	£16,910

Membership is 6·4% of the population.

(13) *Flag Day Collections*

There are many Flag Day Collections held in the Borough during the year, the most important being that of Poppy Day in respect of Earl Haig's British Legion Appeal Fund.

The comparative figures are shown in the statement below:

Year	*Stoke Newington*	*Islington*	*Hackney*	*Finsbury*	*Bethnal Green*
1957	£611	£1,375	£780	£636	£570
1956	£925	£1,682	£841	£622	£591
1955	£805	£1,516	£681	£572	£508
1954	£844	£1,274	£689	£400	£448
1953	£728	£1,307	£664	£372	£454

(14) *Exhibitions, etc.*

Exhibitions and shows have been organised on Council premises for the Poultry and Rabbit Club, the Blind Appeal, Gardeners' Guild, Public Health and Hygiene, Fur and Feather Society, Aquaria Society, Cage Bird Society (Young Stock and Inter-Club shows), Clean Air Exhibition, Society of Friends' Exhibition, Clean Food Exhibition, etc.

There is also an art gallery on the Library premises, with a permanent collection of oil paintings, to which additions are made from time to time with the assistance of the Chalmers' Bequest. In addition, there is a collection of bronzes, ivories and *objets d'art*, which are also added to from time to time. Art exhibitions are held periodically in Council premises, and have included:

Exhibition of Bayeux tapestry (the Reading facsimiles),
Local Art Exhibition,
Art Exhibition by local amateurs,
The Royal Academy of Arts Exhibition,
The National Loan Collections Trust, Exhibition of Old Masters,
London Natural History Society, Centenary Exhibition.

(15) *The Rotary Club of Stoke Newington*

(16) *Stoke Newington Swimming Club*

The Stoke Newington Swimming Club (formed and sponsored by the Council) has remarkable achievements to its credit, including members holding County and National championships and records, 25 members who qualified for entry in the National Championships at Blackpool in 1958, and every prospect of members being included in the Olympic Games in 1960.

(17) *Annual Field Day*

Six years ago the Council inaugurated a Field Day in the local (Clissold) park. This was so successful that the Field Day has become an outstanding annual event, supported by all local organisations who take part in the Flower, Dog, Bird and Rabbit Shows, Dancing Displays, Band Performances, Demonstrations of Physical Culture, and special features provided by the Council's Committees (i.e., Civil Defence, Housing, Public Health, etc.). The Annual Field Day is probably a unique event in a metropolitan borough, and has achieved exceptional success due to civic interest, initiative and enterprise in this Borough.

(18) *People's Advice Service Centre*

The Borough Council organised a People's Advice Service Centre in 1946, and this has proved a very useful channel for the giving of advice and assistance on all matters affecting the lives of the inhabitants of the Borough and surrounding areas. Each month there are approximately 1,000 enquiries on subjects ranging from education, employment, family and personal and matrimonial matters, housing, income tax, national service questions, social insurance, national assistance, travel enquiries, etc. There have been 4,000 enquiries on matters under the Rent Act, 1957 since July, 1957.

67. Electoral Procedure

In paragraph 5 of this Memorandum, the wards in the Pariamentary Division are shown, and in this connection the following information is submitted:

In 1947 the Council, supported by all the local political parties and other organisations, made representations to the Boundary Commission for England that Stoke Newington should remain a separate Parliamentary Constituency, and that the rule in successive House of Commons (Redistribution of Seats) Acts that 'no metropolitan borough or any part thereof shall be included in a constituency which includes the whole or part of any other metropolitan borough' should be upheld.

The Boundary Commission decided not to divide Stoke Newington in any way, but to add to the Borough six wards of the neighbouring Borough of Hackney which were contiguous to Stoke Newington. The new Parliamentary Constituency was then named 'Stoke Newington and Hackney North'.

In the next redistribution of parliamentary seats by the Boundary Commission in 1954, the Commission reduced the size of the Constituency by withdrawing two Hackney wards, but again in this further examination, left intact the Borough of Stoke Newington for this purpose. Thus the Commission has, so far as Stoke Newington is concerned, given effect to the words of the Secretary of State in 1947, when speaking on the House of Commons (Redistribution of Seats) Bill, said: 'We desire that the principle of community of interest of local government boundaries shall be made superior to mere mathematics . . .'.

The Council, whilst upholding the dignity and tradition of separate representation in Parliament for the Borough of Stoke Newington, is not averse to changes which improve the electoral administrative machinery. In 1952 the original six wards of the Borough (five representing the former vestry of St. Mary, Stoke Newington, and one representing the former South Hornsey Local Government Board) varying in the numbers of councillors elected from 3 for the Manor, Clissold and Palatine wards; 6 for the Lordship and Church wards; and 9 for the South Hornsey ward, were altered by Order in Council to ten wards each electing 3 councillors. The arrangements for polling and the counting of votes became administratively more efficient and representation more equable, although in deciding the names for new wards and their division, regard was had to previous local names and old boundaries. The Council is never loth to effect improvements, but always has due regard to old traditions, being ever mindful of its motto 'Respice Prospice', which is contained in the grant of the official Coat of Arms. Such awareness is due in the mean to the interest of local people and organisations, encouraged by the members of the Council.

68. Bequests and Trusts

In its corporate capacity the Borough Council is responsible for the administration of the following Trusts:

(1) *Alderman Eve's Gift Fund*

£200 was given to the Council on 14th December, 1914, by the late Alderman William Eve, to be applied to expenditure which is not covered by any Act of Parliament. The Fund now contains £75.

(2) *Sir Herbert Ormond Trust*

This Charity, founded in 1938 as a memorial to the late Sir Herbert Ormond, derives its funds from dividends arising from £500 Local Loans 3% Stock (now transferred to 2½% Treasury Stock), and is used for the payment of 10s. each to deserving and necessitous persons, living in any part of the Borough, male or female, over the age of 60 years.

(3) *Samuel Fisher Charitable Trust*

To help deserving cases of necessity amongst the inhabitants of the Borough of Stoke Newington as it is at present constituted, without regard to nationality, race or creed, the recipients of relief to be selected after investigation of the circumstances of each applicant. A sum of £1,000 is invested in the name of 'The Official Trustees of Charitable Funds' in 3½% War Loan.

Representatives are appointed to serve on the following Trusts:

(1) *Stoke Newington and District Sick Poor Charity*

This Charity, formerly known as the Stamford Hill, Stoke Newington, Clapton, West Hackney, Kingsland and Dalston Dispensary, including the subsidiary endowments known as the G. H. Alexander Memorial Fund and the Convalescent Fund, was on 5th September, 1952, approved and established by the Board of Charity Commissioners for England and Wales as the Stoke Newington and District Sick Poor Charity. The annual income is distributed to the sick poor in the Boroughs of Stoke Newington, Hackney and Islington.

(2) *Stock's Charity*

By his will dated 3rd May, 1664, Thomas Stock left the rent received from five small houses to be distributed for the benefit of the poor of the parish of Stoke Newington, the Parochial School and the Church. The funds of the charity are now vested in the Official Trustee of Charitable Funds.

(3) *Hornsey Charities*

The Hornsey Charities are a consolidation of numerous charities for the benefit of the poor of the parish of Hornsey. Due to alterations of local government boundaries, the area of South Hornsey, in Stoke Newington, continues to benefit under these charities, and residents in the parish of Stoke Newington are ineligible.

(4) *Albion Grove Trust*

Formed in 1914 to acquire No. 7 (now Nos. 25–27), Albion Grove for use as an ex-Servicemen's Club.

(5) *Ann Sandford's Charity*

By her will dated 2nd August, 1802, Ann Sandford bequeathed to her executors the sum of £200 for the relief of the poor of Stoke Newington and an annual sum of £25 to be divided equally among five widows. The funds are administered by the Rector and churchwardens, and the Borough Council selects the recipients of the charity, all of whom must reside in the parish of Stoke Newington.

(6) *William Eve's Charity*

This charity was founded by deed dated 7th May, 1900, for the provision of annuities for poor widows of Stoke Newington. The recipients are selected by a majority of the members of the Council.

(7) *Mrs. Caroline H. Eve's Charity*

This Charity is used for the payment of annuities of £5 to poor aged widows or spinsters of the parish of Stoke Newington. The recipients are selected by the Mayor and Aldermen for the time being, and certain other members of the Council.

(8) *William and Caroline Eve's Charity*

This Charity is used for the payment of annuities to poor aged persons, whether men, widows or spinsters, of the parish of Stoke Newington. The recipients are selected by the Mayor and Aldermen for the time being, and certain other members of the Council.

(9) *A. H. Chalmers' Bequest*

The Chalmers' Bequest was received by the Borough Council in 1927. This consisted of the sum of 1,000 guineas, together with a collection of pictures, bronzes, etc., and the ultimate reversion in £7,600 of India 3% Stock. The 1,000 guineas has been invested in gilt-edged stock (in accordance with the terms of the bequest), and will produce approximately £42 p.a. free of income tax. Every third year the accumulated income is to be applied as follows:

	£ s. d.
Purchase of oil painting to add to Collection . .	52 10 0
Non-political dinner for members of Library Committee, Librarian, Town Clerk and one Distinguished Visitor	21 0 0
Honorarium to Librarian	10 10 0
Purchase of Art Bronze	12 0 0
Purchase of Carving in Ivory, Wood or Marble .	12 0 0
Collection Attendant	1 0 0
Expert's fee for advice re all purchases . . .	4 4 0
Cleaning glass and repairing frames . . .	4 0 0
Descriptive labels	2 10 0
Gold Medal for best schoolboy essay on Collection .	4 4 0
Cash prize for same	1 1 0
	£125 0 0

69. General Observations

In compiling this memorandum, the Council has been particularly concerned in outlining the grounds upon which it bases its conviction that for the exercise of local government services which are closely connected with the welfare of human beings, the Borough of Stoke Newington should be permitted to retain its separate identity and continue to function as a local authority very closely connected with the inhabitants in the area, which is very cosmopolitan.

Great care has been taken in the preparation of the memorandum in order to enable Members of the Royal Commission to visualise a really live local authority, which has the well-being of the citizens of the Borough constantly under review.

It has not been thought necessary to indicate the general objection to drastic alterations of boundaries, e.g., the inevitable slowing-up of schemes already prepared, in course of preparation for the future development of the Borough, and particularly in relation to the still urgent problem of the provision of houses, which would result from any major changes in the organisation of local government at the present time.

In conclusion, the Council submits that it would be a mistake to interfere with the separate existence of a Borough which, although small in area, nevertheless has a rateable value higher than many provincial councils, and which also has past traditions, a civic spirit, and a record of municipal achievement of which it has every reason to be proud.

70. Resolution of the Council

Royal Commission on Local Government in Greater London

We reported to the Council on the 23rd December, 1957, that a questionnaire had been received from the Metropolitan Boroughs' Standing Joint Committee, and the Council approved the answers to the questions then raised.

In February, 1958, His Worship the Mayor received a letter from the Chairman of the Commission inviting the Council to submit evidence to the Commission on the effectiveness and convenience of the present organisation of local government in Stoke Newington.

An outline only is asked for at this stage, and the Commission will afford the Council an opportunity later of supporting and, if desired, elaborating such views.

The date for submission of evidence was originally the 15th May, 1948, but this has been extended to the 17th June, 1958.

We appointed a Sub-Committee on the 26th March, 1958, to consider this matter and a memorandum of evidence has been prepared (copy sent to each member of the Council).

In view of the time limit, we have authorised the Town Clerk to forward copies of the memorandum to the Royal Commission on or before the 17th June, 1958.

WE RECOMMEND:

(a) That our action be confirmed.

(b) That the Royal Commission on Local Government in Greater London be informed that in principle this Council is willing to co-operate and to have their principal officers co-operate in a visit of the Members of the Commission to this Borough.

E. Bedford
Town Clerk

June, 1958

Evidence submitted by the Wandsworth Metropolitan Borough Council

Municipal Buildings,
Wandsworth, S.W.18.

19th March, 1958

Dear Sir,

The Borough Council has now considered the request for evidence contained in your letter dated 17th February, 1958, and has concluded that the request of the Commission can best be met by submitting the enclosed copy of a set of questions recently submitted to each metropolitan borough council by the Metropolitan Boroughs' Standing Joint Committee, together with a copy of the Borough Council's reply thereto.

Yours faithfully,

(Sgd.) R. H. JERMAN
Town Clerk

The Chairman,
Royal Commission on Local Government
in Greater London.

METROPOLITAN BOROUGHS' STANDING JOINT COMMITTEE

Royal Commission on Local Government in Greater London

QUESTIONNAIRE

1. Does your Council consider that the existing boundary of the Administrative County of London should be retained?	1. Yes, it is considered that the existing boundary should be retained—unless some proposal involving a fundamental change in structure at County level is to be considered in which case some re-thinking is inevitable.
2. If not, what alteration should be made?	2. —
3. Does your Council consider that the present distribution of functions as between the L.C.C. and the Metropolitan Borough Councils should be retained?	3. No.

4. If not (i) What functions of the L.C.C. should be (a) transferred or (b) delegated to the Metropolitan Borough Councils?	4. (i) As a general principle transfer of functions is preferable to delegation. The following might be considered for transfer: Building regulation. Health visitors. Child minding. Maternity and child welfare. Chiropody. Day Nurseries. Vaccination/immunisation. Domestic help. Town planning. Shops Acts.
(ii) What functions of the Metropolitan Borough Councils should be transferred to the L.C.C.?	(ii) None.
5. What other views does your Council wish the Standing Joint Committee to consider in framing their policy?	5. Until the question of the future of the London County Council is determined no more than tentative replies can be given to the above questions which in terms assume the continuance of this authority. Two considerations should however be borne in mind in framing policy (i) the value of the history, traditions, and sense of community attaching to the metropolitan boroughs as successors to the ancient vestries; and (ii) the desirability that the cost of services should be demanded of the public by the authority providing them.

(Sgd.) R. H. JERMAN
Town Clerk

Metropolitan Borough of Wandsworth
18*th December*, 1957

Supplementary Evidence submitted by the Wandsworth Metropolitan Borough Council

STATEMENT SHOWING THE PRESENT ARRANGEMENTS WITHIN THE AREA OF THE METROPOLITAN BOROUGH OF WANDSWORTH BY WHICH LOCAL AUTHORITY FUNCTIONS ARE ADMINISTERED

Education

Education and Youth Employment Services

Education and its ancillary services are the responsibility of the London County Council. Detailed administration of these services is supervised by Divisional Education Offices, of which there are nine covering the whole of the County of London area. The area of Division No. 9 consists of the metropolitan boroughs of Battersea and Wandsworth.

The only aspect of the education service with which the Wandsworth Metropolitan Borough Council is concerned is that they are required to appoint representatives to serve upon the managing bodies of primary schools.

Environmental Health

Baths, Wash-houses and Bathing Places

The provision and maintenance of these establishments is the responsibility of the metropolitan borough council. Six such establishments are at present maintained by the Borough Council and two additional establishments are planned for the future. Three of the present six establishments provide slipper bath facilities; one of the six is an open air swimming pool; five contain indoor swimming pools.

The County Council has also provided and maintains an open air swimming pool on a public common under its control within the area of the borough.

Disinfestation of Premises and Articles

This function is under the control of the Wandsworth Metropolitan Borough Council.

Drainage of Trade Premises

The London County Council is responsible for controlling the discharge of effluent from trade premises where it discharges direct into sewers under the control of that authority; the Borough Council is responsible for the control where the discharge is into sewers under its own control. The powers concerning the discharge of effluent from trade premises are contained in Part II of the London County Council (General Powers) Act, 1953.

Mortuaries and Post-mortem Rooms

The duty of providing a mortuary with a post-mortem room rests with the Borough Council and one such establishment is maintained by the Wandsworth Borough Council. Recently, however, following a reorganisation throughout London of the Coroners' districts, arrangements were made, at the request of the Coroner whose district includes the Borough of Wandsworth, for the mortuary in

Battersea, maintained by the Battersea Borough Council, to be used for dead persons taken from Wandsworth. The mortuary in Wandsworth is therefore now maintained only for use in an emergency. Appropriate arrangements have been made between the councils of the Boroughs of Battersea and Wandsworth to meet the Coroner's wishes in this matter.

Public Conveniences

It is the responsibility of the Borough Council to provide and maintain public conveniences for both sexes throughout the Borough of Wandsworth. The number of such establishments is at present 26.

Refuse Collection and Disposal

The collection and disposal of all house and trade refuse within the Borough of Wandsworth is the responsibility of the Borough Council. Throughout the history of the Borough Council this function has been undertaken on the Council's behalf by one or more contractors. The current contract expires, however, in May, 1959, and the arrangements to be made upon the termination of this contract are now under consideration.

Regulation of Buildings and Sanitation of Buildings

The powers and duties regarding the regulation and sanitation of buildings from the environmental health point of view, which are generally contained in the Public Health (London) Act, 1936, rest with the Borough Council.

Sewerage and Sewage Disposal

In Wandsworth the Borough Council is responsible for maintaining all local sewers and approving plans for the provision and actual construction of drains and new local sewers. The sizes of the sewers within the responsibility of the Borough Council are those up to a maximum diameter of four feet.

Except in one or two cases where only surface water drainage is involved, the sewers drain into main sewers which are the responsibility of the London County Council, as also is the responsibility of sewage disposal.

Street Cleansing

The function of cleansing all the 247 miles of public highways and footpaths in the borough, and the ten miles of public footpaths which do not border highways, rests with the Borough Council.

Burial Grounds, Cemeteries and Crematoria

Within the Borough of Wandsworth there are five cemeteries (totalling 177 acres), two crematoria, and eight burial grounds (totalling 11 acres); all of these are under the management of the Wandsworth Borough Council with the exception of one cemetery (55 acres) which has been provided and is maintained by the Council of the neighbouring metropolitan borough of Lambeth. Within this latter cemetery a crematorium has recently been built. The burial grounds maintained by the Wandsworth Borough Council are, generally speaking, not now used but the occasion does arise when a grave in one of these burial grounds has to be reopened for an interment. In order to provide for the future requirements of the borough, the Wandsworth Council has purchased land at Tolworth, Surrey, for use for burial purposes.

Parks and Open Spaces

The Borough Council maintains within the area of the borough a park of 43 acres in extent and other recreation grounds and open spaces which altogether total approximately 75 acres. The London County Council also maintains one park and 4 commons which are wholly or partly within the Borough of Wandsworth. A small common, Putney Lower Common, and a large part of Wimbledon Common, both of which are under the control of the Wimbledon and Putney Commons Conservators, extend into the Borough of Wandsworth. Approximately 30 acres of a park under the management of the neighbouring Borough of Wimbledon also extend into the Borough of Wandsworth. A fairly substantial part of Richmond Park (approximately 233 acres), which is under the control of the Ministry of Works, also extends into the borough. To summarise, the public open spaces in the Borough of Wandsworth under the control of local or other public authorities are as follows:

	Approximate acreage
Wandsworth Borough Council	75
Wimbledon Borough Council	30
London County Council	688
Wimbledon and Putney Commons Conservators	453
Ministry of Works	233

Physical Training and Recreation Act, 1937

The aforementioned figures include one recreation ground of some five and a half acres appropriated by the Borough Council under this Act. The remainder of the Borough Council's parks, etc., were appropriated under the Parks and Open Spaces Act, 1906.

Housing

Provision of Houses

The powers available to local authorities regarding the provision of new housing as contained in the Housing Acts are concurrently exercised in Wandsworth by the Borough Council and the London County Council. The approximate number of dwellings controlled within Wandsworth by each of the two authorities at the beginning of the year was as follows:

London County Council	13,700
Wandsworth Borough Council	9,800

Conflict between the two authorities for housing sites is avoided so far as possible by consultation between them on proposals for housing development in the borough. Both local authorities maintain housing lists and a resident of the borough can register on either list. Limited co-ordination takes place between the two authorities to avoid duplication of registration.

Slum Clearance

The powers of a local authority to deal with unfit housing are also exercised concurrently by the Borough Council and the London County Council. To avoid duplication of effort consultation takes place between the two authorities. Generally speaking, the task of dealing with unfit housing is shared equally between the two authorities. A substantial number of slum properties have to be cleared from areas zoned for redevelopment for industry and in some cases the County Council undertakes the responsibility for rehousing the occupants of slum properties in such areas, notwithstanding the fact that the Borough Council may make the necessary clearance, etc., orders. This is often done to facilitate the relocation of industry in pursuance of the County Council's planning powers.

Assistance to Other Bodies

The Borough Council and the London County Council also have concurrent powers regarding the giving of assistance in the form of loans, grants, etc., to persons and other bodies to facilitate the acquisition or improvement of houses. The general agreement between the London County Council and metropolitan borough councils is to the effect that so far as advances for the acquisition of individual properties are concerned, the County Council will not consider applications in respect of properties within the area of a borough where the borough council itself has decided to make advances in such cases. The Borough Council in Wandsworth uses extensively its powers under the Housing and allied Acts to make advances for the acquisition, repair, or conversion of individual properties and the advances made to date number 2,722 and total £3,227,260. The Borough Council is also willing to consider applications from housing associations and similar bodies for loans to provide housing accommodation.

The Borough Council also makes grants under Part II of the Housing Act 1949 for the improvement of dwellings.

Regulation of Buildings and By-laws

The regulation of buildings in the Administrative County of London is governed by the London Building Acts, 1930–39 and the by-laws made thereunder. Generally speaking, at present, the administration of these provisions is the responsibility of the London County Council; District Surveyors, the officers with statutory duties under the London Building Acts, are appointed by the London County Council. One or two minor provisions of the London Building Acts are administered by the borough council. These relate to small buildings constructed of temporary materials and lamps and signs which overhang public highways. Certain other aspects of building—building lines, function and width of streets, etc., are the subject of consultation between the authorities before the decision is made by the County Council.

Personal Health and Welfare

Powers and Duties under the National Health Service Acts

In the main the London County Council is the responsible authority. The Borough Council has no functions.

Mental Health

The London County Council exercises these functions.

National Assistance Act, 1948

Under this Act the Borough Council makes grants to certain old people's welfare bodies and deals with certain burials under Section 50.

Section 47 makes the Borough Council responsible for proceedings relative to the removal to hospital of persons in need of care and attention.

Care of Children; Registration of Nurseries and Child-minders

These functions are exercised by the London County Council.

Notification of Infectious Diseases

This duty is exercised entirely by the Borough Council. The London County Council collates borough returns.

Health Education

The London County Council is the authority concerned with general health education; although the Borough Council has recently been given certain powers under section 82 of the London County Council (General Powers) Act 1957 to circulate propaganda on the topic of safety in the home. This power is also exercised by the London County Council.

Generally

The detailed administration of these personal health functions for which the London County Council is responsible is supervised by Divisional Medical Officers, of which there are nine covering the whole of the County of London. The area of Division No. 9 consists of the metropolitan boroughs of Battersea and Wandsworth.

The detailed administration of the health services for which each of the metropolitan boroughs of Battersea and Wandsworth are responsible are supervised by a Borough Medical Officer of Health.

By a tripartite agreement between the councils of the London County and Battersea and Wandsworth Boroughs, the posts of Divisional Medical Officer for County Health Division No. 9 and Medical Officers of Health for the Metropolitan Boroughs of Battersea and Wandsworth, are jointly held by one man; and, by the same agreement, the Divisional Medical Officer has two Assistant Divisional Medical Officers, one of whom holds the joint appointment of Assistant Divisional Medical Officer and Deputy Borough Medical Officer for the Borough of Wandsworth, and the other the similar appointment in relation to Battersea.

Town and Country Planning

The local planning authority for the whole of the Administrative County of London is the London County Council. At present the Borough Council's only functions regarding planning relate to the control of advertisements, the powers and duties relating to these having generally been delegated to them by the London County Council. The Borough Council is consulted, however, on planning applications so far as is required by the Town and Country Planning (General Development) Order 1950.

Proposals have, however, been agreed for further delegation of certain of the powers under the Town and Country Planning Act, 1947, by the London County Council to the councils of metropolitan boroughs.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

The London County Council is the authority responsible for the improvement of highways throughout London, but metropolitan borough councils may carry out improvements if they consider it desirable and necessary. Agreement has been reached that the authority initiating a scheme of improvement bears the cost involved. Generally speaking the practice, by agreement, is that the London County Council undertakes major improvements and the Borough Council minor improvements. This division of responsibility requires close consultation between the two authorities concerned.

The maintenance of all highways is the responsibility of the Borough Council. The maintenance of bridges in the borough is divided, the County Council being responsible for some and the metropolitan borough council for others. The question as to which of the two is responsible depends on which authority constructed the bridge. The one responsible for the construction being responsible for its subsequent maintenance.

Street Lighting

The lighting of all public highways and footpaths is the responsibility of the borough council.

Naming of Streets and Numbering of Houses

The responsibility for this function is the London County Council's.

Parking Spaces

The provision of parking spaces both on and off the highways is the responsibility of the borough council.

Road Safety

The Borough Council is responsible for this particular service and exercises its various powers to provide propaganda, exhibitions, etc., contained in Section 5 of the Road Traffic Act, 1956.

Bus Shelters

Metropolitan borough councils recently obtained powers to provide bus shelters but, generally speaking, in Wandsworth the provision of shelters is considered to be the responsibility of the London Transport Executive. In one or two isolated cases, however, where the Executive have refused to provide a shelter where the Council considered one was necessary, the Council has undertaken the work.

Private Street Works

The Borough of Wandsworth is a fully developed urban area and the question of constructing new streets and the provision of the Private Street Works Acts does not arise.

R. H. JERMAN
Town Clerk

Municipal Buildings,
Wandsworth, S.W.18.

Evidence submitted by the Westminster City Council

PART I—HISTORICAL

1. *Origin of Name*

Westminster derives its name from the minster founded in the 7th century by Sebert, King of the East Saxons, who, between the years 605 and 610 built the church to the honour of God and St. Peter, on or near the site of the present Westminster Abbey. Being built on the west side of the City of London, the then metropolis of East Saxony, it was called West Minster, to distinguish it from the Church of St. Paul in that city.

2. *Manor*

By a Charter of King Offa, A.D. 785, certain land was conferred upon the Abbey, and became the Manor of West Minster, the extent of which has varied from time to time by Royal Warrant.

3. *Bishopric and City*

In the year 1540, Westminster Abbey was converted into a Bishopric, whereupon by law and custom Westminster became a city. The Bishopric was abolished in 1550, but the title of city continued to be applied, and Westminster is referred to in historical records as 'The City and Liberty of Westminster'.

4. *Parliamentary Borough*

Westminster was an ancient Parliamentary Borough, the limits of its franchise being finally defined by Letters Patent of James I, dated the 3rd August, 1604, to be within the Manor and City of Westminster, and within the parishes of St. Margaret, St. Martin-in-the-Fields and St. Clement Danes, the Liberty and Duchy of Lancaster always excepted. The ancient Parliamentary Borough of Westminster included all the parishes now comprised in the City of Westminster, with the exception of the Liberty of the Rolls, which until the year 1884 formed part of the Parliamentary Borough of Finsbury.

5. From the thirty-seventh year of the reign of Henry VIII till the year 1884, Westminster returned two Members to Parliament, but by the Redistribution of Seats Act, 1885, the ancient Parliamentary Borough was extinguished, and three new Parliamentary Boroughs were created, each returning one Member.

6. By the Representation of the People Act, 1918, it was again formed into one Parliamentary Borough, but with two Parliamentary Divisions, each Division returning one Member.

7. The Representation of the People Act, 1948, constituted the Cities of London and Westminster a single constituency returning one Member.

8. *Metropolitan Borough and City*

The Metropolitan Borough of Westminster was formed by the Borough of Westminster Order in Council, 1900, under and pursuant to the London Government Act, 1899, which Act defined the area to be the area of the ancient Parliamentary Borough of Westminster, comprising the parishes of St. Margaret and St. John, Westminster; the parish of St. George, Hanover Square; the parish of St. James, Westminster; the parish of St. Martin-in-the-Fields and the district of the Strand Board of Works (which comprised the parishes of St. Anne, Westminster; St. Paul, Covent Garden; St. Mary-le-Strand; St. Clement Danes; and the Liberty of the Rolls and the Precinct of the Savoy), and including the Close of the Collegiate Church of St. Peter, Westminster.

9. By Royal Charter dated the 29th October, 1900, it was declared and appointed that the Borough should be a City and called and styled 'The City of Westminster', and that the Council for the Borough should be called and styled 'The Mayor, Aldermen and Councillors of the City of Westminster'. For brevity, the Council is hereinafter referred to as 'the City Council'.

10. *One Parish*

By the Westminster City Council (General Powers) Act, 1921, the eleven parishes comprised in the City of Westminster were, as from the 1st April, 1922, for all purposes other than ecclesiastical or charitable purposes or purposes of Imperial Taxes or Duties or purpose of Land Tax, formed into one parish called 'The Parish of the City of Westminster'.

PART II—AREA, POPULATION AND RATEABLE VALUE

11. The area of the City of Westminster is 2,503 acres, as compared with the 74,850 acres of the Administrative County of London.

12. The resident population is diminishing, as shown in the following table:

	Population	
Date	*City of Westminster*	*Administrative County of London*
1901 . . .	183,011	4,536,267
1911 . . .	160,261	4,521,685
1921 . . .	141,317	4,483,249
1931 . . .	129,535	4,094,500
1938 . . .	124,000	4,062,800
1945 . . .	72,850	2,601,370
1948 . . .	100,900	3,339,100
1954 . . .	98,870	3,322,000
1957 . . .	95,930	3,254,000

13. On the other hand, it has become, and is becoming, more and more an important business and trading centre, with a large (and increasing) day population, estimated at 500,000.

14. The rateable value has shown a rapid increase since the formation of the City Council, as follows:

Date	*Rateable Value* *City of Westminster*	*Rateable Value* *Administrative County of London*	*Approximate Proportion of R.V. of Westminster to R.V. of County of London*
	£	£	
1901	5,392,803	39,643,618	One-seventh
1911	6,425,553	44,541,444	Do.
1921	7,854,753	48,388,813	One-sixth
1931	10,730,945	59,404,713	Do.
1939	10,900,648	62,349,421	Do.
1945	9,635,198	54,749,401	Do.
1955–56	11,335,329	59,250,804	One-fifth
1956–57	24,140,842	108,824,853	Two-ninths
1957–58	19,737,242	95,113,091	One-fifth

15. Westminster has the highest rateable value of any town in the United Kingdom.

16. The following is a statement of the average yearly rate in the £ levied by the City Council during each of the following periods:

	s.	*d.*
1901–10	6	6
1910–20	7	2
1920–30	10	1
1930–39	9	3
1939–45	12	1

The following are the actual rates in the £ levied in:

1945–46	11	0	
1946–47	10	0	
1947–48	11	0	
1948–49	13	6	(first year of London Equalisation Scheme)
1955–56	17	4	
1956–57	10	10	(first year of "New List")
1957–58	14	2	(second year of "New List")

The rate for 1958–59 is 14s. 6d. The amount which will be collected by the City Council will be over £14,000,000, of which only £1,700,000 will be spent by the City Council on its own services. Of the balance, over £8,500,000 will be paid to the London County Council towards the cost of that authority's rate-borne services, over £2,000,000 is the City Council's contribution to the London Equalisation Scheme, and over £1,500,000 will be paid to the Metropolitan Police.

PART III—REPRESENTATION ON OTHER BODIES

17. From the year 1888 to the year 1918, 6 County Councillors were elected from the area of the City of Westminster, i.e., double the number of Members of Parliament returned for the Parliamentary Boroughs comprised in the area. By the Representation of the People Act, 1918, the number of Members of Parliament to be returned for the Borough was fixed at 2, and the number of County Councillors was reduced accordingly to 4.

Since 1948, the Cities of London and Westminster Electoral Division has returned 3 County Councillors.

The City Council appoints 2 members of the Metropolitan Water Board and one member of the London and Home Counties Traffic Advisory Committee.

PART IV—ADMINISTRATIVE STRUCTURE AND ORGANISATION OF THE CITY COUNCIL

18. The City Council consists of the Mayor, 10 Aldermen and 60 Councillors.

Responsibility for direction of the Council's functions is distributed among 11 Standing Committees. Special Committees are appointed *ad hoc.*

The Council delegates to its Standing Committees the functions within their respective references, except functions reserved to the Council (a) by statute (levying of rates and borrowing), and (b) under the Council's Standing Orders (e.g., fixed establishments of staff, appointment of Chief and Senior Officers, acquisition and disposal of property, making by-laws, capital expenditure, extension of existing services and provision of new services).

19. The Council's functions are discharged by departments under the control of the following Chief Officers: Town Clerk, City Treasurer, City Engineer and Surveyor, Medical Officer of Health (shared with Holborn Metropolitan Borough Council), Director of Public Cleansing, Director of Housing and City Librarian.

PART V—DESCRIPTION OF PRESENT ARRANGEMENTS FOR CARRYING OUT LOCAL AUTHORITY FUNCTIONS IN WESTMINSTER

Section I—Functions Listed in Appendix B to Letter from Chairman of the Royal Commission dated 17th February, 1958

EDUCATION

20. The London County Council is the local Education Authority for the City of Westminster.

The City Council is the 'minor authority' for the City under the Education Act, 1944. Its sole duty as the minor authority is the appointment of a proportion of the Managers of the primary schools in Westminster. (The Managers, who are in no way accountable to the City Council, have limited duties in relation to such matters as appointment and dismissal of headmasters and assistant masters, organisation and curricula of the schools, minor repairs and alterations and minor purchases of materials.)

As regards County secondary schools, the City Council has no right to representation on the governing body, but in the case of certain voluntary secondary schools, the County Council have agreed to include among the governors appointed by them a person nominated by the City Council.

ENVIRONMENTAL HEALTH

21. (A) Services under the Control of the City Council

Baths and Wash-houses.

Disinfestation of premises and articles (in collaboration with Holborn Metropolitan Borough Council).

Drainage of trade premises.

Mortuary and post-mortem accommodation (in collaboration with Holborn Metropolitan Borough Council).

Public Conveniences.

Refuse collection and disposal. (All of the City Council's refuse and part of the refuse from Paddington and St. Marylebone is taken by barge from the City Council's central depot and deposited at Pitsea.)

Sanitation of buildings.

Local sewers.

Street cleansing.

Burial grounds and cemeteries.

Smaller open spaces and children's playgrounds.

Physical Training and Recreation Act, 1937.

(B) Services under the Control of the London County Council

Regulation of buildings under London Building Acts.

Main sewers and sewage disposal.

Larger open spaces (other than Royal Parks).

Prevention of River Pollution.

(C) Port Health Functions

The part of the River Thames geographically within the City is under the jurisdiction of the Port Health Authority.

HOUSING

22. (i) Provision of Houses

The City Council and the London County Council have concurrent jurisdiction to provide housing accommodation in Westminster.

The City Council has provided 2,904 dwellings, including 1,420 dwellings since 1945.

The London County Council has provided 983 dwellings in Westminster, but none (apart from rebuilding) since 1903.

(ii) Slum Clearance

The City Council and the London County Council have concurrent powers. The City Council must notify the London County Council of its proposals and the London County Council can give counter notice of intention to undertake the clearance. The London County Council have not hitherto carried out clearance in Westminster.

(iii) Assistance to other Bodies

The City Council has given financial assistance to two housing associations in Westminster, has made 54 improvement grants and advanced the total sum of £108,200 to 31 applicants for housing loans.

The London County Council have concurrent powers with regard to loans and improvement grants. It is understood that the County Council do not make loans in boroughs where (as in Westminster) the local Council do so. The City Council has no information as to whether the County Council exercises its power to make improvement grants or give financial assistance to Housing Associations.

(iv) Regulation of Buildings and By-laws

The London County Council controls the erection of buildings under the London Building Acts and Town Planning Legislation.

The City Council enforces by-laws relating to tenement houses.

PERSONAL HEALTH AND WELFARE

23. (A) Under the National Assistance Act, the City Council (i) makes contributions to voluntary organisations which provide meals and recreation for old people;

(ii) arranges for the burial of persons where no other suitable arrangements are made; and

(iii) applies to the Court for the removal of persons in need of care and attention.

Under the Public Health (London) Act, 1936, the Council's Medical Officer of Health receives notification of notifiable infectious diseases and transmits copies to the London County Council and (if appropriate) head teachers of schools. The City Council supplies to medical practitioners forms of certificate notifying infectious diseases.

(B) Except as mentioned in (A) all local authority functions relating to the following personal health and welfare services are exercised by the London County Council:

National Health Service.
Mental Health Service.
Powers and duties under the National Assistance Act and the Disabled Persons (Employment) Act.
Care of Children.
Regulation of Nurseries and Child Minders.
Health Education.

TOWN AND COUNTRY PLANNING

24. (A) The City Council's functions are limited to the following:

(i) the exercise of powers delegated by the London County Council relating to the control of advertisements (excluding areas of special control);

(ii) the right to consultation by the London County Council on (a) the development plan, and (b) applications for planning permission of prescribed classes.

(B) Subject to (A) the London County Council is the local planning authority.

TRAFFIC

25. (i) Construction, Improvement and Maintenance of Roads and Bridges

The City Council is responsible for the maintenance of all roads in the City (except those on London County Council Bridges) and the construction and improvement of all roads other than major improvements undertaken by the London County Council.

(ii) Street Lighting

The City Council is responsible for all street lighting except on Thames bridges.

(iii) Naming of Streets and Numbering of Houses

The London County Council makes orders assigning names to streets and buildings and numbers to buildings. The City Council enforces the provisions of the orders.

(iv) Parking Places

The City Council and the London County Council have concurrent jurisdiction to provide parking places on the highway at a charge. These powers have been exercised in Westminster by the City Council but not by the London County Council.

The City Council has power to provide parking places off the highway. It has exercised these powers on a number of bombed sites and has formulated a proposal for the erection of a multi-storey car park.

(The existing free car parks in certain streets in Westminster are appointed by the Minister of Transport and Civil Aviation and not by the City Council.)

(v) Road Safety

The City Council has, by agreement with four other local authorities, joined with them in the appointment of a Road Safety Committee for West London in the discharge of their statutory duties.

(vi) Bus Shelters

The City Council has power to provide bus shelters but hitherto they have been provided in Westminster by London Transport.

(vii) Private Street Works

The City Council is the appropriate authority but in the centre of London there is little occasion for the exercise of this function.

Section II—Other Functions

(A) Services under the Control of the City Council

Amenity Services

26. (i) Lending and reference libraries.

(ii) Accommodation for and grants to community associations and youth organisations.

(iii) Garden and window box competitions for (a) residents and (b) business houses.

Traffic

27. (i) Installation and maintenance of traffic signs and signals, pedestrian crossings, pedestrian subways.

(ii) Regulation of street trading.

Food and Drugs

28. Enforcement of food and drugs legislation; inspection of bakehouses, dairies and milk shops.

Other Protective Services

29. (i) Licensing of common lodging houses, slaughterhouses, pet animal shops.

(ii) Registration of sellers of poison and promoters of small lotteries.

(iii) Suppression of sanitary nuisances and inspection of sanitary condition of shops and factories.

(iv) Examination of heating appliances and crash helmets.

(v) Orders under Clean Air Act.

(vi) Civil Defence. The City Council is 'corps authority' for the Headquarters, Warden and Welfare (in part) sections and for decontamination, cleansing of persons, disposal of the dead, salvage, emergency repairs to homes, clearance of road debris and information centres.

(B) Services under the Control of the London County Council

Amenity Services

30. Entertainments in Victoria Embankment Gardens.

Protective Services

31. (i) The London Fire Brigade.

(ii) Ambulance Service.

(iii) Dangerous structures.

(iv) Licensing of premises for public entertainments (including boxing, wrestling and greyhound racing), employment agencies, petroleum stores.

(v) Registration of celluloid storage, disabled and old people's homes, employment and nurses agencies, storage of explosives, massage establishments, theatrical employers, war charities, disabled persons charities.

(vi) Hours of closing of shops; weights and measures.

(vii) Thames flood prevention.

(viii) Fertilizers and feeding stuffs.

(ix) Local taxation licences.

(x) Local authority functions related to the administration of justice.

(xi) Civil Defence—The London County Council is 'corps authority' for the Ambulance and Casualty Collecting, Rescue and Welfare (in part) sections and for emergency feeding, evacuation, and care of homeless.

PART VI—DEFECTS IN PRESENT ARRANGEMENTS

32. The City Council does not assert that the services provided by the upper-tier authorities are not administered efficiently having regard to the difficulties inherent in the provision of a wide variety of complex services over very large and densely populated areas.

33. The City Council considers that the defects in the present arrangements spring from the unsatisfactory organisation of local government in the area under review rather than from administrative imperfections. This has led, contrary to the traditional principles of English local government, to the concentration of virtually all social services in the hands of the upper-tier authorities, leaving too few services in the hands of too many lower-tier authorities.

34. The consequences are:

(1) The upper-tier authorities are exercising many functions of an intimate and personal character over very large areas so densely populated that the contact between elected representatives and the electorate must necessarily be impersonal and remote, and local government has become local in name only.

(2) On the other hand certain of the impersonal services administered by the existing upper-tier authorities which could be more effectively provided by a single authority are in fact provided by several authorities.

(3) The functions of the existing lower-tier authorities are so limited in scope and importance that membership of such authorities has a dwindling attraction for persons of the right calibre.

(4) Some of the existing lower-tier authorities are so limited in area, population and resources that they are not equipped for the provision of services other than the limited services at present administered by them.

35. The City Council is therefore of opinion that the organisation of local government in the area under review (which has never been adapted to meet the changes both in the character of the area and the scope of local authority services) should be comprehensively revised and brought into line with accepted concepts of local government. The City Council submits for consideration the proposals outlined in the following part of this memorandum.

PART VII—VIEWS OF THE CITY COUNCIL ON REMEDYING THE DEFECTS

36. Local government services should, to the greatest possible degree, be administered on a truly local basis by authorities which, whilst large enough to ensure that their resources are sufficient to support such services, are nevertheless not so large as to make it difficult for the elected representatives to keep in touch with local problems.

In the area under review, however, which includes a large area of concentrated urban development, there are certain impersonal services which it would be inappropriate to divide between a number of contiguous authorities within the area. These services do not require continuous local contact, and should, in the interests of economy, efficiency and flexibility be administered by a single authority over as large an area as possible. This area should be substantially greater than the existing Administrative County of London (the boundary of which is still that determined in 1855 and has no regard to present circumstances) but not necessarily as large as the area under review. It is referred to in the following paragraphs as 'the New Greater London'.

37. The City Council therefore proposes that there should be a two-tier system for the New Greater London, but in such a system the lower-tier authorities, who would be more closely in touch with the electorate, should be responsible for administering all local government services except those set out in para. 40, which in the opinion of the City Council ought, for the reasons given, to be administered over the whole of the New Greater London. These lower-tier authorities will be referred to hereafter as 'most-purpose' authorities.

38. The number and size of the new most-purpose authorities should be determined by the following criteria:

(1) Each should be of sufficient size and population to provide a convenient and economic unit of administration, but not so large as to be incompatible with effective local control by the elected members and the acquisition by the authority's principal officers of an intimate knowledge of the area.
(2) Each should have sufficient resources to enable it to provide an adequate standard of service.

39. The City Council considers that the optimum population of the most-purpose authorities should be in the region of 200,000. Bearing in mind that the new authorities would have something short of county borough status, this figure may seem high in relation to (i) the proposal in the Local Government Bill (at present before Parliament) to make 100,000 the population at which county borough status can be achieved, and (ii) the fact that some two-thirds of the existing county boroughs have populations of less than 200,000. However, the City Council feels that in a conurbation it is possible, owing to the density of population and the easier means of communication, to have larger units than elsewhere without sacrificing local control.

It would clearly be unnecessary and undesirable for all the most-purpose authorities to be of equal size. Some would doubtless be smaller than the optimum figure. Others would be larger; indeed, certain metropolitan boroughs have at present populations in excess of 200,000, and the City Council certainly does not recommend that they should be reduced in size.

In the determination of the areas of the most-purpose authorities the City Council would wish to see as little disturbance as possible of the existing local government areas with their local loyalties and sense of community. As far as possible, therefore, the areas of the new most-purpose authorities should be created by the amalgamation, rather than the fragmentation, of the present areas.

The City Council does not consider that there should be any interference with the historical boundary of the City of London or the traditional functions of the City Corporation.

40. The functions of the single upper-tier authority for the New Greater London should be the following:

Fire Service

Experience during World War II proved the wisdom of maintaining a unified fire service for a wide area, for reasons of economy, efficiency, standardisation of equipment and flexibility of operation.

Ambulances

If ambulances are to remain a local government service they should be provided by the upper-tier authority for similar reasons to those given for the fire service.

Main Drainage

There can only be a limited number of outfalls for the main drainage of the New Greater London, and the main sewers leading to these must pass through the areas of several local authorities. Therefore, *prima facie*, control of the whole system should be with a single authority.

Flood Prevention

This is a matter which must be dealt with as a whole for the New Greater London in view of the large area affected by the River Thames and its tributaries.

Wholesale Markets

The Runciman Committee on Horticultural Markets recognised that the problem of horticultural marketing affected London as a whole, and they recommended the establishment of a London Market Authority to control the development of horticultural markets in the Greater London area. In recommending the establishment of such an authority the Runciman Committee were no doubt influenced by the fact that there was no existing local authority with jurisdiction extending over the whole of that area. If, however, an upper-tier authority is created for the New Greater London, this should be the proper authority for wholesale markets. Such authority should be responsible for the siting of the markets and for laying down general rules for their control and management.

The most-purpose authorities in whose areas markets are situated might well be responsible for the day-to-day management of the markets.

Overspill Housing

This must be in the hands of one upper-tier authority in order to secure a co-ordinated programme for the whole of the New Greater London and, in particular, to avoid the possibility of competition between the most-purpose authorities for sites beyond the boundaries of that area.

All other housing functions should be the responsibility of the most-purpose authorities.

Preparation of Overall Development Plan

It would be wrong for a number of separate authorities within the New Greater London each to attempt to plan its own area without regard to the planning of the adjoining areas. On the other hand, if such authorities attempted to co-ordinate their development plans much effort would have to be expended upon consultation between two or even more authorities, and even so, no one would be responsible for seeing that a properly balanced plan was followed for the development of the area as a whole. The single upper-tier authority should, therefore, prepare an overall development plan in consultation with the most-purpose authorities.

All other planning functions should be exercised by the most-purpose authorities.

Certain Education Functions

(i) *Higher Technological Education*

Higher technological education is available not only at the Universities and the national colleges established for certain industries, but also at colleges of advanced technology (which award the Diploma of Technology) and regional colleges (which cater only for students above the age of 18 and attract them from a wide area) provided or assisted by the local education authorities.

The functions of the local education authorities relating to this branch of further education do not require local direction, and it would be appropriate for them to be exercised by the upper-tier authority.

(ii) *Training of Teachers*

This is a service which is provided by only a few local education authorities under arrangements co-ordinated by the Ministry of Education, and it does not call for local control. The training of teachers could be better undertaken by the upper-tier authority than by the most-purpose authorities.

(iii) *University, etc., Awards*

In order to ensure that the practice governing awards is the same for the whole area, it is desirable that the making of awards in aid of University and higher technological education should be in the hands of the upper-tier authority.

All the remaining powers of a local education authority should be exercised by the most-purpose authorities.

Administration of Justice

All local authority functions connected with the administration of justice outside the City of London should be in the hands of the upper-tier authority as the City Council does not contemplate that each of the most-purpose authorities should have a separate commission of the peace.

Constitution, etc., of Upper-Tier Authority

41. The single upper-tier authority should be a corporate body consisting of an equal number of members appointed annually by each of the most-purpose authorities from within their membership.

The upper-tier authority should have power to levy precepts on the most-purpose authorities.

Constitution, etc., of Most-purpose Authorities

42. The most-purpose authorities should be corporate bodies comprising a mayor, 10 aldermen and 60 councillors (on the lines of the existing Metropolitan Borough Councils).

The Councillors should be elected at triennial elections. The Aldermen should, as at present, be elected for six years, one half retiring in the year of each triennial election of Councillors.

43. The most-purpose authorities might well associate together in a body somewhat similar to the present Metropolitan Boroughs' Standing Joint Committee so as to facilitate joint consideration of matters of common interest and any necessary co-ordination of their activities.

Summary of City Council's Proposals

44. (1) A single upper-tier authority, appointed by the most-purpose authorities, should administer the services referred to in para. 40 throughout the New Greater London, which should be substantially larger than the existing County of London, but not necessarily as large as the area under review.

(2) All local authority services, other than those mentioned in para. 40, should be administered in the New Greater London by directly elected most-purpose authorities conforming to the criteria mentioned in para. 38.

45. In the opinion of the City Council the re-organisation of local government in the New Greater London on the foregoing lines would achieve the following objectives:

(1) The discontinuance of the existence of authorities which owing to lack of adequate size, population or resources can administer only a limited number of services with reasonable efficiency and economy.

(2) The establishment of a number of most-purpose authorities essentially local in character but with adequate resources and functions of a sufficiently comprehensive character to attract the best type of voluntary service.

(3) A reduction in the cost, without impairment of the efficiency or local control, of existing lower-tier authority services by reason of (i) their being operated over larger areas and (ii) a reduction in senior administrative posts.

(4) The establishment of a central authority, appointed by and accountable to the most-purpose authorities, whose powers would be limited to the exercise of specific functions which in the interests of the population are best exercisable over the whole area of the New Greater London and do not require local control.

A. G. Dawtry
Town Clerk

Westminster City Hall,
Charing Cross Road, W.C.2.

24th April, 1958.

Evidence submitted by the Woolwich Metropolitan Borough Council

1. INTRODUCTORY

This Memorandum is arranged under the following heads:

PART I.	Factual introduction and note of special features of the Borough. Also a general description of the present arrangements within the Council's area for carrying out the statutory functions of a Local Government character.
PART II.	An analysis of the defects and shortcomings which the Council sees in the present arrangements, together with certain suggestions for the transfer or delegation of specific functions from the London County Council to the Metropolitan Boroughs.
PART III.	An outline of the views of the Borough Council on the constitutional reorganisation of Local Government in Greater London.

PART I

FACTUAL INTRODUCTION AND SPECIAL FEATURES OF THE BOROUGH

Woolwich is the second largest in area of the Metropolitan Boroughs. It comprises 13 sq. miles, with a population of approximately 148,000. The Borough includes 22 Electoral Wards with a Council numbering 64. There are 6 members of the London County Council representing the Borough and 2 Parliamentary constituencies. The greater part of the Borough lies to the south of the Thames and was established in 1900 by the amalgamation of the Woolwich Local Board of Health, the Plumstead Vestry and the Eltham Committee of the Lee Board of Works. The parishes of Woolwich, Plumstead and Eltham became the Parish of the Borough of Woolwich on the 1st April, 1930.

Unlike most of the internal built-up London Boroughs, Woolwich, as the extreme outskirting south-eastern London Borough, has undergone very considerable development during the last 30 years, particularly in the Eltham area. As a result of this development Woolwich, apart from the London County Council, has always been the foremost housing authority in London. The Council owns many large housing estates and, in addition, general improvements were carried out in the Borough comprising street widenings, the provision of open spaces and the erection of many public buildings.

Since the end of the 1914–18 War, the Woolwich Council has erected 7,632 permanent dwellings and carried out 33 conversions and is still continuing an extensive building programme for future years.

There are 154 miles of road in the Borough, including two main arterial roads, the Sidcup Road (A20) and the Rochester Way (A2).

Woolwich has extensive open spaces comprising a total area of 1,200 acres. These include the Borough Council's own open spaces, London County Council open spaces and military commons.

Industry and Commerce in Woolwich

Industrial Woolwich comprises, apart from the Royal Ordnance factories, about 200 firms with more than 20 employees each, and innumerable smaller firms. The principal industries are engineering, electrical, and building. The five largest firms, which between them employ about 19,000 persons, are Siemens Edison Swan Ltd., Standard Telephones & Cables, Ltd. of North Woolwich, W. T. Henley's Telegraph Works Co. Ltd. of North Woolwich, Associated Motor Cycles, Ltd., and Oliver Pell Control, Ltd.

The economic life of the Borough is bound up with the Royal Arsenal which is now composed of the Royal Gun and Carriage Factory, the Royal Ammunition Factory, the Royal Filling Factories, and Inspection and Research Departments for the Services, the whole covering 1,200 acres. It is the nucleus for the national expansion of munition work in war.

Royal Buildings

In addition to the Royal Arsenal, there are the Royal Military Academy and the Royal Military Repository. Woolwich is the Depot and Headquarters' Mess of the Royal Regiment of Artillery, and the Royal Artillery Barracks occupy a considerable frontage adjoining Woolwich Common.

The Royal Dockyard adjoining the river is also a feature of the Borough.

The Eltham area of the Borough is rich in historical associations, including Royalty. The Banqueting Hall of the former Royal Eltham Palace still exists.

North Woolwich

A part of the Borough lies north of the River Thames and is connected with the main part of the Borough by the Free Ferry and a footway tunnel. North Woolwich has definite historical associations with Woolwich, its inhabitants having always maintained a strong and traditional affinity with the residents of the Borough living south of the river. They regard themselves essentially as being part of one and the same community.

North Woolwich is a valuable asset to the Borough financially as it includes part of the North Thames Gas Board, part of the Royal Docks, the London County Council Northern Outfall Sewer and the factories of Standard Telephones & Cables, Ltd., Harland & Wolff, Ltd., and W. T. Henley's Telegraph Works Co., Ltd. These organisations, with others, represent a very considerable rateable value as far as the Borough is concerned amounting to some £180,317. The Council is strongly of opinion that North Woolwich should always form part of the Borough.

Redevelopment in the Borough

The position of Woolwich is unique as far as redevelopment is concerned. Although the London County Council is the Town Planning Authority for the County, that Council some years ago agreed to allow the Woolwich Council to redevelop a large area of the older part of the Borough comprising approximately 62 acres. The Woolwich Council is financially responsible for this scheme and was allowed to proceed with it because of the large labour potential it possessed as well as the technical skill necessary to proceed with the scheme.

The Council is also proceeding with other schemes of redevelopment in various parts of the Borough.

Direct Labour Organisation

The legality of the carrying out of work by a local authority with its own direct labour organisation was established by Woolwich in a High Court Case in March, 1929, and such an organisation has now been a special feature of Woolwich local government for many years. In addition to building houses and flats by this method, the Council has also erected many public buildings, such as libraries, clinics, municipal buildings and community centres.

The appropriate Ministries are well aware of the valuable contribution made by Woolwich with its direct labour organisation and there has never been any difficulty from the point of view of loan sanction when schemes have been undertaken in this way.

Refuse Destructor

Woolwich is exceptional with regard to its refuse disposal as the Council has its own Refuse Destructor Plant where all the refuse collected in the Borough is burnt. This system of refuse destruction has been used for many years, and although the problem of refuse disposal in London is exercising the minds of all Metropolitan Borough Councils, Woolwich will retain its present advantageous position in the future.

Market Rights in Woolwich

There are at present two markets in Woolwich, one known as Woolwich Market, or sometimes as the 'Old Market,' which dates back to James I, and the other, a covered market, sometimes known as the 'New Market,' which has been in existence for 26 years.

Market rights in Woolwich have their origin in two Charters, one granted in 16, James I, and the other in 54, Henry III, under which the present Woolwich Market and the former Plumstead Market were respectively constituted.

Section 4 of the Woolwich Borough Council Act, 1903, provides that the Letters Patent of James I (relating to Woolwich Market) and all the powers, authorities, rights, duties and privileges of the Council in relation thereto under the Letters Patent and under the Public Health Act, 1875, and the London Government Act, 1899, and the London (Woolwich) Scheme, 1900, made thereunder, or otherwise, including the power to levy tolls and to demand and take charges in respect of such markets, shall extend and apply to the whole of the Borough, and all such Letters Patent and Acts and Schemes shall be read and have effect as if the whole of the Borough had been referred to therein instead of the said Parish.

Today the Borough Council continues to operate and control the Beresford Square Market and also a covered market on a site in the close vicinity in Plumstead Road, and stalls on other approved sites.

Woolwich is exempt from the London County Council (General Powers) Acts regarding the licensing of street traders and operates exclusively under its old Charter rights.

Civil Defence

Woolwich, like other Metropolitan Boroughs, is a scheme-making authority under the Civil Defence Acts. The Borough has always played, and still plays, a leading part in Civil Defence and possesses two Control Centres constructed since the War.

For the purposes of the recent County of London Plan, Woolwich and the adjoining Metropolitan Borough of Greenwich have been constituted an Area. The Town Clerk of Woolwich has been appointed the Area Controller.

Staff Employed by the Woolwich Borough Council on 1st April, 1958

Department	*Manual*	*Non-manual*	*Total*
Town Clerk's	—	55	55
Hallkeeping	38	4	42
Catering	20	3	23
Baths	77	17	94
Markets	1	2	3
Cemeteries	54	8	62
Borough Treasurer's	—	75	75
Borough Engineer's	1,180	143	1,323
Housing	8	69	77
Health	15	30	45
Libraries	18	61	79
Woolwich, Greenwich and North West Kent Joint Crematorium Committee	4	3	7
	1,415	470	1,885

The Woolwich, Greenwich and North West Kent Joint Crematorium Committee

The Woolwich Council was the sponsoring authority for the establishment of a Crematorium in its Eltham Cemetery in July, 1956. The Joint Committee comprises representatives of the Metropolitan Boroughs of Woolwich and Greenwich, the Boroughs of Dartford, Erith and Bexley, and the Urban Districts of Crayford and Chislehurst and Sidcup. The areas of these authorities together include a population of approximately half a million.

The whole of the administrative work in connection with the Crematorium is carried out in the Town Clerk's Department at Woolwich. The Town Clerk of Woolwich is the Clerk to the Joint Committee, the Medical Officer of Health is the Medical Referee, the Borough Treasurer is the Financial Officer and the Borough Engineer is the Surveyor to the Joint Committee.

2,191 cremations were carried out during the year 1957–58.

Present Arrangements for Carrying out the Following Services:

(a) Education

This service is administered exclusively by the London County Council. The Borough Council does, however, nominate some 41 Managers to the 11 education groups representing 27 primary schools in this area. The Council also nominates 9 Managers to the like number of voluntary schools.

Three members of the Borough Council serve on the Governing Body of the Woolwich Polytechnic, and the Council makes an annual contribution of £500 towards special facilities for Woolwich students.

(b) Environmental Health Services

Except where is otherwise mentioned, the Borough Council is responsible for all the various functions listed under this head in Appendix 'B' which accompanied the Commission's letter of the 17th February.

The Council maintains three covered swimming baths and also slipper baths in North Woolwich; three cemeteries; one mortuary; and public conveniences at 23 separate sites. The Council owns and maintains 190 acres of park land and open spaces.

Whilst main drainage and sewage disposal are the responsibility of the London County Council, the Borough Council is responsible for providing and maintaining all local sewers within its area and for dealing with drainage applications from private developers.

The Borough Council exercises powers and duties under the Physical Training and Recreation Act, 1937, and also makes grants to voluntary bodies thereunder.

(c) Housing

This subject is dealt with in more detail in Part II of this Memorandum.

The London County Council and the Metropolitan Borough Councils have now concurrent powers and functions under the Housing Acts. The provision of new housing accommodation for general need and also new dwellings in connection with slum clearance is dealt with in accordance with a predetermined programme agreed between the County and Metropolitan Boroughs. It is significant, however, to mention that since the war the Borough Council has built 3,234 new dwellings whereas the London County Council has completed 1,664 dwellings in this Borough during the same period. The sites intended to be allocated for the second period in the Development Plan show 134 acres to be developed by the Borough Council and 69 acres by the London County Council.

In addition to its own Local Authority housing, the Borough Council has sponsored and given financial assistance to a Housing Association which has provided 113 dwellings. Here the Council has the right to nominate the tenants for a period of 60 years.

The Council has made full use of the powers and functions contained in the Small Dwellings Acquisition Acts and the Housing Act, 1949, to lend money for house purchase. Altogether £5,260,000 has been advanced in this way since the inception of the scheme, covering some 7,400 separate applications. Of this, £2,840,000 has been advanced since the war.

The London County Council is the responsible Authority for administering the London Building Acts and By-laws made thereunder.

Since the Council decided to operate the improvement grant provisions of the 1949 Housing Act, some £44,000 has been paid in grants for the improvement of dwellings in the Borough.

(d) Personal Health and Welfare

All the several matters referred to under this head in Appendix B with the exception of the last two items and Sections 47 and 50 of the National Assistance Act, 1948, are at present administered by the London County Council to the exclusion of the Metropolitan Borough Councils. Notification of infectious diseases is dealt with by the Borough Council who also undertakes the primary responsibility for publicising health education.

The Metropolitan Borough Councils administered the personal health services from their inception until their transfer to the County Council in 1948 under the provisions of the National Health Service Act.

At the present time, under County administration, the London area is divided into nine divisions for health purposes, a Divisional Medical Officer being in charge of each division assisted by medical, nursing and administrative staff. A Divisional Health Committee, which has on it representatives nominated by the Borough Councils, is responsible for the supervision and control of the work of the division. The County Council Central Health Committee, however, is the Committee which decides policy and votes expenditure.

The personal health services administered at divisional level include Ante-Natal and Child Welfare Clinics and Health Centres, health visiting, Home Help Service, vaccination and immunisation, care and after-care of the sick, notification of births, child life protection, provision of nurseries and the Chiropody Service. The Home Nursing Service is a County responsibility and is provided on behalf of the County by local voluntary nursing associations. The School Health Service is largely administered through the divisional organisation.

Health functions which are the responsibility of the County Council, but mainly administered centrally from County Hall, are the Domiciliary Midwifery Service, the Mental Health Service, the Ambulance Service, Care of Children, housing inspection and the declaration of slum clearance areas (concurrently with Borough Councils), Shops Act inspections (partly by both authorities), welfare functions under Part III of the National Assistance Act, 1948, and diseases of animals.

When the personal health services were transferred from the Borough Council to the County Council in 1948, the Borough Medical Officer of Health remained responsible for the environmental health services, and the following are the main duties of the Council's Health Department at the present time: public health inspection and abatement of nuisances; housing and slum clearance; Clean Air Act and smoke control areas; overcrowding surveys and reports; all Rent Act inspections and the issue of Certificates of Disrepair; prevention of infectious diseases, disinfection and disinfestation; removal of old persons; burial of dead; co-operation with voluntary bodies on old people's welfare; inspection and supervision of food supplies and Abattoir inspection; health education (concurrent powers); Shops Act (concurrent powers); provision of mortuaries and cleansing stations; inspection of factories (hygienic aspects).

(e) Town and Country Planning

The Borough Council has no present responsibilities apart from the delegation to it of the functions and duties relating to the control of advertisements. The London County Council is, however, under a duty to consult the Borough Council on certain Town Planning applications under Article 9 of the General Development Order, 1950, and the Town and Country Planning (Housing Accommodation) Direction, 1952. Similarly, the powers and duties under the National Parks and Access to the Countryside Act, 1949, are dealt with wholly by the London County Council.

(f) Traffic

The Borough Council undertakes all the several powers and functions referred to under this head in Appendix 'B' with the exception of naming of streets and numbering of houses and the provision of bus shelters.

Whilst the Borough Council is solely responsible for the maintenance of the whole of the 154 miles of roads within the Borough, the question of the responsibility for the construction and improvement of Class 1 roads is the subject of mutual arrangements with the London County Council which latter authority frequently undertakes the financial responsibility for major road improvement schemes. Here, however, the Borough Council normally undertakes the actual work as agents for the County Council.

Both the London County Council and the Metropolitan Boroughs look to the London Transport Executive to erect and maintain bus shelters.

Finance—General

The rateable value of the Borough as at 1st April, 1958, was £2,486,920. The net product of a 1d. rate for 1958–59 is estimated at £10,095. The number of rating assessments is 47,000. The total rate levied in 1958–59 is 18s. 0d. in the £, made up as follows:

	s.	*d.*
Borough Council purposes . .	7	5
Metropolitan Police precept . .	1	7
London County Council precept .	9	0
	18	0

If it were not for the London Rate Equalisation Scheme the rate levied would need to have been increased by 2s. 9½d.

With the object of reducing loan indebtedness, the Council has included in the rate levied some £50,000 for capital expenditure to be met from revenue during the current year.

On the subject of capital finance, the Borough Council finds no difficulty in borrowing, although as a matter of policy during the present period of high interest rates, loans are raised for short periods only. This is made possible by the loans pool which has operated since 1937.

The total loan debt at present amounts to £11¼ millions of which near £8 millions relates to Council housing and a further £2¼ millions to loans for house purchase. The average rate of interest on this debt is 4%.

Complementary to the exercise of its powers under the Housing Act to advance money on mortgage, the Council has recently obtained powers under the London County Council (General Powers) Act, 1957–58, to lend money to private developers who wish to build houses or industrial premises on land purchased or leased from the Borough Council.

PART II

ANALYSIS OF THE DEFECTS OF PRESENT ARRANGEMENTS AND REPRESENTATIONS FOR TRANSFER OR DELEGATION OF FUNCTIONS

Such defects as may be present in the existing arrangements are, in the Borough Council's opinion, due to the lack of a proper balance in the distribution of functions as between the upper and lower tier authorities rather than to any inherent weakness in the constitutional system of London's local government. The two-tier system has worked very adequately in the Metropolis for the past 58 years, and the Council sees no reason to suggest any different arrangement.

Having carefully analysed the existing distribution of powers and functions, with particular reference to the Council's own experience, its resources and financial ability to undertake new responsibilities, the Council feels that the most urgent requirement is to effect an adjustment of certain principal services in favour of the Metropolitan Borough Councils.

The responsibility for housing and also the administration of the personal health services should, in the Council's view, be a Borough reponsibility. Town Planning, in so far as it relates to the control of private development, should be delegated to the Metropolitan Borough Councils and the physical development of land under Part IV of the Town and Country Planning Act should be a responsibility to be shared jointly by the County Council and the Metropolitan Boroughs, each Authority having the right to acquire, develop and dispose of land for Planning purposes.

The Council's reasons for submitting these representations are as follows:

Housing

Defects Resulting from Present Dual Administration

Experience has shown that certain overlapping of functions and much confusion in the minds of the public result from two local authorities carrying out housing operations in the same area. Now that municipal housing has come to be regarded as one of the social services, the human problems involved lead citizens to look first to their Borough Council for assistance, and they are able to call at the local Town Hall or Housing Department and discuss their problems. These local facilities are not readily available so far as the County Council is concerned as its district offices cover a very large area and those desiring to have personal contact may be obliged to travel considerable distances. The County Council is a very large Authority, and because of its apparent remoteness, local residents tend to feel that their housing difficulties are not always fully appreciated.

Now that the Borough is virtually fully built up and very few additional housing sites exist, there would not appear to be any advantage in two Authorities competing for the same housing land.

In slum clearance also, one Authority only should operate in an area. Although periodically programmes are agreed between the Borough Council and the County Council, when the detailed representations are worked out many amendments have to be made. It is difficult to keep the other Authority adequately informed on all these amendments. Modifications, which may seem obvious locally, may not be appreciated by the County Council due to their lack of local knowledge. Variation in standards in slum clearance as between the Borough Council and the County Council, and the County Council's large commitments elsewhere, result in some differences in priority. Dissatisfaction is caused when very poor property remains standing while other better property is demolished. It frequently happens that individual houses within a proposed clearance area become so bad that they must be dealt with in advance of the general clearance. Representation of individual unfit houses is solely a function of the Borough Council. Where these occur in County Council clearance areas, there is unnecessary complication. The reduction of statutory overcrowding has in the past been given priority by the County Council. This is no longer so, with resultant delay in abatement. All these matters would be remedied if the Borough Council were the sole housing authority within its own area.

Representations

The needs of Londoners are known to vary between one district and another and the Borough Councils must be more conversant with local circumstances and be in a better position to assess the needs of their own areas than is the County Council. It is felt that where the Borough Councils are able and prepared to make the necessary provision for housing in their area, they should be the sole Authority for that Borough.

There is doubt as to the real housing need that exists in the Metropolis, as the housing registers of the County Council and the Borough Councils contain many duplications, and to this extent the combined waiting lists cannot be regarded as a reliable guide. Endeavours have been made to ascertain the extent of this duplication, but the task was found to be so vast, particularly as the position changed so constantly, that no reliable or realistic results were obtained.

Whilst full co-ordination between the Boroughs and the County Council could perhaps deal with marginal cases, a more factual guide as to the extent to which accommodation is really required would result if all applicants were confined to the local Borough register and the qualification being determined by the applicant's place of residence. It is recognised that some central organisation might be necessary in order to deal with marginal cases, particularly the claims of persons having no residential qualifications and who, consequently, are not on the housing list of any Metropolitan Borough. This central organisation could, however, have the right to nominate to Local Authorities' housing lists in accordance with a scheme which could be worked out between all the Boroughs concerned.

The County Council has made a large contribution to the housing pool for London, but the position has now changed and with the acute shortage of available building land, it would seem that that Council's activities could better be utilised in the provision of accommodation in out-County districts and Expanded Towns, and in so doing assist in meeting the estimated overspill in the County as a whole. The County Council could also deal with larger redevelopment schemes which the smaller Boroughs may not be in a position to undertake.

Woolwich is not an authority with vast areas of slum property. It has a housing reputation and resources second to none. It has redeveloped most successfully large areas as well as small. Its record shows that it is fully capable of dealing unaided and expeditiously with all the slum clearance needed in the Borough.

For the reasons stated above, the Borough Council feels that the Metropolitan Borough Councils should, as in the provinces, be the appropriate housing authority within their respective areas to the exclusion of the London County Council, which latter authority should only undertake housing and slum clearance work within the Administrative County by arrangement with the particular Metropolitan Borough concerned. This might be necessary or advantageous in the case of certain small authorities whose physical and financial resources are not such as to enable them to cope themselves with the housing or slum clearance problems with which they have to deal. On the other hand, the Borough Council agrees that the London County Council should be the out-County housing authority to the exclusion of the Metropolitan Borough Councils. It is also agreed that the London County Council should retain ownership and management of its existing estates within the Boroughs.

As a corollary to this alteration, a central 'clearing house' or other agency should be set up in order to deal with the housing applications of persons not having the necessary residential qualifications for consideration by any particular Metropolitan Borough. This would ensure that a proper proportion of the Borough Councils' new housing accommodation, and also vacancies on existing estates, would be made available to persons nominated by such central agency and that all available accommodation was allocated in the best interests of Londoners as a whole.

Personal Health and Welfare

Defects Resulting from Present Duel Administration

It would appear that an authority the size of the County Council is much too large to administer the personal health services to the best advantage. In such services the personal relationship between the user and the staff is all-important. Personal problems constantly arise which should be settled quickly. When such problems have at present to be referred to County Hall or the Divisional Office at Deptford, delay is inevitable, which would not arise in a more compact unit. The Town Hall is, and will remain, the natural focus for help, information and complaint. It is far better that these points should be resolved quickly at the Town Hall than that the caller should of necessity be referred elsewhere. Furthermore, those who call at the Town Hall are often those who prefer the personal interview and cannot put their ideas readily on paper or use the telephone with facility.

There is overlapping in the domiciliary old people's welfare work by the two authorities. The individual arrangements for hospital admission and domiciliary services are commonly initiated through this Council, but the provision of home helps to old people is a function of the County Council. Voluntary organisations play a considerable part in the services provided for old people in the Borough. Liaison and co-ordination is much easier with only one local authority in this field.

One of the main criticisms of the present organisation of the local authority health services in the London area is the unnatural division of services and responsibilities between the Borough Medical Officer of Health and the County Divisional Medical Officer which has nothing of practical convenience or commonsense to commend it. It results in separate administrative staffs and separate use of office accommodation and other buildings. This division of functions is unsatisfactory from all points of view. There is no doubt that the bringing together of all the local health authority services under the uniform control of one chief officer cannot but stimulate interest and enhance efficiency. It is true that an endeavour has been made to bridge this gap by the participation of the Borough Medical Officers of Health in the administration of the County Council personal health services, but this is no substitute for direct control of all the health services under one executive medical officer.

Representations

The three branches of the Health Service, i.e., the General Practitioner Service, the Hospital Service and the Local Authority Service, should work closely together. It is self-evident that this is made much easier when the local authority health services are under the control of one authority.

Since 1948 the County Council has largely achieved uniformity in the Maternity and Child Welfare Service. Any transfer back to the Boroughs would tend to modify this uniformity, but this is not necessarily bad. The demand for services varies from district to district, and no one knows the needs better than the local elected representatives. Again, Boroughs such as Woolwich, which were in the forefront of pioneer developments in the past, and had developed these services to a high degree in 1948, would no doubt regain that position. Their stimulus to others should be of greater benefit than a standard uniformity.

There is, therefore, a strong case for the complete transference to Woolwich of the following services: Maternity and Child Welfare Clinics, all health visiting, domiciliary midwifery, all home helps (to include midwifery cases), vaccination and immunisation of children of all ages, day nurseries, chiropody clinics, child life protection functions, including powers under Nurseries and Child-Minders Regulation Act, health education (in its entirety).

The local School Health Service should be closely integrated with the Maternity and Child Welfare Service to ensure continuity on the child reaching the age of 5. Again this is a service of a personal nature, and there is no reason why this Council should not administer most efficiently the local School Health Service as well as the Maternity and Child Welfare Service. There do not appear to be any practical reasons why these two services need be separated as the School Health and Medical Service is in no way dependent upon any part of the Educational Services. Indeed, unless the whole of these services is integrated, there might be a danger of overlapping of services and personnel as, to a considerable extent, the same officers could undertake responsibilities for both these services.

Town Planning

(1) Control of Development under Part III of the Town and Country Planning Act, 1947, and the London Building Acts, 1930–1939

Defects

The present arrangements which have existed in London since the London Boroughs were constituted in 1900 are not, in the Council's view, satisfactory. In particular they do not conform to the proposals contained in the recent White

Paper (Cmnd. 161) on the delegation of powers and functions to District Authorities.

The London County Council has now obtained authority in its current General Powers Bill to delegate to the Metropolitan Boroughs all or any of its functions under Part III of the 1947 Act and there does not, therefore, appear to be any reason why London Boroughs should not now be given the same powers and administrative responsibilities as are possessed by District Authorities outside the County. However, the limited delegation which is at present proposed will do little to alleviate the present delays in obtaining Planning permission, nor will it give the elected representatives any real feeling of responsibility for Planning control as the matters to be delegated are of a minor character requiring, for the most part, only an administrative decision.

Planning applications are now referred to the Metropolitan Boroughs for their observations under the General Development Order. This, while it serves to keep the local Council informed, involves much duplication of effort and necessarily increases the time required to give the applicant a decision. Each proposal has to be inspected by the technical officers and the site visited. As these applications have frequently to be considered also in relation to drainage consents and permission to form an access to public highways, the present arrangements are obviously not economic in either time or manpower.

Whilst consultation may be necessary in the first instance, the London County Council can, and frequently does, issue its decision without further reference back in those cases where the local Councils' observations are contrary to the views of the Town Planning Committee of the London County Council. This tends to promote an atmosphere of frustration and is the very antithesis of local government; in the result the elected members tend to take less interest in development applications than they would do if they knew that their observations were likely to be a controlling factor.

By their very nature, the consideration of Town Planning applications has become largely a matter for the technical officers at County Hall. The Town Planning Committee of the London County Council consists of members drawn from the whole of the Administrative County. Knowledge of the area is restricted to two or three and, in the case of the outskirting Boroughs, such as Woolwich, it may well happen that no member of the Town Planning Committee has an intimate knowledge of the site under consideration. The Borough Council feels that decisions ought not to be made by members who have little or no knowledge of the area nor the social and economic aspirations of the local community on the lives of the people who live in that area. Under present arrangements it is inevitable, therefore, that matters of planning policy are really determined by officers rather than by the elected representatives.

The diligent and assiduous inspection and enforcement of planning control is equally important and it is very doubtful whether this can be administered adequately from County Hall. Contraventions are, more often than not, reported to the local Town Hall or brought to the notice of the elected member resident in the complainant's Ward. Immediate investigation of such cases and the constant surveillance which this often entails can much more readily be carried out at local level. Moreover, an aggrieved person, whether he be the complainant or the occupier of the premises concerned, is more likely to feel satisfied if he has ready access to this elected member or can discuss the matter with officials at his local Town Hall.

Representations

Most of the disadvantages mentioned above would disappear if there was full delegation to the Metropolitan Boroughs on the same basis and to the like extent as already obtains outside the Administrative County.

It is difficult to appreciate why the local Councils should not be given a complete and comprehensive delegation of planning control now that the County Plan has been approved by the Minister, as applications must necessarily fall to be dealt with in accordance with the principles dictated by the County Plan. The advantages of such delegation would be that Town Planning, Building Act approval and drainage applications could be dealt with at one and the same time and, for the most part, in a single department. From the developer's point of view this delegation would result in a considerable saving of time and would also make for convenience as it would not be necessary to submit applications to County Hall and frequently to attend there in order to discuss the case with the Planning Officers.

Woolwich, in common with most of the other large Metropolitan Boroughs, has a competent technical and administrative staff which is already accustomed to deal with applications under the Town Planning Order. These officers are fully qualified to deal with planning matters and, moreover, have an intimate knowledge of the Borough and of local conditions and requirements.

Similarly, there would be no difficulty in the administration of Building Act control as applications are dealt with in accordance with a recognised code of practice. Moreover, the District Surveyor has his offices in the Borough and he could be made an officer of the District Authority.

The Council suggests, therefore, that consideration should be given to the delegation of the undermentioned matters under Part III of the Town and Country Planning Act with the proviso that the London County Council should have the right to retain power to give general directions and to call in Town Planning applications on certain essential matters where appropriate.

1. Applications for Town Planning and Building Act permission.
2. The revocation and modification of permissions already granted.
3. Enforcement procedure.
4. Discontinuance of existing users.
5. Tree and Building Preservation Orders.
6. Conduct of Town Planning appeals arising from the refusal of Planning consent or as a result of enforcement procedure.

(2) The Exercise of Town Planning Functions under Part IV of the 1947 Act

Defects

The powers and functions in the Town and Country Planning Act, 1944, enabling Local Authorities for the first time to undertake Town Planning development themselves are now contained in Part IV of the 1947 Act, and are, in the main, only exercisable by the Metropolitan Borough Councils with the consent of the London County Council. That Authority has, therefore, a right to veto any proposal of a Metropolitan Council who desires to acquire and develop land for Planning purposes. Moreover, land cannot be acquired compulsorily under Part IV of the Act unless the County Council first gives its written consent and is also prepared to designate the land in the Development Plan on behalf of the District Authority.

By contrast, outside the Administrative County all District Authorities have, as of right, the power to acquire and dispose of land for Planning purposes under Part IV of the Act, including power of compulsory purchase.

Although the London County Council has, in its 1957–58 General Powers Act, obtained authority to delegate certain functions under Part III of the Act, no change has been made in the existing arrangements for the carrying out of positive development, which matters remain the prerogative of the County Council who, accordingly, will continue to be the Authority responsible for the acquisition of land for Town Planning purposes including areas of comprehensive development. With the cessation of the Town Planning Grant which is at present payable direct to the district Councils, there is now even less incentive for the Metropolitan Councils to ask the London County Council for permission to carry out Town Planning development themselves.

In 1951 the Woolwich Borough Council obtained the consent of the London County Council to their undertaking an area of 62 acres for comprehensive development under Section 5 (3) of the 1947 Act. At the time, this was without precedent in London and the Woolwich Council was the first Metropolitan Council to exercise the new powers. The results achieved since 1951 prove conclusively that this Council has the necessary technical staff and resources to carry out redevelopment work on its own initiative.

Although the Borough Council was entrusted with the responsibility of executing the Comprehensive Development Plan, it had nevertheless to accept that the London County Council was the responsible Authority for the preparation of the plan, including the master layout of the whole of the area. This resulted in much delay and physical development had necessarily to be held up until the Development Plans were approved by the Town Planning Committee at County Hall.

Not only were the Planning Officers unfamiliar with the area when the plan was first prepared but also, by reason of inter-departmental postings and promotions, many different officers have, at varying times, been responsible for the Planning proposals in the comprehensive area.

Representations

The provisions of Part IV of the Town and Country Planning Act, 1947, should be amended so as to provide for the Metropolitan Borough Councils and the London County Council having concurrent powers to acquire, develop and dispose of land for Planning purposes under Part IV of that Act. In this respect the powers and functions should be the same as those now provided for in the 1947 Act and applicable to District Authorities outside London.

Experience gained in dealing with the St. Mary's Comprehensive Development Area and its two associated Relocation Areas for industry and commerce has proved conclusively that the Borough Council has the necessary technical experience, physical resources and financial ability to carry out Town Planning redevelopment on its own account. Much time and duplication of effort would, however, have been saved had the Council been given power to prepare and to decide on the detailed plan and master layout of the area, subject to any necessary consultation with the London County Council. It is submitted that given the requisite data regarding permitted density, road pattern, zoning and any other material principles necessary to accord with the broad precepts of the County of London Plan, the remaining work and planning could well be left to the District Authority.

At Borough Council level, the technical and administrative staff comprises a much smaller unit, works as a team, and has in fact remained virtually unchanged since the comprehensive plan was formulated in 1951. By contrast, there has, during the same period, been a constant succession of Planning officers at County Hall who have, at one time or another, been responsible for the planning of this area.

There have also been occasions where it would have been convenient if the Borough Council had had the power to enter into an agreement with local landowners under Section 26 of the 1947 Act relating to the use or development of land. This power is often important where, concurrently with the carrying out of commercial redevelopment, the Local Authority is engaged in improvement schemes relating to such matters as car parks, markets, widening of highways, provision of new service roads and open spaces. There would appear to be no reason why this power should not be given direct to Metropolitan Borough Councils so that they can enjoy the same powers and functions as District Councils outside London.

It is contended that the above delegation and transfer of Town Planning powers would result in a considerable revival of interest in the Town Planning aspects of local government, more understanding conduct of services, accompanied by considerable economy in both manpower and money. Essential safeguards could readily be ensured by supervision at Ministerial level. This already operates when application is made for loan sanction and it should be sufficient if the Town Planning aspects of the scheme were dealt with at the same time by the Ministry concerned.

PART III

AN OUTLINE OF THE VIEWS OF THE BOROUGH COUNCIL ON THE REORGANISATION OF LOCAL GOVERNMENT IN GREATER LONDON

In the Council's view it is unnecessary to make fundamental alterations to the existing pattern of local government in the Greater London area. The two-tier system of local government has worked well and a sense of partnership has developed between the London County Council and the 28 Metropolitan Boroughs.

The Council also takes the view that the existing boundaries of the Administrative County should be retained as also the existing boundary of the Metropolitan Borough of Woolwich. Traditional interests have now grown up, to disturb which would not be justified by the reorganisation involved. The policy of transferring powers from the London County Council to the Boroughs should, however, be continued. If any powers are regarded as too large for any particular Metropolitan Borough, there is already opportunity under the present law for such Borough to act jointly with another or to constitute a Joint Committee in order to administer that power. In Woolwich, experience gained in operating the Joint Crematorium Committee, which comprises two Metropolitan Borough Councils and five District Authorities outside the Administrative County, has shown that a Joint Committee can work successfully.

Local government throughout the whole of the Greater London area can be made to operate successfully without any material constitutional changes involving a different system of local government or an over-all regional control.

DAVID JENKINS
Town Clerk

Town Hall,
Woolwich, S.E.18.
August, 1958.

PRINTED IN ENGLAND UNDER THE AUTHORITY OF HER MAJESTY'S STATIONERY OFFICE
BY WILLIAM CLOWES AND SONS LTD, LONDON AND BECCLES. Wt. 1778. K. 6.

OP. 3100. 120. 59

ROYAL COMMISSION ON
LOCAL GOVERNMENT IN GREATER LONDON

Written Evidence from Local Authorities, Miscellaneous Bodies and Private Individuals

VOLUME II

LOCAL AUTHORITIES—MIDDLESEX

LONDON
HER MAJESTY'S STATIONERY OFFICE
1962

UNIVERSITY LIBRARY CAMBRIDGE
OP
3 AP
1962

Explanatory Note

The evidence submitted to the Royal Commission falls into the following categories:

(1) Written evidence of government departments,

(2) Written evidence of local authorities and other bodies, e.g. local authority associations, the universities, professional bodies, political parties and groups, societies, and ratepayers' associations,

(3) Written evidence of private individuals, and

(4) Oral evidence from all these sources.

The evidence under (1) and (4) above has already been published by Her Majesty's Stationery Office. This further publication of written evidence which includes categories (2) and (3) above is in five volumes.

At the beginning of each volume there are reproduced the various letters which were sent by the Commission inviting the submission of written evidence, and the notice which was issued to the Press.

In selecting the evidence in (2) and (3) above for publication, the Commission decided:

(*a*) That it was not necessary to publish items received in evidence which were themselves already public documents, for example, schemes of delegation of functions, instruments of government of schools, booklets, etc.

(*b*) To omit any representations which they considered to be outside their terms of reference, and

(*c*) To limit the publication of representations submitted by private individuals to those which the Commission considered most relevant to their inquiry.

This volume contains: the written evidence of Local Authorities in Middlesex.

The remainder of the evidence in (2) and (3) above is published in companion volumes.

CONTENTS

Letter of 17th February, 1958, from Chairman of Royal Commission to Local Authorities inviting evidence 4
Letter of 20th February, 1958, from Secretary of Royal Commission to Miscellaneous Bodies inviting evidence 8
Press Notice issued on 20th February, 1958 9
Letter of 24th March, 1958, from Chairman of Royal Commission to the Vice-Chancellors of Universities inviting evidence 9
Letter of 19th August, 1958, from Chairman of Royal Commission to Local Authorities inviting further evidence 10

Middlesex

Middlesex County Council 11

Borough Councils:

Ealing 258
Edmonton 280
Enfield 306
Finchley 324
Harrow 330
Hendon 350
Heston and Isleworth 374
Hornsey 387
Southgate 401
Tottenham 426
Twickenham 444
Uxbridge 478
Wembley 538
Willesden 550
Wood Green 562

Urban District Councils:

Feltham 577
Friern Barnet 584
Hayes and Harlington 599
Potters Bar 643
Ruislip-Northwood 669
Staines 671
Sunbury-on-Thames 688
Yiewsley and West Drayton 697
Middlesex Group of Large Borough Councils 735
Middlesex Group of Medium-Sized Authorities 762

Chairman's Letter to Local Authorities Inviting Evidence

Sanctuary Buildings,
16 Great Smith Street,
London, S.W.1.

17th February, 1958

The Royal Commission on Local Government in Greater London, of which I am Chairman, has begun its consideration of the questions referred to it. A statement showing the membership and terms of reference is attached at Appendix A.

2. The Commission hope for the co-operation of the local authorities concerned and, for their part, as far as possible wish to meet the convenience of the authorities.

3. The Commission wish first of all to examine the effectiveness and convenience of the present organisation of local government in the area under review for the purpose of performing the functions entrusted to local government. The Commission intend to concentrate their attention in the first instance on the following services, viz:—

Education
Environmental health services
Housing
Personal health and welfare
Town and country planning
Traffic.

Concurrently with all these, the Commission will consider the general aspects of finance and administration. The main functions which are comprised under the above headings are set out in Appendix B.

4. Your Council is therefore invited to submit evidence to the Commission and if it decides to do so, to deal with the matter under the following heads:—

I. A description of the present arrangements within the Council's area for carrying out the functions specified in para. 3 above, irrespective of whether or not the Council is responsible for that service (either alone or jointly with others); and of any defects which have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local govenment in the area.

III. An outline of any views the Council may have on how these defects may be remedied.

An outline only is asked for at this stage. The Commission will afford the Council an opportunity later of supporting and, if desired, elaborating such views. Moreover, the Commission propose to regard such an outline as being of a preliminary nature only, which the Council would be free to enlarge upon at a later stage. If, on the other hand, the Council wish to put forward its fully detailed views at this stage, it is quite free to do so and also to deal with matters other than those referred to above which the Council may wish to bring to the notice of the Commission.

5. There is, of course, no objection from the Commission's point of view to local authorities combining to submit evidence or to their submitting evidence separately or jointly through their Associations.

6. The Commission would be glad if the Council could submit the evidence requested in para. 4 above as soon as possible and in any event not later than 17th May, 1958.

7. It would be appreciated if thirty copies of evidence could be submitted.

8. The Commission feel that they would be greatly helped if they could visit some of the local authority organisations in the area. These visits would be quite informal and their purpose would simple be to give the Commission some personal knowledge of the circumstances in which local authorities do their work. They

would not be for the purpose of collecting evidence. While it would not be possible for them to visit every local authority in the area, the Commission would like to know at this stage whether in principle the Council would be willing to co-operate and to have their principal officers co-operate in a visit of this kind.

9. Finally, I might add that the Commission do not propose for the present to decide to what extent they will call for oral evidence or whether oral evidence would be taken in private or in public.

10. The Secretary of the Commission will, of course, give the Council any information and assistance which the Council may wish to have for the purpose of facilitating the preparation of their evidence.

E. S. HERBERT
Chairman.

APPENDIX A

Chairman:
Sir Edwin Herbert, K.B.E.

Members:
Paul S. Cadbury, Esq., C.B.E.
Miss Alice Johnston, C.B.E.
W. H. Lawson, Esq., C.B.E.
Professor W. J. M. Mackenzie
Sir Charles Morris
Sir John Wrigley, K.B.E., C.B.

Secretary:
J. R. Niven, Esq.

TERMS OF REFERENCE

"To examine the present system and working of local government in the Greater London area; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District."

APPENDIX B

Education	Education. Agricultural Education. Youth Employment Service.
Environmental Health	Baths, Wash-houses and Bathing Places. Control of Water-courses, Ditches and Ponds. Disinfestation of Premises and Articles. Drainage of Trade Premises. Mortuaries and Post-Mortem Rooms. Public Conveniences. Refuse Collection and Disposal. Regulation of Buildings and Sanitation of Buildings. Sewerage and Sewage Disposal. Street Cleansing.
	Burial Grounds, Cemeteries and Crematoria. Parks and Open Spaces. Powers and Duties under the Physical Training and Recreation Act, 1937. Prevention of River Pollution.
	Port Health Function (where applicable).
Housing	Provision of Houses. Slum Clearance.

	Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses. Regulation of Buildings and Bye-laws.
Personal Health and Welfare	Powers and Duties under the National Health Service Acts. Mental Health Services. Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944. Care of Children. Registration of Nurseries and Child Minders. Notification of Infectious Diseases. Health Education.
Town and Country Planning	Town and Country Planning. Powers and Duties under the National Parks and Access to the Countryside Act, 1949.
Traffic	Construction, Improvement and Maintenance of Roads and Bridges. Street Lighting. Naming of Streets and Numbering of Houses. Parking Places. Road Safety. Bus Shelters. Private Street Works.

Secretary's Letter to Miscellaneous Bodies Inviting Evidence

Sanctuary Buildings,
16 Great Smith Street,
London, S.W.1.

20th February, 1958

Sir,

I am instructed by the Royal Commission on Local Government in Greater London to inform you that the Royal Commission has begun its consideration of the questions referred to it. A statement showing the membership and the terms of reference is set out overleaf.*

2. If your organisation wishes to submit written evidence on all or any part of the terms of reference, the Commission will be happy to have it. It would be greatly appreciated if you could let the Commission have your evidence as soon as possible and in any event not later than 21st April, 1958, and if you could supply thirty copies of it.

3. There is, or course, no objection from the Commission's point of view to your organisation combining with other organisations to submit joint evidence.

4. The Commission's concern is with the organisation of local government within the area under review. Evidence should therefore relate to the effectiveness and convenience of local government machinery as distinct from the policies which individual local authorities may be applying in their various fields of activity.

5. The Commission do not propose to decide yet whether or to what extent they will require to hear oral evidence or whether oral evidence will be taken in private or in public.

I am, Sir,
Your Obedient Servant,
J. R. NIVEN
Secretary.

---

* Not reproduced—the same as Appendix " A " to Chairman's letter of 17th February, to local authorities inviting evidence on page 4.

Press Notice

The Royal Commission on Local Government in Greater London have written to all the local authorities in the area, explaining how the Commission propose to begin their investigations and inviting the local authorities to submit evidence. The letter states that the Commission wish first of all to see how the present arrangements are working in some of the main local authority functions such as education, environmental health services, housing, personal health and welfare services, town and country planning, and traffic.

The Commission are also prepared to receive evidence from members of the public. Any person who wishes to do so should send his evidence in writing to the Secretary of the Commission (Mr. J. R. Niven) at Sanctuary Buildings, 16 Great Smith Street, London, S.W.1.

20th February, 1958

Chairman's Letter to the Universities Inviting Evidence

Sanctuary Buildings,
16 Great Smith Street,
London, S.W.1.
24th March, 1958

I am writing to you as Chairman of the Royal Commission on Local Government in Greater London. (A statement showing the membership and the terms of reference of the Commission is attached)*.

The purpose of this letter is to invite you to give the Commission your advice and help. It may well be that you have in the University particular scholars, or groups of scholars, who have made studies which have a special bearing on matters affecting the government of Greater London, evidence from whom would be of great value to us as members of the Commission. Obviously our first task is to assess how the present organisation of local government in Greater London works, what defects have been encountered and how far these defects are traceable to inadequacies in the machinery of government. But in order to do this we shall have to conduct our own enquiries over a wide field covering for instance the physical character of the Greater London area on the one side and the sociological character of the population on the other; and we are also concerned with the studies of specialists in Politics, Public Administration and Economics, who are interested in the affairs of London and other great cities.

While, no doubt, some individual scholars will be inclined to tender evidence to us on their own initiative, it occurs to us that it may be better in some cases to invite evidence from individual scholars and in other cases to invite groups of scholars to submit evidence to us jointly. I should be most grateful if you could consent to give me information about any work of likely concern to us which may be being undertaken in any one or more of the departments of the University; and in addition it would be of great assistance to us if you could tell us of any group of scholars who might well be approached, not as individuals but as a group.

Any help that you can give us in this matter will be of very great assistance to us and I shall be extremely grateful for it.

E. S. HERBERT
Chairman.

---

* Not reproduced—the same as Appendix "A" to Chairman's letter of 17th February, 1958, to local authorities inviting evidence on page 4.

Chairman's Letter to Local Authorities Inviting Further Evidence

Sanctuary Buildings,
16 Great Smith Street,
London S.W.1.

19th August, 1958

The Royal Commission have now received evidence from nearly all the local authorities to whom I wrote earlier this year. They understand that your Council does not propose to make separate representations but wishes to be associated with the statement to be submitted by the Metropolitan Boroughs Standing Joint Committee.

In due course we shall be inviting local authorities to meet the Commission for the purpose of giving those who have submitted written evidence an opportunity of discussing with the Commission any question the Commission wish to put and for the purpose of giving to representatives of the local authorities an opportunity of supplementing orally their written evidence. I shall be communicating with you later upon this matter.

From our reading of the evidence already submitted it is evident that the representations of some local authorities will be of interest to others; indeed we are aware of instances where copies of such representations have already been exchanged or made available. In instances where the advice of the Royal Commission has been asked we have encouraged this practice.

I am now writing to you to say:

(*a*) That if your Council wishes to see the representations submitted by any other authority you are perfectly at liberty to approach that other authority;

(*b*) That if any other authority should approach your Council it would be in accordance with the wishes of the Royal Commission that your Council's representations should be made available to that other local authority;

(*c*) That the representations of all local authorities are available at the office of the Royal Commission for inspection by any local authority; and

(*d*) That if after such inspection your Council should wish to have copies of the respresentations of any local authority the Royal Commission will make arrangements for them to be supplied.

I should like also to remind you that the Royal Commission's original request to your Council was for outline evidence confined to what appeared to us to be the major functions of local government. After the Royal Commission have received oral evidence we propose to give each local authority the opportunity, should they then so wish, of filling in the outline in more detail.

Should, however, your Council wish to submit further evidence upon any local government function not covered by my previous letter it would be a convenience if it were in our possession not later than the 1st November, 1958. As before we should like to have thirty copies.

May I repeat that we are most grateful for the co-operation your Council has given to the Royal Commission and I have no doubt that we may continue to rely upon receiving that co-operation during the continuance of our labours.

E. S. HERBERT
Chairman.

Evidence Submitted by the Middlesex County Council

CONTENTS

Introductory Statement

Creation of Administrative County 16
Status and Populations 1957 17
Map showing County Districts and Population 17
Statistics of District Councils' Population, &c. 18
Constitution of the County 19
Meetings of the County Council 20
Administration 20
General Purposes Committee 20
Finance Committee 21
Finance Department 22
Estates and Housing Committee 23
Establishment Committee 23
Parliamentary and Standing Orders Committee 23
Supplies Committee 24
Central Transport 24
County Offices—Middlesex Guildhall 25
Other County Offices 25
County Staff 25
Table showing authorised establishment of Employees in County Council's Departments 26

Education

The Organisation and Administration of the Education Service .. 28
Composition of the Education Committee 28
Order of Reference of the Education Committee 28
Sub-Committees and Functional Organisation 29
Schools Sub-Committee 29
Further Education Sub-Committee 29
Sites and Buildings Sub-Committee 29
Finance and General Purposes Sub-Committee 29
Special Services Sub-Committee 30
Divisional Administration 31
Excepted Districts 32
Excepted Districts—Functions 32
Excepted Districts—Constitution 33
Excepted Districts—Staff 33
Non-Excepted Districts 34
District Sub-Committees 35
School Health Services 35
Agricultural and Horticultural Education 37
Youth Employment Service 39
Statistics 39
Defects Encountered 40
Defects due to Organisation of Local Government in the Area 40
Outline of Views on how defects may be remedied 40
Diagram showing Divisional Organisation 42
Map showing Education Divisional Executives 43

- Schedule " A." Performance in the Education Field by the County Council 44
- Schedule " B." Capital and Revenue Expenditure 48
- *Appendix Ed1. Constitution and Articles of Government of a Technical College .. .. —
- *Appendix Ed2. Constitution and Articles of Government for Brunel College of Technology .. .. —
- *Appendix Ed3. Instruments and Articles of Government for Trent Park Training College .. .. —
- *Appendix Ed4. Scheme of Divisional Administration .. .. .. —
- Appendix Ed5. List of major functions the subject of County Council Regulations 49
- *Appendix Ed6. Scheme of Divisional Administration—Functions in respect of Further Education .. .. .. —
- *Appendix Ed7. Scheme for Divisional Administration—Non excepted Districts .. .. —
- *Appendix Ed8. Scheme constituting the District Sub-Committee .. —
- *Appendix Ed9. Scheme of Youth Employment Service .. .. —

Environmental Health Services

- Baths, Wash-houses and Bathing Places 50
- Control of Watercourses, Ditches and Ponds 50
  - Map showing River Catchment Area Boundaries 52
  - Administration 53
  - Financial 53
  - Defects Encountered 54
- Disinfestation of Premises and Articles 56
- The Drainage of Trade Premises 57
- Mortuaries and Post Mortem Rooms 57
  - Defects Encountered 59
- Public Conveniences 59
- Refuse Collection and Disposal 60
  - Defects Encountered 61
- Regulations of Buildings and Sanitation of Buildings 62
- Sewerage and Sewage Disposal 62
  - Map showing Drainage Districts serving the County 64
  - West Middlesex Drainage Undertaking 65
  - Financial 65
  - Administration 65
  - Map showing the West Middlesex Drainage District 66
  - East Middlesex Drainage Undertaking 67
  - Financial 68
  - Administration 68
  - Map showing the East Middlesex Drainage District 69
- Street Cleansing 71
- Burial Grounds, Cemeteries and Crematoria 71
  - Map showing location of existing and proposed Crematoria .. 73
  - Table " A " showing Cemeteries and Burial Grounds for Middlesex 74
  - Table " B " giving details of Crematoria 76
  - Table " C " showing progress of Cremation in relation to Deaths 78
- Parks and Open Spaces 78
- Powers and Duties under the Physical Training and Recreation Act 1937 79

---

* Not reproduced in this publication

Administration 80
Financial 80
Prevention of River Pollution 81
Map showing River Catchment Area Boundaries 82
Administration 81
Port Health Functions 82

Housing

Provision of Houses 82
Slum Clearance 82
Defects 83
Assistance to other Bodies or Persons to facilitate the Acquisition, Construction and Improvement of Houses 84
County Council's Scheme 85
District Councils operating Housing Loans Schemes 86
Improvement of Houses 86
Experience gained by the County Council 86
Regulation of Buildings and Bye-Laws 86

Personal Health and Welfare

National Health Service Act 1946 87
Constitution of Health Committees and Area Committees and Delegated Powers 88
Map showing Division of County into Areas for the purpose of Health, Children's and Welfare Services 89
Delegated Services 90
Diagram showing in broad outline the organisation of the Health Department .. .. 91 & 92
Services not Delegated 94
Staff 95
Services Provided 95
Health Centres 95
Care of Mothers and Young Children 95
Midwifery 97
Health Visiting 97
Home Nursing 98
Vaccination and Immunisation 98
Ambulance Service 99
Prevention of Illness, Care and After Care 100
Tuberculosis 100
Mental Health 101
Other types of illness 102
Provision of Nursing Equipment 103
Health Education 103
Domestic Help 103
School Health Services 104
Registration of Nurseries and Child Minders 105
Registration of Nursing Homes 106
Notification of Infectious Diseases 106
Port Health Functions 106
Experience gained in administering the Health Service 106
Financial 108
Defects Encountered 109
Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944 109

- Present Arrangements .. 108
- Services at present provided by the County Council .. 110
- Diagram showing in broad outline the Organisation of the Welfare Department .. 111
- Services provided by other Bodies under the Disabled Persons (Employment) Act, 1944 .. 114
- Experience gained under above Arrangements .. 114
- Financial .. 116
- Defects Encountered .. 116

Care of Children .. 117
- Present Arrangements .. 118
- Local Arrangements .. 118
- Services at present provided by the County Council .. 118
- Diagram showing in broad outline the Organisation of Children's Department .. 119
- Experience gained under above Arrangements .. 122
- Financial .. 122

Town and Country Planning

- Introduction .. 124
- Present Arrangements .. 124
- Development Control .. 125
- Preparation of Development Plans .. 125
- Delegation .. 125
- Orders and Notices .. 126
- Diagram showing the Planning Administration of the County .. 127
- County Council as Local Planning Authority .. 127
- County Planning Committee .. 127
- Area Planning Committees .. 128
- District Councils .. 129
- Staff .. 129
- Diagram showing Staff of the County Planning Committee .. 130
- Financial .. 130
- Experience gained in the present Town Planning Arrangements including the Delegation to County Districts .. 131
- Achievements .. 135
- Defects .. 136
- Redevelopment and Slum Clearance .. 139
- Conclusion .. 139
- *Delegation Scheme ..
- Map showing Planning Areas .. 142
- Powers and Duties under the National Parks and Access to the Countryside, Act, 1949
  - Survey of Rights of Way .. 140
  - Creation, Closure and Diversion of Public Rights of Way .. 141
  - Planting of Trees and Treatment of Derelict Land .. 141
  - Areas of Special Interest .. 141

Traffic

- Construction, Improvement and Maintenance of Roads and Bridges .. 143
  - *Roads* .. 143
    - Introduction .. 143
    - Present Arrangements .. 145

---

* Not reproduced in this publication.

Financial 148
Administration 148
Diagram showing in broad outline the organisation of County Engineer's Department 149
Experience gained in present arrangements 150
Revenue Expenditure—Directly Maintained Roads only 150
Revenue Expenditure—Agency Maintained and Claimed Roads only 151
Defects 152
Particulars of Agreements with Local Authorities relating to County Roads and rights to "claim" 153

Bridges

Introduction 155
Present Arrangements for Construction, Improvement and Maintenance of Bridges 156
Experience gained in the present arrangements 157
Street Lighting 158
Defects Encountered 158
Naming of Streets and Numbering of Houses 159
Parking Places 159
Road Safety 160
Bus Shelters 160
Private Street Works 161

INTRODUCTORY STATEMENT

This memorandum contains an outline of the evidence of the Middlesex County Council in response to a letter from the Chairman of the Royal Commission on Local Government in Greater London dated 17th February, 1958, which requested:—

I. A description of the present arrangements within the Council's area for carrying out the following functions:—

Education
Environmental health services
Housing
Personal health and welfare
Town and country planning
Traffic

irrespective of whether or not the Council is responsible for that service (either alone or jointly with others); and of any defects which have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

III. An outline of any views the Council may have on how these defects may be remedied.

The County Council is not at this stage adducing evidence or advancing arguments outside the terms of the Commission's letter. In particular it is not at this stage making any proposals for, or endeavouring to meet any proposal which may be put forward for, a change of local government structure either within the County Council's area or in the Greater London review area as a whole. It will be seen that the County Council's evidence is based on the retention of the County Council in its existing form and for its existing area. The County Council wish to be given an opportunity to support such retention and to propose or deal with any proposals for a change of structure by evidence and arguments at a later stage.

The County Council's evidence follows under the headings requested by the Commission. In preparing the evidence the County Council has, under Heading I of the Commission's letter, given consideration to those defects, if any, which the County Council has encountered in the present arrangements for the carrying out of the individual functions within the Council's area. Under Heading II of the Commission's letter the County Council considered whether or not defects can be said to exist in the arrangements for, and organisation of, local government in the Greater London review area as a whole. Under Heading III the Council gives its views as to how the defects, whether internal or external, may be remedied.

The County Council desire to be afforded an opportunity of supporting and elaborating the views set out and of enlarging thereon as necessary at a later stage.

The use of the term "District Council" in the evidence herewith denotes, unless the context otherwise requires, County District Council, *i.e.*, Borough or District Council.

Creation of Administrative County

The Administrative County of Middlesex was created on 1st April, 1889, by the Local Government Act, 1888, and comprised that part (approximately four-fifths) of the ancient County of Middlesex which was not within the "Metropolis" under the jurisdiction of the Metropolitan Board of Works (since abolished) but excluded the portions of Middlesex within the urban sanitary districts of the Barnet and East Barnet Valley Local Boards, which were transferred to Hertfordshire.

Upon its creation, the Administrative County of Middlesex was divided for local government purposes below county council level among 23 urban sanitary districts (under local boards) and six rural sanitary districts.

The population of the new Administrative County in 1891 was 564,192.

Status and Populations, 1957

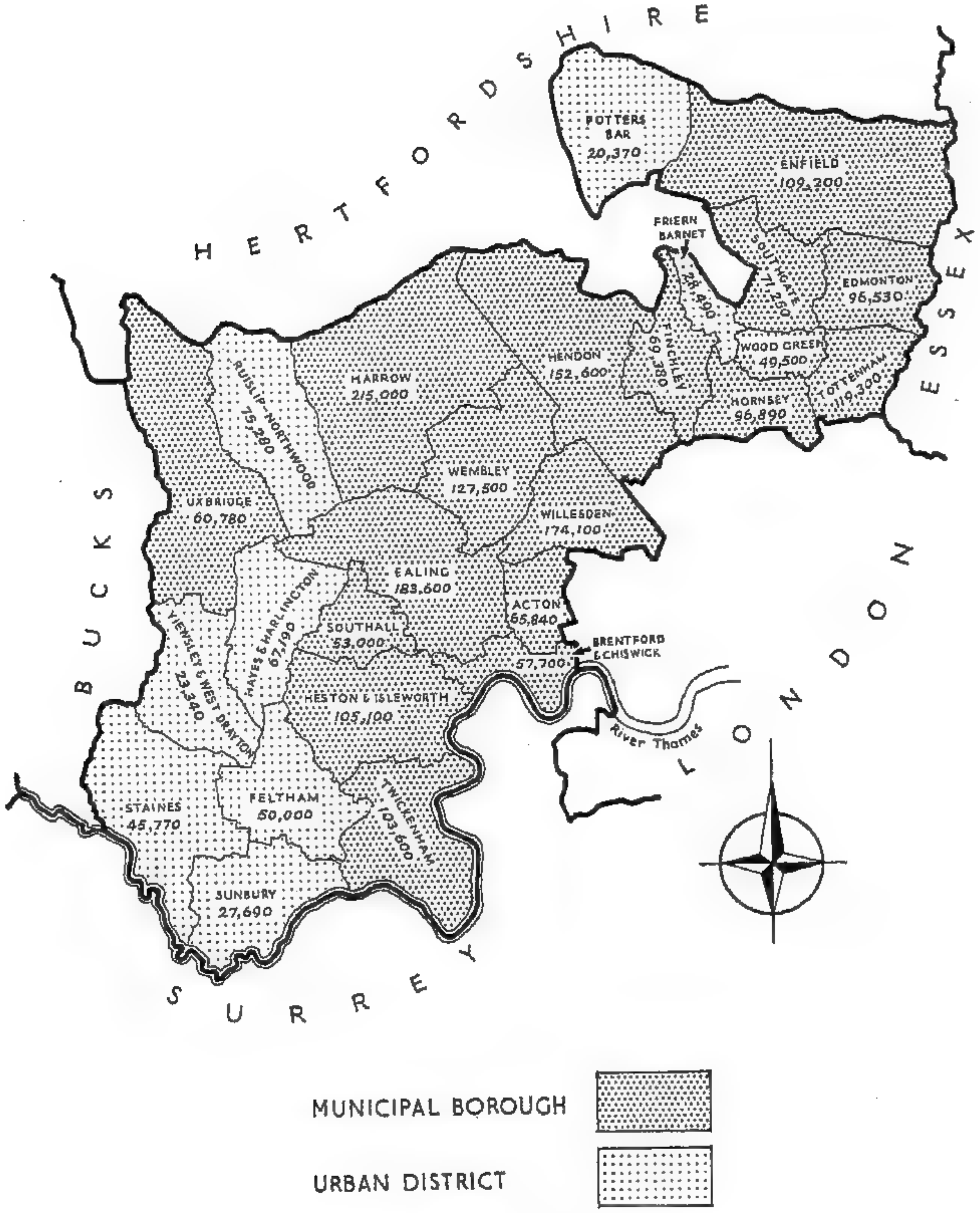
The population as estimated by the Registrar General at 30th June, 1957, was 2,249,000.

The Map below shows the local government areas into which the Administrative County is divided at the present day, and the populations of each area, according to the Registrar General's latest estimates, and the following Table gives additional information.

COUNTY DISTRICTS AND POPULATION

(POPULATION ACCORDING TO REGISTRAR-GENERAL'S ESTIMATES JUNE 1957.)

MIDDLESEX POPULATION : 2,249,000



Local Authorities in the County

Boroughs (18)

Borough (Date of Formation)	Number of Members	Number of Wards and in brackets Parishes	Acreage*	Total Rateable Value, 1st April, 1958	Estimated Population 1957‡, and in brackets Population Census, 1951
Acton (1921)	32	8 (1)	2,319	1,524,531	65,840 (67,471)
Brentford and Chiswick (1932)	36	9 (3)	§2,332	1,178,073	57,700 (59,367)
Ealing (1901)	60	15 (1)	8,781	3,377,272	183,600 (187,323)
Edmonton (1937) ..	32	4 (1)	3,895	1,459,925	96,530 (104,270)
Enfield (1955)	40	10 (1)	12,399	1,757,703	109,200 (110,465)
Finchley (1933)	32	8 (1)	3,478	1,387,842	69,380 (69,991)
Harrow (1954)	60	15 (1)	12,555	3,723,420	215,000 (219,494)
Hendon (1932)	36	9 (1)	10,369	3,315,238	152,600 (155,857)
Heston and Isleworth (1932)	36	9 (1)	†7,218	1,982,335	105,100 (106,847)
Hornsey (1903)	48	8 (1)	2,872	1,483,452	96,890 (98,159)
Southall (1936)	24	6 (1)	2,608	863,351	53,000 (55,896)
Southgate (1933) ..	28	4 (1)	3,765	1,450,421	71,250 (73,377)
Tottenham (1934) ..	44	11 (1)	3,013	1,742,459	119,300 (126,929)
Twickenham (1926) ..	44	11 (1)	‖7,014	1,827,312	103,600 (105,663)
Uxbridge (1955)	36	9 (1)	10,240	981,011	60,780 (55,960)
Wembley (1937) ..	48	12 (1)	6,294	2,687,724	127,500 (131,384)
Willesden (1933) ..	56	14 (1)	4,634	2,796,789	174,100 (179,697)
Wood Green (1933) ..	24	3 (1)	1,606	814,521	49,500 (52,228)

* Land and Inland Water to nearest acre.
† In addition, 43 acres of tidal water and foreshore.
‡ Figure supplied by Registrar-General.
§ In addition, 115 acres of tidal water and foreshore.
‖ In addition, 64 acres of tidal water and foreshore.
Area of Administrative County, including water and foreshore is 148,910 acres.

Urban Districts (8)

Urban Districts (Date of Formation)	Number of Members	Number of Wards and in brackets Parishes	Acreage*	Total Rateable Value 1st April 1958	Estimated Population 1957‡, and in brackets Population Census 1951
Feltham (1904)	21	4 (1)	4,925	892,329	50,000 (44,861)
Friern Barnet (1894) ..	15	5 (1)	1,340	426,024	28,490 (29,163)
Hayes and Harlington (1930)	24	8 (2)	5,159	1,057,091	67,190 (65,596)
Potters Bar (1934) ..	15	3 (1)	6,129	346,170	20,370 (17,172)
Ruislip-Northwood (1904)	27	9 (1)	6,583	1,317,358	75,280 (68,288)
Staines (1894)	24	5 (4)	8,271	796,235	45,770 (39,995)
Sunbury-on-Thames (1894) ..	20	4 (3)	5,609	517,176	27,690 (23,394)
Yiewsley and West Drayton (1929)	22	3 (1)	5,276	683,973	23,340 (20,468)
Administrative County	..	..	148,688	40,389,755	2,248,900 (2,269,315)

* Land and Inland Water to nearest acre.
† In addition, 43 acres of tidal water and foreshore.
‡ Figure supplied by Registrar-General.
§ In addition, 115 acres of tidal water and foreshore.
‖ In addition, 64 acres of tidal water and foreshore.
Area of Administrative County, including water and foreshore is 148,910 acres.

Area

The Administrative County of Middlesex contains 148,688 acres, excluding water and foreshore.

Constitution

For the purposes of the election of County Councillors the County is divided in Electoral Divisions each returning one Councillor with a separate election for each Electoral Division. The number of Electoral Divisons for each County District is as follows:—

Acton	3
Brentford and Chiswick	2
Ealing	7
Edmonton	4
Enfield	4
Feltham	2
Finchley	3
Friern Barnet	1
Harrow	8
Hayes and Harlington	2

Hendon	6
Heston and Isleworth	4
Hornsey	4
Potters Bar	1
Ruislip-Northwood	2
Southall	2
Southgate	3
Staines	2
Sunbury	1
Tottenham	5
Twickenham	4
Uxbridge	2
Wembley	5
Willesden	7
Wood Green	2
Yiewsley and West Drayton	1
	87

The number of Electoral Divisions and therefore of County Councillors is 87; there are 29 Aldermen giving a total membership of the County Council of 116.

Meetings

Ordinary meetings of the County Council are held monthly, other than in August and September. All the functions of the County Council are referred to and many are delegated to its Committees and consequently the principal business at the meetings of the Council is to receive and consider the reports of its Committees.

Administration

In addition to those Committees of the Council concerned with specific County Services, the majority of which are dealt with in the main part of this Evidence, the following are the major Committees concerned with particular aspects of the general services of the Council:—

General Purposes.
Finance.
Estates and Housing.
Establishment.
Parliamentary and Standing Orders.
Supplies

A brief account of the more important functions of each of these Committees follows and as the Commission have indicated that they will consider the general aspects of finance, a short description of the Finance Department follows the account of the functions of the Finance Committee.

General Purposes

The order of reference of this Committee covers matters common to the County Council and its Committees as a whole, such as:—

(i) matters of general principle and policy;

(ii) matters affecting more than one Committee but with the co-ordination of which no other Committee is expressly charged;

(iii) matters arising from time to time which do not fall within the terms of reference of any other Committee.

In addition, this Committee has charge of certain specific public services, the more important being:—

(*a*) Public Control, *e.g.*, Weights and Measures, Food and Drugs.

(*b*) Motor Vehicle, Local Taxation, Minor Excise, Licensing, Registration, &c.

(*c*) Registration of Births, Deaths and Marriages.

(*d*) Coroners and Coroners' District.

Finance

The Standing Orders of the County Council provide that nothing in the delegation to or order of reference of a standing committee shall affect the functions of the Finance Committee, " which is concerned with all financial questions ".

The Chief instruments of control by the Finance Committee are:—

(1) The annual budget (by reference to which the amounts of the county precepts are determined), which governs the expenditure of the several committees of the County Council for the ensuing financial year. The budget is prepared after consultation with spending committees and is submitted by the Finance Committee to the County Council with recommendations as to the county rates to be levied. The rates as approved form the basis of precepts which are issued to rating authorities about the end of February requiring the payment of the amounts specified therein by instalments throughout the year. Certain special rates are included in the precepts on some districts in respect of services provided by the County Council in those districts but not generally provided throughout the County. Precepts for the East Middlesex Drainage Scheme are also issued to certain participating authorities outside the County.

(2) The examination of estimates submitted by committees for the purposes of Section 86(2) of the Local Government Act, 1933, as amended, which provides that no cost, debt or liability exceeding £100 shall be incurred by the County Council except under a resolution of the Council based upon an estimate submitted by its Finance Committee.

(3) The annual accounts of the income and expenditure of the County Council, together with the relevant capital accounts and balance sheets.

(4) Financial Regulations which prescribe in some detail the procedure to be followed in connection with a large number of financial matters, including orders for work and goods, contracts, payment of accounts, banking arrangements, internal audit and departmental accounting systems.

The Committee is concerned with a number of other important matters including the following:—

(*a*) The investment of funds of the County Council and the charge of trust and other funds administered by the Council.

(*b*) The issue and redemption of County Stock and borrowing from other sources.

(*c*) Recommendations as to defraying capital expenditure upon projects approved by the County Council by way of loan. Provision is made annually to a limited extent for defraying some capital expenditure out of revenue.

(*d*) Insurances to be effected by the County Council.

(*e*) Assessment for rating of properties owned by the County Council or of which they are the rated occupiers.

(*f*) Advances under the Housing Acts to persons desiring to purchase or erect houses for their own occupation.

(*g*) Expenditure by the County Probation Committee and the Magistrates' Court Committee.

(*h*) Co-ordination of regulations in connection with the granting of assistance under the health, welfare and children's services, as to repayments in respect thereof to be made by recipients or liable relations.

(*i*) The banking arrangements of the Council.

Finance Department

The Finance Department has its headquarters at Westminster and has four Divisional Finance Offices in the County of Middlesex. The Department has three main sections:—

(1) Accountancy.
(2) Salaries, Wages and Superannuation.
(3) Internal Audit.

The concentration of the financial work in the Finance Department has made possible the introduction of modern methods with consequent economies in costs of administration. Much of the work of the Department was mechanised some years ago, but more modern machines including electronic computers are now being installed. These changes will make possible, and indeed will require, the centralisation in one building of almost the whole of the work of the Department including the preparation of the payrolls for the County Council's 43,900 employees, some of which are now compiled at the Divisional Offices.

All invoices, except for small payments from departmental advance accounts, are paid by the Finance Department on two days each week. Special provision is made for urgent payments. Cheques and analyses of payment are produced by punched card equipment.

Income collections generally are made at Divisional Finance Offices, but for convenience fees for evening classes and similar items where the amounts are relatively small but large in number are collected on the spot.

The internal audit section which forms part of the staff of the Finance Department carries out a continuous audit at all the departments and establishments of the County Council and deals with expenditure, income, stocks and stores and petty cash transactions.

The preparation of the annual budget in consultation with the other Departments is one of the biggest tasks of the Finance Department, and great importance is attached to it since, as has been mentioned, it governs the expenditure of the several committees of the County Council for the ensuing financial year. The Department produces each year an abstract of the accounts of the County Council, and it is believed that the Budget and the Abstract are amongst the most informative in the country.

Middlesex was the first County Council in the country to set up a Consolidated Loans Fund. To this fund are carried all loans negotiated by the County Treasurer with the authority of the Finance Committee, and the money in the fund is used to finance the County Council's capital outlay. A Capital Fund has been established and it is being built up by annual contributions of the amount produced by a rate of 3*d.* in the pound (about £500,000 at present). The method of operating the Capital Fund is such that if the present policy is continued the County Council should, in due time, become to a large extent independent of external borrowing. Thanks mainly to the operation of the Consolidated Loans Fund and the Capital Fund, resort to external borrowing during the period of abnormally high rates of interest has been largely avoided.

A booklet of financial and other statistics relating to the County District Councils and the County Council is prepared each year in the Finance Department Copies are supplied free of charge to members and officers of local authorities in the County and to other interested persons.

A copy of this booklet is submitted herewith as an exhibit to the County Council's evidence. A copy of the following documents has already been submitted to the Commission:—

(1) Abstract of Accounts.
(2) Budget.

One of the most important functions of the County Treasurer is the giving of financial advice. This advice is available not only to the Finance Committee but also to any other Committee which has need of it.

The following figures indicate the financial importance of the County Council's responsibilities:—

	£
Rateable Value, estimate 1st April, 1958	40,300,000
Product of Penny Rate, estimate 1958–59	163,304
Aggregate Revenue Expenditure, estimate 1958–59	49,545,000
Aggregate Capital Expenditure, estimate 1958–59	5,291,000
Capital Assets at 31st March, 1958	65,800,000
Outstanding Debt at 31st March, 1958	40,700,000

Estates and Housing

In addition to matters in connection with Open Spaces which are dealt with subsequently this Committee is responsible for:—

(1) The acquisition of properties required by the County Council for any of its purposes; the appropriation of land from one purpose to another; and the disposal by sale, lease or otherwise of county property no longer required.

(2) The management, repair and upkeep of all office buildings both central and local, some 313 gardens at County properties and lands and premises acquired for the purposes of the County Council but which are permanently or temporarily surplus to requirements.

(3) The letting of properties surplus to requirements. These at present comprise, *inter alia*, 890 dwelling houses (excluding those occupied by Fire Brigade personnel), 170 shop properties and a number of miscellaneous properties.

Establishment

This Committee controls and co-ordinates all matters in connection with conditions of service, rates of remuneration, superannuation, welfare, recruitment and all related matters affecting the whole of the County Council's staff excluding teachers in schools and uniformed firemen. The functions of the Committee in relation to the two latter categories of staff are limited mainly to overall co-ordination.

Parliamentary and Standing Orders

This Committee has charge of the following matters:—

(*a*) General servicing of the Council and its Committees:—

(i) Submission to the Council of reports on Acts of Parliament and Statutory Instruments which may affect the interests of the Council. Making representations through the County Councils Association, Government Departments or other means to secure amendments for the protection of the County Council's interests.

(ii) The consideration of new and the periodical revision of existing Standing Orders.

(iii) The consideration of matters of procedure in relation to the discharge of the business of the Council.

(iv) The submission to the Council of Byelaws proposed by other Committees.

(v) Promotion of Bills, objections to Bills and other proceedings in Parliament, negotiations with Public Utility and Transport Undertakings, Local Authorities and other promoters of Private Bills and Petitions against such Bills if negotiations are unsuccessful.

The County Council has promoted 17 Acts of Parliament, 4 being extant in 1958. In these Acts powers for District Councils were obtained at the request of those councils.

(*b*) Functions of the County Council:—

(i) The preparation and amendment of schemes for the constitution of Local Valuation Panels.

(ii) Making of byelaws for the good rule and government of the County and the suppression of nuisances. These byelaws operate only in Urban Districts.

(iii) Matters affecting gas, electricity and water supply and charges.

Supplies

This Committee is responsible for the Council's central purchasing organization and for the hiring of general maintenance services, such as laundering, printing, transport, window cleaning, &c., to fulfil the requirements of the Council, with certain exceptions, viz.:—

(1) Purchase, repair and maintenance of technical stores of the Fire and Ambulance Service; Main Drainage Undertakings; and the Highways Department.

(2) Purchase of furniture and equipment for Education Department.

The Committee is also responsible for the control, accommodation and maintenance of the Council's motor vehicles and the maintenance of its mobile mechanical plant, except those of the Fire and Ambulance Service and the Main Drainage Undertakings.

The total annual value of the purchases and services arranged by the Supplies Committee exceeds £3,000,000, and the annual value of goods issued from the Central Stores of the Supplies Department is over £200,000.

The Central Stores maintain stocks of some 2,500 different items of a kind in general use at the Council's establishments. Where it is cheaper for goods to be delivered direct by contractors to consuming establishments, no stocks of such goods are kept in the Stores, and no perishable foodstuffs, &c., are so kept. The existence of the Central Stores enables the working margins of stocks in the different consuming departments and establishments of the kinds of goods available from the Central Stores to be kept down. The Central Stores also facilitate assessment of the Council's expenditure on goods of the kinds supplied therefrom.

In the case of many commodities central purchasing has enabled their purchasing to be effected on the basis of specifications drawn up to meet the Council's special needs and has led to considerable economies.

Central Transport

The Central Transport Section of the Supplies Department provides:—

(1) A delivery service for goods from the Central Stores to the various consuming establishments of the Council.

(2) Transport for all other County Council services except the Fire and Ambulance Service.

(3) A Central Depot for the maintenance and repair of the Council's mechanical vehicles and mobile plant (with the exceptions indicated).

There is a total of some 360 vehicles in the Department's fleet, comprising cars, vans, lorries, &c., as well as Civil Defence ambulances and training vehicles. Altogether they travel over 2,000,000 miles yearly. As necessary they are supplemented with hired vehicles.

County Offices—Middlesex Guildhall

The County Council holds its meetings and has its central administrative headquarters at the Guildhall, Westminster, which is not, of course, physically in the administrative county at all. This situation arises because the present building is the successor to the Sessions House for the Justices of the Peace for the County of Middlesex.

Acts of 1778 and 1804, George III, Chapters lxvii and lxi respectively, enabled the Justices to sell the then existing Sessions House and build another in a more convenient situation and for this purpose the Dean and Chapter of Westminster were authorised to sell the site of the Westminster Market which was part of the site of the present Guildhall. Whilst it was provided by an Act of 1807, George III, Chapter lxvii, that the new Court House when completed should be under the direction and management of the Justices for the City of Westminster this was repealed in 1844 by the Act, 7 & 8, Victoria lxxi, which vested the control and management of the Court House in the Justices for the County of Middlesex. This remained the position until the passing of the Local Government Act, 1888.

As a result of this Act the building and the furniture, fixtures and fittings in the building were vested in the County Council but the Council is bound to provide accommodation as may be required by the Standing Joint Committee for Quarter Sessions, and to the extent to which accommodation is so provided the Standing Joint Committee will have control. This Committee, a creation of the 1888 Act, is comprised of an equal number of Justices appointed by Quarter Sessions and members of the County Council.

The Act provided for the holding of Middlesex Quarter Sessions in any building in London and that for all the purposes relating to such Sessions, such buildings shall be deemed to be within the County of Middlesex.

In 1888 the then existing Guildhall was built upon approximately one-half of the present site and in the early part of the twentieth century it became apparent that the accommodation was insufficient for both the Standing Joint Committee and the County Council. The County Council thereupon acquired an addition to the site in 1905 and the present building was completed in 1913.

Other County Offices

In addition to the Guildhall which houses part of the Department of the Clerk of the County Council, the Council has four main central offices in the Westminster area.

Throughout the County the Council has approximately 100 premises providing accommodation for the administration of a particular service in the area some of which are situate in local Town Halls. In addition there are in the County five local county offices from which a variety of services are administered together with an office in Ealing housing the County Council's Local Taxation Department.

County Staff

So far as practicable details of the staff of departments concerned with the services being considered by the Commission are included in the evidence relating to the individual service. It is not intended at this stage to give details of the other departments.

The County Staff comprises a total of some 43,900 employees made up of approximately 21,200 non-manual staff (20,000 whole-time, 1,200 part-time) and approximately 17,700 manual staff (8,000 whole-time, 9,700 part-time) and about 5,000 teachers employed at sessional rates.

The authorised establishment number of employees in each of the County Council's Departments at the 1st April, 1958, is shown in the following table:—

Department	*Non-Manual Staff*			*Manual Staff*		
Clerk and Solicitor	Whole-time		365	Part-time	130	
				Whole-time	80	
						210
Agricultural	Whole-time		9	Whole-time		7
Architect	Part-time		1			
	Whole-time	300				
			301	Whole-time		2
Children	Whole-time		476	Part-time	130	
				Whole-time	91	
						221
Civil Defence	Whole-time		32	Part-time	3	
				Whole-time	11	
						14
Education	Part-time	900		Part-time	8,150	
	Whole-time	1,700		Whole-time	3,850	
			2,600			12,000
	Teaching Staff		13,150			
Engineer	Whole-time		232	Part-time	1	
				Whole-time	481	
						482
Estates and Valuation	Whole-time		63	Whole-time		30
Finance	Part-time	1				
	Whole-time	505				
			506			
Fire and Ambulance	Part-time	1		Part-time	29	
	Whole-time	153		Whole-time	1,962	
			154			1,991
				(Includes 1,252 fire officers and uniformed firemen)		
Health	Part-time	300		Part-time	1,200	
	Whole-time	2,195		Whole-time	500	
			2,495			1 700
Main Drainage	Whole-time		81	Part-time	19	
				Whole-time	261	
						280
Planning	Whole-time		94			
Public Control (Weights and Measures; Food and Drugs, etc.)	Part-time	2				
	Whole-time	53				
			55	Whole-time		2
Registration, (Births, Deaths and Marriages)	Whole-time		8			
Supplies	Part-time	1		Part-time	13	
	Whole-time	68		Whole-time	197	
			69			210
Taxation	Whole-time		202			
Welfare	Part-time	24				
	Whole-time	280				
			304	Whole-time		553
			21,196			17,702

In addition there are approximately 5,000 teachers employed at sessional rates not included above.

Non-Manual Staff		
Part-time Staff	1,230	
Whole-time Staff	19,996	
		21,196
Manual Staff		
Part-time Staff	9,675	
Whole-time Staff	8,027	
		17,702
Teachers employed at sessional rates		5,000
Total Staff		43,898

Note. For the purposes of this table whole-time staff are those employed more than 30 hours weekly.

EDUCATION

I—The Organisation and Administration of the Education Service

The administration in the County of Middlesex of the statutory system of Education under the Education Act, 1944 (as amended), is the responsibility of the County Council as local education authority acting through the Education Committee and its sub-committees.

The County Council as local education authority is responsible under the direction and control of the Ministry of Education for the general policy and financial control over the whole of the County.

Composition of the Education Committee

The Education Committee consists of:—

(i) 42 Members of the County Council together with the Chairman and Vice-Chairman of the County Council as ex-officio members.

(ii) Eight persons, of whom six shall be appointed on the nomination of the Excepted Districts in the County and two on the nomination of the Divisional Executives established by the Council.

(iii) Nine persons, to include three Teachers, to be appointed by the Council from outside their body. Such persons shall not be members of any District Council or of any Divisional Executive in the County or of any Committee appointed by any such Council or Divisional Executive for the purpose of its functions under a scheme of divisional administration. Such persons shall have experience in education or be acquainted with the educational conditions prevailing in the County and shall include persons with experience in industry and commerce, in agriculture or horticulture and in adult education.

Order of Reference of the Education Committee

Broadly speaking the County Council has delegated to the Education Committee its duties as a local education authority.

More specifically—and using the terms of the County Council's Standing Orders—the delegation is as under:—

The functions of the Council as local education authority under any enactment exclusive of those matters relative to the School Health Service within the order of reference to the Health Committee.

The direction of the Chief Education Officer and the staff in his department and in the local education offices and County libraries except caretakers and cleaning staff in premises in the charge of the Estates and Housing Committee.

The purchase of furniture and equipment, other than built-in furniture and equipment which form part of building contracts.

In addition to the functions generally reserved to the County Council specific functions which have not been wholly delegated to the Education Committee include:—

(1) the appointment of representatives on Divisional Executives, on committees set up by Excepted Districts and on the Education Advisory Committee;

(2) proposals for the establishment of and discontinuance of County and voluntary schools;

(3) the approval of arrangements with proprietors of independent and direct grant schools for the admission of pupils as boarders;

(4) the approval of terms on which medical inspection, milk, meals, clothing, &c., may be provided for pupils not in attendance at maintained schools or colleges;

(5) making and alteration of Regulations under Schemes of Divisional Administration;

(6) the adjustment of property and liabilities;

(7) amendments, &c., to the Education Development Plan;

(8) objection to amendments of Local Education Orders;

(9) agreements with local councils in regard to part-time use of their offices and vice-versa;

(10) power to give temporary assistance to voluntary schools;

(11) matters which are within the purview of a General Service Committee or in regard to which some other committee is given concurrent or like powers.

Sub-Committees and Functional Organisation

The Education Committee has seven principal Sub-Committees and these and their work are as listed below:—

Schools Sub-Committee

Organisation and control of Primary Education in day and boarding schools including nursery schools and classes.

Organisation and control of Secondary Education in day and boarding secondary schools.

Scholarships and other allowances in respect of pupils at primary and secondary schools.

Functional aspects of school planning.

Further Education Sub-Committee

Organisation and control of Further Education in Colleges and Institutes.

Administration of the Youth Employment Service.

Further Education and training of disabled persons.

Grants to Universities and other Bodies concerned with Further Education.

Scholarships and other allowances to students attending courses at institutions of Further Education, other than assistance to students undergoing training as teachers.

The administration of the Youth Service.

The administration of the Community Service.

Major County Awards.

Functional aspects of the planning of premises for Further and Technical educational purposes.

Sites and Buildings Sub-Committee

Preparation of the Programme for providing educational buildings.

Design and erection of buildings.

Repairs, adaptations and extensions of school premises.

Provision of furniture and equipment for schools and other educational establishments.

Provision of buildings and equipment for the meals and milk service.

Proposals for the hiring, acquisition and reconditioning of lands and other properties required for educational purposes.

Finance and General Purposes Sub-Committee

Preparation and submission to the Education Committee of the estimates of income and expenditure of the education and libraries services for each financial year.

Examination of the estimates of Divisional Executives and District Sub-Committees and submission of appropriate reports to the Education Committee.

Consideration at intervals of not more than three months of financial reports submitted by the County Treasurer.

Dealing with the following matters in so far as they are within the delegation to the Education Committee, namely:—

(i) Scale of charges and other conditions for the use of school premises by outside bodies.

(ii) Matters relating to the appointment and conditions of service of all non-teaching staff.

(iii) Matters relating to contracts for school supplies and services.

(iv) Matters relating to contributions between the County Council and other local education authorities under the provisions of the Education Acts.

(v) Matters arising out of the Government Scheme for the evacuation of school children under the Civil Defence Acts, 1948.

Special Services Sub-committee

The school health service—medical and dental—so far as not within the order of reference to the Health Committee.

Child Guidance Service except for specialist treatment.

The provision of special educational treatment in day and residential schools, home tuition and the boarding out of handicapped children.

Camp Schools and Camp Holiday Schemes.

Duties under the Children and Young Persons Act, 1933, and the Education Act, 1944, in connection with the Employment of Children and Young Persons.

The Training of Teachers, including (*a*) arrangement of Courses, (*b*) Schemes of Financial Assistance including assistance to students in Training Colleges and Departments, (*c*) supervision of young teachers, and any matters relating to the Training of Teachers not included in the terms of reference of the governing bodies of the two teacher training colleges

The functional side of the School Meals Service.

Emergency Feeding Arrangements.

County Libraries Sub-Committee

Administration of the County Library Service.

Special Sub-Committee

Consideration of matters arising in connection with the delegation of functions to Divisional Executives under the Schemes of Divisional Administration.

Sub-Committees have also been appointed to manage those Day Special Schools which are not by virtue of a Scheme of Divisional Administration under the management of a Divisional Executive, separate sub-committees (of which there are at present six) having been appointed for each division or district in which there is any such school not wholly or mainly serving the area of the division or district concerned.

Governing bodies have been established for the two teacher training colleges which are controlled by the County Council and for the thirteen technical colleges and for the college of Art, and these are sub-committees of and report to the Education Committee. These governing bodies operate in accordance with articles of government approved by the County Council and are subject to the Standing Orders of the County Council. A copy of the constitution and articles of government of a technical college follows (Appendix Ed. 1). Similar information in respect of Brunel College of Technology, the instruments and articles of government of which show some variation from those applicable to the twelve other technical colleges follows (Appendix Ed. 2). The instruments and articles of government for Trent Park Training College follow (Appendix Ed. 3).

Divisional Administration

The local administration of such functions as primary and secondary education, evening institutes, and youth and community centres is in general carried out by Divisional Executives of which there are 20 in Middlesex, 16 of these being Excepted Districts. In addition there are two small County Districts, which are dealt with by District Sub-Committees of the Education Committee. The position is illustrated by the Diagram and Map herewith which precede the Education Schedules and Appendices.

The Divisional Executives have been set up under Schemes of Divisional Administration provided for in the First Schedule to the Education Act, 1944, and each Executive has the services of a local Education Officer.

With a view to securing uniformity of administration throughout the County or throughout the areas of the Excepted Districts any regulations made by the County Council with respect to the functions delegated to the Divisional Executives are subject to consultation with an Advisory Committee comprising twenty persons of whom ten represent the County Council, eight represent the Councils of the County Districts which are Excepted Districts and two represent the other Divisional Executives in the County.

Primary and secondary voluntary schools are administered by managers and governors respectively, constituted under instruments of management or government as the case may be made by an order of the Minister of Education. The duties of the managers and governors are prescribed by rules of management and articles of government respectively, the rules of management of primary schools being made by an order of the County Council as Local Education Authority and the articles of government of secondary schools by an order of the Minister of Education.

Bodies of managers and governors have also been constituted in respect of County primary and secondary schools, the instruments and articles of management and government respectively being made by orders of the County Council as local education authority, subject where appropriate to approval by the Minister of Education.

In most cases, at the request of Divisional Executives, County schools have been grouped together under one or more managing or governing bodies.

In the Excepted Districts, the Divisional Executive is empowered to consider and make representations upon instruments and rules of management and instruments and articles of government relating to primary and secondary schools whether to be made by the Minister or the local education authority and appoints three-quarters of the managers of County primary schools which wholly or mainly serve the district of the Divisional Executive and one half of the managers of controlled primary schools and three-quarters of the managers of voluntary primary schools other than controlled schools as under the instrument of management are to be appointed by the County Council in those cases where the schools wholly or mainly serve the district. The Executives also appoint two-thirds of the governors of County and controlled secondary schools and one half of the governors as are to be appointed by the County Council in relation to aided or special agreement schools which wholly or mainly serve the district.

In those cases where schools are grouped together under one managing or governing body, the proportion of managers or governors to be appointed by the Divisional Executive in respect of the schools which wholly or mainly serve the districts of the Executive is a matter for agreement between the County Council and the Executive, but in general follows broadly the provision in relation to schools which have separate managing or governing bodies.

The Divisional Executives serving the Non-Excepted Districts have power to appoint managers and governors but this is more restricted than in the case of the Excepted Districts.

Excepted Districts

The 16 Excepted Districts are:—

Acton
Brentford and Chiswick.
Ealing.
Edmonton.
Enfield.
Finchley.
Harrow.
Hayes and Harlington.
Hendon.
Heston and Isleworth.
Hornsey.
Southgate.
Tottenham.
Twickenham.
Wembley.
Willesden.

Functions

The Scheme of Divisional Administration in each case provides for the Excepted District to exercise the functions for and in respect of the borough or district which are set out in the First Schedule. The Schemes are virtually identical and a copy of a Scheme follows (Appendix Ed. 4).*

In addition insofar as the County Council has functions conferred upon it by the rules of management and articles of government of County and voluntary schools, the Divisional Executive exercises the functions which are set out in the Second Schedule to the Scheme.

The powers and duties of Divisional Executives are subject to:—

(1) The provisions, conditions and requirements of the Education Acts and all regulations or directions made or given by the Minister.

(2) The regulations made by the County Council from time to time. The more important regulations are contained in the following summary (Appendix Ed. 5).

(3) The powers of governors of technical colleges and art schools as conferred by the relevant instruments and articles of government.

(4) The financial control by the County Council as set out in the Schemes of Divisional Administration.

So far as paragraph (*kk*) in the First Schedule to the Scheme is concerned, the councils of Excepted Districts have entered into agreements under seal with the County Council which agreements set out the conditions under which the day-to-day maintenance of education properties is exercised, the limit of authority and the conditions attached to the exercise of that authority in respect of minor capital works. Provision is also made for major capital works to be carried out by the District Council subject in all cases to the approval by the County Council of each specific project and to the preparation by the County Architect of plans and specifications in relation to each such project. The agreements provide for reimbursement of expenses incurred by the District Council and for payment for the services of its Surveyor or Parks Superintendent and their staffs.

Additional Schemes were made in 1950 to enable the Divisional Executives to exercise functions in respect of Further Education as set out in the Schedule to the Scheme (specimen of that relating to Hayes and Harlington follows as Appendix Ed. 6).

---

*Of the Education Appendices only Appendix Ed. 5 has been reproduced in this publication—see Table of Contents on page 12 for details.

Constitution

The Schemes of Divisional Administration provide for the appointment of a Committee to which shall stand referred the functions of the District Council under the Scheme. These are constituted as follows: —

	District Council Members	Co-opted Members	County Council Members	Total
Acton	18	8	2	28
Brentford and Chiswick ..	20	10		30
Ealing	22	8	2	32
Edmonton	18	4	2	24
Enfield	18	7	2	27
Finchley	11	2	2	15
Harrow	20	8	2	30
Hayes and Harlington ..	All (24)	8	2	34
Heston and Isleworth	All (36)	5	2	43
Hornsey	20	8	2	30
Hendon	20	8	2	30
Southgate	20	8	2	30
Tottenham	20	4	2	26
Twickenham	20	8	2	30
Wembley	20	8	2	30
Willesden	24	4	2	30

District Council members and Co-opted members are appointed annually by the District Council except in the case of Brentford and Chiswick where Council members only are appointed by the Borough Council, the other 10 Co-opted and County Council members are appointed by the County Council and of these five at least must not be members of the County Council. The County Council at the request of any District Council may appoint additional members in which case District Council members shall be at least two-thirds of total membership of committees.

A proposal by Brentford and Chiswick Council to make a varying Scheme to bring it into line with the other Excepted Districts is under consideration.

Staff

Each Divisional Executive has an education office and the services of a local Education Officer. The staffing of the offices is in accordance with establishments approved by the County Council. The staff, with certain exceptions which are appointed by the County Council on the recommendation of Joint Committees of the Divisional Executives and the County Council, are appointed by the Divisional Executive but are employees of the County Council and their appointment and dismissal is governed by the Standing Orders, Staff Regulations, &c., applicable to staff of the County Council.

In each case, the Town Clerk or the Clerk of the Urban District acts as Clerk to the Divisional Executive in connection with the functions of the Council under the Scheme and payment is made by the County Council to the respective District Council for his services.

The teaching and non-teaching staff at County primary and secondary schools are all employees of the County Council though in general, appointments are made by the Divisional Executives in accordance with establishments approved by the County Council and at scales or rates of remuneration for the time being adopted by the County Council and insofar as teachers are concerned subject to the assessment of their salaries by the County Council. With few exceptions, the teaching and non-teaching staff at voluntary primary and secondary schools are appointed by and to the service of the governors/managers.

The appointment of head teachers of County secondary schools is at present made by the County Council on the nomination of a Joint Committee of the Divisional Executive* and the County Council, members of each authority on that committee being equal in number. The head teachers of primary schools are appointed by the Divisional Executive after due regard to any recommendation of the County Council with respect to such appointments. Assistant teachers are appointed by the Divisional Executive subject to certain overriding powers of the County Council particularly in relation to transfers and the appointment of new entrants. With certain exceptions the appointments of head teachers of voluntary schools are made by and to the service of the governors/managers.

In all but two cases (Ealing and Tottenham) the services of the Borough/District Treasurers and their staffs are used for the keeping of accounts, &c., of the Divisional Executives and payment is made by the County Council to the District Council for these services. The County Treasurer is responsible for the accounts of the Ealing and Tottenham Divisional Executives and for the audit of the claims of the other Divisional Executives. The approved net expenditure of each Divisional Executive is reimbursed by the County Council.

Non-Excepted Districts

There are four Divisional Executives—covering eight districts of the County which are not Excepted Districts—constituted by a Scheme of Divisional Administration made by the County Council. They are as follows:—

Division and designation of Executive	County Districts comprised in Division and members to by appointed by each Council		Members appointed by County Council	Co-opted Members	Total membership of Divisional Executive
(1)	(2)		(3)	(4)	(5)
South-West Middlesex	Feltham	6	8	4	28
	Staines	6			
	Sunbury-on-Thames	4			
North-West Middlesex	Ruislip-Northwood ..	7	8	4	29
	Uxbridge	7			
	Yiewsley and West Drayton	3			
Southall ..	Southall	14	6	3	23
Wood Green	Wood Green	14	6	3	23

---

* Where the articles of government of a County or voluntary secondary school wholly or mainly serving the area of the Divisional Executive provide for the appointment of the head teacher on the nomination of a Joint Committee of the governors and the County Council, the Divisional Executive is empowered to nominate such proportion of the County Council's Members on such Joint Committee as will give them equal representation with the County Council.

These Divisional Executives are officially independent of the Councils of the County Districts which they serve, but generally speaking the functions delegated by the County Council to each of these Divisional Executives follow closely the functions which are exercised by the Excepted Districts under their Schemes of Divisional Administration. A notable exception is in relation to the Development Plan in respect of which the Non-Excepted Districts are empowered only to make recommendations to the County Council. A copy of the Scheme follows (Appendix Ed. 7) and the functions of the Divisional Executives are set out in Clause 10. Each Divisional Executive has the services of a Divisional Education Officer and staff in accordance with establishments fixed by the County Council. The Divisional Education Officer acts as Clerk of the Divisional Executive. The Divisional Executive is required to meet at least seven times in each financial year and may appoint such committees and sub-committees as it may consider expedient. It may make Standing Orders for the regulation of its proceedings or for the proceedings of any of its committees or sub-committees and the Clerk of the County Council and the Chief Education Officer have the right to attend meetings of the Divisional Executive or of any committee or sub-committee thereof either personally or by representative as also may any other Chief Officer of the County Council when any matter with which his Department may be concerned is under consideration. The Standing Orders of the County Council as in force from time to time apply to any matter which under the Scheme of Divisional Administration is expressed to be subject to the provisions of the Standing Orders. The Scheme also contains provisions regulating the meetings and proceedings of Divisional Executives.

The powers of the Divisional Executives with regard to the management of County and voluntary schools are included in Articles 10, 13, 14 and 15 of the Scheme (Appendix Ed. 7).*

The County Council's Scheme of Divisional Administration delegates to the Divisional Executives of the Non-Excepted Districts similar functions with regard to Further Education to those set out in the Schedule to the Excepted Districts Scheme. (Appendix Ed. 6).*

District Sub-Committees

Two District Sub-Committees have been appointed to deal with certain educational functions in the districts of Potters Bar and Friern Barnet respectively, consisting in the case of Potters Bar of 14 persons, of whom four are appointed by the County Council, six by the District Council, and four co-opted members at least one of whom must be a woman and one a teacher, and in the case of Friern Barnet of 17 persons, four being appointed by the County Council, nine by the District Council and four co-opted members at least one of whom must be a woman and one a teacher.

The District Sub-Committees are given power to appoint such committees and sub-committees as they may consider expedient and the delegation to the District Sub-Committees is subject to the Standing Orders and Regulations of the County Council as from time to time are in force and to the special conditions which are set out in the Order of Reference and Delegation to the District Sub-Committee. The District Sub-Committees are sub-committees of the County Education Committee having power to act in a limited number of matters whilst in others they are empowered to make recommendations to the Education Committee of the County Council, which recommendations are normally considered in the first place by the appropriate sub-committees of the County Education Committee.

A copy of the Scheme constituting the District Sub-Committees follows (Appendix Ed. 8).*

School Health Service

The operation of the National Health Service Act made it necessary to review the arrangement which the County Council had made to provide the school health service under the Education Act, 1944. The Council considered it was essential to have very close co-ordination between the two services (*i.e.*, the local health service and the school health service) and this was embodied in the following arrangements:—

---

* Not as reproduced in this production.

(1) That the principle of integration of the County School Health Service with the National Health Service so far as possible and subject to such exceptions as are hereinafter mentioned, be approved.

(2) Medical inspection under the Education Act, 1944, is a function of the County Council as Education Authority and should therefore be provided by the Council in that capacity. This includes:—

(*a*) Following up pupils who are found on inspection to need supervision or treatment;

(*b*) ensuring the cleanliness of pupils;

(*c*) encouraging pupils to obtain any treatment that they require;

(*d*) deciding the classes to be inspected, times of inspection, &c.

(*e*) securing the hygienic condition of education establishments maintained by the County Council as Education Authority;

(*f*) receiving reports of the inspections both as regards medical and dental inspections.

(3) Such medical treatment under the Education Act, 1944, as it may be the duty of the County Council to provide should in future be provided by the County Council as Local Health Authority. This includes:—

(*a*) referring to consultants pupils in respect of whom further advice is needed;

(*b*) assisting pupils to obtain treatment other than domiciliary treatment;

(*c*) providing pupils with treatment other than domiciliary treatment which is not otherwise available;

(*d*) encouraging pupils to obtain any treatment that they require;

but does not include:—

(*a*) treatment in residential special schools whether in or out of the County;

(*b*) treatment given in child guidance clinics other than specialist treatment;

(4) The staff used for the purpose of medical inspection under the Education Act, 1944, shall be appropriate members of the staff employed by the County Council as Local Health Authority and whom the County Council would formally appoint also to its School Health Service.

(5) At least one of the members of every District Council on the Local Area Health Committee shall be in the case of Excepted Districts a member of the Local Committee for Education and in any other case a member of the Divisional Executive or District Sub-Committee.

(6) At least three members of the Statutory Health Committee shall be members of the County Council who are also members of the County Education Committee.

The County Medical Officer of Health is the Principal School Medical Officer and the Chief Dental Officer is the Principal School Dental Officer for the purposes of the School Health Service and Handicapped Pupils Regulations, whilst the Area Medical and Dental Officers act as the School Medical and Dental Officers respectively for the Education Divisional Executives in the various local health areas.

School Health Services Provided under the Education Act, 1944

Section 34. Ascertainment of children requiring special educational treatment.

Medical examinations are carried out mainly by the Council's own medical officers and there is close co-operation with the Maternity and Child Welfare Services so that children are ascertained at as early an age as possible and full advantage is taken of the special educational facilities provided by the Council in day and residential schools for handicapped pupils or in suitable cases of home tuition.

Section 48. Medical (including dental) inspection at appropriate intervals of pupils in attendance at maintaining schools, and to make such arrangements for securing the provision of free treatment as are necessary either under the Education Act or otherwise.

The School Health Service and Handicapped Pupils Regulations require the general medical examination of every pupil on not less than three occasions during the period of compulsory school age and on such other occasions as may be necessary or desirable, while dental inspections are required of every pupil on admission to school and on such later occasions as may be practicable and necessary.

In the year 1957 92,355 periodic medical inspections and 143,902 dental inspections were carried out. In addition, facilities exist at the clinics whereby parents, teachers, &c., can arrange for children to be specially examined if at any time this appears desirable.

The County Council's clinics also provide for the treatment of minor ailments, eye defects, ear, nose and throat defects, orthopaedic defects, speech defects, and for the giving of child guidance treatment and, where necessary, arrangements have been made with the appropriate Regional Hospital Boards for the attendance of specialists at the clinics and with the Hospital Management Committee for the provision of appliances. Special arrangements have also been made for two audiology units and two cerebral palsy units in conjuction with day special schools.

A complete dental treatment service is provided, including orthodontic treatment. There are facilities for any necessary X-rays and any necessary appliances are made in the Council's own two dental workshops.

A copy of the latest annual report of the Principal School Medical Officer, *i.e.*, for the year 1957, which comments in detail on the services provided, will be forwarded in due course.

Some 500 children placed each year in suitable homes for periods of convalescence. No charge is made in respect of those children attending County Council maintained schools but the parents of children attending non-maintained schools are assessed according to their means.

Section 54. Examination of pupils in attendance at maintained schools whenever such examinations are necessary in the interests of cleanliness. These examinations to be carried out by health visitors in their capacity of school nurses. Owing to the shortage of trained staff a number of health assistants are at present employed to assist the health visitors in this work.

Arrangements are made for the actual cleansing of children at the County Council's clinics after the issue of the appropriate notices required by the Act.

Section 57. Ascertainment of ineducable children.

Medical examinations are carried out by members of the County Council's medical staff specially approved for this purpose.

Agricultural and Horticultural Education

With the passing of the Agriculture (Miscellaneous Provisions) Act, 1944, the provision of agricultural education at farm institute level and below became a function of the local education authorities, although it continued mainly to be grant-aided through the Ministry of Agriculture. The responsibilities placed upon the local education authorities in respect of education bearing on agriculture outside schools are:—

(i) the provision and maintenance of farm institutes;

(ii) the provision of courses of instruction, theoretical or practical, for persons engaged in the agricultural and horticultural industries;

(iii) the provision of instruction and advice in production matters for domestic producers;

(iv) the provision of instruction and advice for all sections of the community in the utilisation of home-produced food.

The rapid urbanisation of Middlesex between the wars led to a general decline in the number of agricultural and horticultural industries in the County but they still remain of some importance in the outer fringes. A high density of population has produced a great number of domestic gardeners and, since the majority work in factories and offices, horticulture and its allied interests become an important recreative hobby as well as a means to provide home-produced food.

As well as catering for these needs the County agricultural and horticultural service has been extended to provide technical advice and instruction for the authority's schools—for teachers of school gardening and nature study—by means of teachers' and residential courses, and through visits and on-the-spot demonstrations.

The authority does not maintain a farm institute but students are enabled by financial assistance to attend institutes maintained by other authorities.

The service operates as a County service under the control of the Education Committee and is not subject to delegation under the Schemes of Divisional Administration.

The Technical staff under the general control of the Chief Education Officer includes:—

A County Organiser of Agricultural and Horticultural Education.

Two Horticultural Instructors.

One Small Livestock Officer.

One Beekeeping Officer (who is also responsible for some horticultural instruction).

The County Council has established a horticultural station at Norwood Hall, Southall, to:—

(i) Provide a centre for demonstrations and practical instruction in the theory and practice of gardening, beekeeping and care of small livestock.

(ii) Provide material for demonstrations and lectures.

(iii) Provide material for schools, *e.g.*, plants, cuttings, &c.

The day-to-day work of the service covers:—

Visits to schools in connection with school gardening, nature study, &c., advising, instructing and demonstrating.

Visits and advice to domestic producers—707 advisory visits were made in the year ended 5th November, 1957.

Teachers' courses.

Lectures at evening institutes and to various organisations, &c., horticultural and livestock societies, beekeeping associations, Townswomen's Guilds, Women's Institutes, Young Farmers' Clubs, &c.—514 were undertaken in 1957.

Judging and staging educational exhibits at District and Horticultural Societies' Shows.

Advising students on agricultural careers and assisting in selection of students for County Awards at Universities and other establishments of Further Education.

Organising residential courses at various centres in the County.

Advisory work on estate matters and school gardening in respect of the County Council's Residential Special Schools.

Arranging day-release courses for Parks employees and Floristry apprentices.

Arranging courses on the growing and preservation of home produced food for various organisations (chiefly women) at Norwood Hall.

Preparing examinations in practical horticulture.

Advising Evening Institutes with regard to Agricultural Education generally and selecting and training instructors.

Youth Employment Service

Following the passing of the Employment and Training Act, 1948, the County Council submitted to the Minister a Scheme under which the Council undertook to provide a Youth Employment Service for the whole of its area. This Scheme was approved by the Minister on 2nd May, 1949, and a copy of the approved Scheme with amendments approved by the Minister on 21st April, 1952, and 17th June, 1957, follows (Appendix Ed. 9).

The functions of the County Council under the Scheme are exercised by the Education Committee, and the Act makes no provision for these functions to be delegated to Divisional Executives whether of Excepted or Non-Excepted Districts. The 21 Youth Employment Committees which have been set up under the Scheme report to the Education Committee through the Further Education Sub-Committee, and each Youth Employment Committee has the duty of advising the Education Committee on the development and working of the Youth Employment Service in its own district. There is a Youth Employment Committee for each of the 20 Divisional Executive areas and one for Potters Bar. Friern Barnet is attached for Youth Employment purposes to Finchley.

The day-to-day work of the Service is carried out by 52 professional officers, assisted by clerical staff. The large majority of these officers work from the 26 full-time and five part-time local Youth Employment Bureaux provided under the Scheme; the three vocational guidance officers working from the central county office are specialists in advisory work for older school leavers, and also advise pupils about to leave the authority's residential special schools. The work of all these officers is co-ordinated by the County Youth Employment Officer under the direction of the Chief Education Officer.

The obligation undertaken by the County Council in paragraphs 4 to 7 of the Scheme to offer information and advice to school leavers of all ages is carried out in the following ways:—

(*a*) by the supply to schools and Youth Employment Bureaux of reading matter, of which some is received from industrial organisations and professional bodies through the Central Youth Employment Executive and some is prepared by the vocational guidance officers on the head office staff:

(*b*) by the use of appropriate visual aids;

(*c*) by arranging, in co-operation with Head Teachers, for parties of pupils to visit employers' establishments;

(*d*) by talks given to groups of pupils or parents by officers of the Service or by voluntary advisers expert in particular occupations;

(*e*) by private interviews given to pupils and/or parents by officers of the Service.

The work of placing young people in employment is assisted by the issue of a weekly County clearing-house list and by the exchange of such lists with neighbouring Authorities.

The review of progress of young workers which is required under paragraphs 11 and 12 of the Scheme is carried out, in the main, on the Open Evening which it is customary for each Bureau to hold once a week. Boys and girls are invited to attend to discuss progress to date and plans for the future.

The administration of unemployment benefit and the payment of assistance grants for which the County Council is responsible under Part II of the Scheme must be carried out in accordance with detailed instructions issued by the Minister which are, in general, the same in relation to young people as in relation to adults.

Statistics

Some details of the performance by the County Council in the field of education and of education expenditure follows as Schedules "A" and "B."

Defects which have been encountered

It is to be expected that some difficulty and sense of frustration is likely to occur under any system of two-tier organisation. Nevertheless, it is considered that the difficulties and frustrations have been of a comparatively minor order, that no legislation is necessary or desirable to remedy them and that the position can best be met by improvement in the operation of delegated powers.

II—Defects Due to the Organisation of Local Government in the Greater London Review Area as a Whole

It is not considered that any defects are due to this.

III—Outline of Views on How Defects may be Remedied

The view is held that the best way of remedying the minor defects which have been encountered lies in improvement in the operation of delegated powers, and that this can best be achieved by implementing the recommendations of the Middlesex Local Government Conference Committee which were submitted to the County Council in November, 1954. This Committee comprising representatives of the County Council and the District Councils considered whether and in what way greater and fuller delegation could be achieved within the framework of the existing law. Owing to the Government's White Papers on Local Government the conclusions reached were not implemented. These recommendations were:—

" (i) *Delegation of Functions*

That the following functions should be the subject of complete delegation, subject to any general regulations made by the County Council, including financial control:—

(*a*) Nursery Schools.

(*b*) Purchases of equipment and stores (other than central purchases) and excepting the provision of furniture for new schools and other capital works of £5,000 and over.

(*c*) The discovery of children who may be handicapped and the procedure of ascertainment in accordance with Section 34 of the Education Act, 1944.

(*d*) User of school premises out of school hours for educational purposes.

(*e*) Provision and administration of school camps, holiday classes and recreational activities.

(ii) *Financial Control and Estimates*

That the control of the County Council over expenditure by Divisional Executives be limited to control under the following 11 headings, and that the Divisional Executives have discretion as to the distribution of expenditure among the various types of schools within the limits of the 11 approved totals, subject to the observance of such standards as related to the seven different types of schools may be determined by the County Council from time to time after consultation with the Divisional Executives:—

(1) Salaries of Teachers.

(2) Employers' Contributions (Teachers' Superannuation).

(3) Salaries and Wages (other than teachers).
(4) Expenses of Instruction.
(5) National Insurance.
(6) Miscellaneous.
(7) Furniture.
(8) Rent, Rates, Taxes and Insurance.
(9) Upkeep of Buildings and Grounds.
(10) Fuel, Light and Cleaning (Wages).
(11) Fuel, Light and Cleaning (Other Expenses).

(iii) *Preparation of Estimates*

That some system of standards is a reasonable and practicable procedure in the preparation of a budget by a Divisional Executive for educational purposes provided:—

(*a*) that there is an annual review of such standards by the County Council after consultation with the Divisional Executives; and

(*b*) that it is recognised that there are limited areas of expenditure to which standards cannot be applied.

(iv) *Assessment and Payment of Salary and Wages of Teaching and Non-Teaching Staff*

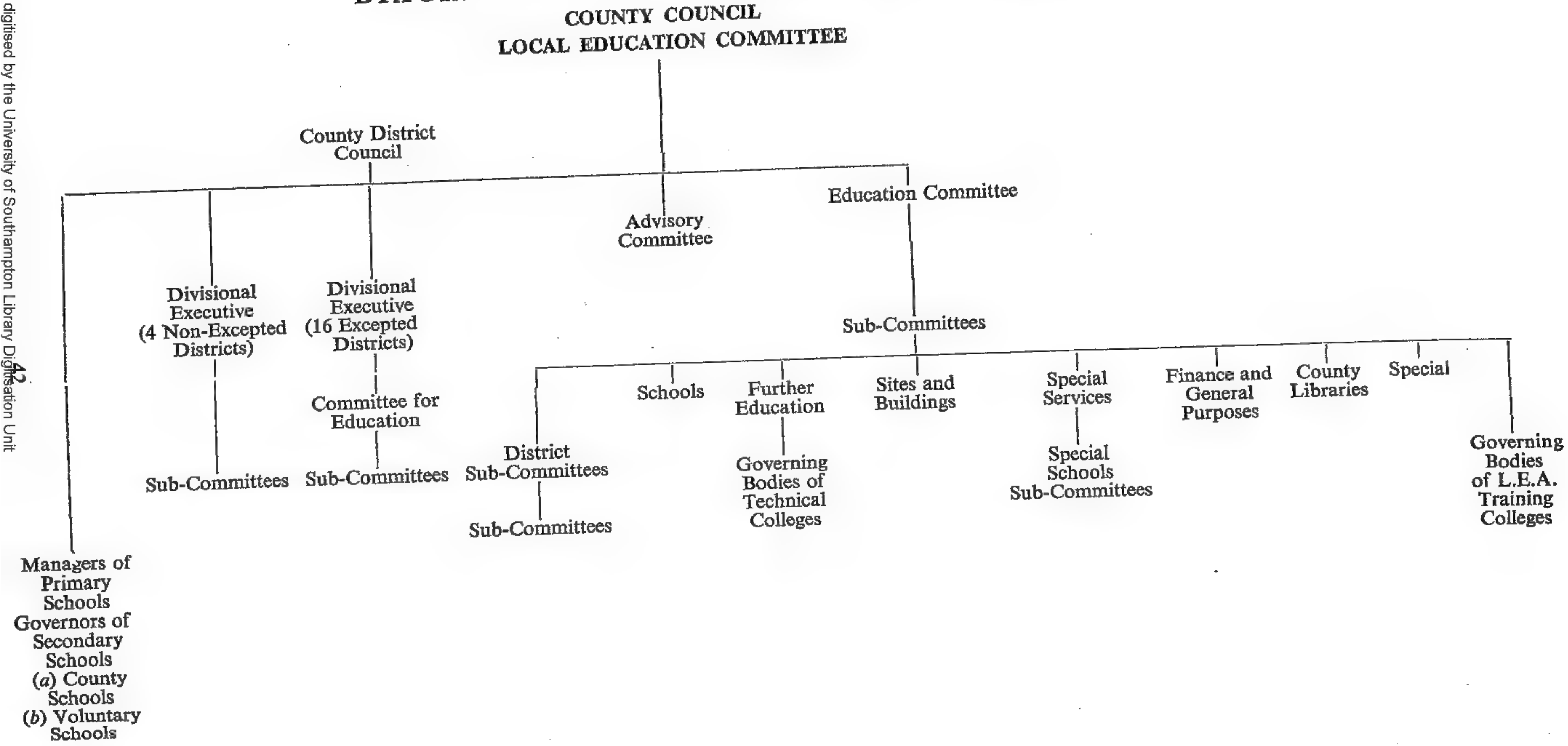
(*a*) That no change be made in the present arrangements under which the assessment and payment of salaries and wages of teachers is carried out centrally in the Department of the County Treasurer.

(*b*) That those Divisional Executives who are prepared to undertake the work of assessing and paying the salaries and wages of non-teaching staff at a cost to the County Council either the same or less than the cost of the present arrangements be allowed to do so on terms and conditions to be determined by the County Council and embodied in an agreement.

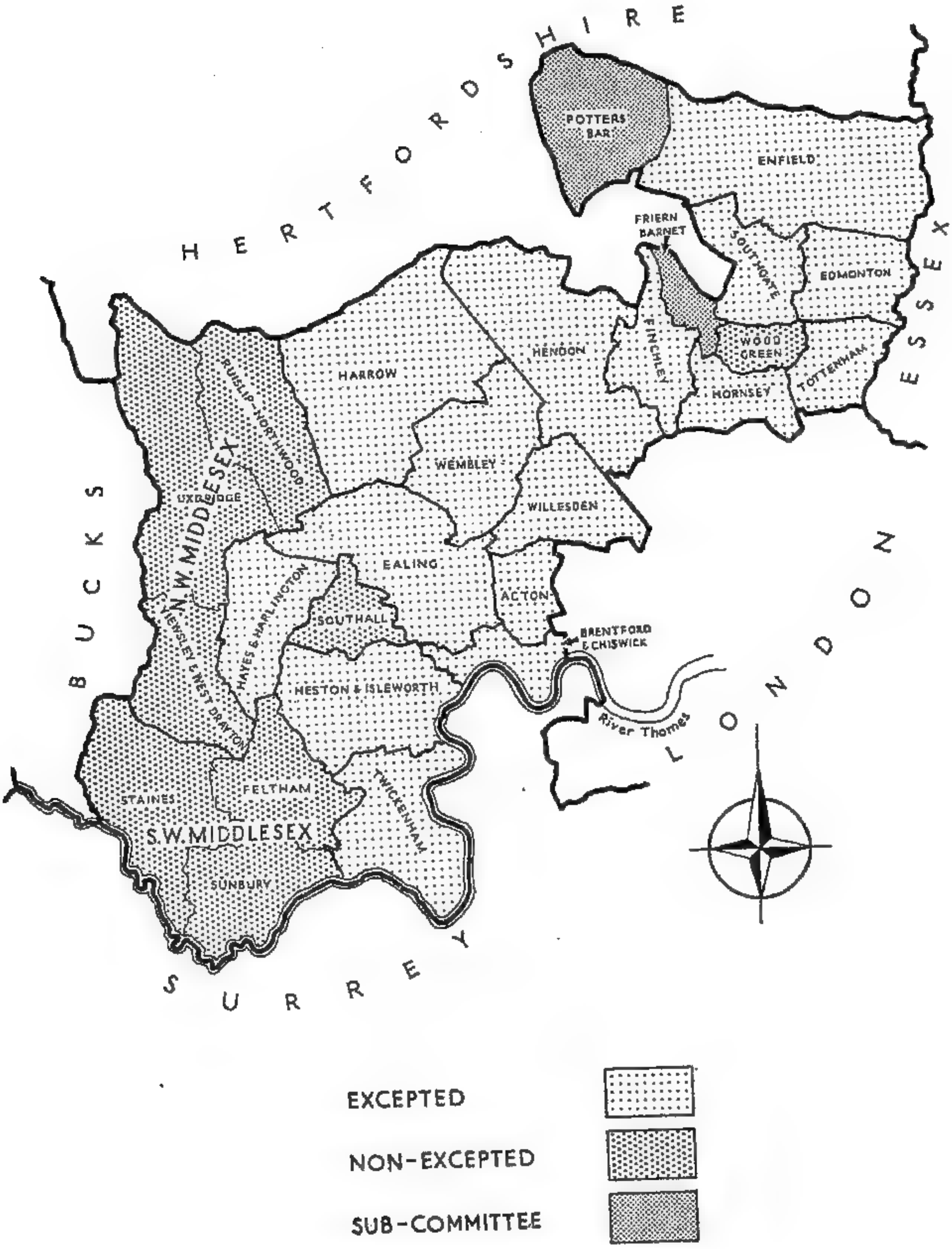
(v) *General*

That any reference to delegation in the recommendations be deemed to mean delegation not only to the Divisional Executive of an Excepted District, but also as far as may be possible to the Divisional Executive of a Non-Excepted District and to a District Sub-Committee."

DIAGRAM SHOWING DIVISIONAL ORGANISATION


COUNTY COUNCIL
LOCAL EDUCATION COMMITTEE
County District Council
Advisory Committee
Education Committee
Divisional Executive (4 Non-Excepted Districts)
Sub-Committees
Divisional Executive (16 Excepted Districts)
Committee for Education
Sub-Committees
Sub-Committees
District Sub-Committees
Sub-Committees
Schools
Further Education
Governing Bodies of Technical Colleges
Sites and Buildings
Special Services
Special Schools Sub-Committees
Finance and General Purposes
County Libraries
Special
Governing Bodies of L.E.A. Training Colleges
Managers of Primary Schools
Governors of Secondary Schools
(a) County Schools
(b) Voluntary Schools

DIVISIONAL EXECUTIVES EDUCATION



SCHEDULE "A"

Performance in the Education Field by the County Council

The County Council throughout the present century has made a significant contribution to education.

In the early years under Sir Benjamin Gott, its first Education Officer, a network of grammar schools was built which was held in high esteem throughout the country.

Middlesex was one of the first—if not the first—to make its whole entry into Grammar Schools by merit—the 100 per cent. Special Places arrangement.

The years immediately prior to the war were the years of rapid urbanisation of Middlesex. During this period the Council not only erected a great number of both secondary and elementary schools but built up a series of new and excellent technical colleges.

Performance since the war is illustrated by the following reference which was made by Sir Edward Boyle, the Parliamentary Secretary to the Ministry of Education in the House of Commons on Thursday, 3rd April, 1958:—

> " I should here like to pay a tribute to the Middlesex Education Authority for the way it has solved its very difficult problems in so many parts of the county. Incidentally, there are a large number of secondary modern schools which are gaining very much in prestige and esteem in a way most creditable to the county "

and by the statistics which follow.

Maintained Schools—Primary and Secondary

Primary Schools

	1946		1958	
	Number of Schools	*Pupils on Roll*	*Number of Schools*	*Pupils on Roll*
Nursery	18	933	13	720
Junior and Infant:—				
(*a*) County	425	142,278	506	154,395
(*b*) Voluntary	112	24,943	116	29,893
Total Primary Schools	555	168,154	635	185,008

Note.—In 1946 there were 38 County and 42 Voluntary unreorganised primary schools, which were also accommodating senior pupils. By 1958 these numbers had been reduced to 1 and 18 respectively.

Secondary

	1946		1958	
	Number of Schools	*Pupils on Roll*	*Number of Schools*	*Pupils on Roll*
(*a*) County Schools:—				
Modern	124	40,643	147	71,507
Grammar	39	20,221	49	26,205
Comprehensive	—	—	2	2,014
Technical	22	3,983	20	4,198
Total	185	64,847	218	103,924

	1946		1958	
	Number of Schools	*Pupils on Roll*	*Number of Schools*	*Pupils on Roll*
(*b*) Voluntary Schools:—				
Modern	6	1,379	9	3,353
Grammar	14	6,983	16	8,716
Total	20	8,362	25	12,069
Total Secondary Schools ..	205	73,209	243	115,993
Grand Total Primary and Secondary Schools	760	241,363	878	301,001

Special Schools

Day	10	1,043	14	1,764
Residential	—	—	11	785
Total Special Schools	10	1,043	25	2,549

Maintained Grammar Schools—Sixth Form Provision

The number of pupils in the Sixth forms in maintained secondary grammar schools has increased from 1,841 in 1946 to 4,066 in 1958.

Maintained Modern Schools—Pupils over Statutory School Age

	15–16 *Years*	16–17 *Years*	17–18 *Years*	18 + *Years*	*Total*
1949	829	34	2	—	865
1958	4,076	758	67	15	4,916

Supplementation to Maintained School Provision by Placement in Schools at which Fees are Payable (excluding Handicapped Pupils)

1. *Day Schools*

(*a*) Pupils for whose fees the County Council was wholly responsible under Section 6 of the Education Act, 1953, at January, 1958:—

	Number of Pupils
Direct Grant Schools:—	
Middlesex	865
Out-County	868
Independent Schools:—	
Middlesex	582
Out-County	171
Total free places	2,486

(*b*) Pupils for whose fees the County Council was wholly or partially responsible under Section 81 of the Education Act, 1944, at January, 1958:—

	Number of Pupils
Independent Schools:—	
Middlesex	272
Out-County	211
Total assisted places	483

2. *Boarding Schools and Training Ships*

Pupils for whose fees the County Council was wholly or partially responsible under Section 81 of the Education Act, 1944, at January, 1958:—

Public schools, under agreed schemes ..	311
Other boarding schools	224
Training ships	27
Total	562

Full-time Teachers in Establishments maintained by the County Council

	Primary including Nursery	*Secondary*	*Special*	*Further Education*	*Training Colleges*	*Total*
1946	4,751	3,251	59	110	31	8,202
1958	5,974	5,488	214	618	45	12,339

Establishments of Further Education—Students

(*a*) 1946–47

Type	Number of Students				Total Student Hours
	Full Time	Part-time Day	Evening	Total	
Technical Colleges ..	744	6,920	23,690	31,354	2,913,410
Schools of Art ..	1,179	780	3,461	5,420	873,905
Aided Institute ..	—	777	318	1,095	24,126
Other Classes	—	80	212	292	14,991
Evening Institutes ..	—	—	23,099	23,099	913,404
Totals	1,923	8,557	50,780	61,260	4,739,836

(*b*) 1956–57

Type	Number of Students				Total Student Hours
	Full Time	Part-time Day	Evening	Total	
Technical Colleges ..	2,991	16,379	36,495	55,865	7,995,771
Schools of Art ..	1,702		4,665	6,367	1,021,520
Aided Institute ..	320		1,396	1,716	59,936
Other Classes	—	99	364	463	66,397
Evening Institutes ..	—	—	57,919	57,919	2,347,605
	21,491		100,839	122,330	11,491,229

Further Education—Awards to Students

	1945–56		1956–57	
	No.	*Value* £	*No.*	*Value* £
Major Awards	1,241	64,805	3,486	666,370
Teacher Training Grants	237	11,993	776	62,871
Minor Awards	300	7,000	369	22,550
Total	1,778	83,798	4,631	751,791

Building Since 1946

Major Building

Primary and Secondary Schools	
Number of new schools completed since 1946	176
Number of places provided	67,010
Approximate cost	£23,588,400
Special Schools	
Number of special schools established or extended since 1946..	14
Number of places provided	1,186
Approximate cost	£286,700
Further Education	
Number of major extensions or adaptions completed since 1946	18
Approximate cost	£2,526,200
Teachers Training	
Number of major adaptations or extensions completed since 1946	4
Approximate cost	£324,100

Minor Works

	No. of Projects	*Cost* £	*No. of School Places*
Minor Works	2,506	2,287,178	11,969
H.O.R.S.A. Programme	99	628,412	9,885
Prefabricated Hut Programme	33	143,369	3,670
Timber Hut Programme	28	39,665	1,815
	Total		27,339

SCHEDULE "B"

Education Capital Expenditure

	£
Expenditure prior to 1945–46	12,995,000
Actual expenditure 1945–46	149,700
,, ,, 1946–47	54,200
,, ,, 1947–48	610,200
,, ,, 1948–49	1,504,000
,, ,, 1949–50	1,744,700
,, ,, 1950–51	2,742,500
,, ,, 1951–52	3,720,300
,, ,, 1952–53	3,620,600
,, ,, 1953–54	3,296,700
,, ,, 1954–55	2,956,400
,, ,, 1955–56	2,943,700
,, ,, 1956–57	3,261,000
Estimated expenditure 1957–58	3,000,000
Budgeted ,, 1958–59	2,637,000
Total Capital Expenditure	£45,236,000

	£
Actual Loan Debt Outstanding 31st March, 1957	25,043,000
Net estimated additional Loan Debt 1957–58	1,302,000
,, ,, ,, ,, ,, 1958–59	982,000
Estimated Loan Debt outstanding 31st March 1959	£27,327,000

Education Revenue Expenditure

	Gross Expenditure	Income other than Grant	Grant Income	Net Rate-borne Expenditure	Equivalent rate in £
	£	£	£	£	s. d.
1945–46 ..	8,461,000	610,000	3,980,000	3,871,000	3 7·3
1946–47 ..	9,879,000	736,000	4,632,000	4,511,000	4 1·6
1947–48 ..	11,620,000	872,000	5,597,000	5,151,000	4 7·5
1948–49 ..	12,935,000	926,000	6,254,000	5,755,000	5 4·2
1949–50 ..	14,334,000	978,000	7,247,000	6,109,000	5 8·5
1950–51 ..	15,427,000	1,042,000	7,821,000	6,564,000	5 11·5
1951–52 ..	17,437,000	1,254,000	8,934,000	7,249,000	6 6·0
1952–53 ..	19,349,000	1,341,000	10,146,000	7,862,000	7 0·0
1953–54 ..	19,865,000	1,450,000	10,275,000	8,140,000	7 2·4
1954–55 ..	21,846,000	1,501,000	11,559,000	8,786,000	7 7·5
1955–56 ..	23,778,000	1,634,000	12,777,000	9,367,000	8 0·0
1956–57 ..	27,231,000	1,843,000	14,753,000	10,635,000	5 2·0 (revaluation)
1957–58 .. (Estimated)	30,036,000	1,981,000	16,162,000	11,893,000	6 0·9
1958–59 .. (Budget)	31,410,000	2,049,000	16,957,000	12,404,000	6 4·0

Average estimated gross cost per pupil, 1958–59		£ s. d.
Primary Schools		45 9 0
Secondary Schools—		
Grammar and Comprehensive	£84 10 0	
Modern	61 1 0	
Technical	92 15 0	
Average of all Secondary Schools		69 8 0

APPENDIX ED. 5

Divisional Administration of Functions with regard to Education

I.—Regulations relating to major functions which have been made by the County Council with the concurrence of the Advisory Committee.

1. Aid to Pupils—Scales of Aid.
    - (*a*) Maintenance grants to pupils over compulsory school age.
    - (*b*) Payments for board and lodging.
    - (*c*) Allowances for school uniform clothing.
    - (*d*) Assistance towards fees in respect of Junior Exhibitions in Music.
    - (*e*) Provision of clothing to necessitous pupils.
    - (*f*) School journeys to the continent.
    - (*g*) Remission of charges for school meals.
    - (*h*) School funds and extra mural activities.
2. Transport of Pupils to School.
3. Issue of Advertisements.
4. School terms and holidays. (With the agreement of the Divisional Executives the County Council now issues a model scheme which Divisional Executives are empowered to vary at their discretion.)
5. Conditions of employment of teachers.
6. Instruments and Articles of Government of county schools.
7. Disposal of kitchen waste.

II.—Other Regulations relating to major functions made by the County Council.

(*a*) *Regulations concerned with financial and budgetary control.*

1. General Financial Regulations.
2. County Standards of permissible expenditure, including pupil/teacher ratio.
3. Fees for further education courses and minimum figures for class enrolment.
4. Discretionary payments under Burnham Awards for teachers.
5. Motor Car, &c., allowances for officers and others.

(*b*) *Regulations relating to establishment.*

1. Formulae in relation to establishment of:—
    - (*a*) Local education office administrative, &c., staff.
    - (*b*) Education Welfare Officers.
    - (*c*) School clerical assistants.
    - (*d*) School Welfare Assistants.
    - (*e*) School Meals Service staff.
    - (*f*) Schoolkeepers and cleaning assistance.
2. General conditions of service of non-teaching staff.

(*c*) *Central purchasing arrangements.*

In accordance with the provisions of the Schemes of Divisional Administration, Divisional Executives are required in cases where arrangements have been made for central purchasing to order supplies under such contracts as may be made from time to time.

ENVIRONMENTAL HEALTH SERVICES

Baths, Wash-houses and Bathing Places

I. By virtue of Part VIII of the Public Health Act, 1936, the District Councils have power to provide public baths, bathing places and wash-houses. They are enabled to charge for the use of these facilities and may make bye-laws for their regulation. Certain parallel powers are also contained in Sections 136–141 of the Towns Improvement Clauses Act, 1847, and Section 69 of the Town Police Clauses Act, 1847.

By virtue of Section 4 (3) of the Physical Training and Recreation Act, 1937, a County Council may provide the facilities authorised under Part VIII of the 1936 Act.

In Middlesex the District Councils provide the facilities under this heading and the County Council has not, up to the present time, utilised its powers under the 1937 Act. The Standing Orders of the County Council provide that the General Purposes Committee has charge of the functions of the Council relating to public swimming baths and bathing places other than in schools maintained or aided by the Council. Whilst these functions have not been exercised, swimming baths are provided in certain of the schools within the County; such provision has been made by the County Council as local education authority and not under the two Acts referred to above.

No defects have been encountered in connection with this function.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

Control of Water-Courses, Ditches and Ponds

I. Under Part XI of the Public Health Act, 1936, District Councils have powers for dealing with statutory nuisances in connection with water-courses, ditches and ponds and certain powers in respect of the cleansing of offensive ditches and the culverting of water-courses and ditches where building operations are in prospect. Apart from proceedings in respect of a statutory nuisance the powers conferred by Part XI of the 1936 Act are not to be exercised by the District Council in respect of any water-course, &c., within the jurisdiction of a Land Drainage Authority except after consultation with that Authority.

For land drainage purposes the County of Middlesex is divided into three parts (shown on the map WC/1 herewith) as follows:—

(*a*) In the west of the County the water-courses are in the jurisdiction of the Thames Conservancy. The streams and water-courses wholly or partly in Middlesex which are comprised in the " main river " of the River Thames are as follows:—

The Thames above Teddington Lock, River Ash, Bigley Ditch, Clare Hall Brook, Colne Brook, County Ditch, Staines, River Frays, Mimshall Brook, River Pinn, Portland Brook Potters Bar Brook, Poyle Channel and River Wyrardisbury.

(*b*) In the north of the County the water-courses are in the jurisdiction of the Lee Conservancy Catchment Board. The streams and water-courses wholly or partly in Middlesex which are comprised in the " main river " of the Lee Catchment area are as follows:—

River Lee, River Lee Navigation, River Lee Diversions, Stonebridge Brook, Pymmes Brook, Strawberry Vale Brook, Bounds Green Brook, Salmon Brook, Hounsden Gutter, Sadlers Mill Stream, Cuffley Brook or

Turkey Street Brook or Enfield Wash Stream, Small River Lee and Boundary Ditch, Enfield.

(*c*) In the central portion of the County the County Council has jurisdiction over approximately 70 miles of water-courses in the county which are outside the areas of the Thames Conservancy and the Lee Conservancy Catchment Board. The rivers dealt with by the County Council include the Brent, the Crane and their main tributaries. The Duke of Northumberland's River is really a canal and although part of it lies within the area of the Thames Conservancy it is wholly maintained by the County Council as it is owned by the Council.

This position arises because under schemes made in pursuance of the Land Drainage Act, 1930, whereby the Conservators of the River Thames became a Catchment Board and the Lee Conservancy Catchment Board was constituted the County Council was no longer responsible in respect of the " main rivers " as determined under that Act.

The County Council has the following powers:—

(1) The general powers of Section 50 of the Land Drainage Act, 1930, so that in respect of the central area of Middlesex outside the jurisdiction of the Thames Conservancy and the Lee Conservancy Catchment Board it has all the powers conferred upon Drainage Boards (Section 36 of the Act) of enforcing any obligation arising by reason of tenure, custom, prescription or otherwise; the powers conferred upon Drainage Boards (Section 44 of the Act) to require the removal of obstructions in water-courses and theoretically the default powers of Catchment Boards to exercise the powers of any Drainage Board whose powers are being exercised either not at all or not to the necessary extent (Section 10 of the Act). In fact, however, there are no internal Drainage Boards in Middlesex.

(2) By virtue of Section 35 of the Land Drainage Act all the powers conferred upon Drainage Boards by that Section. These powers are exercisable not only outside but also within a Catchment area, so that the County Council has the right to exercise the powers under this Section which are for the maintenance of water-courses, not only in respect of the central portion of Middlesex but also in respect of those portions of the County within the jurisdiction of the Thames Conservancy and the Lee Conservancy Catchment Board. In fact, however, the County Council has not, since these last two mentioned Authorities were constituted, exercised these powers within the areas under their jurisdiction.

Similarly the County Council has not exercised the additional powers which it possesses by virtue of the Middlesex County Council Act, 1944, in either of the two areas within the jurisdiction of the Conservancy or the Board, but where the County Council is riparian owner it has carried out works as such in these areas.

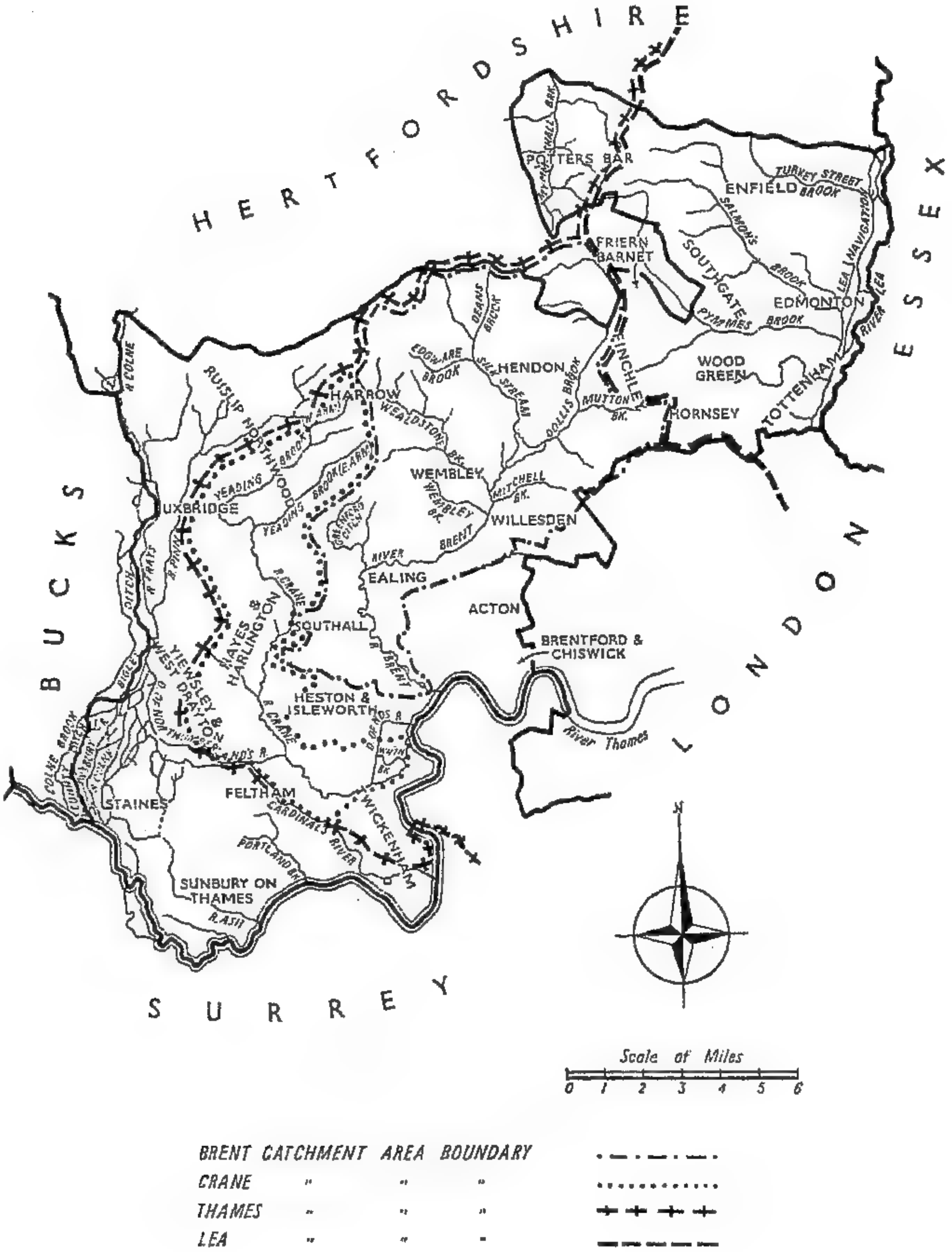
(3) Powers for the protection of streams under Part V of the Middlesex County Council Act, 1944, which are exercised in the central area. This Part is a re-enactment with amendments of provisions contained in a number of previous County Council Acts, the earliest being passed in 1898. These were rendered necessary mainly in consequence of the continued urbanisation of the County which resulted in serious flooding and pollution.

The powers contained in the 1944 Act are wider than those contained in the Land Drainage Act, 1930, particularly as those contained in the latter Act largely have regard to the effect which water-courses have upon agricultural land. The "main rivers" referred to above situate in the north and west parts of the County are, of course, excluded from the operation of this part of the Act, and the 1944 Act powers are not exercised by the County Council in these areas even in respect of streams which are not " main rivers."

Certain sections of Part V of the 1944 Act have been repealed by the Rivers

WC 1

MIDDLESEX
RIVER CATCHMENT AREA BOUNDARIES



(Prevention of Pollution) Act 1951, and those remaining in force give the County Council power to carry out improvements for the purpose of maintaining the purity and improving and freeing or keeping free of obstruction the flow of any stream, power to carry out improvements for the purpose of preventing floods and power in either case to purchase lands by agreement. In addition the County Council may, by notice, require an owner or occupier of lands to cleanse streams, carry out work in default and recover the expenses. Provision is made restricting buildings, &c., over streams without the prior consent of the County Council. Part V of the Act contains ancillary powers and also provisions for the protection of statutory undertakings.

The District Councils have, under Part V of the Act, power to remove and reconstruct any work within a stream which causes an obstruction provided the prior approval of the County Council is obtained and the new work maintained to the reasonable satisfaction of the County Council. These provisions are not to apply in the Borough of Tottenham except with the consent in writing of the Council of that Borough.

Section 160 of the 1944 Act enables any of the District Councils in the County to contribute towards the expenditure incurred by the County Council in the execution of Part V of the Act such sums as may be agreed between the two Authorities. This power has been used on occasion by a District Council to enable works to be carried out for which the County Council, but not the District Council, has power under the Act, and the circumstances are such that the District Council would if it had the powers itself, carry out the work. In effect, by utilising the power of contribution the County Council is able to carry out work at the expense of the District Council.

The position in the County as detailed above has been retained by the River Boards Act, 1948, Section 1, which excepts from the provision relating to the establishment of River Boards the Thames and Lee Catchment Areas the Administrative County of London and any area adjoining that County which was not, on 28th May, 1948, included in any Catchment area. Thus the central portion of Middlesex is excluded from a River Board area and the western and northern portions continue to be within the Thames and Lee Catchment areas. Special provisions are made by Section 7 of the Act whereby the appropriate Ministers may at any time, by order, provide that the the whole or any part of the areas excluded from Section 1 of the Act shall cease to be excluded and accordingly make such provisions as the Ministers think fit for the purpose of defining as or including in a River Board area the whole or part of the excluded areas.

Administration

The County Council exercises its powers in respect of water-courses in the manner mentioned above through its Highways Committee. It does not exercise powers in respect of ditches and ponds as such.

The County Engineer is responsible to the Highways Committee for this work and has a Senior Engineering Assistant with a technical staff mainly engaged on improvements and an Inspector and Foreman with about 50 riversmen engaged on this work on maintenance and on the prevention of pollution.

Financial

The following statement shows the Revenue Expenditure for the last five years and the Capital Expenditure of the County Council since 1898. These figures combine expenditure both on the control of water-courses and river pollution as the County Council does not keep separate accounts for these functions.

Financial Year	Expenditure				Income	Net Expenditure
	Rivers and Streams maintained by County Council	Precept and Annual Contribution paid to Thames Conservancy	Precept paid to Lee Conservancy	Total		
	£	£	£	£	£	£
1952–53 ..	55,256	28,220	53,200	136,676	4,606	132,070
1953–54 ..	44,326	32,217	76,408	152,951	4,812	148,139
1954–55 ..	48.054	31,829	66,957	146,840	5,315	141,525
1955–56 ..	52,192	37,113	67,626	156,931	4,924	152,007
1956–57 ..	57,538	47,007	63,354	167,899	5,980	161,919

CAPITAL EXPENDITURE (from 1898 to 31st March, 1957)—£386,014.
At present day values this would exceed £1 million.

Defects encountered

As will be seen under the present legislation the County Council has power to cleanse streams both under the Middlesex County Council Act, 1944, and under Section 50 of the Land Drainage Act, 1930. These powers are permissive and not mandatory and the County Council does not carry out the maintenance and cleansing of streams in the Catchment areas of the rivers under the jurisdiction of the Thames Conservancy and the Lee Conservancy Catchment Board, as it feels justified in carrying out such work only in the interests of the County as a whole and by co-ordinating improvements on the streams over which it exercises its powers for the whole length.

It can happen that part of a stream is maintained, for example, by the Thames Conservancy as part of its " main river " whilst the remaining portion of the stream is not maintained by any Authority.

In the central area also there are parts of streams which because they are not part of the " main river " are not maintained by the County Council. In these cases the provisions of Section 160 of the Middlesex County Council Act, 1944, are useful as they enable the County Council to carry out work at the expenses of the District Councils.

If similar provisions were to be exercised by the Thames Conservancy and the Lee Conservancy Catchment Board it would enable these bodies to carry out work on streams not forming pat of the " main river " at the expense of or with a contribution from a District Council which benefits from the work. At present there are cases where work is not carried out by any Authority because the Conservancy or Board have not extended their " main river " to the stream in question and the District Council has not the power to do the work or pay for it to be done.

Apart from this point which not is a defect fundamental to the arrangements themselves, there are many advantages to be seen in the present arrangements whereby the Thames Conservancy and the Lee Conservancy Catchment Board have jurisdiction over water-courses in their own areas and the Middlesex County Council has jurisdiction in respect of the remaining area within the County. The Public Health Act functions are properly those of the District Councils. The provision in the Middlesex County Council Act, 1944, whereby a District Council is enabled to contribute towards the expenditure of the County Council in carrying out its powers facilitates co-operation between the District Councils and the County Council and enables the cost of schemes to be financed in a manner which reflects both the local and County benefit which results. The vesting of the 1944 Act powers in the County Council enables works to be carried out in the interests of the County as a whole and for co-ordinated improvements to be carried out on the streams over which the County Council exercise their powers for the whole length. Local obstructions may under the Act be dealt with by the District Council subject to the approval of and to the satisfaction of the County Council.

It is felt by the County Council that the present arrangements in the Council's area are, subject to the point mentioned above, effective and convenient.

The creation of one overall land drainage Authority for the Greater London Area would have to include the catchment of all rivers flowing through the Area. This would bring in the Thames and Lee Catchments, and many on the South Bank of the Thames and would be too large for practicable purposes.

The Area now administered by the County Council must be the responsibility of one Authority as the complete catchment area must be under the control of a single body. The only alternative to the present arrangements would be the incorporation of the County Council's area in that of either the Thames Conservancy or the Lee Conservancy Catchment Board and of the two the former would seem to be the more appropriate as all the County Area drains into the Thames, although not above Teddington Lock. There would, however, be no advantage gained in incorporating the County Area in that of the Thames or Lee. It would merely be change for change sake and consequently the County Council would resist any such suggestion.

II. There is one defect which the County Council sees in the present arrangements which affects other Authorities in the Greater London Area in addition to Middlesex.

The County Council has for some years been very concerned at the erosion of the banks of the River Thames. Eight major cases of footpath erosion in the County are known to exist.

The County Council has considered this matter in conjunction with the Surrey County Council and the Thames Conservancy, and in the view of each of the three Authorities, steps should be taken by the Ministry of Housing and Local Government whereby responsibility, financial and otherwise is accepted for protective and remedial works on a national basis.

The present position is that the riparian owner has no liability to incur expenditure upon protective works nor to remedy the effects of erosion. He has the power to improve his own land but owing to the cost involved there is practically no likelihood of any works being carried out by him.

The District Councils and the County Councils have no liability to carry out any necessary works and again no single Authority is likely to carry out such works, having regard to the cost involved.

The Thames Conservancy has permissive powers to carry out works to the banks, but has no liability. Again, owing to the heavy expenditure involved the Conservancy has not been prepared to carry out works in respect of any major erosion.

The County Council and the District Councils may under the Thames Conservancy Act, 1932, contribute towards the cost of works for the preservation and maintenance of the banks.

The position therefore is that there is no liability on anyone, and the cost for any one person or body is such that no one having the power is willing to undertake the work under present economic conditions. The inevitable result is that nothing is done. It is on this basis that the Surrey and Middlesex County Councils and the Thames Conservancy have approached the Ministry of Housing and Local Government in an endeavour to persuade that Department to accept responsibility.

It is understood that the Ministry are not prepared to accept the suggestion that there should be any national responsibility in this matter, but this is still the strong view held by the County Council, and under the following Heading III the views of the County Council are given as to how this defect may be remedied.

III. The first defect mentioned could be remedied if the Thames Conservancy and the Lee Conservancy Catchment Board were able to exercise powers similar to those contained in Section 160 of the Middlesex County Council Act, 1944. The Thames Conservancy has limited powers under Section 264 of the Thames Conservancy Act, 1932, but only to obtain contributions from Local Authorities through which or by which the River Thames flows. The parts of the streams not at present maintained by any Authority are not normally in the areas of such Local Authorities. It does not appear that the Lee Conservancy Catchment Board has any similar power even on a limited scale.

The second defect mentioned is one which is not experienced only by the Middlesex County Council. It is felt by the County Council, and this view has been presented to the Ministry of Housing and Local Government, that the solution to the problem of the erosion of the banks of the River Thames may well lie in legislation similar to that contained in the Coast Protection Act, 1949. This would enable the County Districts to be the protective authorities responsible for carrying out the necessary works with contributions to the cost of works recoverable from the owners with grants payable by the Ministry of Housing and Local Government and the County Councils. On this basis it is felt that the much needed works would be carried out and the costs shared in a fair manner between those concerned.

Disinfestation of Premises and Articles

I. The Public Health Act, 1936, gives powers to the District Councils as follows:—

Section 83 for the cleansing of filthy or verminous premises.
Section 84 for the cleansing or destruction of filthy or verminous articles.
Section 85 for the cleansing of verminous persons and their clothing.
Section 86 for the provision of cleansing stations.

The Act also includes provisions as to disinfestation of premises and articles and the removal of infected persons as follows:—

Section 166 for the provision of disinfecting stations.
Section 167 for the cleansing and disinfection of premises and articles therein.
Section 168 for the temporary removal of inmates of infected houses.
Section 169 for the removal to hospital of persons suffering from a notifiable disease where there is a serious risk of infection being spread.

These powers are exercised by the District Councils in Middlesex and not by the County Council, but the County Council has school health powers as the local education authority by virtue of the Education Act, 1944, Section 54 of which vests the local education authority with powers to ensure the cleanliness of the persons and clothing of pupils in attendance at maintained schools. Arrangements have been made by the County Council for examinations to be carried out whenever necessary in the interests of cleanliness by health visitors in their capacity of school nurses assisted by a number of health assistants. Arrangements have also been made for the actual cleansing of children at the County Council's clinics after the issue of appropriate notices under the Act.

The County Council has not encounted any defects with regard to the carrying out of these functions.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

The Drainage of Trade Premises

I. In the County of Middlesex, the Public Health (Drainage of Trade Premises) Act, 1937, is applicable to the whole area with the exception of the districts of the few local authorities which will continue to be connected with the sewers of the London County Council whose drainage district was excluded from the operation of this legislation. As explained under the heading Sewerage and Sewage Disposal the Middlesex districts draining to London will be reduced in the near future to two only.

In the case of the West and East Middlesex undertakings covering over 90 per cent. of the County, the 1937 Act has been operated for the past 20 years with every success. Under this Act, the position of the trader is principally related to the District Council into whose sewers his trade effluent will be discharged. The County Council as a joint drainage authority is merely given rights as an interested body. This position is not altogether satisfactory from the County Council's point of view, but their powers were strengthened somewhat by Section 90 of the Middlesex County Council Act of 1944, which amplifies the provisions of the 1937 Act in their application to the West and East drainage districts, and in practice no difficulties have arisen.

All arrangements for discharge of trade waste have been covered by tripartite agreements between the trader, the District Council and the County Council, and very good co-operation and good will have normally been maintained between all three parties throughout the period.

It has been the policy of the County Council since 1937 to make charges on a non-profit basis for the cost of treatment of trade effluent at their sewage works on a sliding scale based on the volume and strength of the various constituents concerned. This practice has been very successful in effecting as fair a charge as possible as applied to various classes of effluent, and the system is now being increasingly followed by authorities in many other parts of the country.

The principal objective in making charges on the Middlesex system is not to secure income, though this indeed may be substantial, but rather to prevent the unnecessary discharge of wastes into sewers from traders' premises which may well result in the loss of valuable materials from the factory as well as a considerable cost in treatment at the sewage works. The payment of a charge for work done by the purification plant has provided the incentive in many cases which has finally resulted in considerable savings to the manufacturer in factory costs.

Since 1937, a total of 465 agreements have been entered into with traders in the West and East Middlesex drainage districts, and an income of about £48,000 per annum is obtained from this source.

The outstanding defect in the 1937 Act is the differentiation made between traders discharging prior to 1937 who are given a statutory right to continue to do so even at the public expense, and new traders who must comply with the conditions of the Act. This is a defect of general legislation, however, and not peculiar to Middlesex. Representations have been made by many bodies through the appropriate channels, and the operation of the Act is at present being reviewed by a Committee set up by the Ministry of Housing and Local Government.

II and III. The County Council is not aware of any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

Mortuaries and Post-Mortem Rooms

I. The provision of mortuaries and post-mortem rooms is governed by Section 198 of the Public Health Act, 1936, which authorises a District Council to provide either of these facilities. The County Council has no statutory powers to make any provision in this respect.

The present arrangements in Middlesex are as follows:—

County District	Whether District has own Mortuary	Whether in Use	Other Districts Officially Served	Nature of Other Provision (if any) Made
Acton	Yes	Yes	Brentford and Chiswick Ealing Heston and Isleworth Southall	—
Brentford and Chiswick	No	—	—	Arrangements with Acton.
Ealing	No	—	—	do.
Edmonton ..	No	—	—	Arrangements with Prince of Wales Hospital, Tottenham.
Enfield	No	—	—	do.
Feltham ..	Yes	Yes (partially)	—	Bodies received are transferred to Twickenham for post-mortem.
Finchley	Yes	Yes	Friern Barnet .. Potters Bar	—
Friern Barnet ..	No	—	—	Arrangements with Finchley.
Harrow	Yes	Yes	Wembley ..	—
Hayes and Harlington	Yes	No	—	Bodies taken to Uxbridge.
Hendon	Yes	Yes	—	—
Heston and Isleworth	Yes	Yes (partially)	—	Bodies received are transferred to Acton for post-mortem.
Hornsey	Yes	Yes	—	—
Potters Bar ..	No	—	—	Arrangements with Finchley.
Ruislip-Northwood	Yes	Yes (partially)	—	Bodies trensferred to Hillingdon Hospital for post-mortem.
Southall ..	No	—	—	Arrangements with Acton.
Southgate ..	No	—	—	Arrangements with Prince of Wales Hospital, Tottenham.
Staines	Yes (2)	No	—	Arrangements with Twickenham.
Sunbury-on-Thames	Yes	No	—	Arrangements with Twickenham.
Tottenham ..	No	—	—	Arrangements with Prince of Wales Hospital.
Twickenham ..	Yes	Yes	Staines .. Sunbury-on-Thames	—
Uxbridge ..	Yes	Yes	—	—
Wembley ..	No	—	—	Arrangements with Harrow.
Willesden ..	Yes	Yes	—	—
Wood Green ..	No	—	—	Arrangements with Prince of Wales Hospital, Tottenham.
Yiewsley and West Drayton	Yes	No	—	Bodies taken to Uxbridge.

In practice the mortuaries and post-mortem rooms are now used almost entirely for bodies under the jurisdiction of one or other of the two County Coroners. The latter, though officers of the Crown, are appointed and remunerated by the County Council, the whole of the cost being a charge on the General County Rate. The District Councils providing these facilities are not authorised to make a charge to the Coroners for their use. Consequently District Councils providing a mortuary or post-mortem room are providing a service for the County Coroners which is tantamount to a County service.

Defects Encountered

(*a*) Difficulties arise because some of the existing mortuaries and post-mortem rooms are old-fashioned and unsatisfactory according to modern standards in such matters as accommodation, equipment and staff.

(*b*) The siting of the mortuaries and post-mortem rooms, is not in some cases, the most convenient for the purposes of the Coroners and the pathologists engaged by them to examine bodies.

The result of these two factors is that some mortuaries are little used or not used at all, whilst others tend to be used beyond their proper capacity, with attendant delays and difficulties in making post-mortem examinations. Fewer mortuaries, properly sited with adequate equipment and staff would provide a more efficient, convenient and economic service.

(*c*) In the absence of joint user agreements between District Councils, some mortuaries are used for bodies from adjoining districts, the cost of accommodating the body being borne by the receiving district. Where arrangements are made for the use of a hospital mortuary, the hospital reserve the right to decline to accept such bodies as they think fit.

II. Whilst the County Council is not aware of defects existing in the present arrangements for the performance of this function in the Greater London Review Area as a whole, it may well be that in the adjoining counties similar defects are present.

III. It is the view of the County Council that if this function were the responsibility of the County Council, it would be able to operate a co-ordinated mortuary and post-mortem room service for the County as a whole and remedy the present defects.

Public Conveniences

I. Section 87 of the Public Health Act, 1936, enables a District Council to provide public sanitary conveniences in proper and convenient situations, but they are not permitted to provide such conveniences in or under any highway in respect of which the County Council are the Highway Authority, without the consent of the County Council.

Sub-Section 2 authorises a County Council to provide public sanitary conveniences in any situation in which such conveniences could not be provided by a District Council except with the consent of the County Council. This power in the County Council is therefore restricted to the provision of public conveniences under a highway or on or under land forming the site of a proposed new highway for which the County Council are or will be the Highway Authority.

In Middlesex the District Councils provide the facilities under this heading and the County Council has not utilised its powers under Section 87(2).

No defects have been encountered in respect of this function.

II and III. The County Council do not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

Refuse Collection and Disposal

I. This function is carried out in Middlesex by the District Councils under the powers contained in Sections 72–76 and 79–82 of the Public Health Act, 1936.

The County Council has, however, certain jurisdiction in respect of refuse disposal by virtue of Sections 222 and 223 of the Middlesex County Council Act, 1944. These Sections are re-enactments of provisions originally included in the County Council's Act of 1934.

The powers of control given in 1934 were sought by the County Council because of the many and frequent complaints received about large refuse dumps established in various parts of the County for the purpose of disposing of house refuse from (*inter alia*) various Metropolitan Boroughs and the inability of the District Councils in whose areas the dumps were situate to secure any effective control over the dumps or prevent disturbance to the amenities of the neighbourhood under their existing statutory powers unless they could establish that any specific " statutory nuisance " under the Public Health Acts existed.

The powers obtained enabled the County Council, in co-operation with the relevant District Councils, to secure effective control of the deposit or other disposal of refuse in any particular County District when the refuse is brought thereto from outside such district. Before any authority, body or person proceeds to effect such a deposit or disposal, consent must first be obtained both from the County Council and the District Council. There is a right to appeal to the Minister of Housing and Local Government against refusal of consent or any condition attached to a consent, and such appeal is regulated by Section 30 of the Middlesex County Council Act, 1950, except where the appeal relates to the filling of a sand or gravel pit.

" Refuse " in this connection is defined by the 1944 Act as including trade refuse, house refuse, filth, rubbish, dust and other like matter.

There are exceptions to the application of Section 222 of the 1944 Act, for example, the provisions do not restrict the right of any authority or other body or person to dispose of refuse in any place within the County District in which such refuse is collected or assembled and do not extend to the case of land belonging to a Middlesex District Council outside the County District if such land has been acquired for housing purposes or for public works, pleasure grounds, open spaces or playing fields and depositing of refuse thereon is for the purpose of raising the level of or otherwise improving, the land and they do not extend to the case of the deposit of refuse on any land within and belonging to any Middlesex District Council if such deposit is for the same purpose.

The County Council has delegated the exercise of the 1944 Act powers in this respect to its General Purposes Committee.

In addition, of course, planning permission under the Town and Country Planning Acts, 1947–54, is required.

For many years past it has been the policy of the County Council in view of the built-up nature of the County, to refuse its consent to any new application to deposit crude household refuse or other putrescible material, even under " controlled tipping " conditions. Approval is, however, given, subject to strict conditions to the tipping of non-putriscrible matter such as materials derived from excavations or the demolition of buildings.

Most tipping of this nature takes place in pits, often filled with water, whence gravel has been won, of which there are a considerable number in the south of the County. The filling of such pits is desirable both as being the most radical method of preventing the nuisance which can readily arise in the presence of a large body of stagnant water, and by producing new sites suitable for certain forms of development in place of what otherwise would be sterile areas.

All applications for approval to tip refuse are submitted to the County Medical Officer for report after consultation with the local Medical Officer of Health, including, if necessary, a visit to the site in company with him or his Chief Public Health Inspector. Complaints arising in connection with the operation of any refuse tip are also the subject of investigation by the County Medical Officer.

Defects encountered

1. As between the County Council and the District Councils difficulties arise because of the conferment by the Act of concurrent powers on the County and district authorities. Such difficulties are exemplified by those which have appeared in relation to a proposal (initiated by the West Metropolitan District Committee of the predecessor to the present Sand and Gravel Association of Great Britain) for a standard set of general conditions, acceptable to all parties, for attachment to consents issued by the County Council and the District Councils in respect of the deposit of refuse in gravel pits. In spite of protracted negotiations, two of the District Councils have declined to be associated with the County Council and the other districts concerned in this connection and the position has now arisen that whilst a large measure of agreement has been arrived at with the Association, the latter has now substantially repudiated such agreement, notwithstanding that the County Council and majority of the District Councils concerned are anxious that the agreement should be implemented.

2. The Ministry of Town and Country Planning memorandum published in 1947 on the report of the Advisory Committee for London regional planning included the following paragraph:—

> " 105. The subject of refuse disposal and its use for filling gravel pits is being studied by the Waters Committee, to which reference has already been made. It is agreed that the filling of worked-out gravel pits should be co-ordinated with the refuse disposal of Local Authorities."

Full information as to precisely how each district in Middlesex deals with its refuse is not in the possession of the County Council but sufficient is known to suggest that the disposal of refuse does not appear to be as well co-ordinated as it could be if the County Council were the responsible authority. There are between 1,100 and 1,200 acres of unfilled sand and gravel pits in the County. The rate of mineral extraction is such that the filling of old pits is not keeping pace with excavation of sand and gravel and the total is therefore rising slowly. It would clearly be desirable to see that derelict pits are restored for a useful purpose as soon as possible. It is now possible to discharge crude household refuse under " controlled tipping " conditions into dry pits without serious difficulty in certain circumstances. There are problems in disposing of refuse in wet pits but experiments have been in hand for some time which may well make it possible to use wet pits for crude refuse. In any event, it is already possible to use wet pits for refuse if they have previously been filled to water-table level with inert material.

Below are set out a number of examples of cases where it would seem that the best use is not being made of refuse:—

The Borough of Hornsey tips in Hertfordshire, so that Middlesex gets no benefit. Harrow, Ruislip-Northwood and Uxbridge use a tip at Harefield operated by the Uxbridge Borough Council. This tip is now rising above the original level of the land and the material from these three districts is not going towards the reclamation of derelict land. Heston and Isleworth has a tip at Hounslow Heath where again refuse is not being used to fill disused pits. It may be questioned whether it is justifiable to damage the amenities by a tip as high as that at Hounslow Heath, simply to reduce disposal costs.

There are other authorities such as Feltham that have a co-ordinated policy of refuse disposal and the filling of pits. The Twickenham Borough Council operates a joint scheme with Staines, Sunbury and Twickenham which will eventually reclaim a number of wet pits surrounding a destructor.

If the County Council were to become the refuse disposal authority, it should be possible to produce a co-ordinated scheme for disposal and filling of empty pits. At the same time it would be in a position, as it already is, as sewage disposal authority, to employ technical experts who could find ways of overcoming the difficulties of filling the many wet pits.

II. Whilst the County Council is not aware of defects existing in the present arrangements for the performance of this function in the Greater London Review Area as a whole, it may well be that in the adjoining counties also the best use is not being made of refuse and there may be cases where refuse is being transported further than is necessary.

III. It is the view of the County Council that the co-ordination of the organisation and planning of refuse disposal, as opposed to collection, should be investigated.

Regulations of Buildings and Sanitation of Buildings

I. These functions are exercised by the District Councils in Middlesex to the exclusion of the County Council by virtue of those sections in Part II of the Public Health Act, 1936, which are not concerned solely with sewerage and sewage disposal.

In addition the District Councils have obtained additional powers under the Middlesex County Council Acts, 1944 and 1956.

The County Council has not encountered any defects in connection with the carrying out of the functions relating to the regulation of buildings and the sanitation of buildings.

II and III. The County Council does not see in the present arrangements for the performance of this function in the Greater London Review Area as a whole, and consequently no remedies are proposed.

Sewerage and Sewage Disposal

I. The rapid urbanisation of Greater London between the two wars brought problems of sewage disposal of peculiar difficulty throughout the whole area, but particularly so in Middlesex where the rate of development was most intense.

During the early years of the abnormal growth, strenuous efforts were made by the District Councils concerned to keep pace with this expansion by the provision of additional sewerage and extensions to sewage works plant, but it became increasingly obvious that the problem of the area as a whole could not be overcome without some form of co-ordination.

For this reason, the County Council accepted responsibility for the disposal of sewage from two large regional areas, together providing for the greater part of the County. The first undertaking covering the districts of 15 local authorities in West Middlesex was authorised by Parliament in 1931, and the other to serve seven districts of East Middlesex in 1938.

In earlier years, the areas of five Middlesex districts had been drained into the sewers of the London County Council. Two of these districts, Tottenham and Wood Green, are included in the seven to be served in the near future by the East Middlesex undertaking, while arrangements have recently been made for Acton to be added to the 15 districts now served by the West Middlesex undertaking. When these changes have been made, only two Middlesex districts, Willesden and Hornsey, will continue to be served by the L.C.C. sewers.

In addition, one Middlesex district, Potters Bar, is now connected to the main sewers of the Colne Valley Sewerage Board discharging to their new works at Maple Cross near Rickmansworth. This works was brought into use in 1951.

In this way, although the responsibility for providing local sewers to serve their districts remains in the hands of the 26 District Councils of the Middlesex County, the duty of sewage disposal, including its conveyance in main trunk sewers and purification at large centralised works, is now arranged for the entire area by four joint drainage undertakings as indicated in the following table:—

Undertaking	Date of Parliamentary Act	Number of Middlesex Authorities served	Middlesex Area served (square miles)	Population (Census, 1951)
Middlesex County Council:—				
(*a*) West Middlesex	1931	16	165·4	1,407,502
(*b*) East Middlesex	1938	7	47·8	576,677
Other joint Undertakings:—				
London County Council ..	—	2	4·7	267,734
Colne Valley Sewerage Board	1937	1	14·9	16,863
		26	232·8	2,268,776

The relationship of the County area with the drainage districts of the four undertakings is shown on the following Map (Sewerage 1).

It will be noted that over 91 per cent. of the total Middlesex area will be drained to two central works inside the County and less than 9 per cent. to works of other authorities.

Equally it will be seen that the East Middlesex undertaking of the Middlesex County Council serves a district which extends into Hertfordshire and Essex covering a total area in those counties equal to that served in Middlesex. In the case of West Middlesex, an arrangement has been made to serve about nine square miles of the Eton Rural District of Buckinghamshire.

The fixing of the boundaries between the four joint drainage authorities has been mainly based on the division between natural watershed areas. In certain cases, however, where there have been difficulties in draining boundary areas into the sewers of the the responsible authority because of adverse gradients of the land surface, arrangements have always been made to connect such properties to the sewers of the adjoining authority in the most convenient way. Such cases have always been very minor in size or importance.

For the purpose of the functions under this heading the County Council has obtained Private Act powers and certain of the Public Health Act powers. The latter are now contained in Section 67 of the Middlesex County Council Act, 1944, which authorises the County Council to exercise, in addition to the sewerage powers contained in Part IV of the 1944 Act, the powers of a District Council under the following provisions, and for that purpose those provisions are to apply as if the County Council were a District Council and as if the County, and so much of the sewerage districts as is for the time being outside the County, were its district, namely:—

Public Health Act, 1936—

Section 15 (provision of public sewers and sewage disposal works) except except paragraph (ii) of sub-section (1);

Section 16 (notices to be given before constructing public sewers or sewage disposal works outside district);

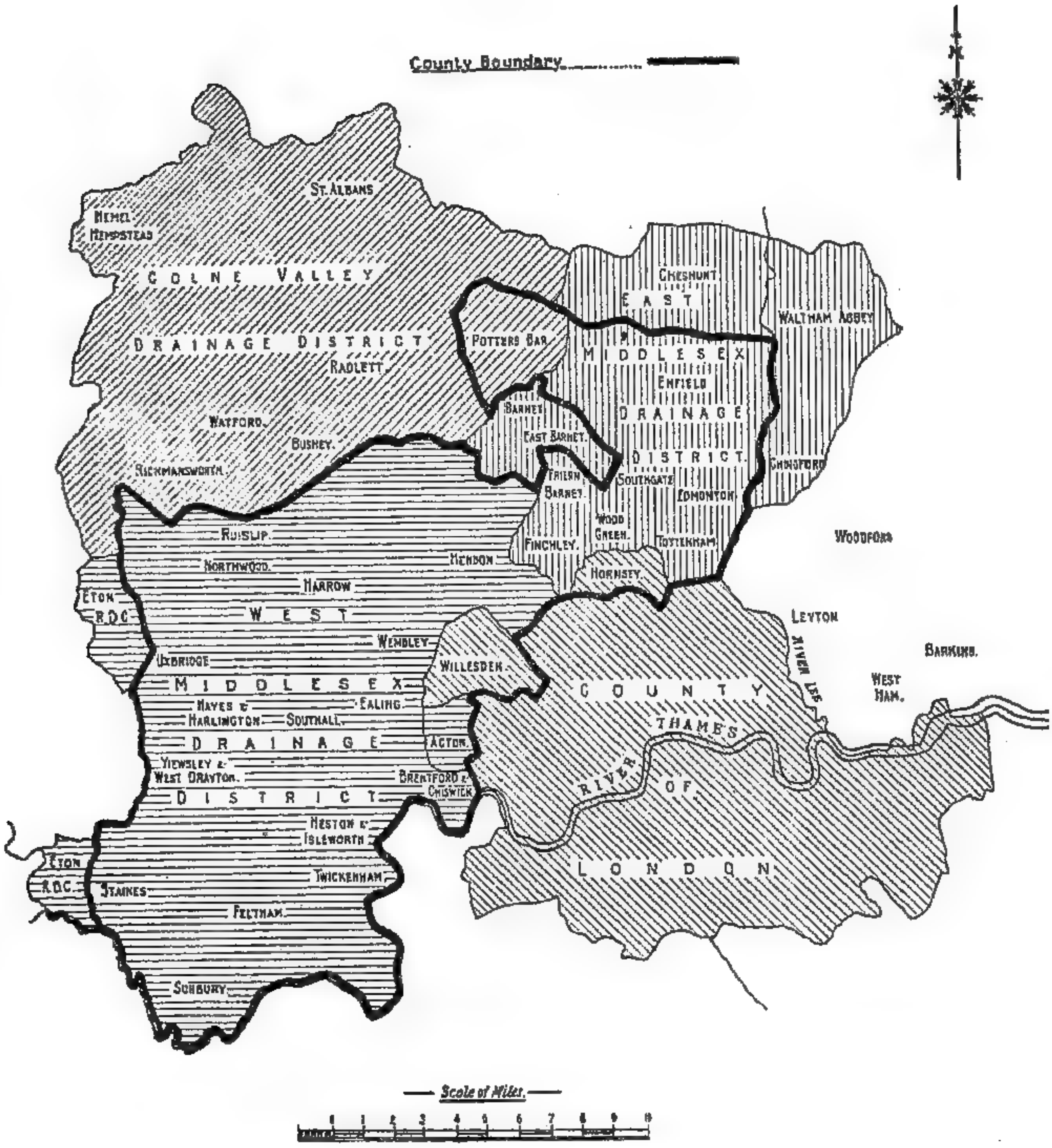
Section 23 (general duty of local authority to maintain public sewers); and

Section 306 (compulsory purchase of land by means of provisional order);

Part IV of the Middlesex County Council Act, 1944, relates to the two schemes, the West Middlesex Drainage Undertaking and the East Middlesex Drainage Undertaking.

SEWERAGE I

DRAINAGE DISTRICTS SERVING THE COUNTY OF MIDDLESEX



West Middlesex Drainage Undertaking

The West Middlesex area comprises the following constituent authorities:—

The Boroughs of Brentford and Chiswick, Ealing, Harrow, Hendon, Heston and Isleworth, Southall, Twickenham, Uxbridge, Wembley.

The Urban Districts of Feltham, Hayes and Harlington, Ruislip-Northwood, Staines Sunbury-on-Thames, Yiewsley and West Drayton.

In addition it has has been agreed that the Acton Borough Council shall be included in the drainage district on completion of the construction of the necessary connecting sewer.

Prior to 1931 the District Councils had provided 28 separate sewage disposal works and most, if not all, would have required enlargement and improvement. In these circumstances it was generally agreed that the proper course would be for these works to be discontinued, the sites being made available for other purposes, and for one large scheme to be adopted for disposing of the sewage of the whole area. It was also agreed that the County Council should be responsible for carrying out the scheme, the cost (except insofar as it was met by a grant from the Unemployment Grants Committee) being borne by the ratepayers in the areas concerned. The scheme was accordingly authorised by the Middlesex County Council Act, 1931, and the whole of the works authorised by that Act were constructed and brought into full operation by 1936.

The sewage purification works, which have an area of 130 acres and are amongst the largest and most modern in the world, are situated at Mogden, Isleworth. Preliminary treatment is followed by sedimentation and biological purification by the activated sludge process using compressed air. The dry weather flow is about 70 million gallons per day.

The area of the drainage district is 162 sq. miles and the population served is approximately 1,350,000; the inclusion of the Borough of Acton will increase the total area by 3·6 sq. miles and the population by 67,500. The main sewers have a total length of 70 miles and vary in diameter from 2ft. to 12 ft. 9 ins. with a total discharging capacity of 600 million gallons per day.

The sludge disposal works, having a site area of some 250 acres, are situate at Perry Oaks near London Airport. The dried sludge is sold for manurial purposes.

Map (Sewerage 2) herewith shows the area served, the sewage and sludge disposal works, the main sewers and the superseded sewage works.

Financial

The cost of the undertaking is met by a special rate over the drainage area, which for the year 1958–59 is 6½*d.* in the pound.

The capital expenditure involved in the construction of the works was approximately £5½ million and since its inauguration major extensions have been or are being carried out at a total cost of about £1¼ million.

The revenue expenditure for the years 1954–57 was as follows:—

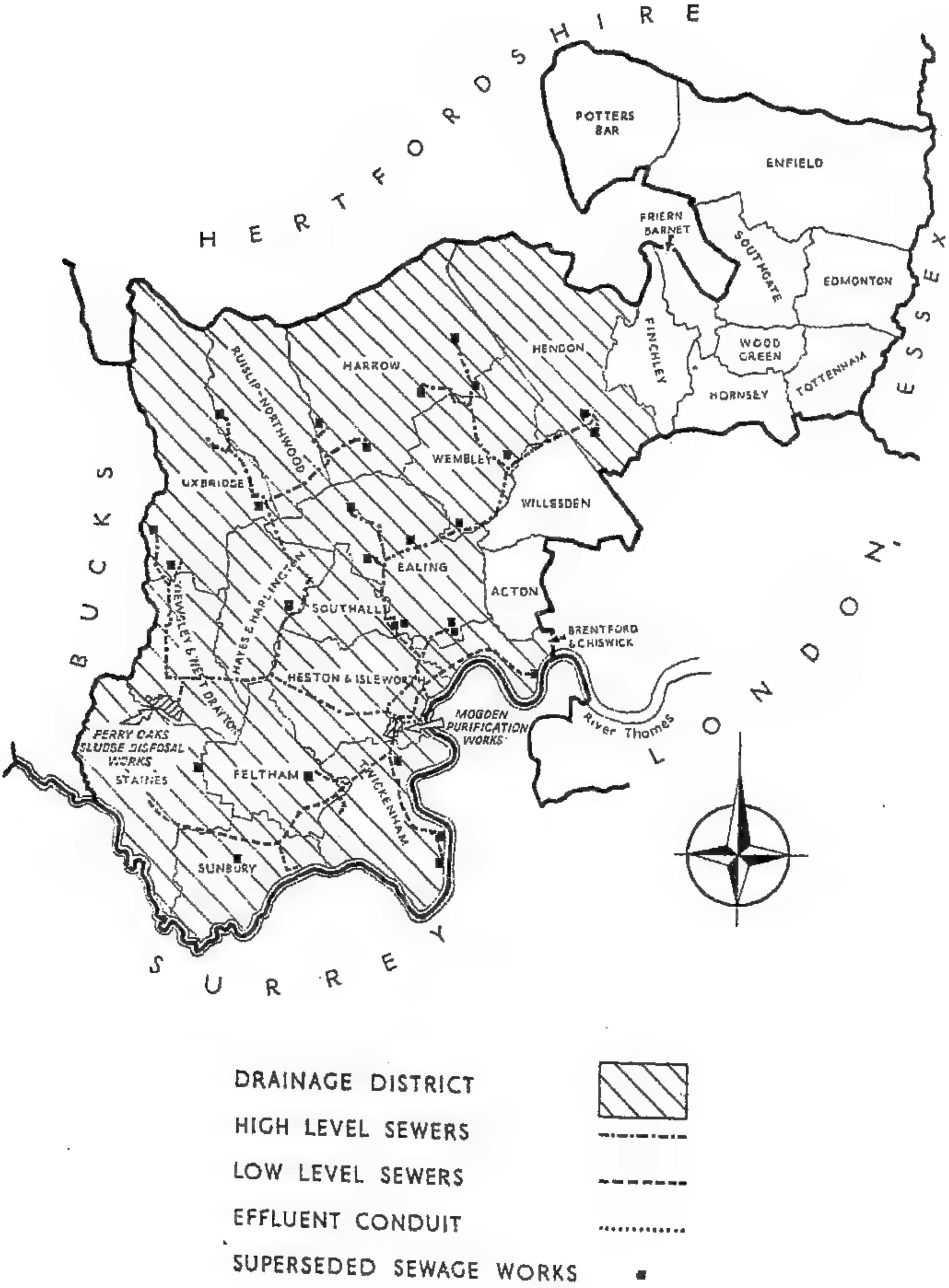
Financial Year	Expenditure	Income	Net Expenditure	Product of 1*d.* Rate	Rate in £ Levied
	£	£	£	£	*d.*
1954–55	579,162	64,855	514,307	58,115	9·0
1955–56	605,669	80,557	525,112	59,144	9·0
1956–57	674,261	89,396	584,865	106,909	5·25 (revaluation)

Administration

The functions of the County Council in relation to the disposal of sewage in the

SEWERAGE 2

WEST MIDDLESEX DRAINAGE DISTRICT



West Middlesex Drainage District are exercised by the West Middlesex Drainage Committee of the County Council.

The undertaking is under the management of the Chief Engineer of the County Main Drainage Department with a staff comprised as follows:—

Officers:—		
Technical (engineers and chemists)	36	
Operational	17	
Administrative and clerical	19	
		72
Manual:—		
Plant attendants, maintenance staff, labourers, &c.		216
		288

East Middlesex Drainage Undertaking

In the case of East Middlesex the scheme originated for the same reasons as operating in West Middlesex, and was authorised by the Middlesex County Council (Sewerage) Act, 1938.

The area dealt with comprises the following constituent authorities which formerly operated a total of 11 separate sewage disposal works:—

Middlesex.—The Boroughs of Edmonton, Enfield, Finchley, Southgate, Tottenham, Wood Green and a part of Hornsey.

The Urban District of Friern Barnet.

Essex.—The Borough of Chingford and the Urban District of Waltham Holy Cross.

Hertfordshire.—The Urban Districts of Barnet (except the parish of New Rowley) Cheshunt and East Barnet.

The parish of Northaw in the Rural District of Hatfield.

Although powers for this scheme were obtained in 1938 and certain contracts let in 1939, all work was suspended on the outbreak of war. Where necessary the powers were continued and extended by the Middlesex County Council Acts, 1944 and 1956.

The main purification works which will be known as Deephams Works are situate at the site of the former Edmonton disposal works and with adjoining land have an area of about 188 acres. The sludge disposal works will occupy a site of 116 acres at Rammey Marsh, Enfield.

After the war certain works were approved by the appropriate Minister as a matter of urgency since a number of the local sewage works were becoming overloaded and the production of satisfactory effluents had become a matter of increasing difficulty; it was anticipated that this would be aggravated by housing development in the areas concerned.

The position is now as follows:—

Of the total length of 29 miles of sewers authorised for the scheme, which vary in diameter from 1 ft. 3 in. to 6 ft. 9 in., 9 miles have so far been completed, 8 miles are under construction, work on a further 7½ miles has been authorised and the remaining 4½ miles are in course of design. The programme of construction should be completed by 1961–62 when a population of approximately 750,000 will be served. The total discharging capacity of the sewers, based on design population is estimated at 192,000,000 gallons per day.

The following works have been completed:—

(1) Chingford Temporary Rising Main and Pumping Station.

(2) Deephams Works:—

  (*a*) Stormwater Tanks.

  (*b*) Activated Sludge Plant (Stage 1).

  (*c*) Sludge Digestion Tanks.

(3) Lee Valley Low Level Sewer.
(4) Cuffley Brook Sewer.

Contracts are in course of being carried out for the following works:—

(1) Tottenham Low Level Sewer and Chingford Sewer (part).
(2) High Level Sewer (Lower Section)—Southgate to Deephams.
(3) Deephams Works—Activated Sludge Plant (Stage 2).

The following contracts remain to be let:—

(1) High Level Sewer (Central Section).
(2) Waltham Abbey Sewer.
(3) Deephams Works:—
    (*a*) Main Pumping Station and Power House.
    (*b*) Miscellaneous Works and Administration Building.
(4) Rammey Marsh—Sludge Main and Sludge Disposal Works.

The first section of the new plant was brought into commission in August, 1957, but until such time as the whole plant is completed, the majority of the local authorities in the drainage district will continue to operate their local works. These local plants will then become entirely redundant and be closed down.

Map (Sewerage 3) herewith shows the drainage district which has an area of 95 sq. miles, the situation of the purification works, the main intercepting sewers and the sewage works which the East Middlesex scheme has or will supersede.

Financial

The cost of the operation of the scheme is met by a special drainage rate over the drainage area, which for the year 1958–59 is 11½*d.* in the £.

The financial position with regard to the operation of the East Middlesex Drainage Undertaking is as follows:—

Parliamentary Estimate (1956) to cover whole Scheme—£9,500,000.

	Sewers	*Works*	*Total*
	£	£	£
Expenditure authorised by County Council up to March, 1957 ..	3,600,000	3,850,000	7,450,000
Expenditure incurred to March, 1957	1,051,000	1,151,400	2,203,000

The revenue expenditure for the years 1954–57 was as follows:—

Financial Year	Expenditure	Income	Net Expenditure	Product of 1*d.* Rate	Rate in £ levied
	£	£	£	£	*d.*
1954–55 ..	291,335	5,005	286,330	28,185	10·0
1955–56 ..	318,980	12,905	306,075	28,747	11·0
1956–57 ..	383,020	17,159	365,861	49,029	7·5 (revaluation)

Administration

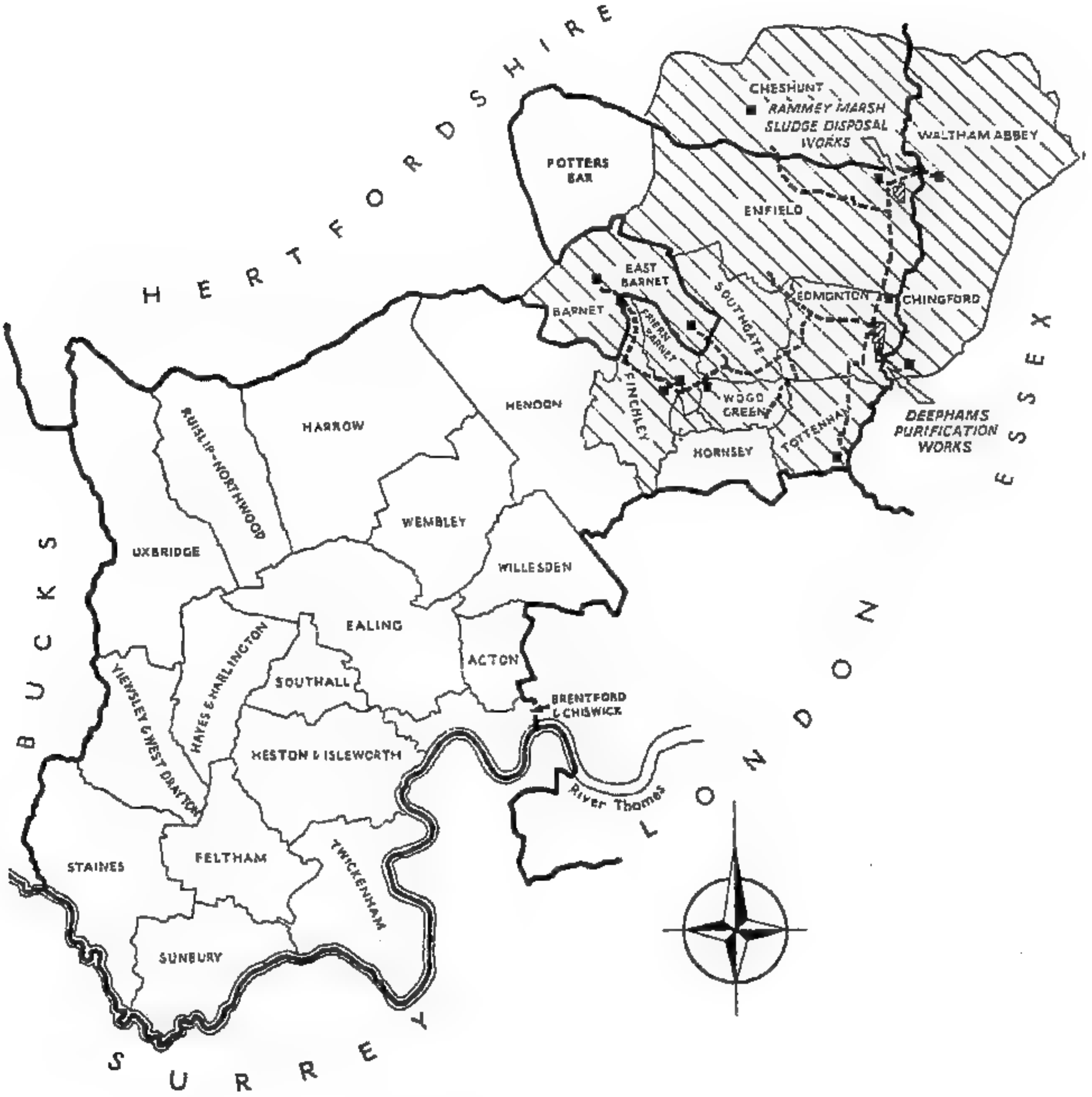
The functions of the County Council in relation to the disposal of sewage in the East Middlesex Drainage district are exercised by the East Middlesex Drainage Committee of the County Council.

There is statutory provision for the appointment on the Committee of at least one person nominated by the Essex County Council and one person nominated by the Hertfordshire County Council. The present period is one of transition.

The staff at present employed on the operation of both the new Deephams

SEWERAGE 3

EAST MIDDLESEX DRAINAGE DISTRICT



DRAINAGE DISTRICT ▨
MAIN INTERCEPTING SEWERS ------
SUPERSEDED SEWAGE WORKS ■

Works and the old Edmonton Works, which will ultimately be abandoned, is as follows:—

Officers:—			
Technical	3		
Operational	2		
Administrative and Clerical	3		
		8	
Manual:—			
Plant attendants, maintenance staff, &c.		50	
		58	

The undertaking is under the management of the Chief Engineer of the County Main Drainage Department and until such time as a new organisation is built up for the East Middlesex area, it is necessary to utilise the services of specialist technical staff from the West Middlesex undertaking.

The design and execution of the Capital Works are in the hands of Consulting Engineers.

Defects

So far as the relationship between the County Council and the constituent authorities is concerned, neither in West nor in East Middlesex have any defects been encountered in the carrying out of the functions of sewerage and sewage disposal.

The division of responsibility between the County Council and the District Councils is clear and defined. The District Council is responsible for the sewerage of its district and for the delivery of sewage into the main trunk sewers of the County Council at certain agreed points. The County is responsible for trunk sewers and sewage purification works. This division of responsibility is both practical and economic, and allocates to each type of authority the work it is best fitted to carry out.

This arrangement of duties is substantially the same as exists in the case of every other joint drainage authority in the Greater London area. No improvements can be suggested.

II and III. So far as the relationship between the County Council's undertakings and the organisation of the Greater London Review Area as a whole is concerned these conform in general to the recommendations of the Ministry of Health in a report published in 1935 on "Greater London Drainage." At that time, there existed about 200 sewage works within a radius of 25 miles of Charing Cross, and it was suggested in the Report that joint schemes of sewage disposal should be carried out to serve large areas on a regional basis draining to about 10 centralised works only. Of the ten works suggested, the two main outfalls of the London County Council and the works of the West Kent Main Sewerage Board already existed, while the West Middlesex undertaking draining to Mogden Works was almost completed.

Since that time, a number of new joint drainage undertakings have come into operation including those of East Middlesex, the Colne Valley, the Middle Lee, and the Hogsmill Valley, and it may be said that the 1935 recommendations of the Ministry are steadily being implemented towards regional (or joint) drainage for the whole of the Greater London area.

The question may now arise as to whether some further co-ordination of the operations of these undertakings is desirable. In this regard, the Middlesex County Council has some first-hand experience in controlling the two undertakings in West and East Middlesex. Their conclusion is that in the administration of regional undertakings of this kind which are of sufficient magnitude to have all the resources and staff for most efficient management, nothing is to be gained economically or otherwise by further amalgamation of adjoining regions into still larger units.

Rather it may well be that such further amalgamation would prove to be a step in the wrong direction by introducing a measure of remote control which could impose a definite brake on the initiative and enterprise of this highly technical and essentially practical service.

For this reason, the County Council has already decided that the West and East Middlesex undertakings shall be operated on a basis of almost complete decentralisation with separate technical staffs and a minimum of external control. For the same reason, the County Council would consider it very undesirable for amalgamations of regional drainage undertakings of the Greater London area in general, except possibly in smaller cases where closer association is economically desirable.

At the same time, there does appear to be the need in the Greater London area for the setting up of a central body of some kind to advise on primary matters relating to the determination of the division of the area into drainage units, and for effecting such co-ordination as may be desirable on matters of common concern to all drainage authorities such as the adoption of appropriate standards of performance in sewage purification as related to the various river interests throughout the area, as well as the initiation of a common policy in regard to the drainage of trade premises, and other subjects.

It is likely that such central body would be most effective if based on the willing co-operation of the interests concerned. Its functions could be purely of an advisory nature provided that its constitution were sufficiently authoritative.

Street Cleansing

I. The District Councils in Middlesex exercise the powers conferred by Section 77 of the Public Health Act, 1936, relating to the sweeping and watering of streets. Sub-Section 1 of this section provides that a Local Authority may and, if required by the Minister shall, undertake the cleansing and may undertake the watering of streets as respects either the whole or any part of their district.

Sub-Section 2 of this section enables a District Council which has undertaken the cleansing or watering of streets with respect to which they are not the Highway Authority (*a*) to arrange with the Highway Authority for the latter to carry out the work on such terms as may be agreed and (*b*) to obtain a contribution towards the cost of the work from the Highway Authority if the District Council carry out the work. So far as highways which are not county roads are concerned, the District Councils exercise their Public Health Act powers and the County Council knows of no defect in respect of the arrangements for the carrying out of this function.

The cleansing of roads may be regarded as maintenance of the roads and it is intended to deal with this matter so far as it affects county roads under the County Council's evidence relating to Traffic functions.

The District Councils also exercise the powers contained in Section 148 of the Public Health Act, 1875, Sections 78, 81 and 82, of the Public Health Act, 1936, and where adopted Sections 13 and 14 and 21 and 22 of the Public Health Act, 1925.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole, and consequently no remedies are proposed.

Burial Grounds, Cemeteries and Crematoria

I. The powers relating to burial grounds are contained in the following statutes:—

Cemetery Clauses Act, 1847.
Burial Acts, 1852–1906
Open Spaces Act, 1906 (Sections 6, 9, 10, 11 and 12).

The powers relating to cemeteries are contained in the following statutes:—

Cemetery Clauses Act, 1847.
Public Health (Internments) Act, 1879.

The powers relating to crematoria are contained in the following statutes:—

Public Health (Internments) Act, 1879.
Cremation Acts, 1902–1952.

Burial grounds and cemeteries are provided by either District Councils, Burial Boards or Private Companies and the following Table A shows the names, owners and addresses of each of the burial grounds and cemeteries for Middlesex. It will been seen that eight of the cemeteries in Middlesex are provided by non-Middlesex Local Authorities which accept former Middlesex residents for internment but at an increased charge.

The County Council is not a burial authority nor is it empowered to operate crematoria, which are provided by either District Councils, Burial Boards or Private Companies. The following Table B gives particulars of the 10 existing and two proposed Crematoria which are either in Middlesex or used by its inhabitants.

As Local Planning Authority the County Council is concerned to ensure that sufficient land is available for the internments reasonably anticipated and that any new provision for this purpose is correctly sited, both from the point of amenity, the proper use of land and the convenience of the bereaved. Disposal of the dead by burial makes considerable demands on land, one acre being required for approximately 3,000 burials. As cremation grows in popularity, however, so correspondingly does the demand for cemetery land decrease.

The following Table C shows that there has been a steady annual increase in the proportion of bodies disposed of by cremation throughout the country and that in 1957 the proportion had reached 28 per cent. in Great Britain whilst in Middlesex it had in that year reached 40 per cent.

The allocation of land for the purposes of burial in the County Development Plan was based on the anticipation that in Middlesex cremation might increase by 1970 to 25 per cent. of deaths. This estimate has been considerably exceeded and will still be further increased. If cremation increases at as steady a rate as it has since 1939 the proportion would reach 80 per cent. by 1978. Taking a more conservative estimate, it may reasonably be said that the proportion will reach a maximum of 75 per cent. in 2008, so that over the next fifty years the average is 57 per cent.

On this basis it is possible to estimate the period for which cemetery space in Middlesex is available as follows:—

Allocated cemetery space now remaining in Middlesex	378 acres
At 2,800–3,500 internments to the acre ..	1,058,400–1,323,000 burials
Allowing for 57 per cent. cremations the Middlesex dead to be buried during the next fifty years (22,000 deaths per year) ..	437,000 burials
Grounds remaining in 2008 for	585,400–850,000 burials.

Beyond the year 2008 cremation is estimated to maintain a rate of 75 per cent. of deaths, so that at 5,500 burials a year cemetery space in Middlesex is calculated to last until 2110 or 2160, from which it will be seen that Middlesex has sufficient cemetery space for at least a further 150 to 200 years.

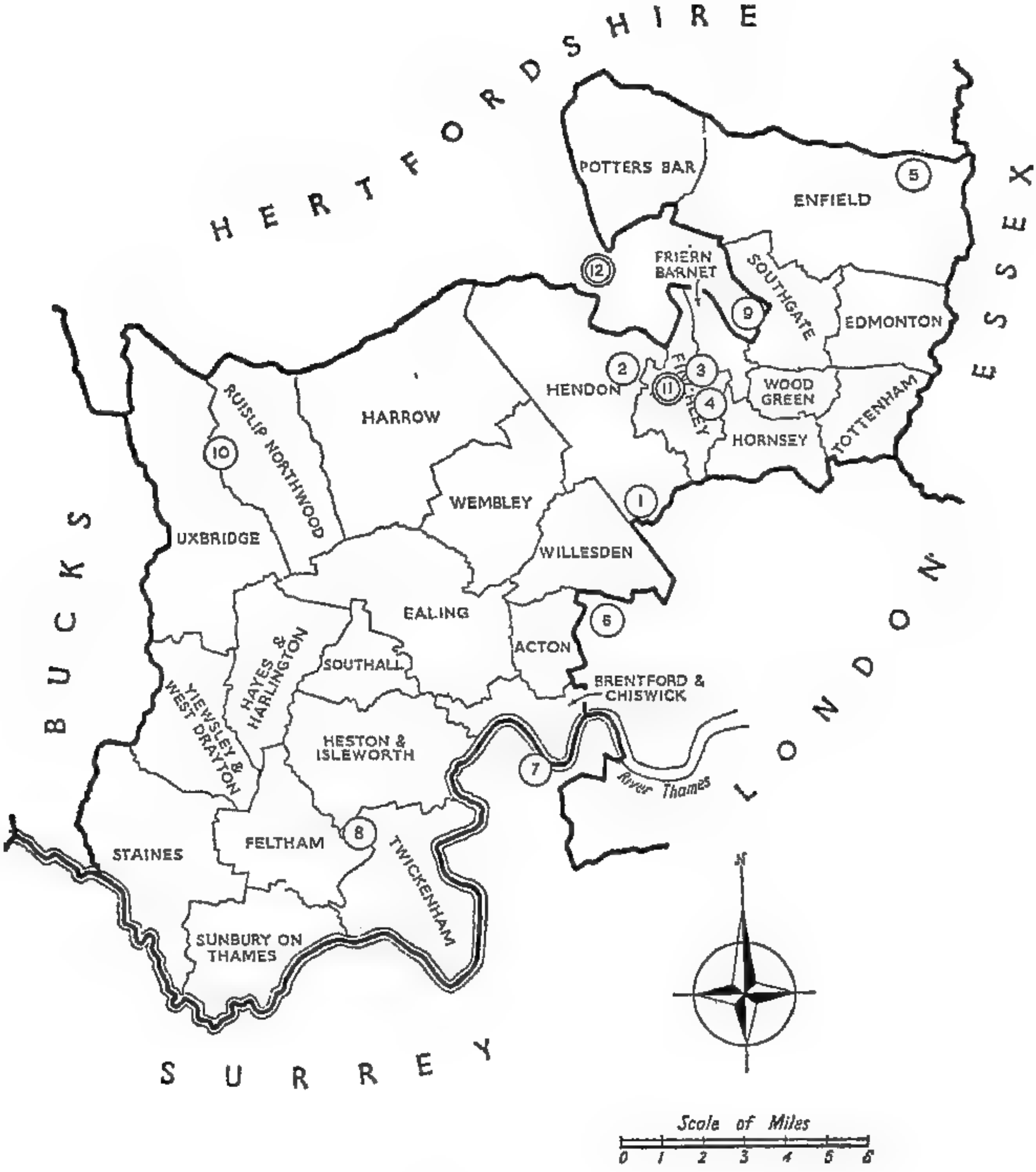
Having regard to this the position can be considered to be satisfactory provided crematoria exist or will be provided to deal with the increasing demand.

For deaths in the County of Middlesex, if the proportion to be cremated is 75 per cent., crematoria with an annual capacity of 16,500 are required. The existing crematoria in the County have a capacity of some 34,000 cremations a year, and with the two proposed this will be increased to approximately 40,000 a year, leaving an adequate margin for the cremation of those persons dying in the neighbouring counties and utilising the crematoria listed in Table B.

The Map (Crematoria/1) herewith shows the location of the existing and proposed crematoria. Whilst there is a concentration of five crematoria in and

CREMATORIA 1

CREMATORIA



EXISTING ○
PROPOSED ◎

TABLE A

Cemeteries and Burial Grounds for Middlesex

Name	Owners	Address
Acton	Borough Council	Park Royal Road, W.3.
Bedfont	Feltham Urban District	Bedfont Road, Bedfont, Middlesex.
Chiswick	Borough Council	Chiswick Burial Ground, Church Street, Chiswick.
Chiswick	Borough Council	Chiswick New Burial Ground, Staveley Road, Chiswick.
City of Westminster	City Council	Uxbridge Road, Hanwell, W.7.
Ealing and Old Brentford	Burial Board	197, South Ealing Road, W.5.
Edmonton	Borough Council	Church Street, Lower Edmonton, N.9.
Enfield	Borough Council.	(Lavender Hill) Cemetery Lodge, Cedar Road, Enfield.
Enfield	Borough Council	Hertford Road, Enfield Highway.
Feltham and East Bedfont	Urban District Council	Sunbury Road, Feltham, and Bedfont Road, Bedfont, Middlesex.
Great Northern	Company	New Southgate.
Greenford Park	Abney Park Cemetery Co., Ltd.	Greenford Park Cemetery, Greenford, Middlesex.
Gunnersbury Cemetery	Kensington Borough Council	Gunnersbury Avenue, W.3.
Hampton Cemetery	Borough Council	Holly Bush Lane, Hampton.
Harrow	Borough Council	Pinner New Cemetery, Pinner Road, Harrow, Middlesex.
yHarrow	Borough Council	Pinner Old Cemetery, Paines Lane, Middlesex. (Re-openings only).
Harrow	Borough Council	Harrow Cemetery, Pinner Road, Harrow, Middlesex. (Re-openings only.)
Harrow	Borough Council	Harrow Weald Cemetery, Uxbridge Road, Middlesex.
Harrow	Borough Council	Roxeth Hill Cemetery. (Re-openings only.)
Harrow	Borough Council	South Harrow Cemetery, Eastcote Lane.
Harrow	Borough Council	Wealdstone Cemetery, Peel Road.
Hayes and Harlington	Urban District Council	Harlington Parish Church. (Re-openings only.)
Hayes and Harlington	Urban District Council	Victoria Lane, Harlington. (Re-openings only.)
Hayes and Harlington	Urban District Council	Cherry Lane, Harlington.
Hendon Cemetery	Borough Council	Mill Hill, N.W.7.

TABLE A—*Continued*

Cemeteries and Burial Grounds for Middlesex—*Continued*

Name	Owners	Address
Highgate Cemetery ..	London Cemetery Co. Ltd.	Highgate, N.6.
Hillingdon Cemetery	Uxbridge Borough Council	265 High Street, Uxbridge.
Heston and Isleworth Cemetery	Borough Council. ..	Powder Mill Lane.
Isleworth Cemetery ..	Borough Council.. ..	Cemetery Lodge, Isleworth Cemetery Park Road, Isleworth, Middlesex.
Islington Cemetery	Borough Council.. ..	East Finchley, N.2.
Kensal Green.. ..	General Cemetery Co.	All Souls Cemetery, Kensal Green, N.W.10.
Kensington Cemetery	Borough Council.. ..	Hanwell, W.7.
New Brentford Cemetery	Borough Council.. ..	Sutton Lane, Hounslow.
Northwood Cemetery	Urban District	Northwood, Middlesex.
Paddington Cemetery	Borough Council.. ..	Willesden Lane, Kilburn, N.W.6. (Re-openings only.)
Paddington Cemetery	Borough Council.. ..	Milespit Hill, Mill Hill, N.W.7.
St. Marylebone ..	Borough Council.. ..	East End Road, Finchley, N.2.
St. Mary's R.C. Cemetery	Secular Clergy Common Fund	Harrow Road, N.W.10.
St. Pancras Cemetery	Borough Council.. ..	High Road, East Finchley, N.2.
Southgate Cemetery	Borough Council.. ..	Waterfall Road, Southgate, N.14.
Southall Cemetery ..	Borough Council.. ..	Havelock Road, Southall.
Staines Cemetery ..	Urban District	London Road, Staines.
Sunbury Cemetery ..	Urban District	Greenway, Sunbury-on-Thames.
Teddington Cemetery	Twickenham Borough Council	Church Road, Teddington.
Tottenham and Wood Green	Burial Board	Church Lane, Tottenham.
Tottenham Park Cemetery	Burial Board	Montague Road, Edmonton, N.9.
Twickenham Cemetery	Borough Council.. ..	Hospital Bridge Road, Twickenham.
Uxbridge Cemetery ..	Borough Council.. ..	265, High Street, Uxbridge.
Wembley (New) Burial Ground	Borough Council.. ..	Clifford Road, Alperton, Wembley.
Willesden Cemetery ..	Borough Council.. ..	Cobbold Road, Willesden, N.W.10.
Willesden Old Cemetery	Borough Council.. ..	Neasden Lane, N.W.10. (Re-openings only.)
West Drayton Cemetery.	Urban District	Harmondsworth Lane, West Drayton, Middlesex.
Carpenders Park Lawn Cemetery	Wembley Borough Council	Oxhey Lane, Carpenders Park, Hertfordshire.

TABLE B

Crematoria

Name	Authority	Year of Opening	Number of Cremations			Probable Capacity	
			1947	1956	1957		
1. Golders Green, Hendon	London Cremation Co.	1902	5,469	7,480	7,509	8,000	Private Company.
2 Hendon Park, Hendon	Abney Park Cemetery Co. ..	1922	Non-recording	132	154	1,400	Private Company.
3. Islington Cemetery, High View Road, East Finchley..	Islington B.C.	1937	137	441	496	2,800	Local Authority. Cremation is available to all, not restricted to Islington residents.
4. St. Marylebone Cemetery, East End Road, East Finchley	St. Marylebone B.C. ..	1937	369	1,922	1,798	2,800	Local Authority. Cremation is available to all, not restricted to St. Marylebone residents.
5. Enfield. Gt. Cambridge Road	Tottenham and Wood Green Burial Board	1938	1,085	3,518	3,825	4,900	Local Authority Board serving Tottenham, Wood Green, Edmonton, Enfield.
6. Kensal Green Cemetery, Harrow Road	The General Cemetery Co.	1939	Non-recording	Non-recording	Non-recording	2,800	Private Company.
7. Mortlake, Surrey ..	Mortlake Crematorium Board	1939	1,465	2,754	2,573	2,800	Local Authority Board, serving Acton, Brentford and Chiswick, Richmond, Barnes, etc.
8. South-West Middlesex, Hounslow Road, Hanworth	S.W. Middlesex Crematorium Board	1954	—	1,574	1,853	2,800	Local Authority Board.

9. New Southgate. Great Northern Cemetery, London, N.11.	Great Northern Company	1957	—	—	177	2,800	Private Company.
10. Ruislip-Northwood and Uxbridge, Breakspear Road, Ruislip	Ruislip-Northwood and Uxbridge Joint Crematorium Board	1957	—	—	—	2,800	Local Authority Board serving Ruislip and Uxbridge.
Total			8,525+	17,821+	18,385+	33,900	
11. Barnet	—	Building	—	—	—	—	—
12. St. Pancras. Strawberry Vale, Finchley	St. Pancras B.C.	Approved	—	—	—	—	Local Authority.

TABLE C

Progress of Cremation

Cremation in relation to Deaths

Year	Great Britain			Middlesex
	Deaths	Cremations	%	%
1939	564,315	19,813	3·5	
1940	654,312	25,199	3·8	
1941	607,738	26,221	4·3	
1942	545,100	28,518	5·2	
1943	568,145	34,259	6·0	
1944	556,779	39,016	7·0	
1945	550,763	42,963	7·8	
1946	556,695	50,160	8·9	
1947	583,813	61,160	10·4	
1948	531,247	64,290	12·1	
1949	574,319	79,607	13·8	20·0
1950	574,309	89,557	15·6	
1951	614,718	107,161	17·4	
1952	558,790	107,699	19·2	
1953	562,203	116,728	20·7	
1954	563,128	125,521	22·3	
1955	579,907	141,353	24·3	
1956	583,202	153,238	26·2	
1957	575,946	163,358	28·3	40·0

around Finchley, it will be seen that in the area between Harrow and Staines there is a wide stretch without any crematoria, necessitating a long journey for mourners travelling to the nearest crematorium. The addition of two or three crematoria in this area would relieve this situation.

The above calculations depend upon full co-operation between burial authorities so that districts best provided with cemeteries and crematoria assist those which are short of these facilities. With this co-operation, Middlesex may safely be said to have cemetery space to last for some 200 years and the only defect in the arrangements apparent to the County Council is the absence of crematoria in the area from Harrow to Staines.

II. Whilst comparable figures for the Greater London Review Area outside Middlesex are not known, the County Council does not see any defect in the arrangements for the performance of this function in the area, having regard to the high proportion of cremations to deaths, assuming that sufficient crematoria are or will be available to meet the need.

III. The County Council suggests that consideration be given jointly by those District Councils concerned to the provision of two or three crematoria in the area from Harrow to Staines.

Parks and Open Spaces

I. Section 164 of the Public Health Act, 1875, enables an Urban Authority to provide public walks or pleasure grounds and a Rural Council was enabled to provide these facilities by virtue of the Rural District Councils (Urban Powers) Order, 1931. Additional powers in this connection are given by Sections 44 and 45 of the Public Health Acts Amendment Act, 1890, Sections 76 and 77 of the Public Health Acts Amendment Act, 1907, Section 56 of the Public Health Act, 1925, and Section 132 of the Local Government Act, 1948.

The Open Spaces Act, 1906, gives powers to the County Council and the District Councils with respect to the provision of open spaces and Section 14 of that Act enables a County Council to provide public walks or pleasure grounds and support or contribute to the support of public walks or pleasure grounds provided by any person. As will be seen from the County Council's evidence relating to the next function, the County Council is concerned in the provision of open spaces by virtue of provisions similar to those contained in the Physical Training and Recreation Act, 1937, but apart from this parks and open spaces for public use in the County are provided by the District Councils and no defects have been encountered in this respect by the County Council.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole, and consequently no remedies are proposed.

Powers and Duties under the Physical Training and Recreation Act, 1937

I. Section 213 of the Middlesex County Council Act, 1944, which replaced a similar provision in the Middlesex County Council Act, 1934, gives the County Council power to acquire and lay out open spaces, recreation or pleasure grounds, and this Section includes the words "for the purposes of the Physical Training and Recreation Act, 1937, or for the purposes of cricket, football or other games or recreations."

The practice of the County Council over many years in connection with open spaces has been to differentiate between:—

(*a*) Local open spaces—the initiative has, in the main, been left with the District Council, which has at an early stage in the considerations of the proposal, approached the County Council with an invitation to contribute towards the capital cost of acquisition. The acquisition is carried out by the District Council and the County Council has, in most cases, made a contribution of 25 per cent. of the net cost of acquisition, although in some instances this has been increased to 33⅓ per cent. or 50 per cent. No contribution is made towards the cost of laying out the open space or recreation ground except in special circumstances, nor does the County Council take any part in the future upkeep or maintenance of the land.

(*b*) Regional open spaces—it has generally been the practice for the County Council to take the initiative, possibly at the suggestion of the District Council in whose area the land is situated. These open spaces are normally purchased by the County Council, subject to a contribution from the District Council, which has varied between 50 per cent. and 25 per cent. of the cost of acquisition In certain cases other adjoining County Councils also have contributed. The County Council then normally grants a 999 years' lease to the District Council at a nominal rental and the District Council accepts responsibility for the management and maintenance. In some cases, however, for economic reasons, the County Council has had to retain the temporary management of substantial areas of future Open Space but it does not possess the necessary resources under the present organisation for the permanent management of such properties.

The reason for drawing this distinction between two classes of Open Space is, firstly, the likely use by the public, since the size and the situation of a particular property in relation to transport facilities may attract people from a number of districts, not only within the County. Another example arises from riverside lands, since the creation of these walks alongside the rivers has for many years been the policy of the County Council and as they are not necessarily limited to particular District Councils, the County Council has treated them as Regional Open Spaces. The second primary factor is financial, since, in the case of a major acquisition involving a substantial area, it could well be beyond the means of a small Authority, even taking into consideration the amount of Government grant. Two examples of this type of property, where large areas have been purchased by the County Council with a contribution from the District Councils, are Hanworth Air Park at Feltham and Trent Park in Southgate and Enfield. In the latter case a large estate was purchased by the County Council for Education and Open Space purposes, the Open Space part falling within the areas of two adjoining District Councils. It would seem that this is a type of project which would call for action by an Authority rather larger than the District Council.

It may be of interest to note that three sites have been made available for the Camping Club of Great Britain and Ireland at Denham, Grimsdyke and Theobalds Park. The powers for this emanated from the Physical Training and Recreation Act, 1937.

(*c*) Green Belt—under the Green Belt (London and Home Counties) Act, 1938, lands mainly to the north and west of the County, together with other areas in the Green Belt Ring, were purchased by the County Council in the years immediately preceding the last war and it may be fairly stated that the Green Belt in these localities was created at the instigation largely of the County Council.

In most cases the Green Belt lands, which amount to 7,000 acres in all, are retained in their existing conditions and most of the land is farm land, which is let to tenant farmers, the supervision of the property being carried out by the County Council. In these cases the County Council has normally met 75 per cent. of the cost and the District Council the remaining 25 per cent. In some instances there have been contributions by other adjoining County Authorities, particularly the London County Council.

Whilst there would be little justification for acquisition on such a comprehensive scale in present times, having regard to the control which is exercised by virtue of the Town and Country Planning Acts, nevertheless this extensive area was purchased, with the result that development was undoubtedly restrained at a critical time. In the purchase of this land the County Council has the assistance of the London County Council, the District Council immediately concerned and in some cases the neighbouring County Council. The management of these Green Belt Estates now provides a substantial source of revenue to the County Council.

Administration

All matters in connection with public open spaces, which are the concern of the County Council, are dealt with through its Estates and Housing Committee, which is responsible for the direction of the County Valuer and his staff, and included in the duties of the County Valuer is the management of such of the open spaces, &c., where the County Council has retained the management and the Green Belt Estates.

Financial

The total Capital Assets held by the County Council in connection with this function at 31st March, 1957, at cost, amount to £3,947,014.

Much of this sum relates to pre-war acquisitions and as the purchase prices contained an element of potential development value no longer present, the current value of the land will not be as great.

The expenditure and Income on Revenue Account in connection with this service for the past four years is as follows:—

	Expenditure	Income
	£	£
1954–55	117,280	34,644
1955–56	112,442	36,732
1956–57	116,225	35,252
1957–58	122,750	36,220

The expenditure includes a large proportion in respect of the repayment of loan charges on previous acquisitions.

In general terms the partnership between the County Council and the District Councils has worked well and has achieved its object over a period of many years.

The County Council has not encountered any defects in the present arrangements for carrying out these functions.

II and III. The County Council do not see any defects in the present arrangements for the performance of this function in the Greater London Area and consequently no remedies are proposed.

Prevention of River Pollution

I. The County Council's jurisdiction for the purpose of this function applies only in the central portion of the County (shown on Map WC/1 relating to Watercourses) to the exclusion of the Catchment areas of the Thames Conservancy and the Lee Conservancy Catchment Board. This arises by virtue of Section 1 of the Rivers (Prevention of Pollution) Act, 1951, which provides that the functions of the Thames Conservancy and Lee Conservancy Catchment Board shall include the enforcement in their areas of the 1951 Act, and that the functions of the County Council in any other areas excluded from a River Board area shall include the enforcement of the 1951 Act.

The County Council is therefore the Prevention of Pollution Authority in the central area of Middlesex, but it does not have concurrent powers in the adjacent areas which are under the jurisdiction of the Thames Conservancy and the Lee Conservancy Catchment Board.

Paragraph 5 (3) of the Second Schedule to the 1951 Act enables the Minister of Agriculture, Fisheries and Food to direct that certain provisions of the River Boards Act, 1948, shall be exercisable by a Pollution Authority as if that Authority were a river Board. It has not, however, been necessary to seek the application of this paragraph to Middlesex County Council, as powers relating to the entry of lands and the taking of samples of effluent are contained in Section 156 of the Middlesex County Council Act, 1944.

A small portion of the area of the Hertfordshire County Council in the Urban Districts of Barnet and East Barnet is excluded from the provisions of the River Boards Act, 1948, and is therefore by virtue of Section 1 of the 1951 Act within the jurisdiction of the Hertfordshire County Council. The principal stream running through this area is the Dollis Brook, the flow of which is from Hertfordshire into Middlesex. As only a short length of the Dollis Brook is in Hertfordshire, arrangements have been made for unification of action between the two Councils.

Administration

The function of the County Council with regard to the prevention of pollution is exercised through its Highways Committee and the Staff engaged on this work is under the direction of the County Engineer. As mentioned in connection with the Control of Watercourses, &c., the County Council employs about 50 rivermen, and their duties include those in connection with the prevention of river pollution.

Samples are taken at regular intervals on the main streams, and records kept in order that a check is kept on the purity. All the outfalls into the streams have been plotted on maps, numbered and entered into a register. Samples are taken at all these points where pollution is suspected and efforts made to trace the source. This tracing is undertaken directly by the County Council where an open ditch is concerned or a private drain or by the District Council where the pollution occurs in a surface water sewer. The Inspector referred to in the Control of Watercourses, &c., works under the Senior Engineering Assistant on this work, and of course all the rivers organisations report to him any flagrant case which is obvious to sight or smell. Over 200 samples are taken in a year, and these are analysed by the Chief Chemist's staff of the West Middlesex Main Drainage Department of the County Council.

The County Council has been sampling for many years, but with the additional powers and duties under the 1951 Act there is no doubt that conditions have improved. In this connection it is significant that during the last dry spell in hot weather in 1956 which reduced the flow in the River Brent to a minimum no complaints were received of smell, whereas previously similar droughts produced many.

Separate figures for expenditure on this function are not available as they are included in those given for the Control of Watercourses, &c.

No defects have been encountered in the performance of this function.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area, as a whole, and consequently no remedies are proposed.

The creation of one " Pollution " Authority for the whole catchment of all rivers flowing through Greater London to secure uniformity of application has been considered. The change would entail bringing in the Thames and Lee Catchments and many on the South Bank of the Thames and would be so large as to be impracticable.

The area now administered by the County Council must be administered by one authority as the complete catchment area must be under the control of a single body. The only alternative to the present arrangements would be the incorporation of the County Council's Area in that of either the Thames Conservancy or the Lee Conservancy Catchment Board and of the two the former would seem to be more appropriate as all the County Area drains into the Thames, even if not all above Teddington Lock. There would, however, be no advantage gained in incorporating the County Area in that of Thames or the Lee. It would merely be change for change sake and consequently the County Council would resist any such suggestion.

Port Health Functions

See page 133 of the County Council's evidence relating to National Health Service Acts, &c.

HOUSING

Provision of Houses

Slum Clearance

I. The District Councils are Housing Authorities; the County Council is not. Consequently the District Councils operate the statutory provisions relating to the provision of houses and slum clearance, but the County Council has under its control, exclusive of the houses which it provides on its smallholdings estates, some 1,500 dwelling units.

In the main these consist of two categories:—

(*a*) Staff accommodation provided for such employees as Fire Brigade personnel, school-keepers and maintenance staff at the Council's Main Drainage Works at Mogden. The accommodation has normally been provided on the basis of either a service tenancy or service occupancy.

(*b*) Property which was acquired in connection with a County Council project which when completed has left dwellings surplus to the County Council's requirements or alternatively dwellings acquired for the purpose of rehousing occupants affected by a County Council project. In these cases the dwellings are occupied by tenants of the Council.

Defects

1. The County Council's welfare officers dealing with the tuberculosis service have great difficulty in helping patients to obtain suitable housing accommodation which is of prime importance in such cases.

The County Council has no housing powers for this purpose.

2. Temporary accommodation under Part III of the National Assistance Act, 1948, has in many cases to be provided for unduly long periods because permanent housing is not available. A full reference to this defect is made in the County Council's evidence relating to Powers and Duties under the National Assistance Acts, but briefly the problem arises because many families evicted from their homes remain in the County Council's temporary accommodation since they are unable to obtain permanent housing. The demand for temporary accommodation is consistently greater than the places available and the turn-over in the Council's hostels is small. Whilst certain families need some form of rehabilitation before they are suitable for permanent housing, the great majority remain in the hostels simply because they cannot obtain a home.

The County Council is not a housing authority and cannot provide the necesary housing accommodation. Such arrangements as it is has been possible to make with the District Councils fall far short of solving the problem.

3. Special types of housing required to meet the needs of registered blind or generally handicapped persons are not readily available. As will be seen from the full reference to this defect in the County Council's evidence relating to Powers and Duties under the National Assistance Acts, the County Council does what it can to assist handicapped persons to have adaptations made to existing properties and to obtain aids to enable them to overcome their handicap to some extent. Difficulties remain, however, which could be remedied if the County Council possessed the necessary housing powers.

4. In future, housing in Middlesex will largely consist of slum clearance and re-development as most of the vacant land zoned for residence has now been developed. The District Councils have not been able to make really substantial progress for the reasons set out in the County Council's evidence relating to Town and Country Planning.

Progress on re-development has been limited and the amount of work undertaken varies from district to district.

In the County of London not only the Metropolitan Borough Councils but the County Council is able to carry out re-development. Because of this it is possible to spread the cost over the whole area, and the London County Council has undertaken numerous re-development schemes which it carries out as a joint measure with the application of its planning policy to re-locate and de-centralise non-conforming industry.

London has a great advantage in being able to initiate clearing of obsolete property, because it has out-county housing powers which enable it to find accommodation for the overspill resulting from its re-development. It is able to take a county-wide view of its problems and to deal with its re-development areas progressively on a reasonably uniform basis.

The County of Middlesex, being wholly urban in character, and being contained entirely within the Metropolitan area, has identical problems.

II. Whilst the County Council is not aware of defects existing in the present arrangements for the performance of these functions in the Greater London Review Area as a whole, it may well be that in the adjoining counties similar defects are present.

III. The County Council considers that it should be given specific housing powers to deal with the individual defects listed 1 to 3.

The County Council considers that the granting of additional housing powers regarding redevelopment and slum clearance within the County would needlessly conflict with District Councils and that the problem is better pursued by consultations and co-operation with the District Councils who already have the necessary powers. There would be advantage in the County Council being given out-county housing powers.

The County Council's case for housing powers is supported by the fact that the Council is responsible for a substantial number of dwelling units and in respect thereto if the Council were to have housing powers two further difficulties now present would, in addition to the defects 1 to 4 mentioned above, be likely to be remedied as follows:—

A.—The Council might be enabled to receive improvement grants under the Housing Acts which it does not now obtain.

B.—The Council might be enabled to re-house people such as retiring staff who have been occupying residential accommodation.

Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

I. The County Council has advanced money under mortgage since 1924 to enable borrowers to purchase their own houses. In this period of 34 years, 18,750 applications have been considered and 14,760 advances actually made.

The sums advanced on mortgage amount to £14,963,000 of which £6,900,000 is still outstanding. A brief summary is shown below:—

	Pre-War Period 1924–25 to 1939–40		Post-War Period 1946–47 to 1957–58		Total 1924–25 to 1957–58	
	Nos.	£	Nos.	£	Nos.	£
Housing Act, 1949	—	—	4,901	8,401,000	4,901	8,401,000
Housing Act, 1925–36	2,173	1,664,195	85	78,080	2,258	1,742,275
Small Dwelling Acquisition Acts, 1899–1923	6,991	4,280,379	610	539,059	7,601	4,819,438
	9,164	£5,944,574	5,596	£9,018,139	14,760	£14,962,713

Since October, 1949, advances have only been made under Section 4 of the Housing Act, 1949.

There was a considerable increase in the demand for housing loans commencing in 1953–54 and rising to a maximum in 1955–56, when a sum of £2½ million was advanced to mortgagors. In May, 1956, there were over 300 applications. Advances reached £2¼ million in 1956–57, but owing to economic factors the County

Council in June, 1956, applied restrictions with the result that applications fell considerably during 1956–57, and when the Bank rate was advanced to 7 per cent. in September, 1957, with the attendant difficulties of borrowing money, advances were suspended completely with the exception of those already received and subsequently approved. This suspension has been reviewed and restricted advances were recommended from the end of June, 1958.

County Councils' Scheme

In normal circumstances the main provisions of the Council's Scheme are as summarised below:—

(1) *Purposes for which advances can be made.* The Council is prepared to consider applications in respect of properties situated within the County from responsible persons, including limited companies, for advances for:—

(*a*) purchasing or constructing houses for own occupation;

(*b*) constructing houses and blocks of flats for sale or letting;

(*c*) converting buildings which have been acquired, into houses or flats;

(*d*) acquiring buildings and converting them into houses or flats.

Applications are not entertained in respect of:—

(i) properties already acquired;

(ii) flats or maisonettes to be purchased or leased separately;

(iii) leasehold premises where the unexpired term is less than 40 years;

(iv) properties being purchased for investment purposes.

(2) *Amount and period of advances.* Advances up to 90 per cent. of the Council's valuation or purchase price (whichever is the less) can be made on freehold or leasehold properties, repayable under either the instalment system or the annuity system over 10, 15, 20, 25, or 30 years (subject to certain limitations in respect of the period of repayment in the case of leasehold properties).

(3) *Rate of interest.* The rate of interest payable on any advance made by the Council is, in accordance with an approval given by the Ministry of Housing and Local Government, such as may be determined by the Council from time to time, being not less than ¼ per cent. above the appropriate Public Works Loan Board rateor not less than ¼ per cent. above the average rate of the Council's Consolidated Loans Fund, whichever is the higher.

(4) *General.* The scheme contains a number of miscellaneous conditions regarding, for example, advances by instalments in respect of houses in course of construction, early repayment of advances or parts thereof, insurance, default, valuation and legal fees, &c.

Section 5, *Housing Act*, 1949. The County Council operates within certain limits the scheme contained in Ministry of Housing and Local Government Circular No. 45/55 for guaranteeing parts of advances for house purchase made by Building Societies and Societies registered under the Industrial and Provident Societies Act.

The undoubted success of the Housing Advances Scheme in Middlesex has been largely due to careful funding of expenditure on advances to mortgagors and the raising of loans at appropriate times to suit the demand for advances. No charges have fallen on the rates from the operation of the scheme and, indeed, a modest reserve has been built up.

Properties in Possession

During the course of its operations the County Council has foreclosed on approximately 140 properties. All but four of these properties, which are now let, were sold and, taking into account all liabilities, a surplus of approximately £5,000 was realised.

District Councils Operating Housing Loan Schemes

County Councils and District Councils have concurrent powers under Section 4 of the Housing Act, 1949 (though not, of course, under the Small Dwellings Acquisition Acts). Whilst the County Council has no definite and complete information on the point, it is believed that, with the exception of the Wembley Borough Council and the Urban District Councils of Feltham, Hayes and Harlington, Sunbury-on-Thames, and Yiewsley and West Drayton, all the District Councils have schemes under one or both of the Acts, but a number of them have, during the past year or so, discontinued making advances for the time being.

Assistance to Persons to Facilitate Improvement of Houses

Where an advance has been made and some part of it is still outstanding, the County Council makes further advances in respect of improvements including alterations, enlargement or repairs to the property, provided the cost is not less than £100. This is secured by a further charge, which will not be entered into if there is any prior charge on the property other than the County Council's first charge.

Apart from this class of borrower, assistance under Section 4(i)(*d*) and grants under Section 20 of the Housing Act, 1949, for improvement of housing accommodation are considered by the County Council to be more appropriate matters for the District Councils. The County Council has not entered into an agreement with any of the District Councils under Section 34 of the Act to exercise the powers of the District Councils under Sections 20 to 24 of the Act.

Experience Gained by the County Council in the Operation of the Housing Loan Scheme

In addition to its administrative, legal and financial staff, the County Council has employed up to five qualified or partly qualified valuation assistants on this work, thus enabling the County Council to provide a service which is both efficient and economic. It is efficient since it is comprehensive and has the benefit of information over the County as a whole to indicate the trend of values and prices. It has the advantage of a long and extensive experience in dealing with applications and a large number of applicants prefer to take advantage of the County Council's Scheme notwithstanding the fact that their own District Council also operates a scheme. It is economic because the Council can at any time call on the services of experienced and qualified officers in all fields, thereby enabling the Scheme to operate to the benefit of the borrower without expense to the ratepayer.

No defects have been encountered in the arrangements for the administration of this function in the Council's area.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

Regulation of Buildings and Bye-laws

I. These functions in relation to housing legislation are dealt with by the District Councils to the exclusion of the County Council, which has jurisdiction only in its capacity as Local Planning Authority where development is involved, In this capacity it will be appreciated that the principal aim through the County Development Plan is to improve the living standards and conditions of environment of the population of the County.

The County Council has not encountered any defects in the present arrangements.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

PERSONAL HEALTH AND WELFARE

National Health Service Acts; Health Education; Mental Health Service; School Health Service; Registration of Nurseries and Child Minders; Notification of Infectious Diseases

I. The County Council's powers and duties under Part III and Part V of the National Health Service Act, 1946, form, of course, only one part of the National Health Service, the others being Part II—the hospital and Specialist Services and Part IV—The General Medical, Dental and Pharmaceutical, &c., Services. To secure the maximum benefit from the service as a whole, it is essential that there should be the closest possible liaison and co-operation between the three parts of the service. Similarly it is desirable to have co-operation between the County Council's services under the National Health Service Acts and the health services provided by District Councils under the Public Health Act, 1936; the County Council's School Health Service provided under the Education Act; the County Council's Welfare Services provided under the National Assistance Act, 1948; and the Child Care Services provided under the Children Act, 1948. The present arrangements made by the County Council for providing the Local Health Service are designed to deal with these needs.

Under the National Health Service Act, 1946, and other Acts, the County Council is responsible for the provision of the following services:—

(*a*) Health Centres;

(*b*) Care of Mothers and Young Children;

(*c*) Midwifery;

(*d*) Health visiting;

(*e*) Home Nursing;

(*f*) Vaccination and immunisation;

(*g*) Ambulance Services;

(*h*) Prevention of illness care and after-care;

(*j*) Domestic help;

(*k*) The Mental Health Services (under the Mental Deficiency Acts 1913–1938, the Lunacy Acts, 1890–1922, the Mental Treatment Act, 1930, the Education Act, 1944, and the National Health Service Act, 1946);

(*l*) The School Health Service under the Education Act, 1944;

(*m*) The registration of nursing homes under the Public Health Act, 1936;

(*n*) The registration of nurseries and child minders under the Nurseries and Child Minders Regulation Act, 1948;

(*o*) The supervision of midwives as Supervising Authority under the Midwives Acts, 1902–1951; also

(*p*) Health control services at London Airport as agent for and on behalf of the Minister of Health and the Minister of Transport and Civil Aviation.

Constitution of Health Committee and Area Committees, and Delegated Powers

The above mentioned functions are administered by the County Health Committee, which is constituted as follows:—

32 members of the County Council;

1 member nominated by the North East Metropolitan Regional Hospital Board;

1 member nominated by the North West Metropolitan Regional Hospital Board;

4 members nominated by the Middlesex Executive Council;

1 member nominated by the Royal College of Nursing;

1 member nominated by the Royal College of Midwives;

10 members of the Local Area Committees referred to later (1 nominated by each Committee).

The Health Committee has appointed the following sub-committees:—

(1) *General Sub-Committee*—which considers matters not referred to the Mental Health Sub-Committee or to the Local Area Committees or to the disciplinary Staff Sub-Committee. The General Sub-Committee has the duty of co-ordinating proposals and recommendations of the Mental Health Sub-Committee and of the Local Area Committees which involve questions of finance planning, or policy.

(2) *Mental Health Sub-Committee*—charged with such of the functions of the Committee as relate exclusively to mental health services provided by the Council and functions of the Council under statutes relating to mental health.

(3) *Local Area Committees*—The County has been divided into ten areas (corresponding with the Children and Welfare areas), which are shown on the following Map (Personal Services 1) and a Sub-Committee of the Health Committee, known as a Local Area Committee, has been appointed for each such area.

The Areas comprise the districts of the following District Councils:—

Area No. 1 —Enfield, Edmonton.

Area No. 2 —Southgate, Wood Green, Potters Bar, Friern Barnet.

Area No. 3 —Tottenham, Hornsey.

Area No. 4 —Finchley, Hendon.

Area No. 5 —Harrow.

Area No. 6 —Wembley, Willesden.

Area No. 7 —Ealing, Acton.

Area No. 8 —Uxbridge, Ruislip-Northwood, Hayes and Harlington, Yiewsley and West Drayton.

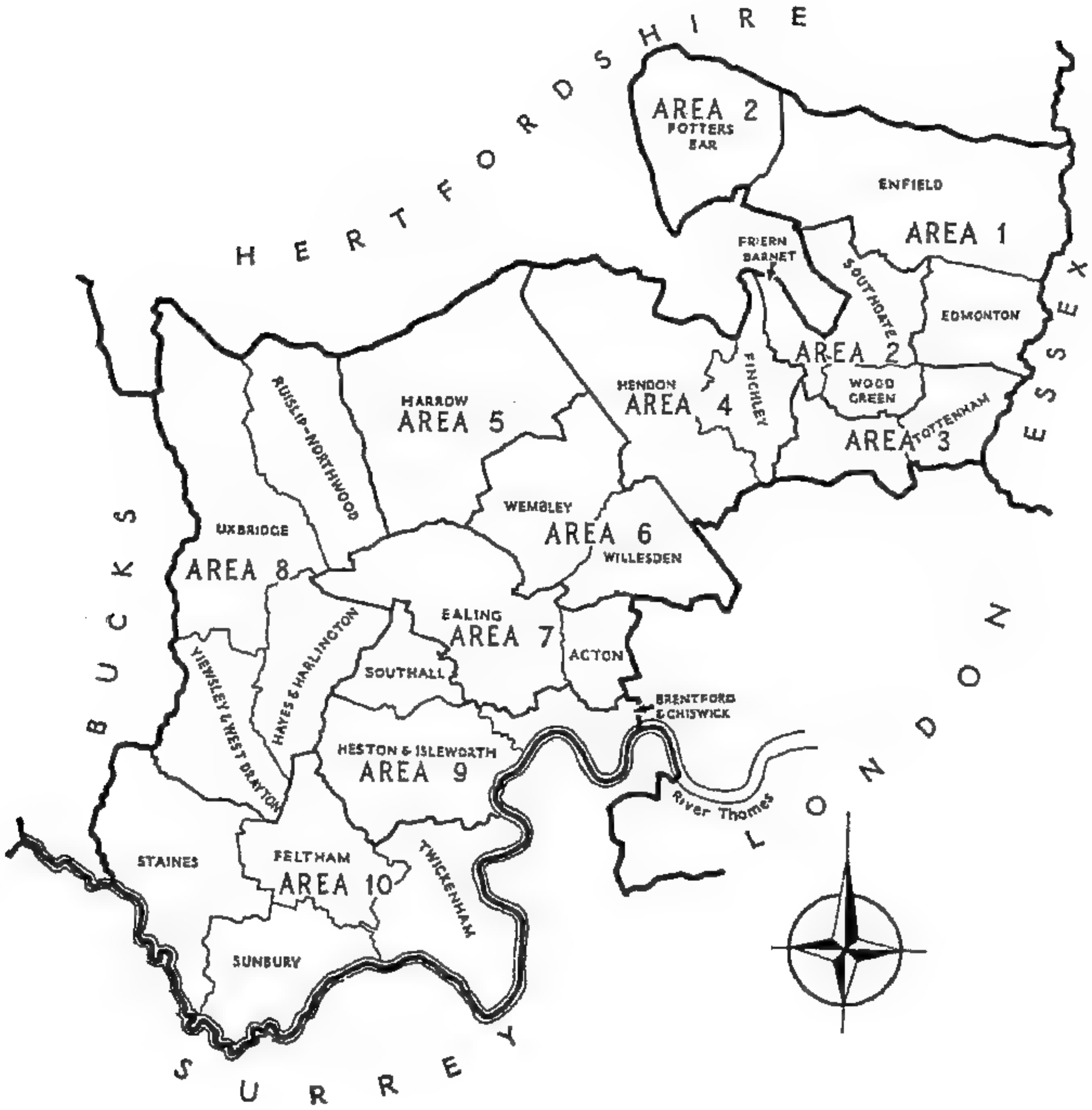
Area No. 9 —Brentford and Chiswick, Southall, Heston and Isleworth.

Area No. 10—Twickenham, Staines, Feltham, Sunbury-on-Thames.

The following Diagram shows in broad outline the organisation of the County Health Department.

PERSONAL SERVICES 1

HEALTH, CHILDREN'S AND WELFARE AREAS



The County Council has been very concerned since 1948 to give effect to local representation by ensuring that such representation on its ten Area Committees is adequate. The table below shows the details of representation in each Area and it will be seen that in every case the majority of members is nominated by the District Councils.

Table

Local Area Committee	Members Nominated by District Councils	Members of the County Council	Members Nominated by Hospital Management Committees	Member with knowledge and experience of Home Nursing	Total
1	10	5	2	1	18
2	11	6	2	1	20
3	11	6	2	1	20
4	11	6	2	1	20
5	8	4	2	1	15
6	13	7	2	1	23
7	11	6	2	1	20
8	13	7	2	1	23
9	11	6	2	1	20
10	13	7	2	1	23

Further, the directly appointed members of the County Council on each Area Committee are drawn, as far as possible, from members representing electoral divisions in the Area or from county aldermen residing in the Area; the person with knowledge and experience of home nursing is invariably a local person who was associated with one of the former District Nursing Associations which operated in the area prior to July, 1948; and the nominees of the appropriate Hospital Management Committees are nearly always local people. Also, a representative of each of the medical, dental, pharmaceutical, midwifery and nursing interests (again usually from the locality) may attend in an advisory capacity. It will be seen that the existing position in Middlesex goes far towards meeting the need for close contact with the people actually served by virture of the fact that the Area Committees are composed largely of members of the appropriate District Councils and other people with local interests.

The delegation of functions to Area Committees is wide but certain matters are reserved to the Health Committee. These are mental health, ambulances and training of staff, or where the catchment area for those requiring the service needs to be on a wider basis, such as T.B. rehabilitation workshops, chest clinic services, hostels for homeless tuberculous, and mother and baby homes.

Services Delegated

The day-to-day administration of the following services is delegated to the Area Committees:—

Services	*Act and Section*
(*a*) Care of mothers and young children (except as as indicated, namely, mother and baby homes)	National Health Service Act, 1946, Section 22.
(*b*) Midwifery	National Health Service Act, 1946, Section 23.

DIAGRAM SHOWING IN BROAD OUTLINE THE ORGANISATION OF THE HEALTH DEPARTMENT

COUNTY MEDICAL OFFICER

DEPUTY COUNTY MEDICAL OFFICER

HEAD OFFICE

4 Principal Medical Officers, 1 Senior Medical Officer, 1 Chief Dental Officer, 3 Almoners, 1 Health Education Officer, 1 Training Officer, Senior Ambulance Officer, 82 Administrative and Clerical Staff.

Mental Health

Care and After-Care

General Staffing Accounts Statistics

Centrally Controlled Services
(Domestic staff, such as cooks and cleaners, etc., are not included)

5 *Mental Health Divisions*
26 Mental Welfare Officers
8 Psychiatric Social Workers
5 Lady Supervision Officers

9 *Special Training Schools*
569 Places
48 Staff

1 *Practical Training Centre with Annexe*
95 Places
9 Staff

10 *Chest Clinics*
10 Chest Physicians*
44 Tuberculosis Visitors
17 Welfare Officers and Assistants
16 Clerical Staff

* Joint appointments with R.H.B.s.

1 *Rehabilitation Workshop*
1 Supervisor/Instructor
52 Journeymen/Cabinet Makers

1 *Tuberculosis Hostel*
Provides 16 places
2 staff

4 *Mother and Baby Homes*
Provides 79 beds
49 cots
8 Staff

District Nurse Training Home
Places for 10 students
2 Staff

Health Control Unit, London Airport
6 Medical Officers
7 Nurses
11 Clerk/Receptionists

C.D. Ambulance Service
3,000 volunteer C.D. personnel

TEN AREAS

	1 Edmonton Enfield	2 Friern Barnet Potters Bar Southgate Wood Green	3 Hornsey Tottenham	4 Finchley Hendon	5 Harrow	6 Wembley Willesden	7 Acton Ealing	8 Hayes and Harlington Ruislip Northwood Uxbridge Yiewsley and West Drayton	9 Brentford and Chiswick Heston and Isleworth Southall	10 Feltham Staines Sunbury Twickenham	*Totals*
Authorised Establishment											
Medical Officers	12	10	12	12	9	16	11	10	12	13	117
Dental Officers†	8	9	10	12	9	15	11	14	15	13	119†
Dental Attendants*	—	—	—	—	—	—	—	—	—	—	132*
Dental Hygienists	—	—	—	1	—	—	—	—	1	1	3
Dental Technicians and Apprentices	—	—	—	6	—	—	—	—	—	14	20
Nursing Staff† (all categories) ..	74	63	82	67	68	49	89	81	76	87	836†
Home Help Organiser and Assistants	2	2	3	1	2	3	4	3	3	3	26
Home Helps†	76	77	110	46	38	90	165	107	126	77	1,250†
Administrative and Clerical ..	33	35	41	40	29	49	49	40	45	41	462
Services 1957 School Health, Dental, Maternity and Child Welfare, Health Visiting, Home Nursing, Midwifery, Vaccination and Immunisation and Domestic Help Services.											
School Health Clinics	11	12	13	9	10	10	14	14	12	16	121
Sessions per month (excluding dental)	330	200	478	391	236	352	353	221	616	529	3,706
Medical Inspections of School Children	19,972	13,321	18,831	13,236	10,532	24,951	17,161	13,712	18,309	13,664	163,689
Ante-Natal Clinics	9	8	9	10	16	15	13	16	8	14	118
Sessions per month	49	34	86	63	65	89	74	33	51	58	602
Child Welfare Centres	13	13	10	15	17	14	15	20	9	16	142
Sessions per month	98	112	170	112	114	168	156	161	98	183	1,372
Day Nurseries	2	1	3	2	2	10	5	4	2	3	34
Places	80	30	168	110	110	490	214	150	86	100	1,538
Home Visits by Health Visitor/School Nurses	24,773	38,420	43,043	25,266	32,661	50,684	46,528	46,425	48,538	33,439	389,777
Number of cases attended by:—											
Home Nurses	2,913	2,736	3,327	3,758	2,722	6,410	5,010	3,170	3,331	3,602	36,979
Midwives	863	423	555	492	659	678	626	1,017	470	1,154	6,937
Home Helps	1,101	1,268	1,815	1,133	1,007	1,507	1,922	1,188	1,382	1,377	13,700

† Indicates categories where establishment is authorised for County as a whole and figures shown under each area are the numbers at present allocated to individual areas and do not equal the total establishment.

In addition to above there are approximately 63 medical auxiliary staff and 307 Day Nursery non-domestic staff.

* Dental Attendants are employed as follows: 1 each for Area Dental Officers; 1 each for Dental Officers; 2 each for Orthodontists.

Services	*Act and Section*
(*c*) Health Visiting (except as indicated later in connection with T.B. cases)	National Health Service Act, 1946, Section 24.
(*d*) Home Nursing	National Health Service Act, 1946, Section 25.
(*e*) Vaccination and immunisation	National Health Service Act, 1946, Section 26.
(*f*) Those functions of the County Council under Section 28 of the Act (prevention of illness, care and after-care) which relate to home nursing, home helps or health visitors, but excluding, as regards health visiting, all T.B. cases	National Health Service Act, 1946, Section 28.
(*g*) Domestic Help	National Health Service Act, 1946, Section 29.
(*h*) Functions under the Nurseries and Child Minders Regulation Act, 1948	
(*i*) Notification of births	Public Health Act, 1936, Section 203.
(*j*) School Health Service, except in relation to Residential Special School and Child Guidance Centres, and Medical and Dental inspections	Education Act, 1944, Section 48.

The " day-to-day " administration includes, in particular, the following:—

(i) Appointment of most staff (within approved establishments and subject to financial provision having been made) and certain powers of granting sick pay and special leave to such staff.

The discipline, including suspension and dismissal (through a Staff Sub-Committee) of such staff.

(ii) The general supervision and control of clinics (including those used for school health service purposes as well as for the care of mothers and young children) and of day nurseries, and of dental workshops (only in two Areas).

(iii) The ordering of maintenance work, included in the budget at such properties, except where the County Council does not own the freehold.

Maintenance of furniture and equipment at such properties.

(iv) Dealing with appeals against assessments in relation to services and articles provided and the authorising, where necessary, of legal proceedings for the recovery of sums due in respect of such provision.

(v) The approval of requisitions for the supply of goods and materials.

(vi) The powers of the Council as local supervising authority for the purposes of the Midwives Acts in relation to the supervision of Midwives practising within the area (except the power to report Midwives to the Central Midwives Board), including the payment of compensation to any midwife who has been suspended in order to prevent the spread of infection.

(vii) Authority to arrange for instruction, lectures and the display of pictures or cinematograph films on questions relating to health or disesae.

(viii) Authority to take advantage of the facilities offered by any Voluntary Organisation which has been approved by the Health Committee and of voluntary assistance from individuals (subject to any direction from the Health Committee).

(ix) Authority to prepare the annual estimates of expenditure on the functions with which they are concerned, for consideration by the Health Committee.

(x) The functions of the Health Committee under the Nurseries and Child Minders Regulation Act, 1948, subject to the following:—

(i) The general standard requirements are to be prescribed by the County Council.

(ii) Premises and persons are not to be registered, except on the recommendation of the Area Medical Officer on appropriate conditions and in the case of premises subject to any report as to any adaptations which the Area Medical Officer or the County Architect may consider necessary to render the premises suitable for the purpose; provided that in the event of an Area Committee not accepting any recommendations in the report of such officers the matter shall be referred to the Health Committee for decision.

(xi) The Local Area Committee may also make recommendations to the Health Committee on any matter affecting Local Health Services not within their delegation.

Services Not Delegated

It is probably helpful at this stage to indicate those services which are not delegated to Area Committees but reserved to the Health Committee.

Services	*Act and Section*
(*a*) The Ambulance Service	National Health Service Acts, 1946, Section 27.
(*b*) Mental Health Services	Mental Deficiency Acts, 1913–1938, Education Act, 1944. (Ineducable children.) Section 57. National Health Service Act, 1946, Section 28. (Prevention of Illness, care and after-care.) National Health Service Act, 1946, Section 51. (Mental illness.)
(*c*) Care of certain mothers and young children (*i.e.* mother and baby homes)	National Health Service Act 1946, Section 22.
(*d*) Tuberculosis .. .. (i) Chest clinic services (ii) Hostels for homeless tuberculous men (iii) Rehabilitation workshops	National Health Service Act, 1946, Section 28.
(*e*) Venereal diseases	National Health Service Act, 1946, Section 28.
(*f*) The placing of patients in rehabilitation holiday homes	National Health Service Act, 1946, Education Act, 1944.
(*g*) All matters relating to the training of local health staff (including District Nurses' Training Home).	
(*h*) Health education	National Health Service Act, 1946, Section 28.
(*i*) Prevention of illness, care and after-care, except in relation to home nursing, home helps and health visiting other than T.B. cases	National Health Service Act, 1946, Section 28.
(*j*) Health centres	National Health Service Act, 1946, Section 21.
(*k*) Health control services at airports	
(*l*) Registration of nursing homes	Public Health Act, 1936, Part VI.

All the County Council functions under the National Health Service Acts are carried out in accordance with Proposals approved by the Minister of Health.

Staff

The whole of the County Council's health services, with the exception of the Ambulance Service (details of which follow later) is under the control of the County Medical Officer of Health but the day-to-day local administration and control of the majority of these services is dealt with through the Area Medical Officers in each of the 10 health areas.

Services Provided

A copy of the latest annual report of the County Medical Officer, *i.e.*, for the year 1957, which gives statistical data and comments in detail on the services provided, &c., will be forwarded in due course.

A description of the actual services provided under Parts III and V of the National Health Service Act, 1946, and other Acts is set out below.

Health Centres—(Section 21)

No Health Centre proposals submitted by the County Council to the Minister of Health have so far been approved.

However, the County Council, when acquiring sites for *clinic* purposes, has had regard to possible health centre requirements and in a number of cases the sites are large enough to allow the clinic building to be extended later, if necessary, to provide the full facilities of a health centre.

Care of Mothers and Young Children—(Section 22)

The services provided by the County Council under this section of the Act include:—

Infant Welfare Clinics;
Toddlers' Clinics;
Ante- and Post-Natal Clinics;
Dental Clinics;
Day Nurseries, &c.;
Service for the Care of Premature Infants;
Care of Unsupported Mothers;
Ophthalmic, Orthopaedic, &c., Clinics;
Provision of Maternity Outfits.

Infant Welfare Clinics

Provided (*a*) for advice and help on every problem associated with infant nurture, development, nutrition, environmental hygiene, &c.; (*b*) for the distribution of welfare foods and vitamin preparations.

Toddlers' Clinics

Provided for the continued supervision of infants after the second year of birth.

Ante- and Post-Natal Clinics

Provided for the supervision and care of expectant and nursing mothers. General medical examinations are carried out, including special investigations, blood tests, &c., in co-operation with the hospital pathological laboratory services. Instruction is given in personal hygiene, breast feeding, proper dietary and hygiene of labour. In a large proportion of the clinics special sessions are held for instruction in " relaxation " and " mothercraft ", &c.

Dental Clinics

Provided where full facilities, including X-ray for complete dental treatment and the provision of prosthetic appliances are available, for expectant and nursing mothers and children. These clinics are provided jointly for the Maternity and Child Welfare and School Health Services. Prosthetic appliances are made in the two County Council dental workshops.

Day Nurseries

Provided to meet the needs of children for whom it is considered nursery provision is needed on health grounds, *e.g.*, children of unmarried mothers, widows, &c., who must necessarily go out to work to support their children, children with bad home conditions, &c.

In Tottenham a daily guardianship scheme is operated whereby registered guardians are paid a small retaining fee in consideration of their remaining on the register and agreeing to inspection of their premises and to their taking the children for whom they become daily guardians to the appropriate infant welfare centre when required.

As referred to elsewhere in this statement, the County Council, under the Nurseries and Child Minders Regulation Act, 1948, registers and maintains supervision of premises used as private day nurseries and persons who for reward receive into their homes children under five years of age to be looked after.

Care of Premature Infants

On receipt of a notification of birth of a premature infant, when such infant is being nursed at home, special arrangements are made for supervision by a specially trained nurse and for the provision, on loan, of special equipment such as draught-proof cots, hot-water bottles, cot thermometers, &c.

Care of Unsupported Mothers

Four residential homes for mothers and babies are provided and maintained by the County Council itself; in addition, cases are maintained by the County Council at homes provided by voluntary organisations. A staff of three almoners is employed to give all possible social help to these women and a grant is paid to the London Diocesan Council for Moral Welfare, who also engage in this work. This part of the service is operated under the direct control of the Westminster Office of the Health Department and is not delegated to the Areas owing to its specialised nature and to the fact that the four residential homes and the three County Almoners deal with cases from all parts of the County.

Ophthalmic, Orthopaedic, &c., Clinics

Certain specialist sessions are held in County Council clinics, the specialist being supplied by the appropriate Regional Hospital Board whilst the County Council provides the equipment and ancillary staff, &c., these services are available to children under school age and schoolchildren. A few gynaecological sessions are also held.

Arrangements have also been made for the training of deaf infants between the age of 6 months and 2 years; for the care of children suffering from cerebral palsy who are under 5 years and not attending school; only two units of each type have been provided owing to the small number of cases and these units serve the whole County.

Maternity Outfits

Arrangements are made for the distribution of sterilised maternity outfits to all expectant mothers except those who have booked a hospital bed for their confinement. These are distributed through the ante-natal clinics and the County Council's domiciliary midwives.

Medical Records

All medical records of children are available to the School Health Service when the children commence attendance at school.

Clinic Premises

Clinics are held in approximately 150 different premises, of which about one-third are buildings which were specially designed and built for use as clinics, whilst the remainder are either premises which have been adapted for the purpose and used solely as clinics, or premises such as Church halls, &c., which are rented for part time use as clinics. The majority of the clinics are used both for maternity and child welfare and school health services.

A mobile clinic has been provided for use in the semi-rural parts of Area 8 (Uxbridge, Hayes and Harlington, Ruislip-Northwood, and Yiewsley and West Drayton). As the result of experience gained, consideration is being given to the provision of a further mobile clinic for use in other areas.

The suitability of the premises for clinic purposes varies considerably, and although five new purpose-built clinics have been provided and 20 premises have been especially adapted for clinic use since the County Council became the Local Health Authority for the whole County, the position is by no means satisfactory.

Midwifery—(Section 23)

The County Council has the duty of ensuring that the number of midwives employed is adequate for attendance as midwives, or as maternity nurses, on women in their own homes during the lying-in period.

To meet this need the Council itself employs midwives (based on a case load of 55 per annum, as recommended in the Report of the Working Party on Midwives, 1948) to cover the whole County except the districts of Acton and Chiswick, where the County Council has made special arrangements with the Board of Governors of Queen Charlotte's Maternity Hospital to provide the domiciliary midwifery service, the County Council paying an agreed charge per case. Whilst this service is delegated to Areas at the present time, the County Council has approved a total establishment on a County basis and the allocation of this establishment to Areas is left to the County Medical Officer to decide, in consultation with Area Medical Officers. This has been done to allow of flexibility to meet changing circumstances.

Close liaison is maintained between the County Council's midwifery service, the maternity medical services provided by the Middlesex Executive Council and the Hospital Maternity Services. With regard to the latter, there are arrangements whereby the County Council's midwives take over the nursing of maternity cases which are discharged from hospital before the end of the lying-in period.

The County Council is also the local supervising authority under the Midwives Acts and employs for this purpose a non-medical Supervisor in each of the 10 Areas whose duties also include those of Superintendent of home nurses.

Arrangements have been made with a number of Hospital Management Committees whereby the County Council undertakes the training of pupil midwives in preparation for Part II of the examination of the Central Midwives Board.

Health Visiting—(Section 24)

The County Council provides a Health Visitor service to advise persons in their homes on the care of young children, persons suffering from illness and expectant and nursing mothers, and on measures necessary to prevent the spread of infection.

The Health Visitors are fully trained nurses possessing the health visitor certificate of the Royal Society of Health and, in accordance with the County Council's policy of co-ordinating the School Health Service with other health services, also carry out the duties of school nurses. Specialised health visitors are employed for dealing with the tuberculous and problem families and are dealt with later (see under Section 28).

The County Council's approved scheme envisaged the employment of health visitors on the basis of 1 to 6,000 population, but owing to the nation-wide shortage of health visitors the County Council has been unable to recruit sufficient health visitors to operate on this basis. To offset in part the shortage of health visitors the County Council employs nurses and health assistants to carry out some of the less specialised duties in the clinics and schools.

Co-operation between the Health and Education Committees of the County Council has resulted in the establishment of a training school for health visitors which has provided a steady source of recruitment resulting in a small increase of health visitors on the staff in recent years.

Home Nursing—(Section 25)

The County Council employs its own nurses for Home Nursing purposes rather than make arrangements with voluntary organisations.

The County Council has its own training home for home nurses which is conducted in accordance with the training scheme regulations of the Queen's Institute of District Nursing, of which the County Council is a member.

Both male and female nurses are employed. They work under the instruction of the general practioner responsible for the patient and are supervised by an Area Superintendent of Home Nurses who combines this duty with that of Non-Medical Supervisor of Midwives.

Whilst this service is delegated to Areas at the present time, the County Council has approved a total establishment on a County basis and the allocation of this establishment to Areas is left to the County Medical Officer to decide, in consultation with Area Medical Officers. This has been done to allow of flexibility to meet changing circumstances.

Vaccination and Immunisation—(Section 26)

The County Council's scheme under this Section of the Act provides not only for vaccination against smallpox and immunisation against diphtheria but also for immunisation against whooping cough, tetanus, and poliomyelitis.

The arrangements include provision for these services to be provided at the County Council's own clinics, where the vaccination or immunisation is carried out by the County Council's medical staff, or elsewhere by the parent's arrangement with his own general medical practitioner. In the latter case the County Council pays a fee to the doctor in respect of the completion of the record card laid down by the Minister of Health.

The majority of antigens used are supplied under arrangements made by the Minister but those for tetanus, whooping cough and combined antigens are purchased by the County Council.

In addition to regular propaganda by the County Council's staff of doctors and health visitors, &c., periodical propaganda campaigns are held with a view to securing a high acceptance rate for vaccination or immunisation amongst the population at risk. These campaigns are co-ordinated both with any National campaign organised by the Minister of Health and those of District Councils organised under their Public Health Act powers.

During 1957 the following vaccinations and immunisations were carried out:—

Vaccinated or immunised against	*No. of Persons Vaccinated or Immunised*
Smallpox	50,671
Poliomyelitis	60,239
Whooping cough	26,223
Diptheria	43,724

Ambulance Service—(Section 27)

The statutory proposals approved by the Minister provide that the fire and ambulance services should be co-ordinated and the County Council's Standing Orders provide that, although the Council's functions as ambulance authority must by statute stand referred to the Health Committee, the Fire Brigade Committee is to be responsible on behalf of the Health Committee for the day-to-day management of the service.

The Chief Fire Officer is designated as Chief Officer, Fire and Ambulance Service, and is responsible for the efficiency of the ambulance service except in relation to medical matters, for which the County Medical Officer is made responsible.

When the service became the County Council's responsibility in 1948 a few ambulance stations were available, but it was necessary to house the majority of the ambulances at fire stations. A Development Plan prepared in 1949 and approved by the Minister provided for ten depots, located on sites convenient for serving economically groups of hospitals and clinics in the County, at which ambulances used for sick removals should be concentrated. Seven of these depots have been built and temporary accommodation is used for the other three depots. Ambulances earmarked for accident and emergency purposes have continued to be housed at fire stations because of the advantages of speedy mobilising and because of the existing communications network. The numbers of ambulances set aside for this purpose is varied according to experience and at present 28 are designated for accident and emergency purposes during the day. During the night time, *i.e.*, between 2300 and 0700 hours, all ambulances, whether attached to the fire stations for accident purposes or to sick removal depots, are regarded as emergency vehicles for the reason that during these hours all cases are of an emergency nature. The number of ambulances manned during this period is 25, 10 of which are at the sick removal depots and 15 at fire stations.

The proposals approved by the Minister permit an establishment of vehicles and personnel as follows:—

Vehicles

250 vehicles (including ambulances, one-stretcher, dual-purpose and sitting-case vehicles), of which a minimum of 120 ambulances must be capable of carrying two or more stretchers.

Personnel

Driver/Attendants	600

Ambulance Service Statistics

Actual Establishment approved by the County Council

Personnel

Depot Superintendents	10
Deputy Depot Superintendents	9
Control Clerks	60
Driver/Attendants*	565
Maintenance Staff	10
	654

* Including 40 designated " shift leaders ".

Vehicles

Ambulances	133
Sitting-case vehicles	98
Coaches	6

The number of calls and the mileage run by ambulance vehicles have declined in each of the last four years. These reductions are due mainly to increased co-operation with the hospital authorities as to the proper use of the service and co-ordination of journeys.

The County Council also has an agreement with the British Red Cross Society Hospital Car Service whereby a volunteer car service is provided to supplement the Ambulance Service; an annual sum is paid to meet the administrative expenses of the Society and the volunteer car drivers receive payment for the use of their cars based on the mileages run.

The Council believes that a satisfactory service is being provided. No serious criticisms have ever been received from local authorities concerning the running of the ambulance service.

The Local Government Conference Committee, referred to later in this statement, expressed the opinion in 1953 that the Ambulance Service needs to be co-ordinated by the County Council.

Prevention of Illness, Care and After-Care—(Section 28)

The County Council has, with the approval of the Minister of Health, made arrangements for the purpose of the prevention of illness, the care and after-care of persons suffering from illness or mental defectiveness.

These arrangements cover (*a*) Tuberculosis, (*b*) Mental Health, (*c*) Other types of illness, (*d*) Provision of Nursing Equipment, (*e*) Health Education.

These services are not delegated to the local health areas in view of the fact that the areas served, for example by the chest clinics, do not coincide with the County Council's health areas, that the workshop and hostel have to meet the needs of the County as a whole and that, generally, the services under this section require close co-ordination with the hospital services.

(a) Tuberculosis

The County Council's scheme is controlled centrally and is very closely co-ordinated with the diagnostic and treatment services provided by the Regional Hospital Boards and Hospital Management Committees in the ten chest clinics, and the areas served by these clinics are related to hospital management committee areas and not to either local authority areas or existing health areas. The chest physicians are employed jointly by the Regional Hospital Board and the County Council and supervise the County Council's staff and services provided in these clinics. Specialist tuberculosis visitors are employed who assist the chest physicians at the clinics and also carry out supervision of tuberculous patients in their homes, tracing all contacts and advising against spread of infection, &c. Welfare officers are employed by the County Council at each chest clinic to meet, as far as possible, the social welfare needs of tuberculous patients and their families and to administer the Council's schemes for—

(i) the supply or loan of garden shelters, beds and bedding, sputum flasks, &c.;

(ii) arranging through the Children's Department for the boarding out of healthy children who otherwise would be in unavoidable contact with an infective case;

(iii) supply of clothing;

(iv) supply of extra nourishment;

(v) securing services provided by the County Council under Sections 25 and 29 of the National Health Service Act;

(vi) advising and helping to secure better housing conditions;

(vii) co-operation with officers of the Ministry of Labour to secure training and employment.

The County Council also maintains suitable patients in settlements or colonies for rehabilitation and has its own rehabilitation workshop for the training and employment in sheltered workshop conditions of 52 tuberculous men as cabinet makers. A residential hostel with 16 beds is provided for homeless tuberculous men.

Arranagements have also been made for vaccination against tuberculosis by B.C.G. vaccine of persons known to be in contact with or likely to come into close contact with infective cases of tuberculosis and to school children between their 13th and 14th birthdays. During 1957, 15,190 persons were vaccinated against tuberculosis and the following services were provided under Section 28 to tuberculous households.

Patients granted extra nourishment	161
Patients granted bedding and clothing	53

Arrangements are made for the carrying out of occupational therapy in the homes of tuberculous patients, the County Council providing the necessary staff of instructors and arranging for supply of the necessary materials.

(b) Mental Health

No part of the Mental Health Service is delegated to the Area Committees.

The following provision is made under Section 28:—

(i) the maintenance of mental defectives for short periods in residential homes in cases of emergency, such as illness of a member of the family, the mother being in urgent need of a holiday, &c.;

(ii) therapeutic social clubs for incipient mental cases and for those discharged from mental hospitals. The County Council has itself provided one such club and in addition supports the clubs and rehabilitative occupational therapy centre operated by the Institute of Social Psychiatry. In the year 1956–57 the sum of £924 was paid to this Institute;

(iii) medical inspection and dental treatment for mental defectives of school age attending the County Council's special training schools and treatment for other mental defectives in the community up to the age of 16 years if such treatment cannot be obtained under Part IV of the Act;

(iv) remuneration of mental defectives undergoing training in the County Council's practical training centres and special training schools (occupation centres);

(v) in anticipation of the opening of a hostel by a voluntary organisation, the County Council has obtained authority to maintain mental defectives in a hostel without placing them under supervision or guardianship;

(vi) maintenance of patients in mental after-care homes who have ceased to need treatment in a mental hospital and do not require medical or nursing treatment but are in need of after-care on health grounds.

It is convenient at this point to outline the County Council's arrangements for carrying out its duties under the Lunacy and Mental Treatment Acts and the Mental Deficiency Acts which are dealt with under Section 51 of the National Health Service Act, and are as follows:—

In view of the need for the closest possible co-ordination with the mental hospitals serving the County, the County Council's service has been organised in five areas which coincide with the catchment areas of the five major mental hospital groups and is controlled directly by the Westminster Office of the Health Department and not through the 10 health areas.

The County Council has appointed two whole-time and one part-time medical officers with special experience in mental work to be responsible for the examination and certification of mental defectives.

A staff of mental welfare officers and lady supervisory officers is employed who are duly authorised officers to take initial action for providing care and treatment to persons suffering from mental illness, to take steps to secure that mental defectives are placed under institutional care or guardianship and who act as enquiry officers and undertake the visiting and supervision of mental defectives living in the community.

26 mental welfare officers provide a continuous 24-hour service. This is only

possible because they are administered in five divisions with central co-ordination. Each officer is on night duty one night in five or six.

Five psychiatric social workers are employed for care and after-care work among persons suffering from mental illness, although it is envisaged that the required number in the future is probably ten.

Nine special training schools (junior occupation centres) are provided for mentally defective females and for males under 16 years and a practical training centre (adult occupation centre) for adult male defectives at Southall with an annexe at Isleworth, whilst plans have recently been approved by the County Council and the Ministry of Health for extending this service.

Experience has shown that it is not economic to provide a practical training centre for a population much smaller than one million and it is envisaged that four of these (two male, two female) are required to meet the needs of the whole County. The special training schools have catchment areas covering a combination of districts and their catchment boundaries do not correspond with the boundaries of any local health authority. When a waiting list develops in one catchment area it is usually possible by re-arranging the boundary to absorb sufficient children into a neighbouring special training school to enable the waiting list to be absorbed. It will be appreciated that such day-to-day flexibility can only be achieved by central control.

Arrangements are made for providing meals for those in attendance and, where necessary, for the transport of defectives to and from the centres and schools.

A training officer has been appointed to organise and co-ordinate the training of staff employed at the special training schools.

Mental health clinic sessions are held regularly in five of the health clinic premises. This provides an opportunity for parents of mentally defective children to consult the County Council's medical staff without previous appointments and is a help to older defectives in the community.

The main recommendations of the Royal Commission on the law relating to mental illness and mental deficiency, which have already been accepted by the Government, envisage a very considerable expansion of the type of mental health service mentioned above, including the provision of sheltered workshops for mental patients to which the same considerations apply.

Efficient and harmonious relations between the Hospital and local health service in themselves lead to economies, though these may be difficult to demonstrate; the fact that the five divisions into which the County is divided for mental health purposes correspond precisely with the catchment areas of the mental hospitals serving the County has led to a very close working arrangement with the hospital service and the arrangement has been publicly acknowledged by the North West Metropolitan Regional Hospital Board as one which is very welcome to them.

(c) Other types of illness

(i) *Venereal Disease*

This service is centrally controlled and the County Council's almoners attend veneral disease clinics at hospitals in Middlesex by arrangement with the Hospital Management Committees to deal with the social welfare needs of patients and to assist in tracing of contacts, &c.

(ii) *Chiropody*

Treatment is provided either in the Council's own clinics in Edmonton or by arrangement with privately practising chiropodists in Brentford and Chiswick.

The County Council allows voluntary organisations such as the British Red Cross Society, &c., the use of its clinic premises in other parts of the County for holding chiropody sessions for the aged.

(iii) *Recuperative Holidays*

Patients are maintained in holiday and rest homes who require such provision following recent illness, &c. Approximately 2,000 cases are dealt with annually and they are assessed according to their means.

The arrangements for placing patients in these homes are carried out centrally where a small staff can deal with patients for the whole County because of the specialised knowledge of types of cases appropriate to vacancies in the various homes.

Similar considerations apply to arrangements for the admission of school children to recuperative holiday homes under Section 48 of the Education Act.

(iv) *Special Clinic for the Elderly*

As an experiment a special clinic at which the elderly can be medically examined and given general health education and advice is being set up in Teddington.

(v) *Problem Families*

Two special health visitors are employed in Tottenham as an experiment to assist in the rehabilitation of problem families. When considered desirable, mothers and their children are sent to residential rehabilitation homes such as the Brentwood Recuperative Centre. Approval has been given recently to the experimental use of Family Service Units in Willesden for a period of one year.

(d) **Provision of Nursing Equipment**

By arrangement with the British Red Cross Society, certain items of nursing equipment are made available on loan to patients being nursed at home. These items range from bed pans to special beds. Transport for the larger items is provided by the County Council. During 1957, 16,430 loans of such nursing equipment were made.

(e) **Health Education**

Although health education is a service provided under Section 28 it is woven into each part of the health services provided by the County Council. The County Council's doctors, health visitors, home nurses and midwives give health education an important place in their day-to-day duties. In addition, however, a full-time health education officer is employed to organise and co-ordinate plans for health education throughout the County, to make contact with the large number of voluntary organisations and arrange for health education talks to their members, and to arrange for in-service training to the County Council's nursing, &c., staff in the technique of health education. The health education officer has been provided with special equipment needed for his duties, such as a sound film projector, tape recorder, camera, &c.

By way of example of this type of work special arrangements are being made at present for a cancer education scheme in the Willesden area in co-operation with the hospital and general medical practitioner services.

The County Council makes annual grants to several voluntary organisations, both national and local.

Domestic Help—(Section 29)

The County Council exercises its power under this Section of providing domestic help for households where such help is required owing to the presence of any person who is either ill, lying in, an expectant mother, mentally defective, aged, or a child not over compulsory school age. The County Council has approved an establishment of 1,250 home helps, but owing to difficulty in recruiting sufficient suitable staff the present number available is only the equivalent of approximately 900 whole-time home helps. Owing to the shortage of staff it has been necessary to institute a scheme of priorities.

The provision of an experimental night service is in operation in one area of the County.

A home help organiser is employed in each of the 10 health areas and is assisted by one or more assistant organisers according to the number of staff employed in the area.

School Health Service

The operation of the National Health Service Act made it necessary to review the arrangements made by the County Council to provide the school health service under the Education Act, 1944. The Council considered it was essential that there should be the closest co-ordination between the two services (*i.e.*, the local health service and the school health service) and this was embodied in the following arrangements:—

(1) That the principle of integration of the County School Health Service with the National Health Service so far as possible, and subject to such exceptions as are hereinafter mentioned, be approved.

(2) Medical inspection under the Education Act, 1944, is a function of the County Council as Education Authority and is therefore provided by the County Council in that capacity. This includes:—

(*a*) following up pupils who are found on inspection to need supervision or treatment;

(*b*) ensuring the cleanliness of pupils;

(*c*) encouraging pupils to obtain any treatment that they require;

(*d*) deciding the classes to be inspected, times of inspection, &c.;

(*e*) securing the hygienic condition of education establishments maintained by the County Council as Education Authority;

(*f*) receiving reports of the inspections both as regards medical and dental inspections.

(3) Such medical treatment under the Education Act, 1944, as it may be the duty of the County Council to provide is provided by the County Council as Local Health Authority. This includes:—

(*a*) referring to consultants pupils in respect of whom further advice is needed;

(*b*) assisting pupils to obtain treatment other than domiciliary treatment;

(*c*) providing pupils with treatment other than domiciliary treatment which is not otherwise available;

(*d*) encouraging pupils to obtain any treatment that they require;

but does not include

(*a*) treatment in residential special schools whether in or out of the County;

(*b*) treatment given in child guidance clinics other than specialist treatment;

(4) The staff used for the purpose of medical inspection under the Education Act, 1944, are appropriate members of the staff employed by the County Council as Local Health Authority and whom the County Council formally appoints also to its School Health Service.

(5) At least one of the members of every District Council on the Local Area Health Committee is in the case of excepted districts a member of the Local Committee for Education and in any other case a member of the Local Divisional Executive or District Sub-Committee.

(6) At least three members of the Statutory Health Committee are members of the County Council who are also members of the County Education Committee.

The County Medical Officer of Health is the Principal School Medical Officer and the Chief Dental Officer is the Principal School Dental Officer for the purposes of the School Health Service and Handicapped Pupils Regulations, whilst the Area Medical and Area Dental Officers act as the School Medical and Dental Officers respectively for the Education Divisional Executives in the various local health areas.

School Health Services Provided under the Education Act, 1944

Section 34. Ascertainment of children requiring special educational treatment.

Medical examinations are carried out mainly by the County Council's own medical officers and there is close co-operation with the Maternity and Child Welfare Services, so that children are ascertained at as early an age as possible and full advantage taken of the special educational facilities provided by the County Council in day and residential schools for handicapped pupils or in suitable cases by home tuition.

Section 48. Medical (including dental) inspection at appropriate intervals of pupils in attendance at maintained schools, and consequential arrangements for securing the provision of free treatment as necessary either under the Education Act or otherwise.

The School Health Service and Handicapped Pupils Regulations require the general medical examination of every pupil on not less than three occasions during the period of compulsory school age and on such other occasions as may be necessary or desirable, whilst dental inspections are required of every pupil on admission to school and on such later occasions as may be practicable and necessary.

In the year 1957, 92,355 periodic medical inspections and 143,902 dental inspections were carried out. Facilities exist at the clinics whereby parents, teachers, &c., can arrange for children to be specially examined if at any time this appears desirable.

The County Council's clinics also provide for the treatment of minor ailments; eye defects; ear, nose and throat defects; orthopaedic defects; speech defects, and for the giving of child guidance treatment, and, where necessary, arrangements have been made with the appropriate Regional Hospital Boards for the attendance of specialists at the clinics and with the Hospital Management Committees for the provision of appliances. Special arrangements have also been made for two audiology units and two cerebral palsy units in conjunction with day special schools.

A complete dental treatment service is provided, including orthodontic treatment. There are facilities for any necessary X-rays and any necessary appliances are made in the Council's own two dental workshops.

A copy of the latest annual report of the Principal School Medical Officer, *i.e.*, for the year 1957, which comments in detail on the services provided, will be forwarded in due course.

Some 500 children are placed each year in suitable homes for periods of convalescence. No charge is made in respect of those children attending County Council maintained schools but the parents of children attending non-maintained schools are assessed according to their means.

Section 54. Examination of pupils in attendance at maintained schools whenever such examinations are necessary in the interests of cleanliness. These examinations are carried out by the health visitors in their capacity of school nurses. Owing to the shortage of trained staff, however, a number of health assistants are employed to assist the health visitors in this work.

Arrangements have also been made for the actual cleansing of children at the County Council's clinics after the issue of the appropriate notices required by the Act.

Section 57. Ascertainment of ineducable children.

Medical examinations are carried out by members of the County Council's medical staff specially approved for this purpose.

Registration of Nurseries and Child Minders

The County Council registers and supervises under the Nurseries and Child-Minders Regulation Act, 1948, premises used as private day nurseries and persons who, for reward, receive into their homes children under the age of five years to be looked after for the day or a substantial part thereof or for any period not exceeding six days.

The Act is complementary to the enactments relating to child life protection and generally the County Council is empowered to secure that premises in which, and persons in whose care, certain children are kept are suitable from the point of view of safeguarding the children's welfare.

Registration of Nursing Homes

By Part VI of the Public Health Act, 1936, the County Council is the authority for the registration of nursing homes throughout the County (with the exception of the Borough of Ealing).

This function is dealt with by the Health Committee and is *not* delegated to the Area Health Committees.

Notification of Infectious Diseases

Under Part V of the Public Health Act, 1936, notification of persons suffering from certain infectious diseases must be made to the Medical Officer of Health of the county district where the case occurs. A copy of all such notifications must be sent to the County Council.

Port Health Functions

The County Council has since 1st July, 1947, at the request of the Minister of Health undertaken the administration of certain health control services at airports in the county under the control of the Minister of Transport and Civil Aviation in accordance with Section 39 of the Civil Aviation Act, 1946, and Section 18 of the Civil Aviation Act, 1949. These services were originally carried out at both Northolt and London Airports but now only London Airport is used for civil aviation purposes.

The main object of the health control service is to detect the entry of infectious disease into this country and to take all possible steps to prevent the spread of infection. This work is governed by the Public Health (Aircraft) Regulations. The Council's airport medical staff carry out the duties of medical inspection of aliens under the Aliens Order, 1920; medical examinations required for aircrew flying licences; and provide an industrial medical service for employees of the Ministry at the Airport. In addition, they give any necessary medical attention to the public using the Airport.

The whole cost of these services is reimbursed by the Government.

Experience Gained in Administering the Service

From the experience which it has gained since 1948 the County Council is satisfied that the present local health service arrangements within its area are effective and convenient and provide a satisfactory service to the public. The following observations are made based on this experience:—

(i) When the County Council took over the local health services previously administered by individual District Councils it was evident that, over the County as a whole, an uneven health service had been provided and the services were not always closely related to the needs of the local population. Since 1st July, 1948, the County Council has built up quite substantially the services in those areas where they had previously been below the general standard and new clinics have been provided on housing estates and recently developed areas where need has arisen.

This has necessarily meant that extension and improvement of the health service in some districts has been retarded whilst the limited available resources (according to priorities and permitted development) have been allocated to those parts of the County where the need was more urgent. This has been a genuine cause of frustration to some District Councils with consequent difficulties, but the effect of the County Council's policy in this matter has been beneficial to the County as a whole.

(ii) During 1952–54 the Middlesex Local Government Conference Committee, comprising representatives of the County Council and the District Councils of Middlesex, considered whether and in what way greater and fuller delegation could be achieved within the framework of the existing law. *Inter alia*, the Committee examined the arrangements governing the administration of the health service.

The Committee considered that the County Council's powers relating to (*a*) mental health service and (*b*) ambulance service should not be delegated.

It further reported that the County Council would be justified in creating as Sub-Committees of the Health Committee those District Councils with a population of 65,000 to 70,000 and that there should be delegated to those District Councils powers comparable with those of the Divisional Education Executive. This would result in 20 Sub-Committees (being 16 District Councils with four other Sub-Committees forming combinations of the remaining District Councils) instead of the present ten Area Committees.

The Conference Committee suggested expenditure by the Sub-Committees within approved estimates and that the County Council's control through Standing Orders, &c., should be relaxed to facilitate and enable the Sub-Committees to deal with such matters as:—

(i) Establishment of staff;

(ii) Motor-car allowances, &c.;

(iii) Extended sick leave;

(iv) Power to approve employees attending conferences, courses, &c., approved by the County Council.

Owing to the Government's White Papers on Local Government, the conclusions reached were not implemented.

Although the general principle was agreed, it should be appreciated that there had been no detailed investigation, financial or otherwise, of the effect of the proposals. Also, since the Local Government Conference Committee reported there has, of course, been the report of the Guillebaud Committee upon the National Health Service, which stated that it was satisfied that the county councils and county borough councils were the right authorities to plan and administer the Local Health Service in co-operation with the Hospital Authorities and the Local Executive Council. Having regard to these considerations, the County Council would wish to reserve its position as to the full implementation of the proposals of the Local Government Conference Committee.

(iii) A difficulty in building up the service has been the shortage of certain qualified staff, namely, health visitors, midwives, dentists, medical auxiliaries, home helps and all categories of mental health staff. Central control of staff enables adjustments to be made in the light of emergencies and special requirements in particular areas as required.

A most important aspect of the staff problem of a service such as this is to train staff and to ensure that staff are up-to-date in all recent developments. Firstly, there is the need to arrange basic training courses to fit persons to carry out their technical duties, such as health visitors, home nurses and staff of special training schools (occupation centres). The number of candidates concerned and the special facilities needed for carrying out this training are such that suitable courses can only be provided by a large authority. Secondly, consideration has to be given to the question of attendance at refresher courses. This matter needs consideration both from the point of view of allocating places approved by the County Council on a fair and reasonable basis amongst all the County Council's staff and also the desirability of arranging courses to be run either by the County Council itself or in conjunction with other bodies, *e.g.*, Hospital Management Committees, &c., as the number of staff in one area may not warrant such provision being made on an individual area basis. There is also the need to maintain a County standard which can only be obtained with some central control.

Central control by the County Council enables considerable saving in manpower and staff by reason of the County Council's ability to relieve and reinforce an area which is hard pressed by switching staff from another area.

(iv) The functioning within the County of the National Health Service, divided as it is into three parts, presents difficulties because the boundaries of Regional Hospital Boards do not correspond in any way with the boundaries of the Local Health Authority nor with those of the Executive Council and, at a local level, there is no relationship between a Hospital Management Committee catchment area and a Local Health area, and still less with the area of any one District Council. Thus, the larger the area of the local health authority the more possible is co-ordination with Regional Hospital Boards and Executive Councils. It is obviously easier for a Regional Hospital Board to co-ordinate with one County Council as local health authority than with a much larger number of smaller bodies.

The Local Health Service in its present form has existed only since 5th July, 1948, and, as stated earlier, during this period the County Council has not had complete freedom of action in developing the service owing to staff and economic difficulties. Nevertheless, the health service in Middlesex has been administered without any serious criticism, although, perhaps naturally, some District Councils who lost certain functions as a result of the 1946 Act have continually pressed for their return. It is felt by the County Council that these claims are based more on the desire for the return of certain powers than on detailed consideration of the merits from the point of view of the public using the services.

Local opinion is well represented on Area Committees in so far as there is a preponderance of local members thereon and in the majority of cases Medical Officers of Health of the County Districts are also part-time officers of the County Council.

Experience has shown that the area of a District Council, even the largest, is not large enough for the provision of certain services, *e.g.*, mental health, mother and baby homes, chest clinic service, hostel accommodation for homeless tuberculous men, sheltered workshops for the tuberculous and dental workshops.

Middlesex has an estimated population of 2¼ million spread fairly evenly throughout the whole County with no apparent boundaries between District Councils, and a consequent advantage of County Council control is that the correct siting of clinics and other services can be planned so that the County as a whole is served, whereas without such planning, clinics and other premises in adjoining districts may duplicate each other or be unnecessarily close together.

Financial

The following table indicates the trend of expenditure over the last three years for which final figures are available, and the increasing rate burden as the service has been developed.

The gross expenditure (including School Health and Ambulance Service) has increased from £2,535,475 in 1949–50 to £3,465,823 in 1956–57. The annual rate charge being 11·516*d.* in 1949–50 and 7·654*d.* 1956–57, after allowing for revaluation in the latter year.

	Gross Expenditure	Net Grant and Rate Borne Expenditure	Cost per 1,000 Population	Rate Poundage
	£	£	£	*d.*
1954–55	3,008,767	2,791,027	1,237	11.857
1955–56	3,156,009	2,914,318	1,294	12.130
1956–57	3,465,823	3,313,457	1,472	7.654

Defects Encountered

The County Council's Welfare Officers dealing with the tuberculosis service have great difficulty in helping patients to obtain suitable housing accommodation, which is of prime importance in such cases.

The County Council has no housing powers for this purpose.

II. The County Council is not aware of any defects in the arrangements for the performance of these functions in the Greater London Review Area as a whole.

III. It is suggested that the defect referred to above, *i.e.*, difficulty in providing housing accommodation for tubercular patients, would be largely remedied if general or special housing powers were conferred upon the County Council.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

PRESENT ARRANGEMENTS

I. The principal functions of the County Council under Part III of the National Assistance Act, 1948, are as follows:—

(1) the provision of residential accommodation for persons who by reason of age, infirmity or any other circumstances are in need of care and attention which is not otherwise available to them:

(2) the provision of temporary accommodation for persons who are in urgent need thereof, being need arising in circumstances which could not reasonably have been foreseen or in such other circumstances as the County Council may in any particular case determine;

(3) the making of arrangements for promoting the welfare of persons who are blind, deaf or bumb and other persons who are substantially and permanently handicapped by illness, injury, &c.

All these functions are exercised by the County Council's Welfare Committee in accordance with schemes made by the County Council and approved by the Minister of Health. The Welfare Department of the County Council is under the control of the Chief Welfare Officer who is responsible to the Welfare Committee. The services of the department are provided at the establishments (homes, hostels, &c.), or through officers stationed either at Westminster or locally in one of the 10 areas into which the county has been divided (*see* Map Personal Services/1) for the administration of health, children's and welfare functions. The administrative control of all services is centred in the head officer at Westminster.

A diagram showing in broad outline the organisation of the department as on page 111 (WELFARE/1).

SERVICES AT PRESENT PROVIDED BY THE COUNTY COUNCIL UNDER PART III OF THE ACT

1. Residential Accommodation

Except for two large former public assistance establishments the County Council's homes are mainly large private houses or hotels which have been adapted for the purpose. So far two homes have been erected specifically to provide residential accommodation, and at present the County Council has 50 homes providing 2,483 places. Two adapted houses and one further purpose built home will be ready for occupation in 1958 and these will provide 111 places. The County Council has also made arrangements for over 1,100 cases to be maintained at its expense in homes provided by voluntary organisations. There is a waiting list for admission to homes and the County Council has a programme for the provision of further accommodation, the rate of implementation of which is dependent upon the availability of capital finance.

The services and amenities provided in county homes vary according to the type of resident accommodated (*e.g.*, a number are equipped and staffed for dealing with the more infirm and one caters exclusively for the blind and deaf-blind).

2. Temporary Accommodation

In order to provide accommodation for persons who might become temporarily homeless as a result of large-scale fires, floods or other emergencies, arrangements have been made for the use in such circumstances of church and other halls in various parts of the county and for the storage of emergency stocks of bedding, &c.

Accommodation for families who have been evicted or otherwise become homeless is provided in eight county hostels, of which two are for women and children only. Altogether there is provision for 112 family units (for this purpose—except in the two hostels mentioned above—taken to be husband, wife and three children). At the same time use if made, where possible, of establishments provided by voluntary organisations, but vacancies in such are limited. The County Council has agreed that it will endeavour to provide as soon as possible for 150 family units and to review the position when that objective is reached.

3. Welfare Services for Handicapped Persons

A. Blind and Partially-Sighted

The 4,800 (approximately) blind and partially-sighted persons in Middlesex are of all ages and from every walk of life and their welfare entails a complex organisation. There is a small number in each category in any one county district and a wide variety of services is required. Briefly, the services at present available are as follows:—

(i) *Home Teaching Service*

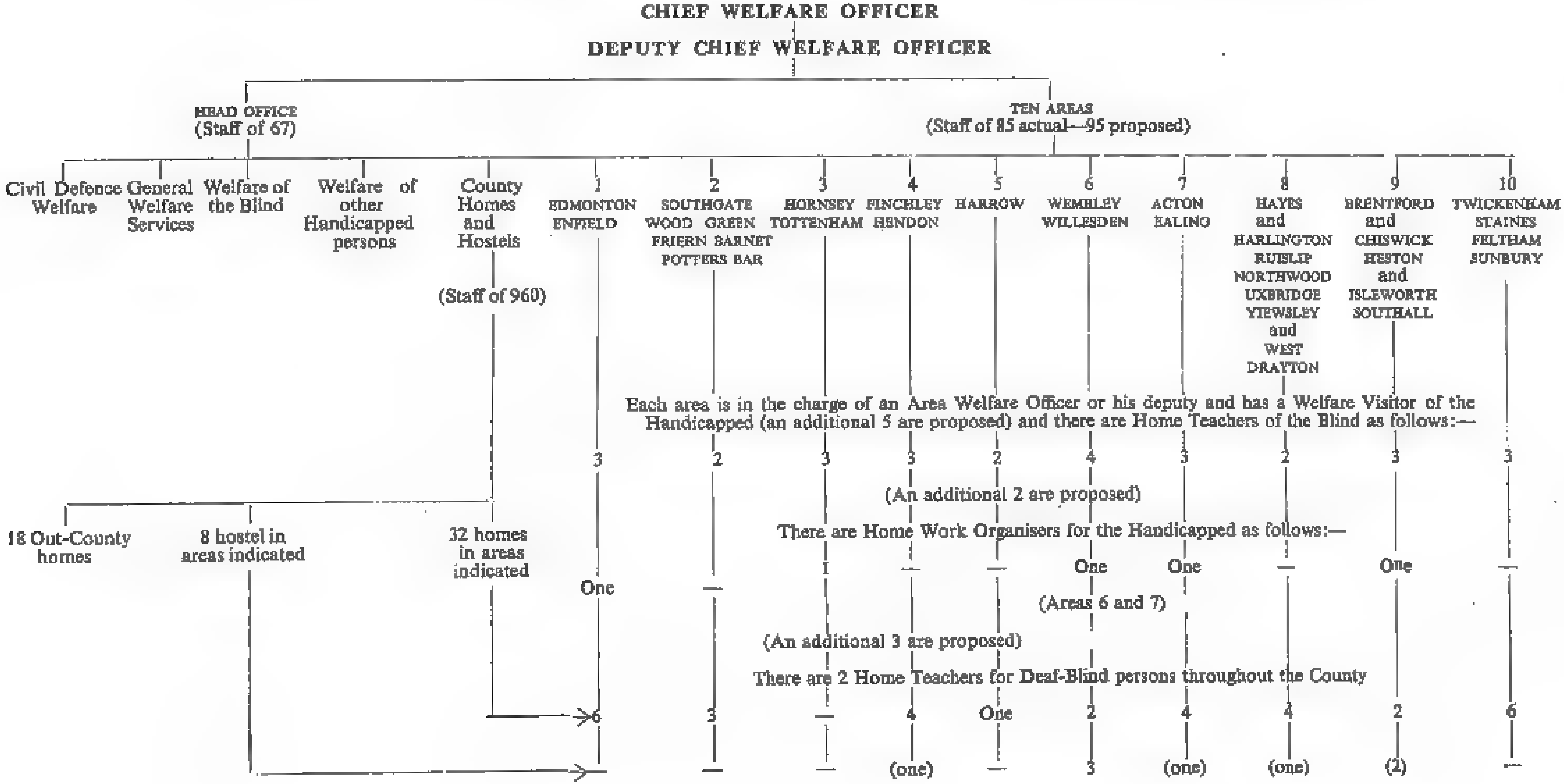
This is provided mainly through 30 home teachers of the blind, each of whom is responsible for the work in a fixed district (except for two dealing with deaf-blind whose work extends over the whole of the county):—

(*a*) The home teachers visit the blind and partially-sighted in their own homes, hospitals, &c., and provide or arrange for the provision of a wide variety of welfare services to enable them to live more normal lives and to have adequate social contacts. They advise on the best ways of overcoming the effects of blindness and give instruction in Braille and Moon systems of reading, in the deaf-blind manual alphabet and in handcrafts. The home teachers also assist in the organisation of social clubs and dancing classes for the blind and arrange handicraft classes.

(*b*) The home teachers are specialised officers but not administrators and consequently need the guidance of an administrative officer with a wide knowledge of family case work and of the services required by the blind. The staff of

WELFARE/1

TABLE SHOWING IN BROAD OUTLINE THE ORGANISATION OF THE WELFARE DEPARTMENT



CHIEF WELFARE OFFICER

DEPUTY CHIEF WELFARE OFFICER

HEAD OFFICE
(Staff of 67)

- Civil Defence Welfare
- General Welfare Services
- Welfare of the Blind
- Welfare of other Handicapped persons
- County Homes and Hostels
  (Staff of 960)
  - 18 Out-County homes
  - 8 hostel in areas indicated
  - 32 homes in areas indicated

TEN AREAS
(Staff of 85 actual—95 proposed)

1. EDMONTON ENFIELD
2. SOUTHGATE WOOD GREEN FRIERN BARNET POTTERS BAR
3. HORNSEY TOTTENHAM
4. FINCHLEY HENDON
5. HARROW
6. WEMBLEY WILLESDEN
7. ACTON EALING
8. HAYES and HARLINGTON RUISLIP NORTHWOOD UXBRIDGE YIEWSLEY and WEST DRAYTON
9. BRENTFORD and CHISWICK HESTON and ISLEWORTH SOUTHALL
10. TWICKENHAM STAINES FELTHAM SUNBURY

Each area is in the charge of an Area Welfare Officer or his deputy and has a Welfare Visitor of the Handicapped (an additional 5 are proposed) and there are Home Teachers of the Blind as follows:—

(An additional 2 are proposed)

There are Home Work Organisers for the Handicapped as follows:—

(Areas 6 and 7)

(An additional 3 are proposed)

There are 2 Home Teachers for Deaf-Blind persons throughout the County

	1	2	3	4	5	6	7	8	9	10
Home Teachers of the Blind	3	2	3	3	2	4	3	2	3	3
Home Work Organisers	One	—	1	—	—	One	One	—	One	—
32 homes in areas indicated	6	3	—	4	One	2	4	4	2	6
8 hostel in areas indicated	—	—	—	(one)	—	3	(one)	(one)	(2)	—

the Chief Welfare Officer at the Westminster office includes five administrative officers engaged wholly on blind welfare work.

(*c*) At present two home teachers deal specially with the deaf-blind, of whom there are 96 in the county. There are deaf-blind clubs in Wood Green and Hounslow organised by these teachers and assisted by other teachers.

(ii) *Sheltered Employment*

This is provided for 97 workshop employees and 101 homeworkers by arrangements made with eight voluntary organisations all of which operate in an area wider than the county.

In the workshops which are specially provided for blind persons, training is given to enable the blind persons to learn such trades as basket-making, boot repairing, machine knitting, and others which in practice have been found suitable for the blind. After training has been completed the County Council augments the wages of both the workers in these workshops and of those who work at home or in their own private businesses on various trades (*e.g.* machine knitting, shop-keeping or piano tuning).

(iii) *Employment in Open Industry*

Placement is provided through a voluntary organisation (The Royal National Institute for the Blind) and entails detailed co-operation with that body.

(iv) *Other Services Provided in Co-operation with Voluntary Organisations*

There are a large number of voluntary organisations, most of which cover districts as wide as, or wider than, the County (*e.g.*, The Middlesex Association for the Blind) and provide services (or supplement services provided direct by the County Council) such as social rehabilitation, holidays, wireless sets, escorts, money grants, special equipment, &c.

Generally, these organisations act in an individual case only after the need for the provision of assistance has been notified to them by the County Council's officers and the organisations frequently seek the help of the County Council or its officers in some aspects of the matter. The full use of voluntary organisations thus depends on a close relationship between them and the County Council.

B. Deaf and Dumb and Hard-of-Hearing

Welfare services for these persons are provided to a great extent by the Royal Association in Aid of the Deaf and Dumb and the Middlesex and Surrey League for the Hard-of-Hearing, to both of which the County Council makes substantial grants to encourage them to centinue and to expand their services. They are, in fact, carrying out as agents much of the County Council's work.

C. Handicapped Persons other than the Blind or Partially-Sighted and Deaf or Dumb

This service, like the preceding one, has only been in operation since 1952, when the scheme approved by the Minister took effect, but it is anticipated that it may develop to as great or even greater extent than the blind welfare service. There are at present about 2,600 cases registered as generally handicapped persons, and the service is run by four administrative officers with special experience and qualifications and other appropriate staff who work at head office and the area welfare staffs which include 10 welfare visitors and five home work organisers. Whenever possible, this service is carried out in co-operation with voluntary organisations, but several of the latter are comparatively new sectional organisations and not in a position to provide services of a substantial character.

Services provided directly by the County Council include many of those referred to in the foregoing paragraphs relating to the welfare of the blind and partially-sighted but with variations mainly due to the different types of disabilities and to the more limited services which can be provided by voluntary organisations. Special welfare requirements of generally handicapped persons include structural adaptations at their homes, and supplying special aids, to assist them to live more normal lives, all of which are provided in appropriate cases by the County Council.

SERVICES AT PRESENT PROVIDED BY THE COUNTY COUNCIL UNDER PART IV OF THE ACT

(1) Registration of Homes for Old and Disabled Persons

Approximately 120 homes are at present registered.

(2) Registration of Charities for Disabled Persons

Fifteen charities which seek to raise money from the public are registered with the County Council.

(3) Protection of Movable Property of Persons admitted to Hospitals or Residential Homes where no other Suitable Arrangements are Made

Approximately 30 cases are dealt with each year.

(4) Burial of the Dead

District Councils have the duty under Section 50 of the Act to arrange for the burial or cremation of the body of any person who has died or been found dead in their area where it appears that no suitable arrangements for the disposal of the body have been or are being made. The County Council has a power, but not a duty, to arrange for burial or cremation of any deceased person who immediately before his death was being provided with accommodation under Part III of the Act by the County Council or who was living in a hostel provided by the County Council or who was living in a hostel provided by the County Council under Section 29 of the Act. The County Council is exercising this power.

(5) Enforced Removal to Suitable Premises of Certain Persons

The reception of persons suffering from grave chronic disease or who are aged, infirm or physically incapacitated and living in insanitary conditions removed under an Order under Section 47 of the Act (as amended) made by a court of summary jurisdiction.

SERVICES PROVIDED BY OTHER BODIES UNDER DISABLED PERSONS (EMPLOYMENT) ACT, 1944

This Act which makes provision for enabling persons handicapped by disablement to secure employment or work on their own account is a function of the Ministry of Labour and National Service, but grants are made to Welfare Authorities for approved workers in sheltered workshops and home workers schemes.

Experience Gained under the Arrangements Outlined Above

Experience has shown that the demand for residential accommodation continues to grow and the County Council is in the process of implementing a programme of expansion which will provide for some 70 homes providing 3,490 places. It is only the financial crises of the post-war years that have prevented this programme being completed before now. It has also been found that there is a need for homes of a specialised type, *e.g.*, to deal with specified classes such as the younger handicapped person, and such homes will be provided as soon as possible. There is some difficulty in obtaining suitable properties for adaptation to old peoples homes and it has, therefore, been necessary to open a number of homes outside the County. In finding suitable properties or sites for purpose-built homes the County Council has the advantage of detailed knowledge of the whole of its area and having a wider choice of location than would apply to a smaller authority.

In dealing with the question of temporary accommodation it has been found that there is great difficulty in securing an adequate turn-over of cases because those admitted tend to remain for unduly long periods and the County Council, not being a housing authority, cannot provide permanent accommodation.

There is some difficulty in recruiting a sufficient number of suitably trained officers for certain aspects of the work of a Welfare Authority, *e.g.*, officers with nursing experience required in homes for the more infirm, teachers for the blind and deaf-blind, &c. Officers highly qualified to deal with particular types of handicap are not normally prepared to accept positions where their special knowledge is used only to a limited extent, the remainder of their time being necessarily spent on administration or work that could be done by a less experienced officer. Even if officers are prepared to accept such a position it is administratively uneconomic and wasteful. Under the existing arrangements in the Administrative County of Middlesex this difficulty is overcome by using those highly qualified officers over a wide enough area (if appropriate the whole County) to utilise their special skill to the full.

Experience has shown that field workers (*i.e.*, the officers who visit cases and endeavour to arrange for their needs to be met), who are usually specialists in their own subject, nevertheless require expert administrative guidance and the County Council is able to provide this with a limited number of administrative officers.

With the shortage of specially trained officers it is necessary to ensure that those available are used as advantageously and as economically as possible. Nothing less than a County basis for their employment will permit the proper mobility of staff between different areas and the maximum use of these specialised officers. It has for some time been realised that more could be done if there were statutory powers to provide services for old people living in their own homes, but at present, apart from the services provided under the National Health Service Act, they have to rely on those provided by voluntary organisations. This position may, it seems, shortly be rectified in view of a Bill at present before Parliament.

Close and effective co-operation with the large voluntary organisations exists between the Chief Welfare Officer and the principal officers of such organisations and also between local officers. If welfare work were undertaken by the District Councils it follows that the principals of each of the voluntary organisations would need to deal with a number of different Welfare Officers, with the result that their administration would be more complicated and the degree of co-operation would necessarily vary between one area and another.

The present arrangements allow of a local and personal service with the advantage at the same time of a uniform policy and system over a wide area.

The cost of the Welfare services is spread equally over the borough and urban districts in the County irrespective of the number of cases from each district.

The standard maximum charge and rules for assessing all persons liable to contribute towards the cost of Welfare services apply throughout the County and avoids different rates being paid by persons who though living close together are yet in different county districts.

The determination of " ordinary residence " upon which rests the financial responsibility for certain Welfare services can lead to considerable difference of opinion between the authorities involved but there are fewer of these cases on a County area basis than there would be if District Councils were concerned.

Generally, the County Council is satisfied that the present arrangements and organisation are effective and convenient and that such difficulties as do arise are not due to the organisation and arrangement of its Welfare services.

The Local Government Conference Committee which met during 1952–54 has been previously referred to in connection with the function of other Committees, and with regard to the County Council's function as Welfare Authority only two District Councils made any suggestions, namely (i) that there should be a closer link between the two Authorities, not only in their respective capacities of Welfare and Housing Authorities but also in the creation of Management Committees to administer homes, and (ii) that accommodation for homeless families should be in the hands of the District Councils and that homes for aged persons could also be their responsibility.

Neither of these suggestions was adopted by the Committee.

Financial

The following table indicates the trend of expenditure over the last three years for which final figures are available and the increasing rate burden as the service has been developed.

The gross expenditure has increased from £434,858 in 1949–50 to £1,219,043 in 1956–57, the annual rate charge rising from 3·59*d.* in 1949–50 to 4·964*d.* in 1956–57 after allowing for revalulation in the latter year.

	Total Annual Gross Revenue Cost	Total Annual Net Revenue Cost	Cost per 1,000 Population	Rate Poundage
	£	£	£	*d.*
1954–55	930,823	654,286	290	6·813
1955–56	1,036,530	710,133	315	7·274
1956–57	1,219,043	851,336	378	4·964

Defects encountered

(a) Temporary accommodation has in many cases to be provided for unduly long periods because permanent housing is not available.

Many families evicted from their homes remain in the County Council's temporary accommodation for long periods because they are unable to obtain permanent housing. For example, it was reported to the County Council's Welfare Committee on 28th January, 1958, that there were 40 families who at that date had been in temporary accommodation provided by the County Council for over two years (some of these for over six years).

The demand for temporary accommodation is consistently greater than the places available and the position is aggrevated by the small turn-over of cases in the County Council's hostels. In a proportion of cases the families need some form of rehabilitation before they are suitable for permanent housing but the great majority remain in the hostels simply because they cannot obtain a house.

The County Council is not a housing authority and cannot, therefore, provide the necessary permanent accommodation and whilst 15 of the 26 District Councils in the Administrative County have each undertaken (subject to various conditions) to provide housing for one homeless family in temporary accommodation per year the District Councils are not particularly concerned to alleviate the position and somewhat naturally prefer to deal with the problem of their own housing lists.

The present difficulties are accentuated by the fact that among the 26 housing authorities from whom permanent accommodation is sought by or on behalf of the families in temporary accommodation there are considerable differences in the schemes of priorities for the allocation of housing which have been adopted. Where rehabilitation is necessary it is of little use to attempt it if at the end there is no reasonable likelihood of a permanent home being available.

(b) Special types of housing required to meet the needs of registered blind or generally handicapped persons is not readily available.

Many persons handicapped by blindness or by other defects can nevertheless lead reasonably normal lives provided they are given certain assistance and training such as is available to them under the County Council's schemes for the welfare of the handicapped. Frequently one of their major needs is for suitable housing accommodation (*e.g.*, it is essential in some cases that there should be no stairs to negotiate, in others it is necessary to make kitchen and other fitments easily accessible without rising from an invalid chair and there are other examples which could be given).

Much is already done by the County Council which assists handicapped persons to have adaptations made to existing properties and to obtain aids to enable them to overcome their handicap to some extent (*e.g.*, ranging from the provision of a downstairs w.c. involving structural alterations to the house, to the provision of safety type gas taps, &c.). There are, however, difficulties. Usually, the handicapped person, not being the freeholder of the house, needs consent to any adaptations; in a number of cases such adaptations are not as effectual as a purpose built house or a house which is basically more suitable for handicapped persons would be; where adaptations are carried out (often at considerable expense to the County Council) there is frequently no security of tenure and no provision which can be made to secure that if the handicapped person leaves the premises they can be made available for another handicapped person.

In many cases an undertaking has to be given that the house will eventually be restored to its original condition. There is, therefore, a grave risk that the work and expenditure involved would not be justified in the long run.

II. The County Council is not aware of any defects in the arrangements for the performance of these functions in the Greater London Review Area as a whole.

III. It is suggested that the two defects referred to above, *i.e.* (*a*) a small turn-over in temporary accommodation and (*b*) lack of special housing for handicapped persons, would largely be remedied if general housing powers were conferred upon the County Council.

Care of Children

I. From 1930 onwards it was the policy of the County Council under the Poor Law system to establish small family group homes for the children in its care instead of housing them in the larger Poor Law Institutions, and at the time of the Curtis Report (published in 1946) some 40 of these small scattered homes had been opened in the County.

Immediately following the publication of the Report of the Curtis Committee local authorities were urged to do whatever they could under the existing law to improve the arrangements for the care of deprived children without waiting for legislation.

The County Council early in 1947 set up a Children's Care Sub-Committee of its Education Committee to which was referred all its functions relating to deprived children which previously had been carried out by other committees, *i.e.*, Public Health, Maternity and Child Welfare and the Education Committees.

These arrangements continued until the Children Act, 1948, came into operation when, in accordance with the Act, a Children's Committee was appointed and a Children's Department under a Children's Officer was formed.

The task of transferring to the Children's Department the work at the time carried out by the Children's Care Sub-Committee (previously referred to) and the work carried out by the County Health Department, and Part III Education Authorities (of whom there were 12 in the County) and by the 17 autonomous Maternity and Child Welfare Authorities in the County was concluded by December, 1950. Reference has been made in connection with the functions of other committees to the Local Government Conference Committee which met during 1952–54, and it is interesting to note that no consideration was given to the functions carried out by the Children's Committee, no request having been made that any of the functions exercised by that Committee should be delegated to the District Councils.

PRESENT ARRANGEMENTS

The Children's Committee of the County Council has delegated to it responsibility for the care of children deprived of a normal home life and in addition, functions under the following:—

(*a*) The Children and Young Persons Act, 1933, Part III (Protection of Children and Young Persons in relation to Criminal and Summary Proceedings), and Part IV (Remand Homes, Approved Schools and Persons to whose care Children and Young Persons may be committed).

(*b*) The Public Health Act, 1936, Part VII (Child life protection).

(*c*) The Adoption Act, 1950. Certain duties, including the power to act as guardian *ad litem*.

(*d*) The Children and Young Persons (Amendment) Act, 1952. The duty of making any necessary enquiries where information is received suggesting that a child is in need of care or protection.

The Children's Department is organised on an area basis which corresponds with those of the Health and Welfare Departments, with the Children's Officer and some staff at the Central Offices, 10, Great George Street, Westminster, and, in each of the ten areas, there is a Children's Area Officer with a number of child care officers.

The Areas are shown on Map (Personal Services/1) and the organisation of the Department is shown in broad outline on the diagram, pages 119–120 (Children's/1)

Local Arrangements

The Area Officers are responsible to the Children's Officer for duties under the Children Act, 1948, the Children and Young Persons Act, 1933 and the Adoption Act, 1950, including:—

(*a*) Dealing with applications for children to be received into care, and reception of children into the care of the County Council;

(*b*) Preventive work and returning children to the care of their parents as soon as it is in their interests so to do;

(*c*) Finding foster homes and supervising children boarded out;

(*d*) Duties, including visiting and reporting, in connection with Child Life Protection Regulations, supervision of children placed for adoption, investigations as " guardian *ad litem* ", and After-Care supervision.

The Area staffs deal directly with individuals, families or organisations in the Areas, and the local contact is normally made even closer by the allocation of a child care officer to each of the county districts which together constitute the area.

Officers in the Areas and at Head Office are " on call " at any time at their own homes and their telephone numbers are in the directory under " Middlesex County Council ". In addition the police have instructions to deal direct with the Children's Reception Centre in the event of help being required in any emergency.

SERVICES AT PRESENT PROVIDED BY THE COUNTY COUNCIL

Accommodation under the Children Act

Children in care are accommodated in either:—

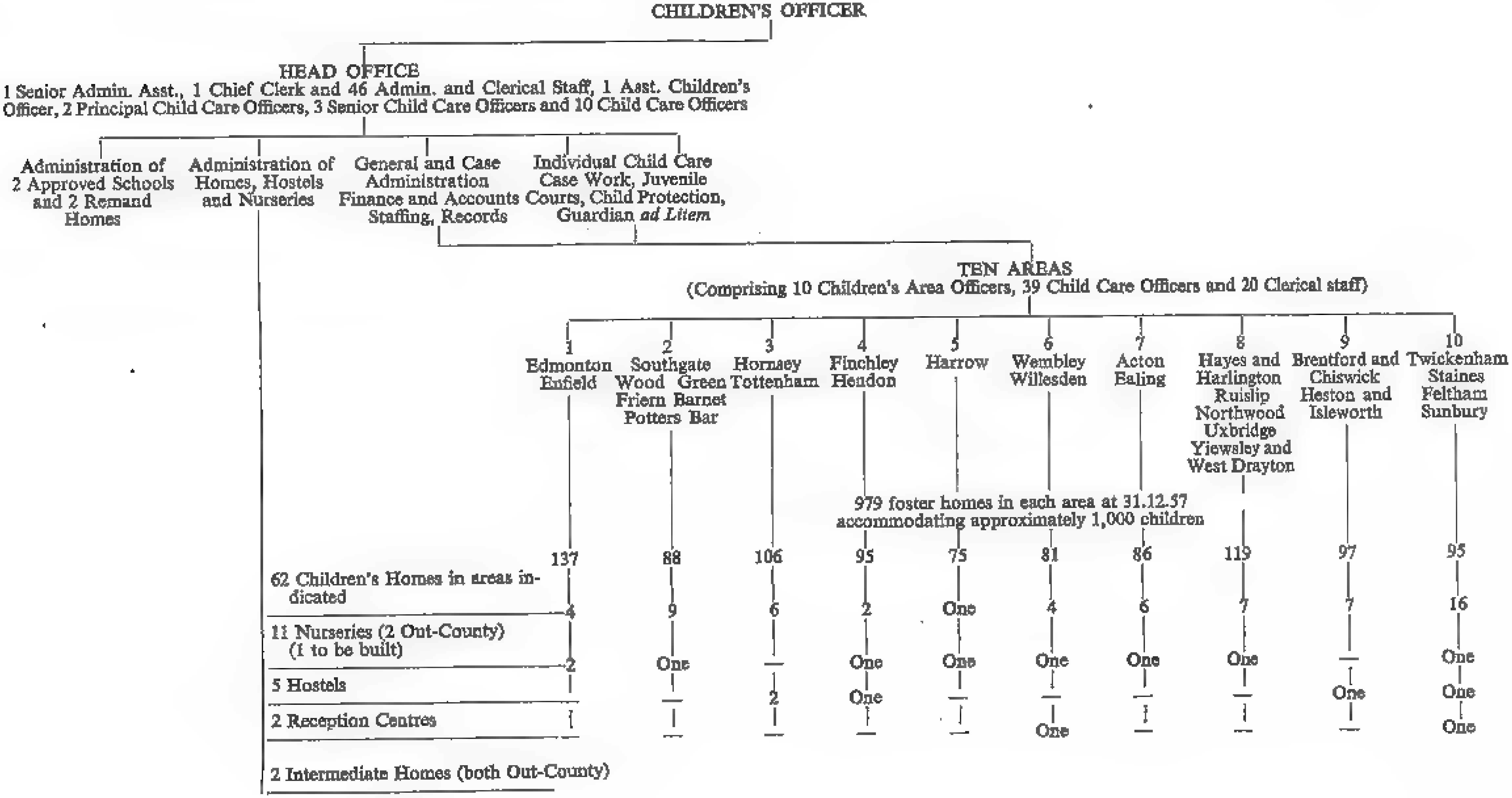
(*a*) Foster homes with private families (about 1,000).

(*b*) The following establishments maintained by the County Council:—

(i) **Residential Nurseries** for children up to 5 years of age. (There are 10

CHILDREN'S/1

TABLE SHOWING IN BROAD OUTLINE THE ORGANISATION OF THE CHILDREN'S DEPARTMENT



CHILDREN'S OFFICER

HEAD OFFICE
1 Senior Admin. Asst., 1 Chief Clerk and 46 Admin. and Clerical Staff, 1 Asst. Children's Officer, 2 Principal Child Care Officers, 3 Senior Child Care Officers and 10 Child Care Officers

- Administration of 2 Approved Schools and 2 Remand Homes
- Administration of Homes, Hostels and Nurseries
- General and Case Administration Finance and Accounts Staffing, Records
- Individual Child Care Case Work, Juvenile Courts, Child Protection, Guardian *ad Litem*

TEN AREAS
(Comprising 10 Children's Area Officers, 39 Child Care Officers and 20 Clerical staff)

979 foster homes in each area at 31.12.57 accommodating approximately 1,000 children

	1 Edmonton Enfield	2 Southgate Wood Green Friern Barnet Potters Bar	3 Hornsey Tottenham	4 Finchley Hendon	5 Harrow	6 Wembley Willesden	7 Acton Ealing	8 Hayes and Harlington Ruislip Northwood Uxbridge Yiewsley and West Drayton	9 Brentford and Chiswick Heston and Isleworth	10 Twickenham Staines Feltham Sunbury
	137	88	106	95	75	81	86	119	97	95
62 Children's Homes in areas indicated	4	9	6	2	One	4	6	7	7	16
11 Nurseries (2 Out-County) (1 to be built)	2	One	—	One	One	One	One	One	—	One
5 Hostels		—	2	One	—	—	—	—	One	One
2 Reception Centres		—	—	—	—	One	—	—	—	One

2 Intermediate Homes (both Out-County)

of these and a further one is already planned for commencement, possibly this year; five have been opened by the County Council since 1948; three are approved by the Home Office for training students for the National Nursery Examination Board's certificate.)

(ii) **Small children's homes**, mainly of the family group type. (There are 60 of these of which 22 including, with the co-operation of local authorities, 10 purpose-built houses on local authority housing estates, have been opened by the County Council since 1948. Two further homes on a local authority estate are in course of construction).

(iii) **Two reception centres** in which special facilities exist for the assessment by trained staff of children coming into care, have been provided by the County Council since 1948, one general and one for older boys.

(iv) **Intermediate homes** (2) for children in care whose assessment has been completed and who are awaiting suitable placement.

(v) **Hostels** (three for girls and two for boys) providing accommodation for boys and girls in employment who are over compulsory school age but under 21. (All these have been provided by the County Council since 1948).

(*c*) In homes provided by voluntary organisations.

(*d*) In privately-run homes as distinct from voluntary homes.

Accommodation under the Children and Young Persons Act

(*a*) *Approved Schools*

Pishiobury School, Sawbridgeworth, Herts., a junior (secondary) school for 78 boys.

St. Christopher's School, Hayes, Middlesex, for 70 senior boys, at which training in engineering, wood-work and horticulture is carried out.

(*b*) *Remand Homes*

St. Helena's, Ealing, for 30 senior girls.

St. Nicholas House, Enfield, for 36 boys.

(These homes cater for the needs, not only of Middlesex, but (by agreement) of girls from Surrey, Kent, Hertfordshire and Oxford City, and boys from Hertfordshire and Bedfordshire, and occasionally girls and boys from other local authorities.)

Supervision of Children other than those in Care

(*a*) *Adoption Act*, 1950

(i) *As Welfare Authority.* There are at present about 350 children placed for adoption who are visited in accordance with Part III of the Act and about 1,100 children are supervised each year. This work involves about 220 visits and interviews each month.

(ii) *As guardian ad litem.* Acting as guardian *ad litem*, when so appointed by the Courts, involves detailed enquiries, reports and attendance at Court in about 700 cases annually and about 200 visits and interviews each month.

(iii) *As Registration Authority.* The registration of one adoption society, namely, The Homeless Children's Aid and Adoption Society. Consideration is given to the Society's annual report, &c. The registration can be cancelled if the Council is not satisfied on certain matters.

(*b*) *Public Health Act*, 1936—*Child Life Protection*

At any given time about 500 foster children are visited in accordance with these provisions, and due to the normal turnover 1,200 children are visited annually. About 250 visits and interviews are undertaken each month.

(*c*) *Voluntary Homes*

Visiting of children in voluntary homes in the County (of which there are at present 20) under Section 54(3) of the Children Act.

(*d*) *Voluntary Organisations*

Investigating, at least once in every three years, arrangements made by voluntary organisations for the supervision of children boarded out by them in Middlesex and considering whether each organisation has adequate facilities to discharge supervisory duties or whether such duties should be performed by the local authority. At present children are boarded out in Middlesex by Dr. Barnardo's, Church of England Children's Society, Crusade of Rescue, National Children's Homes, Thomas Coram Foundation and the Jewish Board of Guardians.

Children Brought Before the Courts

Attendance at Court and the submission of reports in cases where notification is received under Section 35 of the Children and Young Persons Act, 1933 (as amended) that a child or young person is to be brought before any of the twelve Juvenile Courts in the County. (Each year some 2,500 children appear before the Middlesex Juvenile Courts).

Neglected Children

The co-ordination, through its Children's Officer, of all available services (statutory and voluntary) which can be used for the benefit of children neglected or ill-treated in their own homes in accordance with the Joint Circular issued by the Home Office and the Ministries of Health and Education, in 1950.

Experience Gained under the Arrangements Outlined Above

The Curtis Committee recommended that the responsible local authority should be the county council or county borough council, pointing out that when the number of children to be cared for is not sufficiently large to justify the employment of a responsible executive officer (a figure of 500 being mentioned) joint boards for two or more areas in combination should be constituted. Experience in Middlesex shows that the care of children cannot be effectively or conveniently performed on less than a county basis. From statistics prepared in 1952 (when the total number of children in the care of the County Council was 2,970), there were under 100 children from each of 15 districts, between 100 and 200 from each of seven districts, between 200 and 300 from three districts and 327 from the remaining district.

The County Council has found that having regard to the large number of field staff necessary in the Children's Department, it is possible to employ some staff more highly qualified and with a greater width of experience than would be possible in an area where the staff is limited by the small number of children in care.

It is clear that a complete range of residential establishments catering for differing needs of children of all ages is called for and on a county basis is economically possible but this would not be so in a smaller area.

There is an insufficiency of residential nursery accommodation despite the opening of six additional nurseries (one purpose-built) since 1948, and it is therefore necessary to place children in private nurseries, often some considerable distance away from their parents. Two further nurseries have been included in the Council's annual programmes but due to restrictions on capital expenditure it has not been possible to build them.

There is a national shortage of trained staff but it is possible with the comparatively large number and mobility of staff employed by the County Council to take full advantage of training courses and at the same time to cover absences due to illness, holidays, &c. In addition, the County Council's residential nurseries are of sufficient size to train nursery students—six students can be trained at each of the three nurseries previously mentioned, every two years, and the County Council has on occasions arranged short courses for housemothers through its Education Department at Polytechnics in the County.

On a County basis it is comparatively simple for a local authority or voluntary organisation to give notice under the Boarding-out Regulations when a child is boarded out or ceases to be boarded out in its area but if, for example, District Councils were the authority for this purpose many more notices would be necessary and great difficulty and delay would be experienced in giving the required notice as the appropriate authority would not in many cases be easily ascertainable.

The highly desirable close and effective co-operation with the large voluntary organisations, such as the National Society for the Prevention of Cruelty to Children, Dr. Barnardo's, &c., exists between the Children's Officer and the principal officers of such organisations and also between local officers. If child care work were undertaken by the District Councils it follows that the principals of each of the voluntary organisations would need to deal with a number of different Children's Officers, with the result that their administration would be more complicated and the degree of co-operation would necessarily vary between one area and another.

The present arrangements allow of a local and personal service with the advantage at the same time of a uniform policy and system over a wide area, also enabling the happier placing of children where local difficulties obtain.

The cost of the children's services is spread equally over the borough and urban districts in the County irrespective of the number of children in care from each district.

The same scale of payments for children boarded out operates throughout the County thus avoiding the competition for foster homes which might otherwise arise between a number of small authorities.

The standard maximum charge and rules for assessing all persons liable to contribute towards the maintenance of their children in the care of the Council apply throughout the County and avoid different rates being paid by persons who though living close together are yet in different county districts.

The determination of " ordinary residence," upon which rests the financial responsibility for a child between authorities can lead to considerable difference of opinion between the authorities involved but there are fewer of these cases on a County area basis than there would be if District Councils were concerned.

Generally the County Council's experience shows that its organisation and administration of the children's services are effective, convenient and work smoothly over the whole of the County.

Financial

The following table indicates the trend of expenditure over the last three years for which final figures are available and the increasing rate burden as the service has been developed.

The gross expenditure has increased from £551,134 in 1949–50 to £936,450 in 1956–57. In should be noted that the revaluation for rating purposes took place in the latter year.

Year	Gross Revenue Expenditure	Rate and Grant Borne	Cost per 1,000	Rate Poundage
	£	£	£	d.
1954–55	822,395	748,567	332	7·79
1955–56	864,790	775,446	344	7·94
1956–57	936,460	834,051	371	4·86

II and III. The County Council is not aware of any defects in the arrangements for the performance of these functions in the Greater London Review Area as a whole and consequently no remedies are proposesd.

TOWN AND COUNTRY PLANNING

I. Introduction

The idea of planning the use of land first received statutory recognition in the Housing Town Planning, &c., Act, 1909—the first Act of Parliament to refer to "Town Planning" by name—which enabled District Councils including Rural District Councils to prepare schemes for "land in the course of development or likely to be used for building purposes". It is of interest to note that the Ruislip-Northwood Urban District Council which had its first scheme approved in 1914, was one of the Pioneer Councils under this Act.

The District Councils remained the local planning authorities until the Town and Country Planning Act, 1947, but after 1921 three advisory Joint Committees were formed operating entirely or partly in Middlesex and upon which the County Council was represented—the North Middlesex, West Middlesex and Thames Valley Joint Planning Committees. Each Committee prepared Regional Planning Reports and Plans.

At the end of 1945 and following the preparation of the County of London Plan and the Greater London Plan, 1944, Joint Executive Planning Committees were set up in accordance with a recommendation of the then Minister of Town and Country Planning. The County Council was represented on such Joint Committees, namely the North Middlesex and South-East Hertfordshire Joint Planning Committee, the Central Middlesex Joint Planning Committee and the West Middlesex Joint Planning Committee.

These Joint Executive Committees became the plan-preparing authorities for the County as well as advising on interim development and were represented on the Advisory Committee for London Regional Planning.

Outline regional plans were prepared by the three committees, there being a consultant for the Central and West Committees, whilst the North Middlesex and South-East Hertfordshire Committee had its own Planning Officer. At the Appointed Day, 1st July, 1948, following the passing of the 1947 Act, these Committees we dissolved and the County Council became the Local Planning Authority for the whole County.

Present Arrangements

The County Council as the Local Planning Authority under the provisions of the Town and Country Planning Acts, 1947–54 exercises its functions largely by means of the County Planning Committee.

The functions under the Act of 1947 can be divided broadly into two categories:—

(1) Development Control

The Act provides that planning permission is required in respect of any development carried out after the 1st July, 1948, and it is the duty of this Committee, subject to the scheme of delegation, which will be dealt with subsequently, to consider applications for such permission and to consider the desirability or otherwise of making and serving the various orders and notices which a Local Planning Authority is empowered to make under the Act.

(2) Preparation of Development Plans

The Act requires a Local Planning Authority to make a development plan which is to be followed by a further survey and review at least every five years. The Middlesex Development Plan was approved by the Minister of Housing and Local Government in June, 1956.

The Development Plan indicates broadly the pattern of the future development of Middlesex and distinguishes the successive stages in the course of which the County Council expects to see the various developments undertaken. The ultimate aim on population is to provide for a stable population of two million persons and the decentralisation of residents and industry for this purpose. The Plan takes the first steps to achieve this aim. It prescribes the areas to be used or preserved primarily for residential purposes and the density proposals with which new developments will in general be required to conform. It similarly prescribes the areas be to devoted primarily to business use and shopping. It plans to restrain the tendency for industry to increase and recognises the need for some industry to move out of the County. Areas defined primarily for industrial use comprise mainly the most suitable areas already used for that purpose and also a proportion of land not yet industrially developed. These areas are not to be used for new industries or industries coming from outside the County but are primarily reserved for the relocation of misplaced industry which cannot reasonably move out of the County. The Development Plan defines requirements for roads, railways, water transport facilities and airfields, for educational purposes, hospitals and many classes of public buildings, for playing fields and open spaces and the surface working of minerals and in addition for other purposes which the Plan sets out. In particular, the Plan prescribes the area to be devoted to use as Green Belt and preserved free from general building development. The Plan also provides for a number of detailed proposals for redevelopment of Areas of Comprehensive Development and the designation of numerous sites for specific purposes.

Delegation

All the District Councils in the County have delegated to them similar powers regardless of their size for the exercise of development control under Part III of the 1947 Act. The Delegation Scheme was approved by the then Minister of Town and Country Planning in 1948. A copy of the Scheme as amended in 1950 follows (Appendix T.P.1).* It provides that all applications by private developers are received in the first instance by the District Councils, which have the right to make the final decision upon such applications in all cases except where the County Council considers that the proposal (i) is likely to prejudice the development plan, or (ii) is likely to give rise to liability for compensation, or (iii) affects any county or trunk road.

---

* Not reproduced in this publication.

Any applications coming within the three exceptions mentioned above are dealt with by one of the four Area Planning Committees in the County. These Committees which are Sub-Committees of the County Planning Committee are composed of an equal number of County Councillors and Members of District Councils in the area. A map showing the division of the County into four planning areas follows (Map T.P.2).

Objections may be taken by either a District Council or the County Council to any decision of the Area Planning Committee. In each case the application is referred to the County Planning Committee whose decision is final, unless of course the matter is referred to the Minister of Housing and Local Government either by way of appeal or, because the proposal would involve a substantial departure from the provisions of the Development Plan, or injuriously affect the amenity of adjoining land.

Applications made by Local Planning Authorities, Local Authorities and Statutory Undertakers are dealt with by the Area Planning Committee, to which the views of the District Councils are reported. The Area Planning Committee submits recommendations to the County Planning Committee for final decision. The County Council is consulted upon development proposed by Government Departments and these are considered and dealt with in a similar manner.

Subject to prior consultation with the County Council, the District Councils may make statutory orders or issue notices under the Act of 1947 as follows:—

Orders

Section 21 (Revocation and modification of permission to develop).
Section 26 (Powers relating to authorised use).
Section 28 (Orders for preservation of trees and woodlands).
Section 29 (Orders for preservation of buildings of special architectural or historic interest).

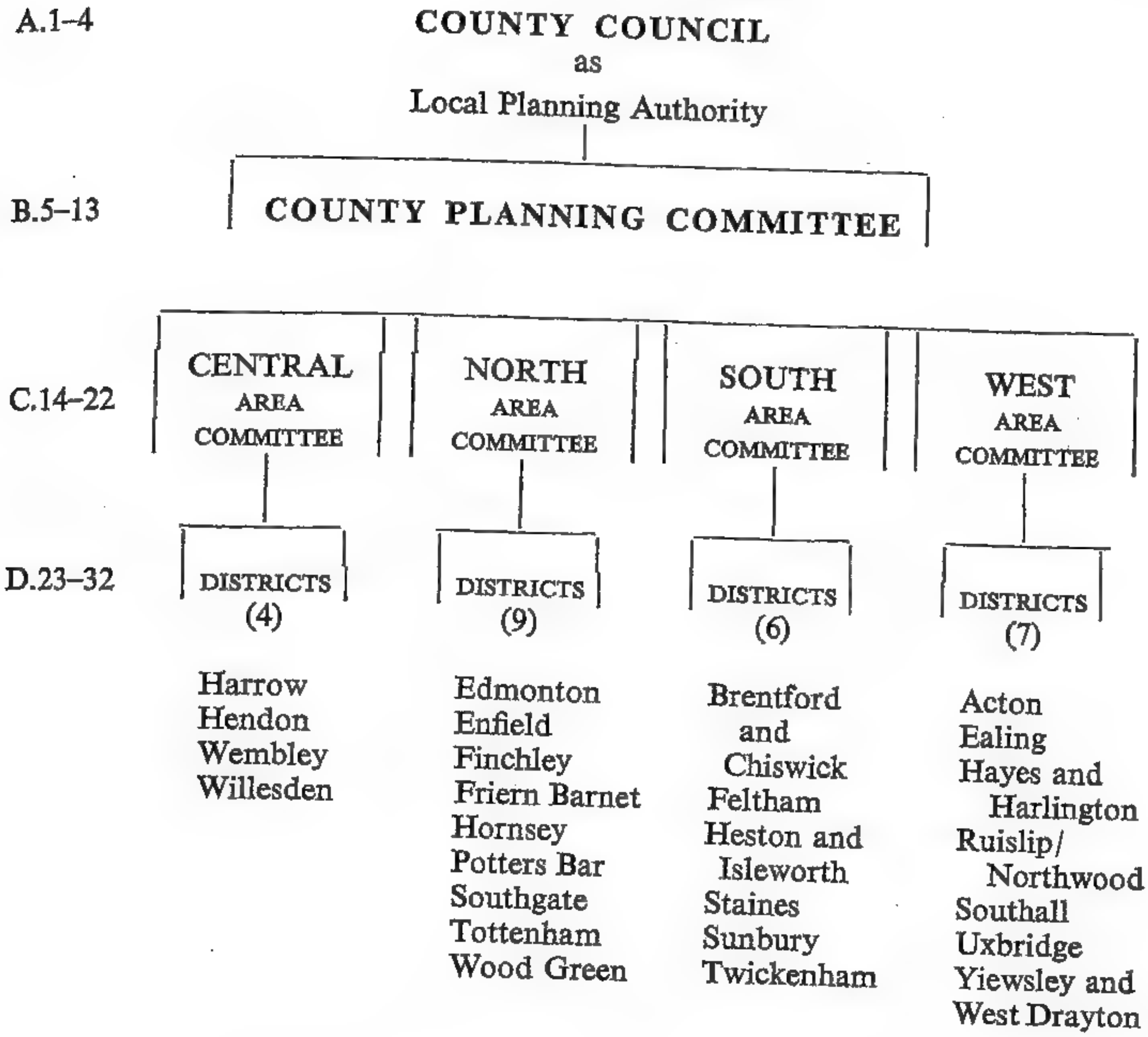
Notices

Section 23 (Enforcement of planning control).
Section 31 (Control of advertisements).
Section 33 (Power to require proper maintenance of wasteland, &c.).

Any compensation becoming payable in respect of anything done by the District Councils in exercise of the powers delegated to them shall be borne by the County Council if the action giving rise to compensation is approved by the County Council. If this is not done, the District Council itself bears the cost of compensation. The cost involved in the acquisition of land which is the subject of a Purchase Notice under Section 19 of the Act is borne by the Local Authority named in the Notice as confirmed by the Minister.

In addition to the Committee's functions under the Act of 1947 it also exercises the powers conferred by the National Parks and Access to the Countryside Act, 1949. The survey showing rights of way has now been completed and the Definitive Map has been approved incorporating amendments after appeals to Quarter Sessions.

The above paragraphs give an account in outline of the functions of the County Council as Local Planning Authority and the way in which these functions are discharged. The following chart shows diagrammatically the planning administration of the County and the subsequent explanation gives in greater detail the allocation of functions between the County Council, its Planning Committee, the Area Planning Committees and the District Councils.



A.1–4 COUNTY COUNCIL
as
Local Planning Authority

B.5–13 COUNTY PLANNING COMMITTEE

C.14–22

CENTRAL AREA COMMITTEE	NORTH AREA COMMITTEE	SOUTH AREA COMMITTEE	WEST AREA COMMITTEE
DISTRICTS (4)	DISTRICTS (9)	DISTRICTS (6)	DISTRICTS (7)
Harrow Hendon Wembley Willesden	Edmonton Enfield Finchley Friern Barnet Hornsey Potters Bar Southgate Tottenham Wood Green	Brentford and Chiswick Feltham Heston and Isleworth Staines Sunbury Twickenham	Acton Ealing Hayes and Harlington Ruislip/ Northwood Southall Uxbridge Yiewsley and West Drayton

D.23–32

A.1–4
B.5–13
C.14–22
D.23–32 } For explanation see following paragraphs.

A. County Council as Local Planning Authority

1. To approve Development Plans and alterations and additions thereto under Part II of Town and Country Planning Act, 1947, prior to submission to the Minister of Housing and Local Government.

2. To approve of (i) Maps and Statement under Part IV or V of National Parks and Access to Countryside Act, 1949, and (ii) proposals under Section 35 of 1949 Act to exclude any part of the County from the Survey provisions of the Act: in each case prior to submission to Minister of Housing and Local Government.

3. To approve matters of principle and policy.

4. To bear compensation payable under Part III or Part VIII of the Town and Country Planning Act, 1947 in respect of anything done by District Councils in exercise of the powers delegated to them (*see* 13 and 30).

B. County Planning Committee

(Twenty-six members of the Council and one representative from each of four Area Committees.)

5. To administer functions of Council as Local Planning Authority under Town and Country Planning Acts, 1947 to 1954, and National Parks and Access to the Countryside Act, 1949, except as in A.

6. To administer the functions of Council under Part IV of National Parks Act, 1949, except as in A.

7. The direction of County Planning Officer and his staff.

8. To consider and make decisions on objections made on behalf of the County Council or District Councils to decisions of Area Committees (*see* 15.)

9. To consider recommendations of Area Committees and make decisions on applications where development is proposed to be carried out in, under, or over land of the County Council, by a Local Authority or a statutory Undertaker except when development proposed by the County Council is contrary to the Development Plan when the application and recommendation of the Local Planning Authority is forwarded to the Minister of Housing and Local Government for decision.

10. To consider recommendations of Area Committees and make observations on development proposed by Government Departments (*see* 19).

11. To make recommendations to the County Council on matters of policy and principle.

12. To consider decisions made by Area Committees on applications for development in the Green Belt which constitute a major departure from the Development Plan and recommendations for approval (i) to sand and gravel workings, and (ii) to the use of land for the parking of caravans for residential purposes.

13. To consider, make decisions or recommendations when necessary to the County Council on matters involving the payment of compensation.

C. Area Planning Committees

(Four Sub-Committees of the County Planning Committee consisting of one Member appointed by each District Council for the Area concerned and an equal number of Members appointed by the County Planning Committee.)

14. To consider and make recommendations to the County Planning Committee upon any matter concerning planning of the Area, including preparation and revision from time to time of such parts of the development plan for County as relate to the Area.

15. To consider and make decisions on " excepted " applications under Part III of the Town and Country Planning Act, 1947 and applications under Section 59 of the Town and Country Planning Act, 1954, subject to the right of either the District Council or the County Council to object, when the application and decision are then referred to the County Planning Committees for final decision (*see* 8).

16. To co-operate in an advisory capacity, as may be necessary or as may be required by the County Planning Committee with any other body whether within or without the County having similar functions.

17. To carry out, in an advisory capacity, such other functions as may be assigned to it by the County Planning Committee from time to time.

18. To consider and make recommendations on applications where development is proposed to be carried out in, under or over land of the County Council, by a Local Authority or a statutory Undertaker.

19. To consider and make recommendations on development proposed by Government Departments.

20. To consider and make observations to the Minister of Housing and Local Government on claims made under the Town and Country Planning Act, 1954.

21. To consider and make recommendations on the making of diversion and extinguishment Orders under the National Parks and Access to the Countryside Act, 1949.

22. To consider and make determinations under Section 17 of the 1947 Act as to whether planning permission is required where the application is considered to be of more than local importance by the District Council or where the application is submitted by the District Council.

D. District Councils (26)

23. Subject to certain conditions, the administration of the functions of the County Council under Part III of the Town and Country Planning Act, 1947; Orders under Sections 21, 26, 28 and 29 and notices under Sections 23 and 33 and any statutory order and notice proposed to be made under regulations made under Section 31, subject in each case to prior consultation. Provided the County Council may itself initiate such action and after consultation with the District Council may require the latter to make such order or serve such notice.

24. To receive every application under Part III of the Act of 1947 and to make the final decision except ("excepted" applications) where the County Councie considers the proposals:—

(*a*) To be of particular interest by reason of its liability to prejudice the Development Plan; or

(*b*) likely to give rise to a liability for compensation; or

(*c*) to affect any County or Trunk Road or any land within 220 feet of the centre thereof and to notify the applicants of all decisions.

25. To make recommendations to the Area Planning Committee on "excepted" applications.

26. Subject to any directions which the County Council may give, to make decisions on any application submitted under Section 31 (Advertisement Regulations) unless it is considered by the District Council that an approval might have a prejudicial effect on any amenity of County importance or the safety of any County road.

27. To make determinations under Section 17 of the 1947 Act as to whether planning permission is required unless the application is considered to be of more than local importance or unless the application is submitted by the District Council (*see* 22).

28. To conduct appellate proceedings unless any particular case is of wider than local interest or the District Council requests the County Council so to do.

29. To defray administrative expenses incurred in carrying out its delegated functions.

30. To bear all compensation arising out of statutory orders or notices referred to in 23 above unless such action is approved by the County Council.

31. To bear the cost involved in the acquisition of land which is the subject of a Purchase Notice if named in the Notice as confirmed by the Minister.

32. To administer the powers of the County Council as Local Planning Authority under Section 89 of the National Parks and Access to the Countryside Act, 1949 (planting of trees and treatment of derelict land) except on land which abuts on existing and proposed Trunk and classified roads.

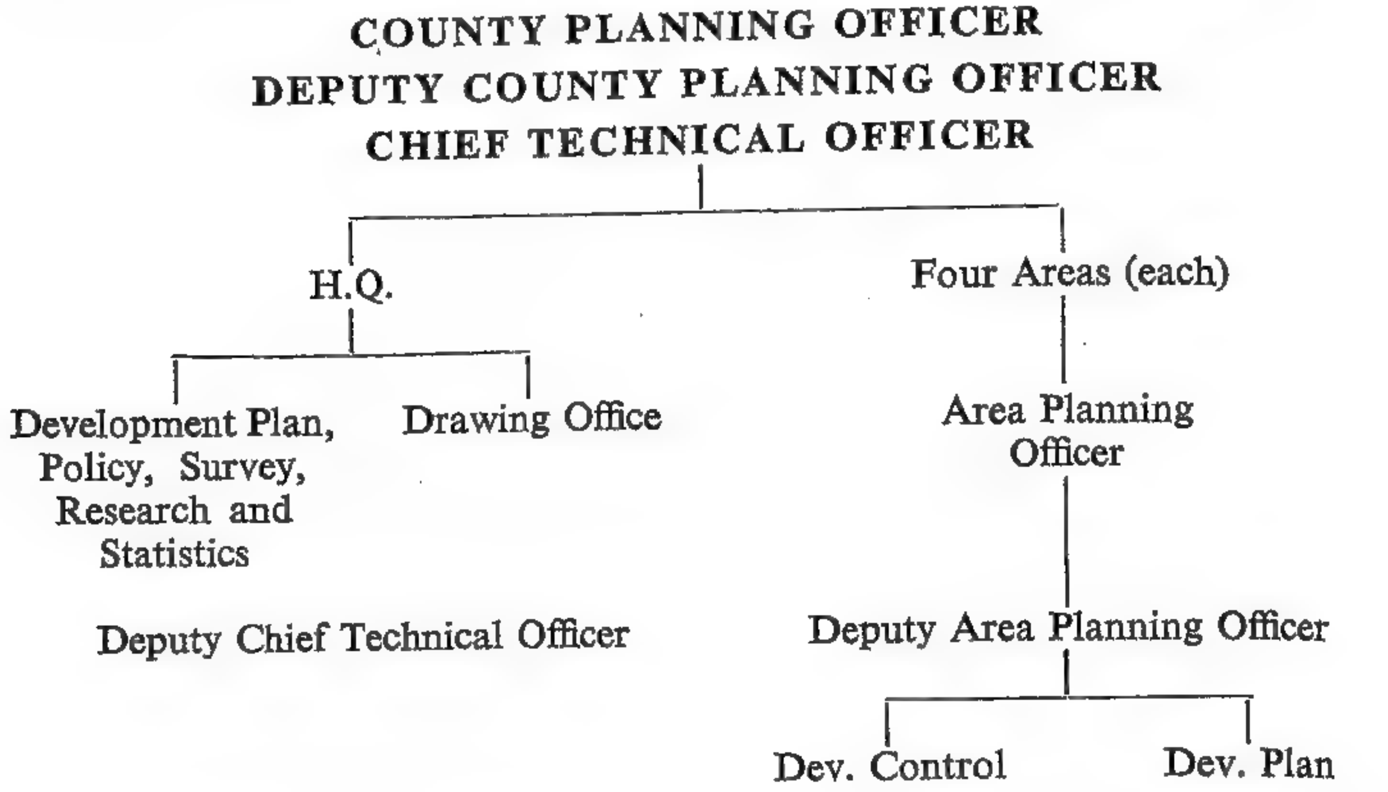
Staff

The Planning Department, under the County Planning Officer and his Deputy, has a Chief Technical Officer and four Area Planning Officers who are responsible for the technical and specialised officers in the department. The staff of the department is shown on the following Diagram.

In addition there are specialist experienced staff in the County Engineer's Department who advise upon the two aspects of Highways Planning:—

(i) New Road Proposals including advice to the County Council when considering and making recommendations on the draft orders to be made under the Trunk Roads Acts, 1936–46 and the Special Roads Act, 1949.

(ii) Control of Development fronting on Highways.


COUNTY PLANNING OFFICER
DEPUTY COUNTY PLANNING OFFICER
CHIEF TECHNICAL OFFICER
H.Q.
Four Areas (each)
Development Plan, Policy, Survey, Research and Statistics
Drawing Office
Area Planning Officer
Deputy Chief Technical Officer
Deputy Area Planning Officer
Dev. Control
Dev. Plan

1 Principal Planning Assistant	1 Senior Planning Assistant	2 Senior Planning Assistants	1 Senior Planning Assistant
3 Senior Planning Assistants	8 Junior Planning Assistants/Town Planning Draughtsmen	2 Planning Assistants	2 Planning Assistants
6 Planning Assistants	3 Junior Draughtsmen	1 Draughtsman	1 Draughtsman
1 Town Planning Draughtsman			

Administrative, Secretarial and Clerical
1 Chief Clerk
1 Deputy Chief Clerk
1 Senior Records Clerk
1 Clerical Assistant
7 Personal Assistants/Secretaries
6 Clerk/Shorthand Typists
6 Junior Clerks

Technical 71:
Clerical 23: Total 94

Financial

Each District Council defrays the administrative expenses incurred in carrying out the functions delegated to it by the Scheme.

Compensation (other than for acquisitions under Section 19 confirmed against a District Council) is borne by the County Council provided its approval is obtained to the action leading to compensation

The following shows the cost of County planning administration for the past three years.

Expenditure and Income of the County Council on Revenue Account:—

	Expenditure £	*Income* £
1954–55	110,760	1,010
1955–56	112,340	1,070
1956–57	132,360	2,440

Experience Gained in the Present Town Planning Arrangements including the Delegation to the County Districts

In the view of the County Council the present organisation of Local Government in the area under review is, so far as Middlesex is concerned, effective and convenient for the purpose of performing the functions relating to Town and Country Planning.

Under the present system the Local Planning Authority is the County Council and, as detailed earlier in this part of the case, the District Councils exercise considerable powers by virtue of an extensive delegation scheme. Nevertheless the County Council possesses complex and onerous duties the performance of which is not susceptible of easy decision by any rule of thumb method. Decisions on small points are capable of creating very far-reaching precedents. Decisions on apparently simple principles may be of enormous consequence to the future of the whole of Middlesex. For example, a special case may be pleaded for a new industry coming into the County which may only wish to employ two or three persons. If granted, because the employment position would not be seriously aggravated, precedents will be created. Permission given in special circumstances to backland development may make it difficult to resist similar proposals nearby which would then effectively change the character of the whole locality.

For these reasons it is of particular importance that no delegation of functions should amount to a relinquishment of responsbility on any matter which is capable of possessing importance to the County as a whole. Delegation can only be justified where it is a means of taking more easily the same steps as the County Council would have taken had it retained the powers.

The County Council has adopted in relation to town planning a definite statement of policy. In addition it has adopted a Development Plan giving further expression to that policy. But a reading of the Development Plan cannot yield automatically a decision as to whether a planning application is in conformity with the Plan's intentions or not. The Development Plan is simply not designed for that purpose. If that had been so, the law would not have been enacted requiring applications to be made after the Plan has been approved in exactly the same way as before the Plan was in existence. The Development Plan provides on 6-inch maps a broad framework or pattern of land use against which day-to-day development comes to be considered. It is very different from a Scheme under the 1932 Act on 25-inch maps which once approved left much less discretion to the administering planning authority.

Development control is a most important part of the County Council's duties in the sense that it is the step which determines what actually goes on the ground. It is no small achievement that the Middlesex County Council has succeeded in delegating fully to the District Councils some 75 per cent. of the applications made.

The means by which this very wide delegation has been achieved have relied on a safeguard which enables the County Council to decide which applications are to be " excepted ", *i.e.*, dealt with by its Area Committees or County Planning Committee. If that safeguard were to be discarded the classes of application to be delegated would have to be much more closely defined (a difficult and impracticable task) and the proportion of applications delegated almost certainly would fall.

The County Council finds that it is essential to see all plans deposited with planning applications, whether they are to be excepted or not, and no matter by whom the decision to except is made. The County Council could not otherwise maintain supervision of the County's progress and development.

Advertisement control is at present fully delegated to District Councils but a District Council may, if it considers that approval might have a prejudicial effect upon any amenity of County importance or the safety of any County road or that it is necessary to consult any person upon the application, decide to refer an advertisement case to the County for decision. The difference between the practices of Local Authorities in referring cases to the County shows how completely impracticable it would be if it were left to the District Council to decide what planning applications ought to be decided by the County. Some District Councils send no advertisement applications for County decision; at the other extreme, others send all applications.

The effectiveness of a Development Plan under the 1947 Act depends as much upon the proper control of development as it does upon making a good plan to start with, and too much delegation of planning control could lead to the major intentions of a Plan being entirely negatived. This would occur through countless individual decisions by a lower-tier authority being out of sympathy with the County Council's overall Plan and policy.

(Paragraph 3 and the Appendix of the White Paper on the functions of County and District Councils (Cmnd. 161, 1957) indicate that elsewhere in the country places with a population of 60,000 or more will have the automatic right to delegation of the functions of the planning authority under Part III of the 1947 Act, except for the control of development not in accordance with the Development Plan and minerals. In paragraph 13 it appears that the Government regards the preparation of Town Maps as appropriate to self-contained towns at some distance from other towns. The delegation of development control might possibly work in, and the preparation of the town map be proper to, a self-contained district in a provincial county but it would hardly ensure that development control would be properly exercised in Middlesex, which has no self-contained districts. Middlesex is essentially one large built-up area. The districts of Middlesex form integral parts of the County.

In Middlesex the County Map is presented on the 6-in. scale—the scale used for town maps elsewhere. The notation is the same as the notation for town maps. The County Map might be described as a town map for the whole of the County. But it is certainly not 26 separate town maps printed on one set of sheets. If each authority were to prepare its own town map on the 6-in. scale there would result a series of unrelated plans based on different standards and policies—the position would revert to that under the 1932 Act. The County's function would be reduced to the advisory work of the old joint planning committees. One particular difficulty that would probably result from the preparation of town maps by District Councils would be that they would be submitted on different dates and this would make co-ordination very difficult.

As to survey and analysis, this would be of very little value if prepared separately for 26 Districts. Survey information to be of any use must relate to the whole County. The Minister's circulars require at the quinquennial review a comparison to be made of the figures as at the date of the first survey with the figures as at the date of the review. This comparison could not be made by adding up figures supplied by 26 authorities and inevitably circulated on different bases.)

Examples of the types of development which experience has shown can only be properly dealt with by the County Council are:—

(a) Industrial Development

It is important that each application should be examined to ensure that the particular firm is one that can be accepted within the policy of the Plan. Many District Councils still seem to be of the opinion that, provided land is zoned for industry, almost any industrial proposal is acceptable, yet this is directly at variance with the policy of the Minister, the Plan and the County Council. It is further necessary that there should be a proper control over the density of industrial development by the application of plot ratio and site coverage limitations.

(b) Office Development

If the policy of the County Council is to be implemented, clearly office development should be controlled by the County. The policy is that generally there should be no additional floor space devoted to office use in the inner urban parts of Middlesex and that every encouragement should be given to firms at present in London to erect new premises in the outer urban parts of the County. Again it is necessary to ensure that the density of development conforms with plot ratio and site coverage limits.

(c) Green Belt Proposals

All authorities on the periphery of the County are not by any means determined to see that there are no incursions into the Green Belt. For example, some District Councils are not only prepared to allow private development but also promote housing schemes of their own on Green Belt land. If the Green Belt is to be preserved, development there should be subject to County Council control. It is appreciated that the larger developments in the Green Belt would automatically come to the County as departures by the suggestions of the White Paper but there are many marginal proposals in the Green Belt which the District Councils might decide to regard as not being departures from the Plan.

(d) Population and Density

One of the aims of the County Plan is to limit the increase of population. As the vacant land in the County comes to an end more and more authorities are pressing for development at very high densities and the County Council should have authority over any proposals where the density exceeds these laid down in the Greater London Plan, upon which the cartograms on the County Map were based.

(e) Mineral Working

Middlesex provides an important contribution to the sand and gravel needs of Greater London and it has been the policy of the County Council to seek to ensure that adequate areas of gravel working are in fact available, although development control has been so exercised to keep the temporary damage to amenities to a minimum. If mineral working were the responsibility of District Councils, experience has shown that gravel working concerns would find it virtually impossible to get permission for further working without taking every case to the Minister on appeal.

To illustrate the difficulties which could have arisen if policy cases were decided by District Councils under delegated or directly conferred powers, an examination has been made of cases where, since the approval of the Development Plan (19.6.56), the District Councils recommended action was contrary to County Policy and the Area or County Planning Committee did not accept this recommendation. Up to 31st January, 1958, there were over 100 such cases. Appeals were lodged in a number of cases and of the cases decided by the Minister, 22 supported the County Council and in only five instances was the decision against the County Policy.

It is known that in a number of cases the decision to appeal against the Local Planning Authority's decision has been influenced by the District Council's support to the proposal.

Representatives of some District Councils on the Area Committees have from time to time been heard to say that the recommendation of the District Council is correct because the local council knows best how to plan its own area. This is not supported by the Minister's decisions, as shown above. The figures given would have been greatly increased if the following factors had not been present:—

(*a*) Prior consultation between officers of the County Planning Department and officers of the District Councils during which many differences of opinion are resolved. This also avoids conflict of opinion at the meetings of the various Area Planning Committees.

(*b*) In numerous cases the recommendations of the District Councils are not decided upon until the views of the County Planning Officer are expressed to the Area Planning Committees. Whilst the District Councils are in many instances prepared to raise no objection in the light of those views, it is known that in some of these cases the District Council would have dealt with the proposals differently had it been able to make a recommendation without any regard to County Policy.

Difficulties have arisen because some District Councils appear to concern themselves only with land use zoning and not with the essential policy matters such as where industrial firms move from and the future occupation of their existing premises. This attitude is general with some District Councils and is exemplified by the many consenting recommendations received from them, which include no restrictive conditions as to use, *e.g.*, a condition requiring that proposed industrial premises shall only be occupied by existing Middlesex firms. Some District Councils have accepted applications for industrial buildings without the necessary Industrial Development Certificate from the Board of Trade. Districts also vary considerably in their understanding, appreciation and application of codes such as daylighting, plot ratio and density.

Under the present system these matters cannot be said to be actual defects, but they are potential defects which it is submitted would become actual defects if the County Council's powers and duties as Local Planning Authority were to be diminished in favour of District Councils.

The case of the County Council in respect of the exercise of this function as between District Councils and the County Council is for the retention almost unchanged of the *status quo* in Middlesex.

The County Council is strengthened in this view by the following further factors:—

(1) Many of the applications received in Middlesex cannot be dealt with otherwise than by a specialised staff. For example, those involving the investigation of the suitability of particular industrial applicants, the application of the daylighting codes residential density and plot ratio can only be dealt with by trained town planners. The White Paper in paragraph 7, in fact, recognises that highly specialised staff have been required by County Councils to carry out their planning responsibilities. Before the Appointed Day not all the District Councils possessed specialised planning staff and to-day the position is much the same. The County Council has recruited the well-qualified staff which is essential for the planning of a quarter of Greater London.

These remarks apply with equal force to the consideration of proposals concerning highways whether they be new road proposals or applications for development fronting on highways. The County Council has been dealing with development control work for over 24 years since the Middlesex County Council Act, 1934, gave powers to the Council. In respect of both these types of case the County Council possesses a specialist staff built up over a long number of years.

The necessity for uniformity of principles and their application over a large area is particularly shown by this function, where nearly all major projects affect more than one district and it is essential for all standard principles to be applied to every development application.

(2) The County Council bears virtually all the compensation costs incurred in the exercise of planning powers as such and this practice is recognised by the fact that planning grants are included in the block grant to be paid to County Councils. If the County bears the cost then it is not unreasonable that, to a large extent, it should administer town planning directly.

(3) The Middlesex Delegation Scheme is extremely generous to the District Councils. It is relevant to consider planning functions in Middlesex in relation to Greater London because the overall object the of County Council's general planning policy, as expressed in the Report of Survey accompanying the County Development Plan, is to cultivate the efficient individuality of Middlesex within Greater London as a Metropolitan County interdependent with the Commonwealth capital.

(4) The present arrangements for planning administration in Middlesex have worked well and any defects are only of a minor nature as will be seen below. Much has been achieved particularly with regard to the preservation of the Green Belt, the restraint of industrial influx into the County and the reversal of the trend of increasing population. These are mentioned as they are fundamental to the success of the Development Plan and, in fact, to the policy adopted by successive Governments for Greater London Regional planning.

Achievements

Green Belt. It was not until the County Council prepared the Development Plan that the Green Belt was defined on maps sufficiently large in scale to be read. The Written Statement to the Development Plan contains the following clauses:—

" 13. The preservation of a stretch of open country completely encircling the built-up area of Greater London, which will not only act as a barrier against the further outward spread of development but also provide an area in which residents of the built-up areas can find recreation and enjoyment, is an essential item in the Greater London Plan.

14. In pursuance of this object the Middlesex County Council, with certain assistance from other Local Authorities, purchased or safeguarded some 6,000 acres of land in the outer parts of the County. Not all this land is subject to the Green Belt (London and Home Counties) Act, 1938, but the County Council's policy in the Development Plan is now to preserve free from general building development the entire area marked on the County Map as Green Belt, following the proposal of the Greater London Plan to establish such a Green Belt Ring. It should be noted also that the County Council has assisted in the purchase of land for this purpose in adjacent areas of neighbouring counties.

15. Within the land so marked the County Council will strictly control building development and safeguard agriculture and forestry and wholly rural uses as appropriate. But developments for other purposes compatible with the Green Belt policy will be permissible on their merits."

The area defined for Green Belt in the Draft Development Plan was accepted almost without amendment by the Minister when he approved the Plan. In spite of numerous applications for development, often pressed at inquiries before the Minister's Inspectors, the boundaries have been effectively held.

Since the County Council became the planning authority over 400 applications to build in the Green Belt have been refused, amounting to some 10,000 acres.

Industry. No policy on population could be effective without parallel action on industry and employment. Since 1948 it has been the policy of the County Council to control the increase of employment opportunities by limiting the allocation of land for industry and by restraining the entry of new industry into the County.

Before the war employment was increasing in Middlesex by an average annual figure of some 22,000 persons. Since the County Council became planning authority this increase has been halved.

The Minister of Housing and Local Government, when conveying approval to the County Development Plan, strengthened the policy statements making it quite clear that the land allocated for industry should not be made available for industry wishing to move into the Greater London Area and that it is intended for the relocation of misplaced industry which cannot reasonably move outside the County. To give effect to this policy the County Council has this year, for the second year in succession provided in the budget the sum of £200,000 for capital expenditure on (*a*) the acquisition of vacated or non-conforming industrial premises and (*b*) the acquisition and development of vacant land allocated for industry.

The implementation of this policy by such acquisitions is now proceeding.

Population. Some ten years ago the County Council declared as one of the cardinal points of policy for the County that the population Middlesex can accommodate with good environmental standards for all was approximately two million persons. This policy was adopted in the Development Plan and is expressed in Clause 17 of the Written Statement.

Between the wars the population within the County was expanding at a greater rate than anywhere else. The immediate post-war years showed the previous trend to continue. The rate of increase, however, slowed down after 1948 (the year the County became the Local Planning Authority). Since the 1951 Census the population of the County has fallen by 20,000 persons. The former trend has thus been put into reverse. The effectiveness of the Local Planning Authority's policy is even more striking in the inner urban and more overcrowded districts.

Defects

1. During 1952–54 a Committee known as the Middlesex Local Government Conference Committee, comprising representatives of the County Council and the District Councils, considered whether and in what way greater and fuller delegation could be achieved within the framework of the existing law.

The Committee examined the arrangements governing, *inter alia*, the administration of planning. Owing to the Government's White Papers on Local Government, the conclusions reached were not implemented.

The proposals of the Conference Committee which the County Council accepted as a basis for agreement would have the following effect upon the present Delegation Scheme:—

(*a*) The District Councils to have the power to take enforcement action without the necessity of prior consultation with the County Council which is at present required; the County Council to retain concurrent powers and its power to act in default of a District Council.

(*b*) At present the following applications stand referred to the Area Planning Committees or the County Planning Committee:—

(1) " Excepted cases ", *i.e.*, applications—

(*a*) likely to be of particular interest by reason of liability to prejudice the (proposed) development plan;

(*b*) likely to give rise to a liability for compensation;

(*c*) affecting any County or Trunk Road or any land within 220 feet of the centre thereof.

(2) Development proposed to be carried out in, under or over land of the Council, a Local Authority, a statutory Undertaker.

In lieu it was proposed by the Middlesex Local Government Conference Committee that the following applications shall stand referred to Area Planning Committees or the County Planning Committee:—

(i) proposals contrary to Development Plan proposals;

(ii) cases likely to give rise to a claim for compensation;

(iii) cases where development is proposed near to the boundary of a neighbouring Local Authority unless the County District Council within whose area the site is located and the neighbouring Local Authority agree upon a decision;

(iv) cases affecting any County or Trunk Road, or any land within 220 feet of the centre thereof;

(v) cases where development proposed would exceed the density proposed in the Greater London Plan;

(vi) cases within Comprehensive Development Areas where it is proposed to grant permission other than a temporary permission;

(vii) " excepted " cases and applications or proposals of Government Departments, the County Council and County District Councils;

Provided also that no case shall require to be referred to the County Council solely on highway grounds relating to District Roads.

(*c*) The District Councils to exercise all the powers of the County Council as Local Planning Authority in regard to the Control of Advertisements in Areas of Special Control except where compensation may be payable.

(*d*) Any increased expenditure incurred in the administration of delegated Town Planning powers to be borne by the District Council concerned.

(*e*) Details of all permissions or approvals granted by the District Councils shall be supplied to the County Council.

2. In March, 1957, the Middlesex Borough and District Councils' Association raised with the County Council the following further points:—

(*a*) The question of consultation with adjoining owners where the question of departure from the Development Plan is likely to cause injurious affection to adjoining premises;

(*b*) the duties imposed by the Town and Country Planning (Development Plans) Direction, 1954 and

(*c*) the question as to whether once a Development Plan has been approved, wider powers of delegation can be given subject to suitable machinery to ensure that decisions involving a departure from the plan are specially dealt with.

So far as point (*a*) is concerned, arrangements have been entered into with the District Councils where the question has been raised which would appear to have met the Council's wishes in this respect.

With regard to points (*b*) and (*c*) the position is as follows:—

(*b*) The duties imposed by the Town and County Planning (Development Plans) Direction, 1954.

This authorises the Local Planning Authority to grant permission for development contrary to the Development Plan but requires to be referred to the Minister cases which either involve a substantial departure from the provisions of the Plan or which injuriously affect the amenity of adjoining land. Other departures of a minor character may be determined by the Local Planning Authority and the decision merely notified to the Ministry. The Direction also provides that where permisission for a departure is granted by a Council under delegated power the written concurrence of the Local Planning Authority must be first obtained but the Minister's Circular on the Direction states that requirement for concurrence does not preclude delegation of the discretion to grant permission provided a further Direction of the Minister is obtained in the particular case removing the requirement for concurrence.

It is not clear at present whether the Borough and District Councils' Association merely seek the right to refer to the Minister substantial departures and notify him of minor departures or whether they seek the delegation to Local Authorities of deciding applications contrary to the Development Plan without the concurrence of the County Council, subject to special procedure as visualised in (*c*) below. The County Council is opposed to either suggestion. Development Plan departures should continue to be matters for the County Council (this was accepted in the Local Government Conference Committee Report) and consequently the machinery of reference and notification to the Minister should remain with the County Council.

(*c*) the question as to whether once a Development Plan has been approved, wider powers of delegation can be given subject to suitable machinery to ensure that decisions involving a departure from the Plan are specially dealt with.

The County Council's view is that any delegation additional to that accepted as a basis for agreement by the County Council on the recommendation of the Local

Government Conference Committee previously referred to would make the organisation of local government for the purpose of planning administration less effective and convenient.

There are two matters which in as much as the County Council are suggesting alterations to the present arrangements may be termed defects. These are as follows:-

(*a*) Under the existing Delegation Scheme development proposed to be carried out by a statutory undertaking is not delegated to the District Councils and is required to be considered by the Area Comimttees and the County Planning Committee. In fact the great majority of applications from statutory Undertakers are in respect of the construction of electricity sub-stations. The County Council feels that it is quite unnecessary for such applications to be considered by either the Area or County Planning Committee and consequently the remedy which will be suggested under Heading III hereof is that the Delegation Scheme should be altered to provide for delegation of these applications to District Councils.

(*b*) It is known that the Minister contemplates that there should be stricter advertisement control in all areas of high amenity and that he will indicate the types of area which should be considered for special control on the lines of his memorandum of June, 1956. The memorandum of June, 1956, contains the following paragraphs:—

> " 1. The Minister has been reviewing the working of the control of advertisements.
>
> 2. In general he finds the results disappointing and he believes that many Local Authorities share this feeling. He thinks it will be generally agreed that outdoor advertising ought to be strictly controlled in all areas of high amenity, whether urban or rural, and indeed throughout the countryside. For this purpose he believes that a more positive approach may be required. At the same time it may well be appropriate to allow somewhat greater freedom to the advertisers in areas where it is accepted that outdoor advertising is not out of place. The Minister is prepared to consider, for these purposes, any necessary amendments of the Town and Country Planning (Control of Advertisements) Regulations, 1948.
>
> 3. The Minister is disposed to think that all National Parks, areas of great landscape value, areas designated as green belts and the finer parts of towns of architectural and historic importance ought to be defined in accordance with the regulations as areas of ' special control '; and he further suggests that whereever an area of the countryside is brought under ' special control,' it may well be appropriate to include the villages, and even some of the small country towns."

Under the present delegation scheme, areas of special control would require the County Council's approval. From the Minister's memorandum it appears clear that at least those parts of the County shown as Green Belt should be areas of special control. Substantial parts of the County will therefore be in areas of special control.

Experience of the way in which District Councils at present exercise their delegated control of advertisements suggests that it might be necessary to reserve for the County Council the right to consider all applications within areas of special control. It has been noticed for instance that a District Council approved a number of advertisements on a road within its area, but on the other hand on the road following the same route, two other District Councils have secured the County Council's approval to remove existing advertisements. This is an example of arrangements which are ineffective and inconvenient and it would seem that reasonable uniformity of control could only be achieved by the County Council dealing with all advertisement applications in areas of special control.

In most provincial Counties advertisement control has not been delegated to District Councils and the large advertising concerns and such organisations as petrol companies have been able to discuss in general terms with planning authorities what their proposals are to be with a view to seeking general agreement to the kind of advertisement that will be acceptable. In Middlesex it has invariably been necessary, when there has been an approach from one of these large organisations, to say that, since control is delegated, the only course open to them is to approach all the District Councils separately.

Re-development and Slum Clearance

Most of the vacant land in Middlesex zoned for residence has now been developed. In future, housing in Middlesex will largely consist of slum clearance and re-development. The statutory responsibility for re-development at present rests with the District Councils. Sometimes they work under housing powers and sometimes, in comprehensive development areas, under planning powers. Some re-development has already been undertaken and there are further schemes in course of preparation but the District Councils have not been able to make really substantial progress for the following reasons:—

(*a*) Pressure to find accommodation for families on the waiting lists can mean that accommodation in new residential buildings in areas being re-developed is used to take people off waiting lists to such an extent that it is not possible to find homes for those who would be displaced by the next re-development project due for commencement. When an Authority is no longer in a position to build accommodation to re-house those who will be displaced by schemes of re-development, there is a danger that slum clearance will be brought to a standstill.

(*b*) Areas where re-development is most necessary are mainly within the inner districts of the County. What each inner district can do is limited by the financial resources of that District Council.

(*c*) The District Councils have to face the high cost of acquiring individual industrial sites which should be incorporated in their re-development schemes.

Apart from the fact that progress on re-development has been limited, the amount of work undertaken varies from one district to another. Some Authorities have carried out substantial schemes but others have so far hardly done anything at all.

In the County of London not only the Metropolitan Borough Councils but the County Council is able to carry out re-development. Because of this it is possible to spread the cost over the whole area and the London County Council has undertaken numerous re-development schemes which it carries out as a joint measure with the application of its planning policy to relocate and decentralise non-conforming industry. London has a great advantage in being able to initiate clearance of obsolete property because it has out-county housing powers which enable it to find accommodation for the overspill resulting from its re-development. It is able to take a county-wide view of its problems and to deal with its re-development areas on a reasonably uniform basis.

Conclusion

Apart from the problem of re-development and slum clearance, the present arrangements in Middlesex work well and are beneficial to the District Councils. With the exception of the two minor matters relating to:—

(1) Electricity Sub-Stations, and
(2) Advertisement Control,

no change can be visualised which would improve the effectiveness and convenience of the present arrangements for the administration of planning in Middlesex.

II. The County Council does not see any defects in the present arragnements for the performance of this function in the Greater London Review Area as a whole.

III. The County Council's views on how the defects mentioned above may be remedied are as follows:—

(i) Electricity Sub-Stations: all proposals for sub-stations other than large trunk sub-stations could and should be delegated to the District Councils.

(ii) Advertisement Control: the County Council to reserve the right to consider all applications within areas of special control.

(iii) The County Council considers that the granting of additional housing powers regarding re-development and slum clearance within the County would needlessly conflict with District Councils and that the problem is better pursued by consultations and co-operation with the District Councils, who already have the necessary powers. There would be advantage in the County Council being given out-county housing powers.

Powers and Duties under the National Parks and Access to the Countryside Act. 1949

I. The powers and duties under this Act can be divided into two categories, those relating to public rights of way Part IV of the Act and certain miscellaneous powers relating to amenity.

(a) Powers and Duties under Part IV of the Act

1. The Survey of Rights of Way

Part IV of the Act requires the County Council, as Surveying Authority, to carry out a survey of all land in its area over which a right of way is alleged to exist, and to prepare initially a draft Map and Statement showing footpaths, bridleways or roads used as public paths wherever such rights subsisted or were reasonably alleged to have subsisted at the relevant date. The Act further requires that before carrying out the survey the County Council should consult with District Councils regarding the provision of information for the purposes of the survey.

In view of the fact that over half of the County of Middlesex is fully built-up, the Minister of Housing and Local Government approved the following resolution of the County Council in 1951:—

> " That, in pursuance of Section 35 (4) of the Act, there should be excluded from the operation of the Survey provisions of the Act, those parts of the County which appeared to the County Council to be so fully developed that it was inexpedient that those provisions should apply thereto."

As a consequence of this resolution a survey has been made of an area comprising:—

(*a*) The whole of the areas of Enfield, Wembley and Potters Bar.

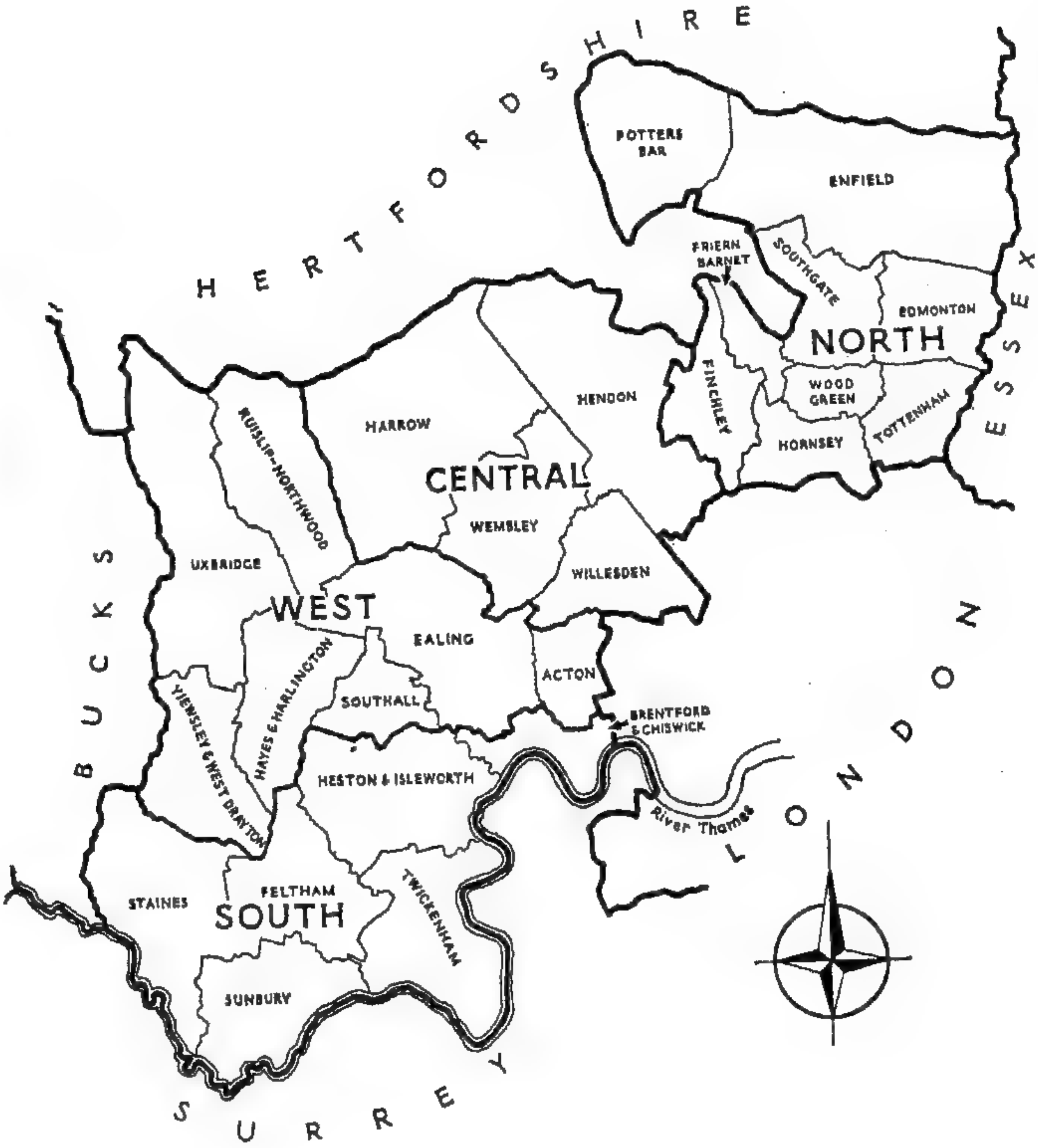
(*b*) Parts of the following districts:—

Brentford and Chiswick.
Ealing.
Edmonton.
Finchley.
Harrow.
Hendon.
Heston and Isleworth.
Hornsey.
Southall.
Southgate.
Tottenham.
Twickenham.
Uxbridge.
Willesden.
Feltham.
Hayes and Harlington.
Ruislip-Northwood.
Staines.
Sunbury.
Yiewsley and West Drayton.

Acton, Wood Green and Friern Barnet were completely excluded from the survey.

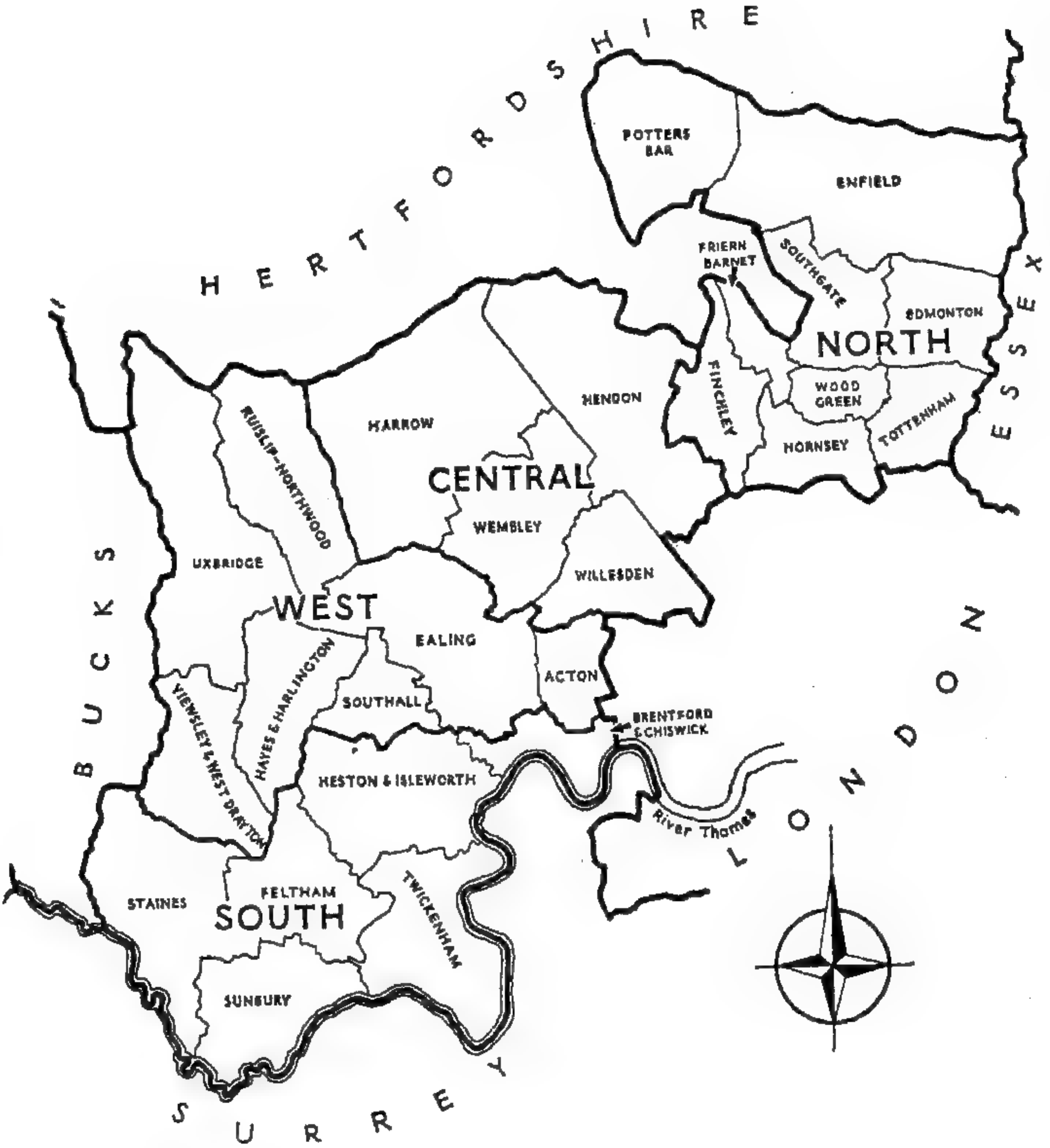
MAP T.P.2

PLANNING AREAS



MAP T.P.2

PLANNING AREAS



Welsh Harp (Brent Reservoir—partly in Borough of Hendon, partly in Borough of Wembley and partly in Borough of Willesden).

Perivale Wood (Borough of Ealing).

Osterley Park (partly in Borough of Southall and partly in Borough of Heston and Isleworth).

Whitewebbs Park (Borough of Enfield).

Syon Park (Borough of Heston and Isleworth).

Kenwood Sand Pit (Borough of Finchley).

The importance of the notification by the Conservancy to the Local Planning Authority of the areas under this section lies in the requirement now contained in the Town and Country Planning General Development Order, 1950, whereby Local Planning Authorities must consult with the Conservancy before giving permission for development in these areas. Such consultation has, in fact, frequently taken place.

Section 21 of Part III of the Act empowers the County Council to set up local nature reserves, and District Councils may exercise similar powers with the consent of the Nature Conservancy and the County Council. Where the County Council refuses consent, the District Council may apply to the Minister who decides. Moreover, Section 21 applies to the Local Authorities (including the County Council) all the powers given to the Nature Conservancy for the making of agreements or the compulsory acquisition or maintenance of land set out above; though in the exercise of these powers by the County Council the criterion is not the national interest but the local interest.

In Middlesex the initiative in providing these local reserves lies with the District Councils. One such reserve has been set up in Ruislip, but apart from the inclusion of the Areas of Special Interest in the Development Plan under Section 23, no further action has been taken to preserve the flora and fauna in Middlesex.

In view of the highly urban character of the County of Middlesex the powers conferred on Local Planning Authorities under Parts I and II of the Act (relating to National Parks) and Part V (public access to open country) do not apply to the County Council.

The County Council has not encountered any defects in connection with the carrying out of its functions under this Act.

II and III. The County Council does not see any defects in the present arrangements for exercising the functions authorised by the Act in the Greater London Review Area as a whole, and consequently no remedies are proposed.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

1. ROADS

Introduction

Trunk Roads

The powers of the Minister of Transport in respect of these roads, which are the principal roads in Great Britain constituting the national system of routes for through traffic, emanate from the Trunk Roads Act, 1936, and are extended by the Trunk Roads Act, 1946, and the Special Roads Act, 1949.

County Roads

Section 11 of the Local Government Act, 1888, provided that every road in a county which is, for the time being, a main road within the meaning of the Highways and Locomotives (Amendment) Act, 1878, shall be wholly maintained and repaired by the Council of the County in which the road is situate and such Councils were declared to have the powers and duties of a Highway Board.

Sub-Section 2 of that Section provided that any Urban Authority, including a Borough Council, might within twelve months after the appointed day or within twelve months after the date of a road in its district becoming a main road, claim to retain the powers and duties of maintaining and repairing a main road within the district. Thereupon the Urban Authority was entitled to retain the same and had the same powers and duties as if such road were an ordinary road vested in it and the County Council was to make payment to such Authority of an annual sum towards the costs of maintenance and repair and reasonable improvements connected with the maintenance and repair of such roads.

Under Section 27 of the Middlesex County Council Act, 1898, any Urban Authority in the County which under the provisions of Section 11 of the Act of 1888 claimed to retain powers and duties of maintaining and repairing any main road within its district, might nevertheless give notice to the County Council of its desire that the County Council should resume the powers and duties aforesaid and thereupon the County Council were at liberty to do so, as if the District Council had not made any claim under Section 11 to retain the same.

Prior to the Local Government Act, 1929, the County Council was in negotiation with the various District Councils in the County to centralise the maintenance of all the main and classified roads in the County with the object of achieving standardisation. The District Councils so desiring were granted an Agency by the County Council for maintaining the roads. This process was available in Middlesex by virtue of the Middlesex County Council Act, 1898.

Under the Local Government Act, 1929, the County Council became the Highway Authority on 1st April, 1930, for every road in the County which was a main road or which, if the Act had not been passed, would have become a main road. The County Council also became a Highway Authority for all classified roads in Urban Districts (which includes non-county boroughs). Every road for which the County Council was to be the Highway Authority is termed a county road.

Section 32 of the Act of 1929 gives the District Council power to claim the exercise of the functions of maintenance and repair of county roads in their district as Highway Authority where the district has a population exceeding 20,000.

The effect of the proviso in Section 32(3) was that as regards such roads as the Minister declared to be roads constructed or improved with the aid of grants made to the County Council under the Development and Road Improvements Funds Act, 1909, and as regards all other roads which were main roads on 27th March, 1929, in every part of the County (except in the nine districts which had not surrendered their powers to the County Council), the powers remained vested in the County Council until the Minister should otherwise order.

The County Council then suggested to the District Councils which insisted upon claiming that if they would accept uniformity in respect of various administrative matters going beyond the County Council's legal liability under the Act, the County Council would be prepared to treat financially such District Councils as if the roads were vested in the County Council. Co-ordinating agreements were prepared on these lines, the financial provisions thereof being the same for "claimed" and "agency" roads. The position therefore is that all County roads, *i.e.*, main roads and classified roads in the County fall, under existing arrangements, into one of the three following categories:—

A. Directly maintained by the County Council.

B. "Agency" roads, *i.e.*, maintained by the District Council on behalf of the County Council, or

C. "Claimed" roads, *i.e.*, County roads in respect of which the District Council has claimed to exercise the right to maintain and repair.

District Roads

By this expression is meant all those roads in the County which, being neither

Trunk roads nor County roads, are vested in the District Councils, which exercise the powers of the Highway Authority in respect of these by virtue of various powers contained in the statutes dating from the Highway Act, 1835.

PRESENT ARRANGEMENTS

Construction of new roads

Trunk roads are constructed by the Minister of Transport and he does this either by utilising the County Council as his agent, in which case the Council enters into the contract with the constructing contractors or by himself employing contractors direct with the assistance of consulting engineers. The Minister approves the scheme and bears the cost.

Roads destined to be County roads are generally constructed by the County Council but in a few cases parts of County roads have been constructed by District Councils as agents of the County Council. In such a case the expense is borne by the County Council and the scheme is carried out to the approval of the County Council.

District roads are constructed either by the District Council concerned or by private developers and subsequently adopted as public highways.

The County Council has completed the following schemes of major road construction:—

Barnet Bye-Pass		9·88
Cambridge Road		6·57
Colnbrook Bye-Pass		0·97
Cromwell Road		1·72
" D " Ring Road (Airport Diversion)		1·94
Fryent Way		1·49
Harrow Watford Road—		
St. Thomas Drive, George V Avenue	1·25	
Imperial Drive, Alexandra Avenue	2·25	
		3·50
Great Chertsey Road		5·05
Great South-West Road		3·02
Great West Road		5·10
North Circular Road		16·34
Sudbury Court Drive		0·52
Sudbury Spur		1·17
Watford Bye-Pass		6·23
Western Avenue		11·03
		74·53 miles.

The County Development Plan shows the County Council's proposals for further major road constructions, taking into account the recent decision of the Minister of Transport regarding the " D " Ring Road, as follows:—

New Trunk Roads	35·15 miles
Conversions to Trunk Roads	8·48 miles
Total	43·63 miles
New County Roads—	
Class I	22·35 miles
Class II	10·65 miles
Class III	6·80 miles
	39·80 miles
	83·43 miles

Improvement and Maintenance

Trunk Roads

The County Council acts as agent of the Ministry of Transport in respect of the major portion of Trunk roads in Middlesex under the Trunk Roads Acts, 1936 and 1946, as follows:—

	Miles
Maintained by County Council as Minister's Agent.. ..	66·70
Maintained by District Councils as Minister's Agent ..	14·41
Total Trunk roads in the County	81·11

The County Council's mileage is spread throughout the County. The County Council is able to utilise for this purpose the organisation which it has for the maintenance of classified roads.

Improvements and maintenance are not necessarily carried out by the same agent authority under the Trunk Roads Acts, but in practice the County Council acts as Improvement Authority to execute works on the Minister's behalf in respect of those Trunk Roads in the County which it maintains and in some cases in respect of Trunk Roads maintained by a District Council. The cost of maintaining and carrying out improvements to Trunk roads is borne by the Minister of Transport and his prior approval to such works is required.

County Roads

Under existing arrangements County roads in Middlesex are either (*a*) directly maintained by the County Council, (*b*) " agency roads," or (*c*) " claimed roads."

The responsibilities of the County Council and the District Council and the financial arrangements in respect of " agency " and " claimed " roads are the subject of agreements with the District Councils.

So far as " agency " roads are concerned, whilst the agreements provide that they are not intended to be construed as delegation under Section 35 of the Local Government Act, 1929, which empowers a County Council to delegate to District Councils its functions of maintenance, repair and improvement of County roads, the effect of the Agreements relating to " agency " roads is that they could accurately be described as private non-statutory delegation agreements. With regard to the duration of the agreements, the intention is expressed that they shall remain in operation for so long as the County Council shall by statute be wholly or partly responsible for the cost of repairing and maintaining any of the County roads in the area of the District Council for the time being. These " agency " agreements include a system of financial control and require the submission of estimates by the District Councils, and the submission of all proposed improvement schemes and maintenance estimates for the prior approval of the County Council. The legal work involved in the acquisition of land for highways improvements in the case of " agency " roads is done by the Clerk of the County Council.

With regard to " claimed " roads, the District Councils have the right under existing legislation to exercise the functions of maintenance, repair and improvement and these roads are vested in the District Councils. Where the District Councils decided to claim the County roads it was arranged that agreements should be entered into with the County Council with the object of achieving standardisation of road maintenance, and these agreements are known as "co-ordination " agreements. The existing agreements apply to " claimed " roads the same financial provisions, *i.e.*, for approval of estimates and payments by the County Council as if the " claimed " roads were, like the " agency " roads, vested in the County Council. These agreements are on similar lines to the Agency agreements, the main difference being that " claimed " roads are vested in the District Council as Highway Authority and the legal work in connection with the acquisition of land &c., is carried out by the Clerk of the District Council.

There is some advantage to the claiming authorities to enter into co-ordination agreements as the County Council accepts responsibility for expenditures in excess of its statutory liability, *i.e.*, the full cost of improvements, scavenging, &c., also establishment charges, &c.

The following table shows the division of the County roads into the various classification categories and also the proportion of mileage (*a*) directly maintained by the County Council, (*b*) maintained by the District Council on behalf of the County Council under an " agency " agreement, and (*c*) maintained by the District Council by virtue of its claim to exercise the right to maintain and repair.

Category	Directly Maintained	Maintained by District Councils		Total
		Agency	Claimed	
				Miles
Class I	91·95	66·60	74·69	233·24
Class II	31·84	46·82	40·82	119·48
Class III	3·96	68·92	126·82	199·70
Unclassified	1·04	—	0·41	1·45
	128·79	182·34	242·74	553·87

Dealing with the classification of roads, roads are classified by the Ministry of Transport and Civil Aviation under the Ministry of Transport Act, 1919, and until 1946 the classification was either Class I or Class II, the particular class having relation to the amount of grant made by the Ministry to the expenditure incurred by the Highway Authority. " Classified roads " as defined by the Act of 1929 means roads classified by the Minister in Classes I or II, or in any Class declared by him to be not inferior to those Classes for the purposes of the Act of 1929. The Minister made a Declaration on 16th March, 1946, that all roads which he might thereafter classify as Class III roads should be roads in a class not inferior to roads classified by him in Classes I and II for the purposes of the Act of 1929. It follows that when any road vested in a District Council becomes a Class III road, the County Council will become the Highway Authority for that road. Some of the Class III roads have been claimed by the District Councils and others are maintained by the District Councils as the Agents of the County Council.

The Appendix (" Highways, 1 ") which follows shows particulars of the various Agreements, and of rights of claim.

Street Cleansing

The County Council is responsible for the scavenging and cleansing of those roads including Trunk roads which it directly maintains, and the District Councils are responsible for this function in respect of " agency " and " claimed " roads, the cost of the work in each case being borne by the County Council.

The Minister of Transport by agreement with the Local Authority Associations has adopted a formula applicable to cost of highway cleansing differentiating between the cost of road cleansing as a highway function and street cleansing as a public health function. The County Council, however, probably in view of the fact that there is no Rural District in the County, has thought it fair to include the whole cost as a charge on the County rate and accordingly bears full cost of the non-grant earning portion.

The Middlesex County Council Act, 1956, gave the Council power to provide litter bins along County roads. Prior to that Act it had no such power. The District Councils had power but required under Section 16 of the Public Health Act, 1925, the prior consent of the County Council before they could instal bins on directly maintained and " agency " roads. The County Council has agreed that upon the request of a District Council it will accept responsbility for the future maintenance of street litter bins already provided by District Councils along County roads. It has also approved of a general consent being issued to the District Councils for this purpose subject to the proposed siting of bins on directly maintained roads being first approved by the County Engineer.

Financial

During the period 1st April, 1919, to 31st March, 1957, the County Council's capital expenditure on County roads has amounted to £14,527,666 towards which it has received Ministry of Transport Grant amounting to £6,812,198.

The County Council's revenue expenditure for the past five years on general maintenance and minor improvements of County roads is as follows:

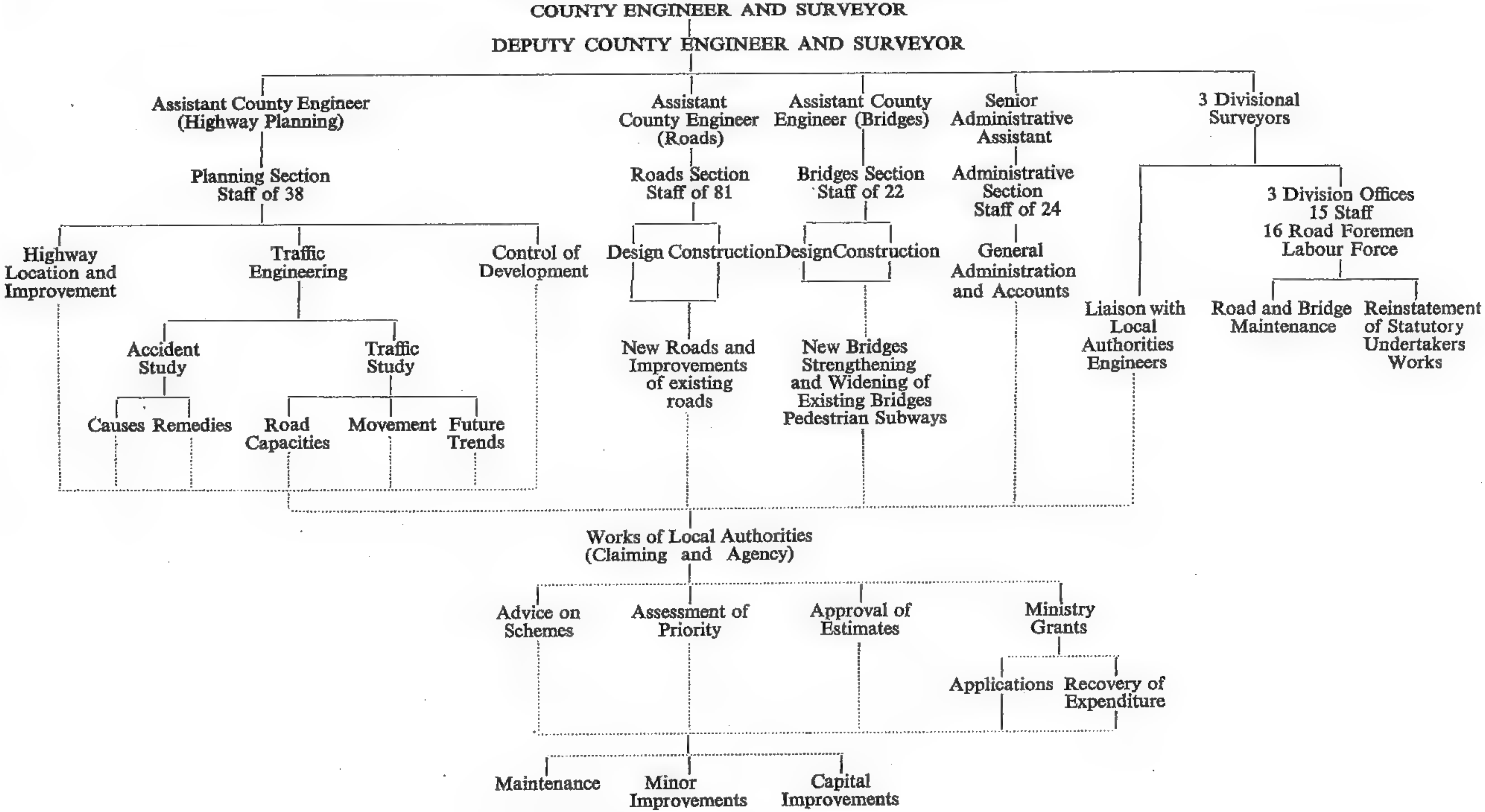
Revenue Expenditure—Directly Maintained, Agency Maintained and Claimed County Roads

Financial Year	Expenditure				Income (M.O.T. Grants and Other Income)	Net Expenditure
	Grant Aided		Non-Grant Aided	Total		
	General Maintenance and Minor Improvements	Automatic Traffic Signals, Barrier Rails, &c.				
	£	£	£	£	£	£
1952–53	986,863	21,425	157,742	1,166,030	660,616	505,414
1953–54	862,605	18,500	197,721	1,078,826	586,275	492,551
1954–55	1,042,137	30,523	202,367	1,275,027	707,252	567,775
1955–56	1,015,491	20,470	217,982	1,253,943	690,107	563,836
1956–57	1,065,355	22,575	277,469	1,365,399	722,478	642,921

Administration

The County Council exercises its powers and duties as Highways Authority through its Highways Committee. The highways and bridges staff of the County Engineer and Surveyor's Department and its functions are shown in broad outline on the following diagram.

TABLE SHOWING IN BROAD OUTLINE THE ORGANISATION OF THE HIGHWAYS AND BRIDGES STAFF OF THE COUNTY ENGINEER AND SURVEYOR'S DEPARTMENT


COUNTY ENGINEER AND SURVEYOR
DEPUTY COUNTY ENGINEER AND SURVEYOR
Assistant County Engineer (Highway Planning)
Planning Section Staff of 38
Highway Location and Improvement
Traffic Engineering
Control of Development
Accident Study
Causes
Remedies
Traffic Study
Road Capacities
Movement
Future Trends
Assistant County Engineer (Roads)
Roads Section Staff of 81
Design
Construction
New Roads and Improvements of existing roads
Assistant County Engineer (Bridges)
Bridges Section Staff of 22
Design
Construction
New Bridges Strengthening and Widening of Existing Bridges Pedestrian Subways
Senior Administrative Assistant
Administrative Section Staff of 24
General Administration and Accounts
3 Divisional Surveyors
Liaison with Local Authorities Engineers
3 Division Offices 15 Staff 16 Road Foremen Labour Force
Road and Bridge Maintenance
Reinstatement of Statutory Undertakers Works
Works of Local Authorities (Claiming and Agency)
Advice on Schemes
Assessment of Priority
Approval of Estimates
Ministry Grants
Applications
Recovery of Expenditure
Maintenance
Minor Improvements
Capital Improvements

Experience gained in the present arrangements

Construction

The extent of the schemes carried out by the County Council as listed previously shows the considerable experience which the County Council has acquired in this field. In addition the Council, as Agent of the Minister of Transport, has prepared and supervised schemes for the construction of many miles of Trunk roads. The Council for this purpose possesses an efficient organisation comprised of specialised qualified staff under the control of the County Engineer. Any transference of powers in relation to this function would not promote efficiency or convenience. On the contrary, the very nature of the work affecting as it does more than one district, requires uniformity of principles and their application over a large area.

The County's organisation and staff enables work to be carried out and schemes planned with an efficiency which District Councils, by reason of their comparatively limited resources and staff, would not be able to maintain, and any decentralisation of this function would clearly be uneconomical. The overall planning of highways schemes, requiring continuity of roads, could not be carried out by individual County Districts.

Improvement and Maintenance

The policy carried out by the County Council has been to achieve a centralisation of control of road improvement and maintenance through the County Engineer. It was considered that this would make for efficiency and economy and lead to a uniform standard of highway administration throughout the County. This has been achieved.

There has been no suggestion that the County Council should be divested of the functions of improvement and maintenance which it carries out as agent of the Minister of Transport along Trunk roads.

The County Council directly maintains and improves some 128 miles of County roads which are spread through the County Districts. Although this distribution is uneven there is a length of directly maintained County or Trunk road in every district. Experience has shown the advantages of a Central Organisation meeting the same problems as the District Councils in each of the districts.

Co-operation and co-ordination with the District Councils is particularly assisted by the organisation which operates in the County whereby three Divisional Surveyors, with offices in different parts of the County, control the direct works and are responsible for the liaison work with the districts.

The County Council's revenue expenditure for the past five years on general maintenance and minor improvements of directly maintained County roads is as follows:—

Revenue Expenditure—Directly Maintained Roads only

Financial Year	Expenditure				Income (M.O.T. Grants and Other Income)	Net Expenditure
	Grant Aided		Non-Grant Aided	Total		
	General Maintenance and Minor Improvements	Automatic Traffic Signals, Barrier Rails, etc.				
	£	£	£	£	£	£
1952–53	292,313	7,003	35,376	334,692	211,095	123,597
1953–54	230,365	3,942	70,705	305,012	182,401	122,611
1954–55	307,546	10,895	67,812	386,253	240,916	145,337
1955–56	281,366	4,681	76,497	362,544	225,125	137,419
1956–57	243,509	5,242	117,181	365,932	202,038	163,894

As agents of the County Council the District Councils maintain and improve some 182 miles of roads in the County, whilst some 242 miles are maintained by District Councils which have claimed to exercise their rights of maintenance and repair, such work being the subject of the co-ordination agreements mentioned previously. The County Council bears the cost of works carried out by District Councils on " agency " and " claimed " roads and the agreements in each case provide for the prior approval of the County Council to the estimated cost of schemes proposed by District Councils and also for the County Council's prior approval to the schemes themselves.

The County Council's revenue expenditure for the past five years on general maintenance and minor improvements of " agency " maintained and " claimed " County roads is as follows:—

Revenue Expenditure—Agency Maintained and Claimed Roads only

Financial Year	Expenditure				Income (M.O.T. Grants and Other Income)	Net Expenditure
	Grant Aided		Non-Grant Aided	Total		
	General Maintenance and Minor Improvements	Automatic Traffic Signals, Barrier Rails, &c.				
	£	£	£	£	£	£
1952–53	694,550	14,422	122,366	831,338	449,521	381,817
1953–54	632,240	14,558	127,016	773,814	403,874	369,940
1954–55	734,591	19,628	134,555	888,774	466,336	422,438
1955–56	734,125	15,789	141,485	891,399	464,982	426,417
1956–57	821,846	17,333	160,288	999,467	520,440	479,027

Subject to re-arrangement of responsibilities as between the County Council and District Councils with regard to individual stretches of road, the case of the County Council is for the retention of the *status quo*. The Council is strengthened in this view by the following factors:—

(1) The calibre and quantity of staff employed by the County Council which is essential for the efficient administration and execution of works relating to the improvement and maintenance of those major roads forming part of the highway system of a quarter of Greater London.

(2) Experience has shown that it would be difficult for District Councils to carry out the work of major improvement of directly maintained roads and Trunk roads or the construction of new roads as the load would vary considerably from year to year in each district as grants became available. To illustrate this point, in connection with a recent improvement estimated to cost at least £400,000, the Ministry of Transport informally suggested the desirability for a full survey and the preparation of the scheme proceeding to the point where a detailed grant application could be submitted quickly after the Ministry has indicated that a grant is available. This requires considerable work, and the County Council have the staff to deal with it. It would not be either economic or convenient for the District Councils to retain staff for this sort of work, which might only arise in a district perhaps once in ten years, whereas the County Council are in a position to deal with such work continuously. In some cases the District Councils have in fact indicated that because of staff shortages they would welcome the County Council doing improvement works on " agency " and " claimed " roads, and schemes have been carried out in his way.

(3) The Local Government Act, 1929, gave statutory effect to the generally accepted belief that highways, and particularly important highways, should be the responsibility of Authorities covering large areas. On through roads, uniformity of width, lay-out, construction and standards of maintenance are obviously essential. Experience has shown in this connection that if the County Council, by virtue of the "co-ordination" and "agency" agreements, were not able to achieve standardisation by means of its scrutiny of proposed schemes by District Councils, varying standards, for example, relating to the width of a highway would be applied by different District Councils, in some cases to the same road passing through more than one district.

(4) The cost of County roads is borne by the County Council with the assistance of grants from the Ministry of Transport. This enables the burden of meeting the cost to be spread throughout the whole County. The benefit obtained from County roads is not solely a local matter and it would not be appropriate for a District Council to meet the cost itself as this would place an unequal burden on the District Councils. As the County Council bears the cost and should continue to do so, it is not unreasonable that it should continue to be responsible for highway administration as at present.

Defects

During 1952–54 a Committee known as the Middlesex Local Government Conference Committee comprising representatives of the County Council and the District Councils considered whether and in what way greater and further delegation could be achieved within the framework of the existing law. A Sub-Committee specifically considered the position relating to highways.

Representations from only nine District Councils were received by the Sub-Committee. Two of these were to the effect that the present position was satisfactory, one suggesting that revenue and capital estimates should be approved by the County Council in block amounts so that the adjustments of individual items would not require separate approval and would thus give the District Councils freedom to allocate within the block amount approved for the particular service. The Sub-Committee was advised, however, that because of the Grant Regulations of the Ministry of Transport, this was not practicable and that such freedom could only be given on ordinary maintenance which was already done. In addition, it was pointed out that many reconstruction schemes cost so much that it would be quite impracticable for the District Councils to be allocated each year a sufficient sum to cover works of this nature and it was essential for the County Council as Highways Authority to weigh the relative necessity of various reconstruction proposals put forward by each of the twenty-six District Councils.

The remaining seven representations were to the effect that either all or more of the County roads in the districts concerned should be maintained by the District Councils and a minority of the Sub-Committee wished to recommend:—

> "That the County Council be recommended to arrange for the maintenance and repair of all classified roads to be carried out by such County District Councils as can legally accept such powers and wish to do so."

The Sub-Committee decided not to adopt the proposal set out above, having regard in particular to the following factors:—

> That there was no evidence that a change would result in any improvement of the service.
>
> That the existing arrangements had worked well for many years (in some cases for about sixty years).
>
> That it had proved extremely advantageous for the County Engineer's Department to have direct experience of local conditions affecting the cost of road works.

That the good relations which existed between the County Council and the District Councils on highways matters were largely due to this direct experience.

That the County Council directly maintained just under 200 miles of road and it might be uneconomical to keep in existence an organisation for the direct maintenance of a materially shorter mileage.

The County Council decided that no change was desirable in the general arrangements already made between the County Council and the District Councils for the maintenance and repair of County roads. This is the view of the County Council now put forward and for the same reasons.

It is significant that in 1954 the number of District Councils seeking an increase in powers was small and that their representations did not bring to light any substantial defects in the arrangements. In the view of the County Council there are no defects other than such minor ones as are inherent in a system where there is more than one highway authority in respect of roads in the same area and these do not warrant any change other than a re-arrangement of responsibilities in regard to individual stretches of road. The type of defect experienced is exemplified as follows:—

A difficulty arises because some of the District Councils understandably tend to resent the fact that the County Council directly maintains their principal shopping street, particularly where the Town Hall fronts on this section of road.

This difficulty could be overcome by the County Council giving up the maintenance of that road and taking over an equivalent length of out-lying road, leaving the mileages in the district maintained by both the County Council and the District Council much the same as they were before the change.

The extent to which changes of this nature can be proposed as a solution of this difficulty are dealt with under Heading III.

II. The County Council is not aware of any defects in the arrangements for the performance of this function in the Greater London Review Area as a whole.

III. In the Trunk Road Programme and for Classified roads included in the County Development Plan, the following mileage of new roads is included:—

Trunk	35·15 miles
County	39·80 miles

As these are constructed and come under the maintenance of the County Council it will be possible to delegate the maintenance of some of the older County roads now directly maintained without reducing the mileage maintained directly. Thus, an efficient unit can be maintained by the County Council and the well-understood desires of the District Councils can be met to a considerable extent.

APPENDIX—HIGHWAYS/1

Particulars of Agreements with Local Authorities Relating to County Roads and Rights to "Claim"

1. The following Local Authorities have entered into Co-ordination Agreements with the County Council and agreed that their right to claim shall be held in abeyance during the currency of the Agreement whereby they agreed to act as agents for the County Council in respect of existing and future County roads (except roads of an arterial nature):—

Harrow Borough Council.
Heston and Isleworth Borough Council.

2. The following Local Authorities abandoned their right to claim existing roads and entered into an Agency Agreement with the County Council to apply to future County roads except roads of an arterial character:—

Hornsey Borough Council.
Staines Urban District Council.
Twickenham Borough Council.

3. The following Local Authorities which were claiming Authorities in 1889, entered into Co-ordination Agreements with the County Council in the following general terms:—

(*a*) The right to claim arterial and similar roads which have been constructed by and were vested in the County Council prior to 1929 was abandoned.

(*b*) The exercise of the functions of maintenance and repair in respect of Claimed Roads was set out.

(*c*) Added areas—The Local Authority relinquished its right to claim where any County Road was already vested in the County Council.

(*d*) Future County Roads—The Local Authority's right to claim was preserved except—

(1) where the road was constructed by the County Council.

(2) where the road was of an arterial nature and constructed under special statutory power.

(3) where the road was of an arterial nature for which the County Council was the responsible authority under the Town Planning scheme.

(*e*) Duration—It was intended that these Agreements should remain in operation for so long as the County Council were financially responsible for the County Roads:

Acton B.C.
Brentford and Chiswick B.C.
Ealing B.C.
Edmonton B.C.
Finchley B.C.
Friern Barnet U.D.C.
Hendon B.C.
Southall B.C.
Southgate B.C.
Tottenham B.C.
Wembley B.C.
Willesden B.C.
Wood Green B.C.

4. The following Local Authorities had a population of under 20,000 on 1st April, 1930, and consequently were not entitled to claim.

*†Feltham U.D.C.
Hayes and Harlington U.D.C.
Potters Bar U.D.C.
*†Ruislip-Northwood U.D.C.
*†Sunbury-on-Thames U.D.C.
* Yiewsley and West Drayton U.D.C.

5. Uxbridge Council although it was over 20,000 on 1st April, 1930, did not take over the maintenance of Class I and Class II roads. It has since claimed in respect of Class III roads.

Enfield Council was over 20,000 on 1st April, 1930, and although it claimed Class I and Class II roads in 1930, it relinquished its rights in 1936. It has since claimed in respect of Class III roads.

6. The Minister of Transport decided to create a new class of roads known as Class III and these roads as from 1st April, 1946, became County Roads within the meaning of the Local Government Act, 1929.

---

† These Authorities have entered into an Agency Agreement with the County Council and the Feltham and Sunbury Councils agreed not to exercise the right to claim whilst the Agency Agreement is in force. Hayes and Harlington was found to have a population of over 20,000 on the 25th June, 1931, in accordance with the Registrar General's Preliminary Report of that date but no claim was made.

* These districts had populations of over 20,000 on 20th June, 1951, the date of the Report on the last census.

7. Agreements were entered into with the Local Authorities under which the Class III roads were brought within the existing Roads Agreements with the County Council either as claimed roads or agreement roads, or if there was no Agreement as Agency roads or Claimed roads.

8. Class III roads were claimed in the following areas and Co-ordination Agreements or Supplemental Co-ordination Agreements were entered into:—

Acton
Brentford and Chiswick
Ealing
Edmonton
Finchley
Friern Barnet
Hayes and Harlington
Hendon
Southall
Southgate
Tottenham
Uxbridge
Wembley
Willesden
Wood Green

9. Class III Roads were the subject of Agency Agreements or Supplemental Agency Agreements in the following areas:—

Feltham
Harrow
Heston and Isleworth
Hornsey
Potters Bar
Ruislip-Northwood
Staines
Sunbury-on-Thames
Twickenham
Yiewsley and West Drayton.

BRIDGES

Introduction

In 1530 the Statute of Bridges, which was also declaratory of the common law, placed the *prima facie* liability to repair bridges on the inhabitants of the County and gave to the Justices of the Peace the power to rate the inhabitants for the repair of bridges and to appoint surveyors for this purpose. The Local Government Act, 1888, transferred to County Councils the duties of the Justices in Quarter Session relating to bridges and also transferred every bridge maintained by a Highway Authority in a County road. The Justices had no power to build bridges but the 1888 Act gave the power to County Councils.

All such bridges have continued to be and still are the responsibility of the County Council whether the County road is a directly maintained road, a " claimed " road or an " agency " road. The responsibility for maintenance of all other bridges rests with the Highway Authority maintaining the road.

The County Council also maintains bridges in those Trunk roads for which it is the Minister's Agent, and the majority of those over the River Thames. In total the County Council maintains 207 bridges excluding bridges over the River Thames.

Bridges over the River Thames

Kew Bridge was formerly a toll bridge and was rebuilt by the County Councils of Middlesex and Surrey under an Act of 1888.

Kingston Bridge is said to be the oldest bridge on the Thames except London Bridge and several charters were granted and numerous Acts passed in the years between the reigns of King John and Charles I authorising tolls and conferring other privileges in respect of the bridge. The bridge became vested in the Trustees of the Kingston-upon-Thames Municipal Charities and was transferred to the two County Councils by an Act of 1911.

Richmond Bridge was built in pursuance of an Act of 1772 and was transferred to the two County Councils by their Act of 1928, and was later widened and improved by the two County Councils.

Chertsey Bridge was built in 1785, and Teddington Footbridge in 1888 and these bridges are the responsibility of the two County Councils.

Staines Bridge and Walton Bridges are the responsibility of the Ministry of Transport and Middlesex County Council respectively.

Chiswick, Twickenham and Hampton Court Bridges were constructed by the two County Councils under the Act of 1928, the last-mentioned taking the place of a bridge previously in existence.

Present Arrangements for Construction Improvement and Maintenance of Bridges

Bridges in Trunk Roads

The Minister of Transport is the Highway Authority for Trunk roads. The construction of new bridges in Trunk roads is carried out by the County Council as the Minister's Agent or by the Minister through consulting engineers. Generally speaking improvements and maintenance of such bridges are carried out by either the County Council or the District Council whichever is the Agent Authority of the Minister for the particular Trunk road having the bridge, but in certain cases of improvement the County Council might be requested to carry out the work on a bridge in a Trunk road maintained by the District Council.

Bridges in County Roads

These are the responsibility of either the County Council or the claiming Highway Authority according to the type of bridge as set out in the Introduction to this subject.

In one case, Highgate Archway, the boundary of the County Council and its neighbour the London County Council lies along a County Bridge from one approach to the other. By agreement the bridge is maintained by the London County Council at the joint expense in equal shares of the two Councils. As the bridge runs over a road which in Middlesex is a Trunk road the Middlesex County Council is reimbursed by the Minister of Transport its share of maintenance costs.

Bridges Over the River Thames

Middlesex is bounded on the South by the River Thames and consequently the County Council, in conjunction with the Surrey County Council, are responsible for the Thames bridges mentioned earlier, with the exception of the Staines and Walton bridges.

Representatives of each of the County Councils form the Thames Bridges Joint Committee, which is now constituted in accordance with Part III of the Middlesex County Council Act, 1944. This part of the Act contains the powers in relation to the Thames Bridges which are vested in the County Councils.

The Joint Committee consists of seven members of the Surrey County Council and seven members of the Middlesex County Council and deals not only with such matters as the repair, maintenance and improvement of the bridges but also with letting of the arches under some of the bridges and the administration of the trust funds relating to Kingston Bridge.

Each of the County Councils bears the cost of maintaining and repairing the approaches to each bridge on their own side of the river and such part of each bridge as is situate on their side of an imaginary centre line.

The Joint Committee acts in an advisory capacity and has no delegated powers.

Walton Bridges (old bridge and new semi-permanent) are situated wholly in Middlesex and are dealt with by the County Council as Highways Authority as they carry a directly maintained County road, whilst Staines Bridge is on the route of a Trunk road and is vested in the Minister of Transport, and these are not within the purview of the Joint Committee.

Other Bridges

The Bridges Act, 1929, enables Highway Authorities and the owners of bridges carrying public roads not maintainable by Highway Authorities to make agreement with respect to the improvement, maintenance and reconstruction and transfer of such bridges.

The Bridges Act, 1929, also enables the Minister of Transport in the absence of any such agreement to make orders in respect of matters which would be the subject of an agreement if one had been entered into. The County Council has only had occasion to obtain an order in one case. The County Council has entered into agreements with the British Transport Commission and its predecessors whereby works of reconstruction or improvement of weak bridges (*i.e.*, bridges not strong enough to carry present-day traffic, the Railway Authority being liable only to maintain a bridge to the size and strength necessary when the bridge was constructed) and widening of bridges carrying County roads over railways or railways over County roads are carried out. Generally, the works affecting the bridge structure are executed by the Railway Authority but occasionally the works are done by the County Council under the supervision of the Railway Authority. Usually the reconstructed bridge is maintained by the Commission as part of its undertaking, the County Council paying a capitalised sum to cover the future maintenance of the added part of the bridge, credit being given to the Council for any saving of maintenance in respect of the structure of the old bridge having been renewed. The road works are usually carried out by the County Council.

Agreements are under discussion from time to time and at present respecting the maintenance of road surfaces carried by such bridges, with a view to the County Council taking over the Commission's liabilities upon payment of an agreed annual or capital sum.

When a Railway Authority seeks Parliamentary power for construction of new lines of railway, the County Council opposes the Bill or obtains protective clauses to ensure that any new railway made over or under a road is so constructed at the Railway Authority's expense to provide an adequate width for the road. If the new railway works are adjacent to an existing railway bridge, provisions in the Act are often obtained for the widening of the existing bridge contemporaneously with the construction of the new works.

The County Council has entered into agreements with the Inland Waterways Executive and its predecessors whereby the County Council carries out works of reconstruction and improvement of canal bridges and thereafter the Council takes over the maintenance of the bridge. The arrangement is operative because of the desire of the Executive to divest itself of canal bridges carrying roads in an urban area. Sometimes a contribution is made towards the cost of the works by the Undertakers.

Where a new bridge is required because a new County road will go over or under the lines of the British Transport Commission or the London Transport Executive the Commission or the Executive normally accepts responsibility for its construction at the cost of the Highway Authority, but bridges have been constructed by the County Council under the supervision of the Railway Authority, *e.g.*, Chertsey Road Bridge, Whitton.

Experience gained in the present arrangements

The County Council is able, by reason of its considerable responsibilities in connection with bridges, to retain within the Department of the County Engineer a Bridges Section comprising qualified officers who specialise in this particular technical field and who have acquired substantial experience over a number of years. The work involved is essentially one for specialist staff, which generally a District Council is unable economically to maintain. Indeed, there have been occasions when the County Council has been requested by a District Council to undertake bridge work on its behalf as it lacked the necessary staff resources, and agreements between District Councils and, *e.g.*, the British Transport Commission relating to bridges in retained roads are frequently submitted by the District Councils to the County Council for observations and suggestions.

The Thames Bridges Joint Committee is advised by the County Engineers of the Middlesex and Surrey County Councils. It provides an excellent example of co-ordination between two County Councils sharing responsibility for the performance of a common function.

The whole of the present arrangements enabling, as they do, specialised staff to execute specialised work are efficient and convenient and work satisfactorily. Any change would prove uneconomic and would not increase the efficiency and convenience of the execution of a function which, as with roads, requires to be carried out on a larger than local basis.

The County Council has not encountered any defects in the present arrangements for the performance of this function in respect of any of the various types of bridges.

The position is such that co-ordination between the various Authorities concerned is, in many cases, essential and such co-ordination is present. In the view of the County Council the *status quo* must be retained.

II and III. The County Council does not see any defects in the present arrangements applying in the Greater London Review Area as a whole, particularly having regard to the existence of the Thames Bridges Joint Committee, and consequently no remedies are proposed.

Street Lighting

I. Under Section 161 of the Public Health Act, 1875, the power to light streets is conferred on Urban Authorities.

All the District Councils in Middlesex are therefore Street Lighting Authorities for all roads, whether Trunk Roads, County Roads or others.

By Section 23 of the Road Traffic Act, 1934, the County Council may, if they consider that any county road or part thereof should be illuminated or better illuminated, provide such lighting as it thinks necessary. Before exercising this power the County Council must give to the lighting authority notice specifying the road or part of the road which the County Council considers should be illuminated or better illuminated and shall not exercise the power, unless the lighting authority has at the expiration of a reasonable time after the receipt of the notice failed to provide such illumination or better illumination. The County Council has not exercised this power, but in one case, that of the Great West Road, the County Council agreed with the two District Councils concerned that it would pay a proportion of additional cost incurred in providing a higher than normal standard of lighting. When the road became a Trunk Road the agreement was taken over by the Minister of Transport.

By Section 6 of the Trunk Roads Act, 1936, the Minister of Transport and Civil Aviation may make agreements with the lighting authority for the lighting of trunk roads if he considers that any trunk road should be illuminated or better illuminated.

The County Council pays for the installation and maintenance of additional lighting required where a roundabout is constructed in a County road.

Defects encountered

(1) The fact that the District Councils are the Street Lighting Authorities means in many instances that different standards apply on the same road where it runs through the area of more than one Authority. Uniformity is clearly desirable.

(2) The design of the lamp standards used may be the best avialable from the point of view of efficiency but it needs to be considered from the aesthetic standpoint also. It will be appreciated that an accepted standard of design for a newly developed locality might be quite out of place in an old village centre or rural area. Experience

has shown that regard is not always paid to this factor by the District Councils in their choice of design for a particular locality.

II. The lack of uniformity exists not only as between County Districts in one County but as between County Districts in neighbouring Counties.

III. In the view of the County Council there would be considerable advantage in the Council becoming the Authority for street lighting on all County and Trunk roads. There are two good reasons for this:—

(*a*) To give a uniform standard of lighting using the same form along a whole length of highway. The establishment of County Councils as street-lighting authorities would facilitate uniformity as between neighbouring counties also.

(*b*) To ensure that the design of the lamp standards is the best available not only from the point of efficiency but the aesthetic standpoint as well.

Naming of Streets and Numbering of Houses

I. The County Council has no power in connection with this function; it is a matter solely within the jurisdiction of the District Councils by virtue of the provisions of the Public Health Acts, 1875 to 1925. The County Council has not encountered any defects arising from this arrangement.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

Parking Places

I. District Councils in Middlesex provide parking places for vehicles under Section 68 of the Public Health Act, 1925, as extended by Section 16 of the Restriction of Ribbon Development Act, 1935, either by acquiring or appropriating suitable land or authorising the use of parts of a street with the consent of the authority or person responsible for its maintenance.

The provision of the Road Traffic Act, 1956, enabling a District Council to make application to the Minister of Transport and Civil Aviation for an Order designating parking places on highways and empowering charges to be made in the Metropolitan Police District have not yet been applied in Middlesex.

The County Council as Highway Authority provides facilities for parking by incorporating service roads and lay-byes in its schemes for highway construction and improvement. As Local Planning Authority, the County Council ensures by the imposition of conditions on planning permissions that where appropriate these facilities are provided as part of proposed development. It also ensures by means of planning conditions that the necessary parking provision is made where appropriate in the case of new industrial, office or residential premises.

There is a car-parking problem in the County which the County Council recognises. To assist in consideration of the problem, surveys of the parking demand have been carried out in a number of typical commercial centres, industrial areas and office blocks throughout the County. Standards for the provision of parking have been devised to cover present demand and allow for a probable increase of 100 per cent. The County Council has adopted such standards for applications for development of shopping and commercial centres, industrial buildings, offices and residential areas. In addition, the County Council is taking steps by consultation with the District Councils to secure unilateral parking and the imposition of time limits on service roads.

In view of the problem created by the heavy demand for parking places, the County Council has under consideration the question of making contributions towards the expenses incurred by District Councils in regard to the provision of car parks under Section 19(5) of the Restriction of Ribbon Development Act, 1935.

The car-parking problem cannot be said to be due to any defect in the present arrangements.

II and III. The County Council does not see any defect in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

Road Safety

I. All the Middlesex District Councils except one have made arrangements, approved by the Minister of Transport and Civil Aviation under Section 5 of the Road Traffic Act, 1956, for providing road safety and therefore the County Council has itself taken no action under the Section.

The County Council in its capacity as Highway Authority is of course, concerned with road safety and all its work in connection with construction, improvement and maintenance of roads and bridges is directed towards increasing road safety in all its aspects, and for this purpose specialist staff are employed. Similarly, as Local Planning Authority the County Council examines new road proposals and applications for development fronting highways with this in mind and by refusal or the imposition of planning conditions, ensures that road safety is facilitated.

No defects have been encountered in connection with this function.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

Bus Shelters

I. The County Council has not provided any shelters or other accommodation as it is empowered to do by Section 4 of the Local Government (Miscellaneous Provisions) Act, 1953, but has consented under Section 5 of the Act to several District Councils erecting such accommodation in county roads.

The London Transport Executive also has power by virtue of the London Passenger Transport Acts, 1934–37, to erect shelters, and in the case of county roads the County Council, if there is no objection from a highways point of view, approves the sites of the proposed shelters before they are erected.

In each case the Minister of Transport is the consenting Authority in respect of Trunk roads.

The erection of the shelters does not require express planning permission as it is permitted development by virtue of the Town and Country Planning General Development Order, 1950. The display of advertisements on such shelters may require permission and this is a matter within the discretion of the District Councils by reason of the Planning Delegation Scheme; the County Council has informed District Councils that it does not favour the display of advertisements on shelters or for that matter on other forms of street furniture. The London Transport Executive do not have power to place or permit advertisements on shelters other than travel information.

The County Council is aware through its Traffic Sub-Committee that the District Councils in Middlesex feel that bus shelters should all be provided by the London Transport Executive and that there should be no necessity for the District Councils to provide them.

(The Traffic Sub-Committee is appointed by the Highways Committee of the County Council, and in addition to members of the Highways Committee, representatives of all the local authorities in the County serve upon the Sub-Committee. It deals with traffic problems affecting the main line services and the bus and underground services of the London Transport Executive. Meetings are attended by representatives of the main line undertakings and the London Transport Executive and the Sub-Committee acts as a co-ordinating body).

The London Transport Executive has felt itself unable to provide all bus shelters required but is prepared to make contributions to the provision of shelters by the District Councils where there is a traffic need. The District Councils in many cases provide shelters by utilising offers from advertising contractors to erect shelters with advertisement displays thereon.

Apart from the foregoing the County Council has not encountered defects in the arrangements for the provision of bus shelters.

II and III. The County Council does not otherwise see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole and consequently no remedies are proposed.

Private Street Works

I. Some District Councils in Middlesex operate the statutory code in regard to private street works contained in Sections 150–152 of the Public Health Act, 1875 and some the code in the Private Street Works Act, 1892.

Section 208 of the Middlesex County Council Act, 1944, provides that the County Council shall, with respect to any road not then being a highway repairable at the public expense, which is formed or constructed in pursuance of an agreement with the County Council and which is intended to be a County road when it becomes a highway repairable at the public expense have the functions of a District Council under the Private Street Works Act, 1892, subject to the provisions of that section.

The functions under the Private Street Works Act, 1892, or Section 150 of the Public Health Act, 1875, shall not be exerciseable by the District Council with respect to roads where the County Council exercises the powers of that section. The section enables a District Council by agreement with the County Council to exercise the County Council's functions as its agent and the section is normally implemented in this way.

The New Streets Act, 1951, seeks to remedy some of the defects of the earlier legislation by attempting to ensure that the developer shall be compelled to pay for road charges before being allowed to build houses for disposal.

Section 23 of the Middlesex County Council Act, 1956, enables private street works charges to be recovered where the owners of premises are unknown by empowering a County Court to vest the premises in the District Council upon payment into Court of the value of the premises, less the apportioned cost of the street works.

Apart from any works undertaken by the County Council under Section 208 of the 1944 Act, the exercise of this function is solely a matter for the District Councils. In the view of the County Council this is properly so. The County Council has not encountered any defects arising from this arrangement.

II and III. The County Council does not see any defects in the present arrangements for the performance of this function in the Greater London Review Area and consequently no remedies are proposed.

KENNTH GOODACRE,
Clerk to the County Council.

GUILDHALL,
WESTMINSTER, S.W.1.
June, 1958.

SUPPLEMENTARY EVIDENCE SUBMITTED BY THE MIDDLESEX COUNTY COUNCIL

CONTENTS

Public Control

- Public Control Department .. 165
- Map showing Public Control Divisions .. 166
- Weights and Measures .. 165
  - Main functions .. 167
  - Experience gained in the present arrangements for the administration of Weights and Measures .. 167
  - The Hodgson Report .. 167
- Food and Drugs .. 168
  - History in Middlesex .. 168
  - Main Functions .. 168
  - Experience gained in the present arrangements for the administration of Foods and Drugs .. 169
  - Selective Sampling .. 169
  - Public Analysts .. 170
  - Campaigning Record .. 170
  - Expert Examination: Departmental Tests .. 170
  - Liaison with Government Departments, National Association, etc. 170
  - Milk and Dairies .. 171
- Other functions .. 171
  - Merchandise Marks Acts, 1887–1953 .. 171
  - Explosives Acts, 1875 and 1923 .. 171
  - Pharmacy and Poisons Act, 1933 .. 171
  - Middlesex County Council Act, 1944, Part XIV (Employment Agencies) .. 171
  - Nurses Agencies Act, 1957 .. 172
  - Theatrical Employers Registration Acts, 1925 and 1928 .. 172
  - Performing Animals (Regulation) Act, 1925 .. 172
  - Agricultural Produce (Grading and Marking) Acts, 1928 and 1931 172
- Common Characteristics .. 173
- Conclusions .. 173
- Uniformity of Enforcement .. 174
- Pooling of Experience and Specialised Knowledge .. 174
- Disadvantage of intimate local contacts .. 174
- Financial .. 174
- Defects .. 175

Shops Act, 1950 .. 175

Coroners and Coroners' Districts

- Coroners' Districts .. 176
- Appointment .. 176
- Remuneration and Expenses .. 176
- Defects encountered .. 177

Election Matters

- Parliamentary Elections .. 177
- Election of County Councillors .. 178
- Election of Urban District Councillors .. 178

Registration of Births, Deaths and Marriages 179
Defects 180

Public Relations and Publicity 180
Publications 181
Films 182
Exhibitions 182
Visits 182
Campaigns 182
Defects 182

Local Taxation Licences Department 182
Local Taxation and Minor Excise Licences 183
Vehicle Excise and Driving Licences 183
Defects 184

Civil Defence

Functions 184
Map showing Middlesex Civil Defence Area 185
Area of County Council's responsibility 186
County Officers 186
Delegation to County District Councils 186
Functions Delegated 187
District Council Officers 187
Functions directly conferred on District Councils:—
Evacuation and Billeting 188
Information Services 188
Repair, Demolition and Clearance of Bomb Damaged Buildings and Storage of Household Effects 188
Planning and Maintenance of Residential Shelters 188
Burial of the Dead 188
Sewerage Functions 188
Financial 189
Experience Gained 189

Fire Service 189
Number of Stations and other Statistics 190
Experience gained in administering the Service 192
Financial 193
Defects Encountered 193

Small Holdings

Provision by County Council 193
Constitution of the Small Holdings Committee 194
Functions of the Small Holdings Authority 194
Financial 195
Ancillary Functions 195
Staff 195

Diseases of Animals

Functions of the Diseases of Animals Authority 196

Entertainments Licensing

Licensing Functions 197
Ancillary Functions 198
  Sunday Entertainments Fund 198
  Inspection of Films 198
  Pool Betting Act, 1954 198
Staff 198
Financial 198
Experience gained under the arrangements for the administration of Entertainments Licensing 198
  Uniformity and Co-ordination 198
  Trained and Experienced Personnel 199
  Cost of Administration 199
  Sunday Entertainments Fund 199

This memorandum contains an outline of the further evidence of the Middlesex County Council in response to a letter from the Chairman of the Royal Commission on Local Government in Greater London dated 19th August, 1958, which invited the County Council to submit further evidence upon any local government function not covered by the evidence submitted to the Royal Commission in June, 1958.

The further evidence which is in the form previously requested by the Royal Commission relates to the functions of the County Council as set out below. The remarks contained in the Introductory Statement to the main evidence of the County Council apply equally to the present outline of further evidence.

PUBLIC CONTROL

The County Council is responsible under this general heading for the administration of the following functions:—

Weights and Measures.
Food and Drugs.
Merchandise Marks.
Explosives Acts, 1875 and 1923.
Pharmacy and Poisons Act, 1933.
Middlesex County Council Act, 1944 (Part XIV, Employment Agencies).
Nurses Agencies Act, 1957.
Road Traffic Act, 1930 (Section 27, Weighing of Motor Vehicles).
Performing Animals (Regulation) Act, 1925.
Agricultural Produce (Grading and Marketing) Acts, 1928 and 1931.
Theatrical Employers Registration Acts, 1925 and 1928.
Road Traffic Act, 1956 (Section 42, Protective Helmets for Motor Cyclists).

Public Control Department

The County Council maintains a Public Control Department for the purpose of these functions. The present structure of the Department is in two tiers. The Headquarters staff comprises the Chief Officer, the Deputy Chief Officer, a Chief Clerk, three clerk/typists and one clerk.

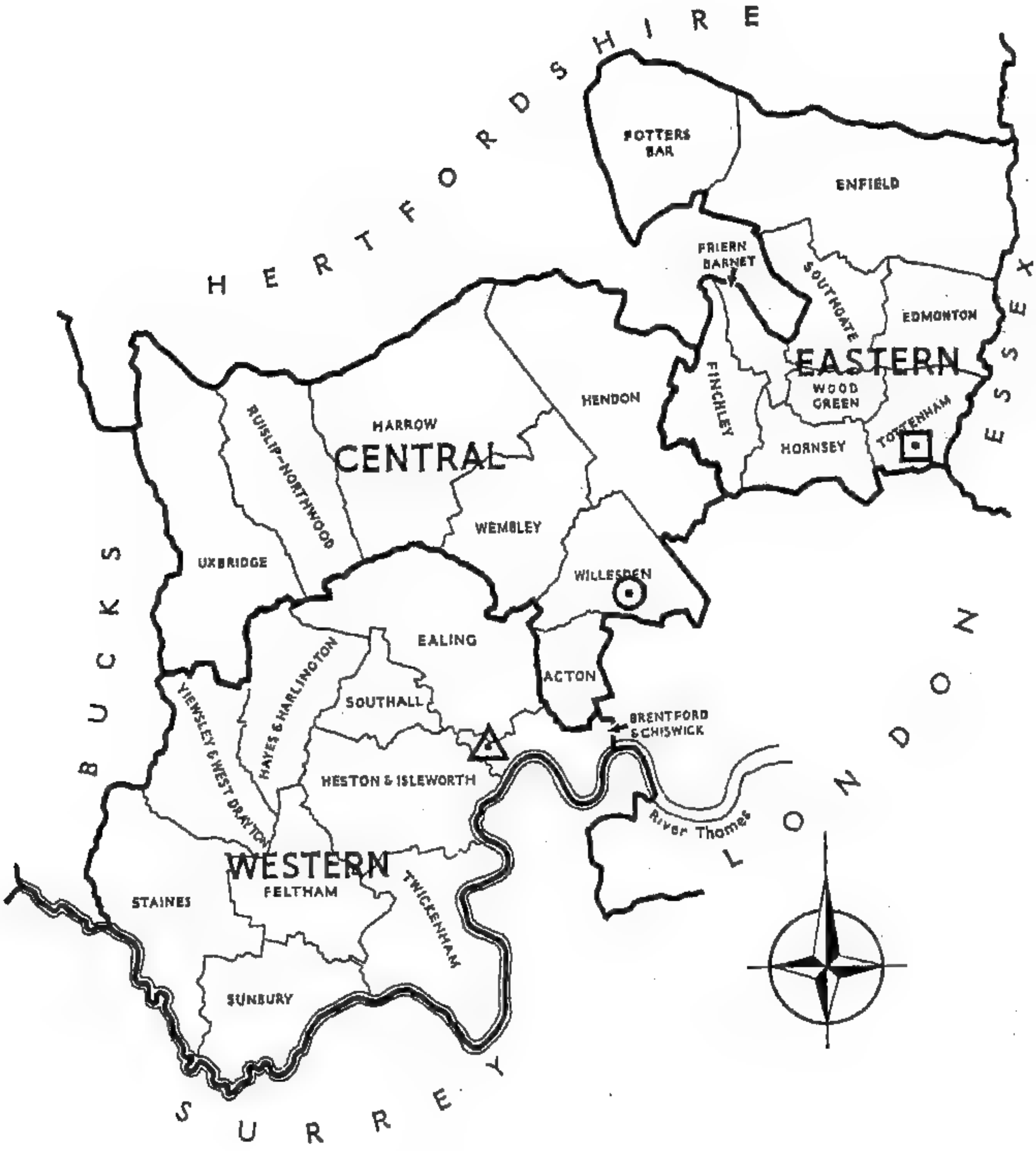
The second tier is administered from three Divisional Offices, each controlling approximately a third of the County's area (*see* map on following page). At each office there is a Divisional Chief Inspector; a Senior Inspector of Weights and Measures and five or six Inspectors of Weights and Measures; one unqualified officer appointed as a Coal and Sale of Food Officer under the Weights and Measures Acts. All these officers are officers for the purposes of the Food and Drugs Acts and the Merchandise Marks Acts and the Explosives Acts, and in the case of the qualified officers all the other duties specifically assigned to the Department. The inspectoral staff at each office is helped by seven or eight specially trained Assistants, making a total for the whole County of 45 trained officers. At one office (Tottenham) there are two part-time women assistants who are employed on the verification of apothecaries measures. The total staff of the Department is 56, in addition to which there is a small weekly casual employment of women to make test purchases under the Acts controlling the sale of foodstuffs.

In general, the district officers are concerned with field enforcement under the policy direction of Headquarters. The latter also carries out all the administrative work of the Department, *e.g.*, control of staff, provision of equipment and the conduct of the bulk of the correspondence. In addition, some enforcement is initiated and entirely carried out at Headquarters level.

Weights and Measures

The functions throughout the area of the Administrative County have always been exercised at County level and none of the District Councils has therefore had any

PUBLIC CONTROL DIVISIONS



WESTERN DIVISION △

Population : 716,990
Area : 57,193 acres
Office : County Offices
Great West Road, Brentford

CENTRAL DIVISION ⊙

Population : 871,100
Area : 52,994 acres
Office : County Offices
249, Willesden Lane, N.W.2.

EASTERN DIVISION ▣

Population : 660,910
Area : 38,497 acres
Office · 590, Seven Sisters Rd.
Tottenham, N.15

experience of exercising any of these functions. By reason of the Weights and Measures Acts, 1878 (Section 50) and 1889 (Section 35) and the Local Government Act, 1888 (Sections 35 and 139) none of the Middlesex District Councils has been entitled to claim the exercise of these functions and until recent months none of them has sought to exercise these functions.

Main Functions

The functions fall into the following three main divisions:—

(*a*) the examination and verification of new weighing and measuring equipment before it is brought into trade use and of older apparatus after is has been repaired;

(*b*) the inspection of such equipment at premises where it is in use; and

(*c*) the checking for accuracy of quantity of pre-packed food in wholesale and retail transactions and of foods not pre-packed, coal and sand and ballast in retail transactions.

Middlesex County Council Act, 1944, Section 441, applies the Weights and Measures Act, 1889, Sections 20 to 29, and Bye-laws thereunder (as to the sale of coal) to the sale of coke, and other solid fuels.

For over twenty years the County Council has owned and operated two public weighbridges, one at the Divisional Office at Brentford and another at the Divisional Office at Willesden.

Over 75 per cent. of the time of the staff of the Public Control Department is devoted to Weights and Measures functions.

Experience gained in the present arrangements for the administration of functions in connection with Weights and Measures

The requirement of Weights and Measures equipment, which is highly specialised and costly, can be kept to a minimum when it is provided and utilised by a County Council.

The duty to inspect mobile traders and delivery vans necessitates County control. If Inspectors were confined to a particular County district such work would be hamstrung and frustrated.

Probably over 90 per cent. of the provisions which are sold nowadays are in pre-packed form; packed and labelled by large firms whose goods are distributed over the whole County. In these circumstances the responsibility for error is generally not with the retailer but with the packer and administration, to have any intelligible efficiency, must act on this fact. Within the boundaries of Middlesex, unified County control alone can achieve checks of pre-packed food, controlled with reference to the packers, covering the whole field but completely avoiding unwarranted duplication. Duplication of tests and trader badgering in this field, would begin with two authorities and increase in direct proportion to any further increase in units of administration.

The Hodgson Report—This Report of the Departmental Committee of the Board of Trade on Weights and Measures Legislation (Cmnd. 8219, 1951) envisages not an increase but a reduction from 258 (as at present) to about 140 in the number of Weights and Measures authorities throughout the country.

It recommends that initially throughout England and Wales counties and county boroughs alone should continue as Weights and Measures authorities except as regards four special cases, *viz*., the City of London, Luton, Poole and Cambridge. Eventually, it is envisaged that the total of authorities throughout the country would be even smaller, it being contemplated that, if necessary by compulsion, counties and county boroughs in which the work involved did not justify what the Committee regards as a sufficiently large inspectorate should unite for Weights and Measures purposes. The main criterion adopted by the Hodgson Committee is a more economical use of staff and it recommends that the functions should be administered only by a local authority of a size which would normally justify the employment of at least three fully-qualified inspectors.

For the whole of Middlesex the County Council at present employs 16 qualified inspectors as "field officers". Besides Weights and Measures, these inspectors also are Food and Drugs officers and inspectors under the many other functions administered through the County Public Control Department.

Any delegation or conferment of Weights and Measures functions to the County Districts in Middlesex would, on the basis of the Hodgson Report or, indeed, on any other reasonable basis, inevitably mean an increase in the numbers of inspectors and assistants to be employed with consequent increase of cost.

Food and Drugs

The Food and Drugs Act, 1955, which is a consolidating Statute, confers separate functions on two distinct Authorities:—

(*a*) the "Local Authority," *i.e.*, the District Councils for functions akin to those performed in their capacity as Public Health Authority;

(*b*) the "Foods and Drugs Authority", *i.e.*, in Middlesex the County Council.

The functions of the "Local Authority" are mainly concerned with public health questions relating to the sale, &c., of food unfit for human consumption.

History in Middlesex

In the Administrative County ever since its formation the County Council has been the Food and Drugs Authority. Not one of the County Districts therefore has ever had any experience of exercising these functions.

Section 83(2) of the 1955 Act enables the Minister of Health, in certain circumstances, to direct that a County Council should remain the Food and Drugs authority notwithstanding the existence of County Districts with population of 40,000 or more.

The inclusion of the corresponding provision in the 1938 Act was agreed to by Parliament after hearing arguments put forward with the express object of providing means whereby the County Council could retain its functions as Food and Drugs Authority throughout the County.

Application was made by the County Council to the Minister for a direction that it should continue to be the Food and Drugs Authority in sixteen Districts, each with over 40,000 population, and in spite of objections be thirteen of them the direction was given, the County Council being maintained as the authority for the whole County.

Following the 1951 Census, the County Council has on two more occasions put before the Minister, successfully, its case for retaining its functions.

On all four of the foregoing occasions, once before Parliament and three times before the Minister, it has been part of the County Council's case to show that the most efficient and economical level at which to administer Food and Drugs powers, for the whole of the County or any part of it, is that of the County Council.

Main Functions of Food and Drugs Authority

The objects of the duties of a Food and Drugs Authority are primarily to ensure that foodstuffs and drugs which are sold are genuine, that pre-packed foodstuffs are accurately labelled as to their designation and composition, that foodstuffs do not contain unlawful substances, that labels and advertisements relating to foodstuffs and drugs are not false or misleading. In addition, there are special provisions which control the production, use and sales of special designated milk.

Experience gained in the present arrangements for the administration of functions in connection with Food and Drugs

Selective Sampling

Those functions under the Food and Drugs Act which are properly allocated to the local Public Health Authority, *e.g.*, those relating to food injurious to health or unfit for human consumption and those concerning " food hygiene " generally, require supervision of essentially local matters (persons, premises, practices) which must be comprehensive, individual and detailed, constant and repetitive. No one foul food store, person or practice must escape attention at any time.

Food and drugs duties aim at the protection of the purchaser's desire (and often pocket) and shield him against the adulteration, substitution, or passing-off of a commodity of a different kind or inferior quality from the one declared or demanded, and from false or misleading descriptions and claims. The volume and variety of food and drugs consumed is so vast as to render inspection on such a basis a practical impossibility.

Accordingly, it is essential to achieve the maximum benefit from a scale of sampling that is relatively negligible in quantity. Selective sampling, which is the appropriate method, depends primarily upon the following factors:—

(*a*) The volume and range of distribution of pre-packed foods and drugs.

(*b*) The need for expert chemical analysis in the greater number of formal tests.

(*c*) The economy to be derived from expert examination by trained men (other than chemists) by the simpler chemical or physical tests or by direct identification.

(*d*) The avoidance of unnecessary repetition in sampling of the same article or group of articles.

(*e*) The exercise of sampling policy.

(*f*) The acquisition and interchange of special knowledge and experience of composition of commodities and of sampling techniques.

(*g*) The need, where a bad practice is uncovered, to act immediately throughout the widest possible area.

At first sight sampling may appear to be an activity of a nature common both to " local authority (health) " and " food and drugs " administration under the Food and Drugs Act. In fact, they have little in common. The " local authority " sampling is for purposes of bacteriological examination—the " food and drugs " sampling is for physical characteristics and chemical analysis.

No one sample can be used for both purposes. For the public health purpose, the concern is with particular allegations as to unsound food; the Food and Drugs function is to ensure that over the whole field of sales the purchasers are receiving pure and genuine commodities.

The area of wholesale distribution of pre-packed, proprietary and branded commodities (comprising probably 90 per cent. or more of all food and drugs on sale) has no regard to county district boundaries. County control avoids unnecessary multiplication of sampling of each of such identical products in each individual district, and when a defective sample is found in one district appropriate action is automatically taken to the benefit of the 25 others.

Retail distribution of bottled milk is largely from dairies supplying areas comprising many more than one county district. County control avoids multiplicity of sampling of such milk from the same depot on the same day.

However, as all milk retailed in Middlesex must be bottled and adulteration of milk after bottling is now unknown, the concentration is on loose milk delivered to the bottling depots.

Selective sampling to be efficient depends upon County-wide control, for, whilst a depot in one district may receive milk from a number of farmers, other districts contain no such depots.

Public Analysts

It is the duty of every Food and Drugs authority to appoint one or more public analysts with prescribed qualifications and, if it appoints only one, it may also appoint a deputy public analyst. Members of the public, as well as sampling officers of the Food and Drugs Authority, are entitled to submit samples of food or drugs to the public analyst.

The County Council has a contract with an analytical chemist to act as public analyst on a part-time basis for the whole County and a deputy is similarly appointed.

Campaigning Record

The advantage of a reasonably large specialised staff trained in the inspecting and detective work which is a characteristic of Weights and Measures as well as Food and Drugs, and providing resources adequate to enable a wide-spread concentration of effort to detect malpractices, is illustrated by the work of the County Public Control Department in enforcing Orders under the Merchandise Marks Act, 1926. A team of inspectors became expert in the detection of various meats and in dealing with poultry, eggs and tomatoes and a campaign before the Second World War resulted in the putting down of bad practices throughout Middlesex, after 400 prosecutions over four years.

As soon as an objectionable trade practice is discovered which appears to be widespread, a County-wide and co-ordinated campaign is put into operation to suppress it.

Recent examples of such practices are:—

(*a*) The "passing off", common to particular trades, of inferior kinds of fish and fruit, meat and offal, &c., for superior varieties.

(*b*) Faults common to a particular branded article, such as a particular pack of canned plums with a false description.

(*c*) Faults common to the stock of one multiple chain of stores, *e.g.*, inadequate forms of imported food label.

Expert Examination: Departmental Tests

Informal testing by sampling officers is a Middlesex technique. 500 milk and 1,000 other samples are sent to the public analyst each year at a cost of some £3,300 but another 1,000 informal samples are examined by the Council's officers, who also make some 6,500 informal tests. If these informal samples had been formal samples and submitted to the public analyst, there would have been an increase of over £13,000 on the cost of the analyst's fees and increased staff would have been necessary to carry out the formalities prescribed for formal sampling. Middlesex, as the biggest Food and Drugs authority in the country, incurs total annual expenditure of less than £10,000. If these 6,500 informal samples were formal, the expenditure would be increased by about 150 per cent.

The informal tests are made as a preliminary survey to decide on the best selection of formal samples to be procured and, with the exception of certain of the milk samples, are purchased in private fashion without disclosure of the purchaser's identity to the trader.

Liaison with Government Departments, National Associations, etc.

The County Public Control Department as a large unit of administration in which the volume and variety of activity engenders a wide experience, provides useful points of contact between enforcement officers and national trade associations, the larger trading groups of manufacturers, packers and importers, &c., and also the various Government Departments, and it is in fact used to a great extent for such "liaison" at national level, to the mutual benefit of both parties. Such liaision would not be a practicable proposition in the case of a small unit of administration without the same degree and breadth of experience.

Milk and Dairies

Since October, 1949, the County Council has been responsible for the supervision of the production and sale of heat-treated milk. This involves the licensing of dealer/processors of sterilised and pasteurised milk. Of these there are 21 (26 premises) in the County at the present time. When this work was transferred from the County districts there was no uniformity of compliance with the regulations. Each licensed premise is regularly inspected and the milk processed therein regularly sampled.

With the County Council as the Food and Drugs authority for the whole County, a pasteuriser of milk, for example, whose pasteurising premises are anywhere within the County is covered by his pasteuriser's licence for distribution of the milk from those premises within all or any of the county districts and he is therefore saved the necessity of obtaining a separate dealer's licence from each District Council.

Other Functions of County Public Control Department

The functions of the County Public Control Department and its inspectors do not end with Weights and Measures and Food and Drugs, though these matters constitute the greater part of their duties.

In addition, the County Council is the local authority for the whole County for the purposes of the following enactments, the relevant provisions of all of which are administered through the Public Control Department and enforced by the same inspectorate:—

(*a*) Merchandise Marks Acts, 1887 to 1953

The Merchandise Marks Act, 1887, which prohibits false or misleading trade descriptions being applied to goods, has regularly been used by the County Council in cases where the Weights and Measures Acts or the Food and Drugs Act powers are not suitable.

The Merchandise Marks Act, 1926, gives permissive powers to Food and Drugs Authorities to enforce the requirement of the Orders made under the Act which relate to certain imported foods and require, *inter alia*, that on exposure for sale by retail they be clearly labelled in a prescribed way either with the name of the country of origin or the word " Foreign " or " Empire ", as the case may be.

(*b*) Explosives Acts, 1875 and 1923

The duties are mainly to ensure that explosives are kept (*a*) in quantities not exceeding the statutory limits, (*b*) in a safe manner, and (*c*) only on registered or licensed premises.

(*c*) Pharmacy and Poisons Act, 1933

This Act and the Regulations made thereunder control the sale of poisons by traders other than pharmacists. There are stringent provisions regarding packing, labelling, storage and sale.

(*d*) Middlesex County Council Act, 1944, Part XIV (Employment Agencies)

The Middlesex County Council Act, 1944, maintained the control introduced some years before over the conduct of employment agencies carrying on business in the County. The owners of such agencies must be licensed with the Council and conform with the Bye-laws which have been promulgated. The Bye-laws contain provisions requiring records to be kept of all transactions and disclosure of certain facts. There is also some control over the condition of the premises and the charges made by an agent for his services.

(*e*) Nurses Agencies Act, 1957

As to the control of agencies for the supply of nurses, whilst this is generally similar to that for employment agencies it is provided by a public Act and is a national and not purely a local control.

(*f*) Theatrical Employers Registration Acts, 1925 and 1928

Theatrical employers are required by the above Acts to register with the County Council if their place of residence is within the County. There is no provision for the periodical renewal of a registration, but registered theatrical employers are required to notify any change in their circumstances which might affect registration. The two important duties which in practice arise are investigation of complaints of non-registration or of the abandonment of artistes.

(*g*) Performing Animals (Regulation), Act, 1925

The amount of work under these Acts is negligible, since there are normally only 10–12 persons registered, all of whom are regularly visited.

(*h*) Agricultural Produce (Grading and Marking) Acts, 1928 and 1931

The provisions of these Acts have largely fallen into desuetude and in practice, in the County at the moment, they involve negligible work.

The Department and the same inspectors also enforce on behalf of the County Council and, by agreement with all the County District Councils, their functions as highway authorities under the Road Traffic Act, 1930, Section 27, with respect to the Weighing of Motor Vehicles.

Also, enforcement on the County Council's behalf of its functions under the Road Trafic Act, 1956, Section 42, respecting the sale or hire of protective helmets for motor-cyclists is carried out by the Public Control Department and the same inspectors.

The aggregate of work involved in carrying out the above duties in the County is important and there exists the need for vigorous and complicated investigations of a nature which demands experience and practice.

Experience has shown that it is convenient and appropriate for enforcement to be carried out by the Inspectors for Weights and Measures and Food and Drugs purposes. The work under the Explosives and Pharmacy and Poisons Acts has aspects not dissimilar to many of those under the former functions and the premises to be visited also for the most part have to be visited for Weights and Measures and Food and Drugs purposes. The Weighing of Motor Vehicles is essentially comparable with *ad hoc* Weights and Measures duties whilst the Agricultural Produce Grading and Marking has a close affinity with certain of the Food and Drugs functions. Investigation and Inspectoral duties under the remaining of these additional functions also possess analogous features.

Approximately 7 per cent. on average of the whole-time of the 52 staff of the Public Control Department and of the included field force of 19 qualified inspectors is found necessary for the efficient discharge of these additional functions throughought the County. In terms of whole-time officers confined thereto this percentage is the equivalent of about 3½ total staff and 1⅓ inspectors.

The County Council is also responsible, as such, for the enforcement of Section 31 of the Food and Drugs Act, 1955, which prohibits the sale of milk from diseased cows. 350 samples of milk are procured each year for examination for the presence of tubercle bacillae.

Common characteristics

The main common characteristics of Weights and Measures and Food and Drugs and the other principal functions of the Public Control Department are:—

(*a*) they are technical matters to a high degree;

(*b*) they involve enforcement of complex laws, with penal sanctions;

(*c*) enforcement necessitates inspections and test-purchasing;

(*d*) a continual relationship with the public, traders, trade associations and Government Departments is necessary;

(*e*) possession and exercise by officers of legal-technical-administrative faculties and there are wide areas of discretion to be expertly exercised.

(*f*) intimate knowledge must be acquired by the officers of traders, trade practices and commerce in a wide range of goods;

(*g*) officers must be impartial to all and fortified by the support of a sufficiently large and powerful authority;

(*h*) observation of traders and the many test purchases necessary cannot properly be carried out if the officers are local and personally familiar to the traders;

(*i*) a relatively small man-power is sufficient efficiently to protect a large population;

(*j*) at the same time, enforcement is largely with commerce extending over a wide area both as to units of trade, distribution and advertising necessitating machinery which, to be effective and efficient, must be geared in size to cope with these factors.

(*k*) The main functions of the Department deal:—

(i) not merely with single static traders but with mobile traders moving over a large area;

(ii) pre-packed foods and drugs are distributed over the whole or large parts of the County. Not only groceries (probably 90 per cent. of these of unified distribution over the County, and indeed in most cases, the country) but many other articles subject to control, and many more which will be under control when the weights and measures law is greatly extended;

(iii) throughout the County there are large numbers of traders with multiple shops operating over all or many County districts;

(iv) advertisements which must be dealt with for untrue or misleading claims are distributed county-wide.

(*l*) The most effective deterrent to transgression is the general knowledge that there is an active, alert and uniform enforcement throughout the County.

Unified control permits a large saving in costs and time and increase in efficiency. For example, Weights and Measures inspection in shops is combined with scrutiny for Food and Drugs and Pharmacy and Poisons infringements. This ensures a widespread and constant vigilance without expenditure of any appreciable extra time, which is not the case where separate inspectors function. Unity and promptitude of action over the County as a whole are given in respect of (*a*) faults common to a particular trade, (*b*) faults common to a particular brand of food, (*c*) faults common to a particular multiple trader. Weights and Measures, food and drugs, merchandise marks functions are primarily concerned with protecting the consumers' desire.

Conclusions

The experience of the County Council convinces it that it is essential to efficiency and in the interests of the rate-payers of the County as a whole and of the individual Districts that:—

(*a*) the Weights and Measures, the Food and Drugs and the other functions of the Public Control Department should be administered by the same authority and enforced by the same inspectorate, and (*b*) the County Council should remain (as it always has been) the administering and enforcement authority in both cases through the whole County.

In addition to factors emerging from its experience the County Council is supported in its views as follows:—

(1) Uniformity of Enforcement

As between one authority and another there must always be some differences in methods of enforcement, but such differences have a positively harmful effect when there is no clear separation of the areas administered by the respective authorities and this appears to be recognised in paragraph 13 of the White Paper on the functions of County and District Councils (Cmnd. 161, 1957) in which it is suggested that a district (with a population not far short of 60,000) which is " a self-contained town at some distance from other towns " might receive delegation on the same terms as larger districts. Some at least of the peculiarities of Middlesex make it essential in the interests of good administration that there should be uniformity in methods of enforcement throughout the whole County.

(2) Pooling of Experience and Specialised Knowledge

Enforcement by a relatively large personnel such as county control is able to employ results in a wide experience of possible malpractices, of sampling techniques and of dealing with every sort of investigation and enables such knowledge to be pooled for the benefit of all. Expert resources are therefore acquired beyond the capacity of any single county district.

The County employs 45 officers who undertake field enforcement duties, though the total volume of Food and Drugs duties is equal to the time of six full-time officers. Their experience is equally available for each county district, though the actual volume of work per district is equal only to a small fraction of the duties of one full-time officer.

County district administration would necessarily be very much part-time, militating against expertise, specialisation and economy.

(3) Disadvantage of intimate local contacts

In the majority of functions under review, too intimate local contacts and influences are a positive disadvantage. Too much knowledge of the same inspector's movements by too many traders and too many of their assistants may be an embarrassment to his enforcement duties by means of suprise visits, test-purchases, &c. Though the County inspectors regularly visit shops and food factories and become familiar with individual traders' reputations and characters, the relatively large number of the inspectors and the arrangements under County control diminishes to the remotest proportion any danger of the exercise upon them or their policies of personal or local influence, whether maliciously or innocently.

The County Public Control Department is built on the principle of all officers discharging all duties, so giving the largest force of inspectors and minimising the risks of too much familiarity with traders in the baser sense.

Financial

The following shows the cost of administering the functions of the Public Control Department for the past two years:—

	Expenditure £	*Income* £
1955–56	56,670	13,520
1956–57	62,784	15,128
1957–58	65,634	13,994

Defects

The County Council has not encountered any defects with regard to the carrying out of these functions.

The whole of the above evidence leads, in the submission of the County Council, to the conclusion that all the functions mentioned must be retained by the County Council to ensure that they continue to be carried out in an effective and convenient manner.

The Local Government Conference Committee referred to in the original Outline of Evidence submitted by the County Council came to the conclusion that it was not desirable at the present time that the County Council should delegate to District Councils its functions as Food and Drugs Authority but that it should be asked to send more frequent reports of the action which it takes under the Food and Drugs Acts to District Councils for their information. The other Public Control functions were not considered by the Conference Committee.

II and III. In the view of the County Council the authorities having the optimum size and resources for the duties involved are the County Councils. It is understood that in the Greater London Review area not all the above functions are administered by the County Councils. It is considered that if they were the advantages of the arrangements in Middlesex would be beneficially applied.

Shops Act, 1950

I. This consolidating Act deals with hours of closing, conditions of employment, Sunday trading, etc. It provides that the local authority is:—

(*a*) In any borough	The Borough Council
(*b*) In an urban district with last Census population of 20,000 or more ..	The Urban District Council
(*c*) Elsewhere	The County Council

In the last-mentioned case the County Council may delegate its functions to the District Council.

These provisions re-enact those of the Shops Act, 1912, and since 1937 the County Council has not exercised any functions under this heading in any part of the County. At that date five District Councils in Middlesex had a population of less than 20,000 and they exercised the statutory functions under delegation agreements whereby they paid the whole of the expenses incurred. As a result of the 1951 Census the delegation agreements lapsed with the exception of that for Potters Bar which still exercises the functions as Agent of the County Council because its population was less than 20,000.

These functions appear to be essentially of purely local, as distinct from County, interest, and there would appear to be no substantial virtue in their transfer, as respects any district, to the County Council, whilst the functions in Potters Bar might well be conferred directly on the District Council.

Although it might be argued that the duties of Shops Act inspection might be of a suitable kind to be conveniently assimilated with those of Weights and Measures and Food and Drugs inspection, the making of local closing orders, &c., is best dealt with by the District Council and therefore enforcement is best left in the hands of officers of the same authority.

The County Council has not encountered any defects with regard to the carrying out of these functions.

II and III. The County Council is not aware of any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole, and so far as Middlesex is concerned, it has no objection to the direct exercise of the Shops Act powers by all District Councils.

Coroners and Coroners' Districts

I. Although Coroners are officers of the Crown the County Council as the local authority for the purposes of the Coroners Acts, 1887–1954, has functions in relation to the creation or alteration of Coroners' Districts and the appointment, remuneration, superannuation and expenses of the Coroners. The Council has no control in regard to their duties. There are no Borough Coroners in Middlesex. The whole of the expenditure incurred is a direct charge on the General County Fund. The total cost during 1956–57 was £40,873. The estimated expenditure for 1958–59 is £41,930.

Coroners' Districts

The County is at present divided into two coroners' districts constituted as follows:—

Eastern District

Boroughs of Edmonton, Enfield, Finchley, Harrow, Hendon, Hornsey, Southgate, Tottenham, Wembley and Wood Green.

Urban Districts of Friern Barnet and Potters Bar.

Western District

Boroughs of Acton, Brentford and Chiswick, Ealing, Heston and Isleworth, Southall, Twickenham, Uxbridge and Willesden.

Urban Districts of Feltham, Hayes and Harlington, Ruislip-Northwood, Staines, Sunbury-on-Thames and Yiewsley and West Drayton.

The following are statistics relating to the two coroners' districts and to the work performed by the coroners during 1958:—

Coroners' District	Area (Acres)	Estimated Population mid. 1957	Inquest Cases	Non-Inquest Cases	Total Cases Reported
Eastern ..	67,715	1,156,010	428	2,228	2,656
Western ..	80,969	1,092,990	479	2,379	2,858

Appointment

There are two coroners appointed by the Council for the County, each being assigned to one of the two coroners' districts and each having a Deputy and an Assistant Deputy.

Deputy and Assistant Deputy Coroners are not appointed by the Council but by the Coroner himself, but the persons so appointed must be approved by the Chairman of the Council. The appointment of a deputy is obligatory but the appointment of an assistant deputy also is permissive. The Coroner is responsible for the payment of any remuneration to his Deputy or Assistant Deputy.

Remuneration and Expenses

The Council is required to pay each coroner an annual salary at such rate as may be fixed by agreement between him and the Council. In the absence of agreement the matter is referred to the Secretary of State.

In Middlesex each coroner's office is regarded by the Council as a whole-time one. Although each coroner is required to provide at his own expense (out of his gross salary) for what may be termed his overhead and general administrative expenditure and any necessary remuneration of his deputy and assistant deputy, he is nevertheless entitled to be reimbursed within prescribed limits by the Council his *ad hoc* disbursements in relation to inquests or other enquiries, &c., which he makes in the course of his duties. Such disbursement includes allowances payable to witnesses at inquests, to medical practitioners for making post mortem examinations and payments for the services of the Coroner's Officer.

Defects Encountered

The fact that the County Council is the local authority under the Coroners Acts throughout the whole of the Administrative County enables the whole of the functions of the Coroner to be carried out by only two such officials, remunerated on a whole-time basis and able to devote the whole of their time to their duties. This, in the County Council's opinion, consititutes an economic and efficient arrangement but there is a defect in that the County Council has no power of control over the administrative arrangements which are made and have a direct bearing on the convenience of the public. This lack of power has been given special prominence in relation to the places at which inquests are held, the determination of which lies entirely in the discretion of the coroner, notwithstanding that the Council is required to reimburse him the expenses he incurs in hiring premises for the purpose. Numerous complaints have been received from District Councils and other bodies in some parts of the Administrative County that inquests may be held at places remote from those in which the deceased persons resided and where their relatives and friends live, causing them and, perhaps, others required as witnesses inconvenience in travelling to the place of inquest.

The defects encountered in connection with the provision of mortuaries and post-mortem rooms are fully examined in the Council's outline evidence on Environmental Health Services—Mortuaries and Post-Mortem Rooms (*see* pages 94–96 of that document).

II. The inability of the Council to determine the places at which inquests should be held is no doubt common to the Greater London Review Area as a whole although the London County Council has somewhat wider powers in this respect than other local authorities.

III. This defect could only be satisfactorily remedied by general legislation giving the ulitmate discretion to determine the place at which any inquest should be held to the County Council or other local authority under the Coroners Acts as appropriate.

Election Matters

I. The main functions of the County Council are as follows:—

Parliamentary Elections

Under Section 11 of the Representation of the People Act, 1949, it is the duty of the County Council, as the local authority whose Clerk is the registration officer for the county constituencies of Spelthorne, comprising the Urban Districts of Staines and Sunbury-on-Thames, and Uxbridge, comprising the Borough of Uxbridge and the Urban District of Yiewsley and West Drayton, to divide each of those constituencies into polling districts and designate polling places therefore and to keep such polling districts and polling places under review.

The following statistics are submitted in relation to the two County constituencies in Middlesex:—

Constituency	County Districts comprised in constituency	Electorate, 1958	Number of Polling Districts
Spelthorne . .	Staines	31,370	15
	Sunbury-on-Thames . .	19,832	10
		51,202	25
Uxbridge . .	Uxbridge	41,028	19
	Yiewsley and West Drayton	15,301	6
		56,329	25

Election of County Councillors

Under Section 11 of the Local Government Act, 1933, the County Council may, at any time make a representation to the Secretary of State for the alteration of the boundaries or the number of electoral divisions into which the Administrative County is divided for the purpose of the election of County Councillors.

In 1935 the County Council reviewed the electoral divisions in accordance with its obligation under Section 50 of the Local Government Act, 1929, and has since twice conducted such further general reviews, namely, in 1948 and 1951.

Apart from periodical general reviews, it is the Council's practice, whenever any County District boundary or wards of the district are altered, to take the requisite steps to secure an appropriate rearrangement of, or adjustment of the boundaries of the electoral divisions within the area of the county district concerned in order that, where possible, a more equitable representation of that district upon the County Council may be secured (without upsetting the balance as between that district and the others) and that the boundaries of the electoral divisions shall continue to coincide with ward or district boundaries. Since the last general review in 1951 and the Home Secretary's Order following thereon, five Home Office Orders have been obtained reconstituting electoral divisions within the areas of particular county districts or altering the boundaries of the divisions.

No representations are ever made by the County Council to the Secretary of State under Section 11 of the Act without prior consultation with the Council of every County District concerned.

The polling districts into which the electoral divisions are divided by the County Council under Section 22 of the Representation of the People Act, 1949, for the purpose of elections of County Councillors and the polling places designated therefor are the same as those used for Parliamentary elections (and Borough or Urban District Council elections).

Elections of Urban District Councillors

By Section 37 of the Local Government Act, 1933, the County Council is empowered, after a local inquiry and consideration of representations, to make Orders dividing Urban Districts into wards for the election of Urban District Councillors, or for altering the boundaries of wards, with or without alteration of their number, altering the number of Councillors or the apportionment of Councillors among wards.

Since 1st January, 1945, the County Council has made 15 such Orders, affecting eleven Urban Districts (three of which have however since achieved the status of municipal boroughs).

II and III. No defects have been encountered by the County Council in relation to its performance of any of the foregoing functions with respect to Parliamentary, County Council or Urban District Council elections.

Registration of Births, Deaths and Marriages

I. The County Council's functions in connection with the registration of births, deaths and marriages, for which it is responsible throughout the whole of the County, were derived originally from the Local Government Act, 1929, and are now contained in the Registration Service Act, 1953. The Council's functions are carried out in accordance with schemes of local organisation made by the Council and approved by the Minister of Health under that Act. In fact, it is the practice, whenever a scheme is necessary, for the Registrar General to prepare his own draft and submit it to the Council for its consideration.

It is obligatory under the Act for the local scheme to make provision, *inter alia*, for determining:—

(*a*) the number of registration districts and sub-districts;

(*b*) the location of offices therefor;

(*c*) the number of registrars and other officers required;

(*d*) the salaries and allowances for each office;

(*e*) the conditions of service (without prejudice to the Registrar Generals power of removal of an officer).

Under the local scheme for Middlesex now in force the Administrative County is divided into eight Registration Districts and 25 Sub-Districts, with a superintendent registrar for each District and a registrar of births and deaths for each sub-district.

In the case of five of the sub-districts, the areas which they serve are confined to the sites of hospitals (or in three cases hospitals and contiguous County Council establishments). These are cases in which the births and deaths occurring in the hospitals are so numerous as to warrant *ad hoc* registrars of births and deaths therefor. Not only does this arrangement facilitate early registration but it also is of considerable convenience to informants who are the parents of babies born in the hospitals or relatives of persons who die therein.

In addition to the eight District Registrar Offices and the 25 sub-district offices provided and maintained by the Council, there are eleven registration stations, of which the Council has the part-time use, for the attendance of registrars of births and deaths in order that the latter may, at prescribed times, be more easily accessible by residents in out-lying parts of their sub-districts.

The Registration Officers are not local government officers or in the service of the Council and they hold office during the pleasure of the Registrar General, to whom they are directly responsible for the proper performance of their duties. The Council is, however, responsible for appointing them and for the payment of their salaries and any appropriate allowances, the provision of the district register offices and necessary sub-district offices and registration stations. The Council is also responsible for providing clerical assistance for them to the extent prescribed by the local scheme or by the Registrar General thereunder and for providing persons to act as their deputies.

Income is received by the Council in the form of the fees paid to the Registrars by the public, etc., and which they are required to pay over to the Council, and is set off against the cost incurred. The amount of this income is, however, less than half of the expenditure which is incurred by the Council and the balance is therefore a charge on the general county fund. The expenditure incurred by the Council in 1956–57 was £70,248 and the fees received totalled £30,254. For 1958–59, the estimated expenditure is £79,490, the total of fees receivable being estimated at £30,250.

The present arrangements enable the functions to be discharged in an efficient and economical manner, more so than would appear likely to be the case if the functions were discharged by the councils of smaller local government units; in particular there is greater flexibility in the use of staff provided, thereby enabling the total staff employed to be lower in number than would be needed if the functions were distributed among a number of different councils and allowing the minimum of appointments of part-time employees.

Defects

The main defect which is considered to exist in the present arrangements is the fundamental one that, whilst the service, which is of national importance and only indirectly of local advantage, is controlled in all significant aspects by the Registrar General, the County Council is required to bear the whole cost yet having virtually no control over the expenditure which must be incurred if the service is to be carried on in an efficient manner.

This fundamental defect has manifested itself particularly in relation to the numbers of officers to be employed and paid by the Council for the carrying out of the necessary duties. Although there is provision for consultation, the Registrar General has ultimate power to direct as to the extent of service to be given by Registration Officers and of clerical assistance to be provided for them by the Council. The duties of the Registration Officers are prescribed by the Registration Acts and by the Regulations made by the Registrar General thereunder and, subject thereto, are carried out by them in accordance with the instructions of the Registrar General given to them directly. The Registrar General, to whom the Registrars make their returns of registrations, is of course in an advantageous position to assess the extent of service to be given in any particular District or Sub-District but the manner in which his assessments are arrived at is not divulged and the Council therefore is in no tenable position to dispute them and has no alternative but to comply with his requirements, make any necessary new appointments or provide such extra clerical assistance as may be involved—and foot the bill.

II and III. This defect doubtless applies to the Greater London Review Area as a whole and the only method whereby it would appear that it could be remedied would be legislation to amend the existing law. It is the Council's view that legislation should be such as would place responsibility on the Council (and other relevant authorities elsewhere) for the local administration, subject only to the general principles and requirements being laid down by the Government.

Public Relations and Publicity

I. Even before the War, the Middlesex County Council had been fully alive to the need for publicity of its activities and though it had no *ad hoc* information centre or officer the Clerk of the Council acted as Public Relations and Press Officer and regularly supplied the Press and the District Councils with the Agenda at Council meetings (including the reports of the several Committees) and other documents available to the public and dealt with specific enquiries as to the Council's work by newspapers, &c., as well as the public, whilst special measures were taken from time to time to bring to the notice of the public the work of the Council generally or particular aspects of it.

In July, 1947, the Council came to the conclusion that a special officer for the purpose was necessary and decided to appoint a Public Relations Officer and the first occupant of this post commenced duty on 1st January, 1948.

The Public Relations Officer is on the staff of the Clerk and directly responsible to him for the Council's information service, but he works, of course, in close consultation with all Departments. His duties are prescribed by the Council as including in particular:—

(1) The supply of information to the Press and other interested persons, including local Information Centres, Citizens' Advice Bureaux, &c.

(2) Notification of Members of the County Council and appropriate local authorities of matters coming to notice which are of special local concern to them.

(3) The provision to official visitors to the County of information required the arrangements of introductions for them, &c.

(4) The keeping of a register of local events and notification of Members and Departments of the County Council likely to be interested.

(5) The conduct of information campaigns on special matters in connection with activities of Committees and Departments of the County Council, as required.

The Council co-operates with voluntary agencies such as Citizens' Advice Bureaux in the County by providing them with information of interest to the public as respects the Council's services.

The public and the Press are admitted to the meetings of the County Council, though liable to temporary exclusion, by resolution, if business about to be transacted is of a special nature rendering such exclusion advisable in the public interest.

The Press are also admitted to meetings of the Education Committee and to those of the Entertainments Licensing Committee at which the annual renewal of cinematograph, music and dancing, &c., licences is considered. As regards other committees, the Press are not admitted, but the earliest practicable information is sent to the Press of the more important decisions taken by the Committees under their delegated powers and of their recommendations to be made to the Council on matters not delegated (unless such decisions or recommendations are deemed to be of a "Strictly Private and Confidential" nature, that is to say, that their publication at that stage would be prejudicial to the Council's interests).

In connection with individual matters of special importance, Press conferences are arranged, whilst statements on particular matters which are not considered of sufficient importance to justify any such conference are frequently circulated among the Press by the Public Relations Officer. A considerable proportion of his time is occupied in giving lectures and addressing meetings of local organisations on the Council's work generally, or particular aspects of it, and there is a continual demand for his services in that connection. Steps are now being taken to enlist or increase the co-operation of other officers who are prepared in their spare time to give lectures and addresses to local organisations in which they are interested in the areas (in Middlesex) in which they reside and to facilitate their efforts in that direction by providing them with lecture notes, &c.

Examples of other forms of publicity undertaken are as follows:—

Publications

Reports, brochures, &c., on various aspects of the Council's work are produced and distributed from time to time.

The production is now in hand of an illustrated booklet about the administration and work of the Council generally, written in popular language in order to appeal to the general public. A previous book was published in 1939 with a revised edition in 1953.

Films

The Council has had two full length documentary films produced for public exhibition. The first, " Taken for Granted," which was produced in 1947, is the story of the West Middlesex Main Drainage Service. The second, " Good Health," was about the Council's hospital service which shortly afterwards was transferred to the Ministry of Health under the National Health Service Act, 1946.

The Council recently has decided to have film strips made dealing with its administration and work.

Opportunity is also taken to make use of facilities offered by the cinema newsreel companies and there is as free a liaison with them as with the Press and the Radio and Television Corporations, &c.

Exhibitions

The Council co-operates readily with District Councils whenever given the opportunity to do so by them to give publicity to county services, &c., and in consultation with them provides exhibits at civic exhibitions, &c., which are held either regularly or from time to time by such councils.

Visits

In addition to the numerous visits which the Public Relations Officer makes to address local organisations in the County, there are many parties of visitors to the Middlesex Guildhall. The monthly Council meetings are normally attended by at least two parties of visitors from local organisations, schools, &c. The demand on the limited accommodation in the public galleries for such parties, for which 36 of the 48 places are reserved, is so great that the booking of seats is made as much as eighteen months in advance and greater accommodation for this purpose is needed.

Campaigns

Special publicity campaigns employing various media including the Press (advertising and editorial), posters, leaflets and cinema slides are carried out as and when considered necessary or appropriate.

Defects

No defect has been encountered in connection with the Council's arrangements.

II and III. The County Council feels that greater use could be made of Public Relations or Information Officers elsewhere in the Greater London Review Area.

Local Taxation Licences Department

The Local Taxation Licences Department levies the licence duty on a variety of licences known as Local Taxation Licences, Minor Excise Licences and Vehicle Excise Licences. Income from the first two groups is paid into the county general fund; income from the third group is paid into the Motor Tax Account, with the fees for Driving Licences, for the benefit of the Exchequer.

The department occupies a new building at 84, Uxbridge Road, West Ealing, and also has an office at 684, High Road, Tottenham.

The present fixed establishment of the department is 200 and this is augmented at motor licence renewal periods by up to 75 supernumerary officers. Local Taxation and Minor Excise Licence work occupies the equivalent of 12 full-time officers, although no officer is engaged wholly on such work to the exclusion of other duties. In all, 19 " outside " officers are engaged on enforcement and enquiry work relating to all licences for which the department is responsible.

Local Taxation and Minor Excise Licences

The types of licence included in these two groups are:—

Local Taxation Licences

Keeping a dog
Using or carrying a gun
Killing game
Dealing in game
Employing a gamekeeper.

Minor Excise Licences

Carrying on business as a hawker
" " " moneylender
" " " pawnbroker
Keeping a refreshment house.

Responsibility for Local Taxation Licences was transferred to county and county borough councils from 1st January, 1909.

The duty of issuing the Minor Excise Licences was transferred to county and county borough councils from 1st April, 1950.

Dog Licences are issued at 461 post offices in the County and by the Department; Minor Excise Licences are issued by the Department only.

The Department has to see that the proper licences are taken out and keeps a record of all licences issued to persons in the County. Enforcement of licences to keep dogs has become difficult in recent years, partly because of the number of houses unoccupied all day and partly because 31st December is no longer the fixed expiry date. The number of dog licences issued in Middlesex decreases every year.

Enforcement of licences to keep Refreshment Houses is also difficult as liability is incurred if the premises are open for public refreshment between 10 p.m. and 5 a.m. The number of these and Game Dealers Licenses issued in Middlesex also decreases every year.

It will be noted that the duty charged on these licences has not changed, in some instances, for nearly 100 years and it may be open to question whether some of them have outlived their usefulness.

The County Council has the same powers as Commissioners of Customs and Excise to mitigate penalties.

The total income from these licences (excluding Vehicle Excise Licenses) despite the addition of Minor Excise Licences, dropped from £56,466 in 1949–50 to £46,800 in 1957–58. The annual cost of administering the services is about £13,000.

Vehicle Excise and Driving Licences

The Department is responsible for the registration and licensing of vehicles in the County and for the grant of Driving Licences to persons resident therein.

Vehicle Excise Licences were formerly known as Road Fund Licences and under the latter title became the responsibility of county and county borough councils from 1st January, 1921. Before that date the councils retained the revenue from carriage licences, as they did with Driving Licences, the latter from 1904.

Vehicle Excise Licences are issued to expire on fixed quarterly dates. It will be realised that this system results in large numbers of licences expiring simultaneously and renewal of licences expiring on 31st December is a major problem in the Department, despite the fact that 84 post offices in the County also issue " renewal " licences.

The County Council has made proposals designed to level off these peak periods and to improve in other respects the administrative machinery for the issue of

Vehicle and Driving Licences. These proposals are under consideration by the County Councils Association and in the meantime provision has been made in the Finance Act, 1958, for licences to be taken out for " a fixed number of months (not exceeding fifteen) running from the beginning of the month in which the licence first has effect."

Changes have been made by the Road Traffic Act, 1956, with regard to driving licences and further changes are to come into force, principally a provision designed to limit the number of provisional licences a person may have without submitting to the driving test. The County Council will have discretionary power to refuse to grant a licence if certain conditions are not satisfied.

The following table shows the value of licences issued in the County in the year ended 31st March, 1958, and paid into the Motor Tax Account:—

	Vehicle Licences	Driving Licences	Amount
County Council ..	437,062	621,840	£3,339,494
Post Offices ..	285,556	—	£1,355,631
Total	722,618	621,840	£4,695,125

Defects

With regard to Local Taxation and Minor Excise Licences the difficulties encountered have been referred to above. The defects present in the arrangements for the issue of Vehicle Excise and Driving Licences are administrative difficulties arising from the existing national system.

II and III. It is considered that the existing defects apply not merely in the Greater London Review Area but throughout the country. For this reason the County Council is not detailing them at the present time. It will continue to endeavour to obtain improvements and suggest remedies through the appropriate channels.

Civil Defence

Functions

I. The functions exercised by the Civil Defence Committee are those conferred on the County Council by the Civil Defence Act, 1948, and regulations thereunder and comprise the following:—

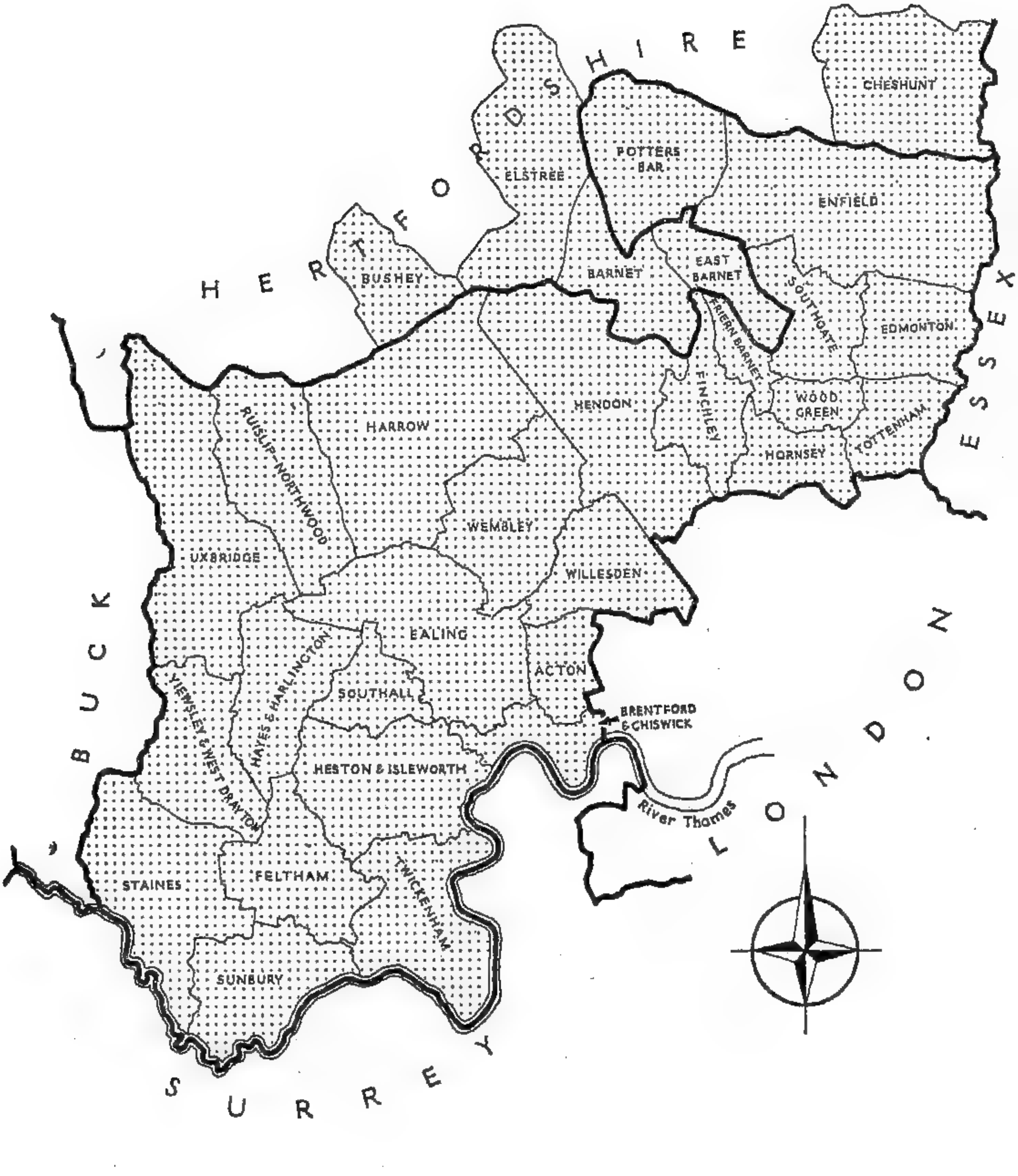
(*a*) Organising (that is forming, maintaining, equipping and training) a division of the Civil Defence Corps under the Civil Defence Corps Regulations, 1949.

(*b*) As set out in the Second Schedule to the Civil Defence (Public Protection) Regulations, 1949, namely:—

- (i) Collection and distribution of intelligence on results of hostile action.
- (ii) Control and co-ordination at places of attack.
- (iii) Rescue of persons from damaged buildings and debris.
- (iv) Detection and identification of bacteriological agents.
- (v) Instructions and advice to the public on the above.

(*c*) The provision of an expanded ambulance service and of a casualty collecting service under the Civil Defence (Ambulance Service) Regulations, 1949, and the Civil Defence (Casualty Collection) Regulations, 1954.

MIDDLESEX CIVIL DEFENCE AREA



(*d*) The provision of temporary accommodation and feeding facilities for homeless persons under the Civil Defence (Evacuation and Care of the Homeless) Regulations, 1949, and the Civil Defence (Emergency Feeding) Regulations, 1951.

(*e*) The planning of the provision of public civil defence shelter under the Civil Defence (Shelter) (Planning) Regulations, 1951, and the maintenance of existing public shelter provided during the last war under the Civil Defence (Shelter) (Maintenance) Regulations, 1956.

The Civil Defence Committee is also responsible for functions such as the preparation of plans to ensure that the various services in the County, *e.g.*, sewerage and ambulance, do not suffer disruption.

Area of the County Council's responsibility

The area of the County Council's responsibility for civil defence includes not only the County itself but also certain Hertfordshire County Districts lying within the Metropolitan Police district, namely, the Urban Districts of Barnet, East Barnet, Cheshunt and Bushey and the Rural District of Elstree. (*See* map on preceding page.)

County Officers

The staff responsible for the work of the Committee comprise the following:—

(i) Clerk of the County Council.

(Divisional Controller and Divisional Co-ordinating Officer Designate.)

(ii) County Civil Defence Officer.

(Divisional Controller (Operations) Designate).

The County Civil Defence Officer is responsible as such for civil defence matters which are not exclusively applicable to a particular section. He is also:—

(*a*) Head of Headquarters Section.

(*b*) Head of Warden Section.

(iii) County Medical Officer.

Head of Ambulance and Casualty Collecting Section and responsible for the planning of emergency ambulance service.

(iv) Chief Welfare Officer.

Head of Welfare Section and particularly concerned with the organisation and planning of the service for the care of the homeless.

(v) Chief Education Officer.

Responsible for the planning and organisation of the emergency feeding service which is part of the function of the Welfare Section and the co-ordination of evacuation of children from evacuation area.

(vi) County Chief Rescue Officer.

Head of Rescue Section. The Chief Rescue Officer is a member of County Architect's staff and the whole-time staff engaged on the work of the Rescue Section are borne nominally on the establishment of the Civil Defence Department.

Delegation to County District Councils

In accordance with the view of the Secretary of State, a substantial measure of delegation to District Councils has been made in respect of Civil Defence duties subject to the general responsibility of the County Council for the co-ordination of training, planning and operations and for finance. Most of the duties mentioned are exercised by the District Councils (with the exception of the Borough of Tottenham which has declined to exercise them) who have been given a wide discretion in incurring expenditure within the limits of approved estimates.

Functions Delegated

The following functions have been delegated to District Councils each of which is a Sub-Division of the Middlesex Division of the Civil Defence Corps:—

(i) The organisation of Sub-Divisions (*i.e.*, a unit of the Middlesex Division comprising the volunteers enrolled in the County District) including the appointment of officers responsible for the organisation of Sections of the Sub-Divisions and leaders from among enrolled members of the Corps.

(ii) Certain matters referred to in the Second Schedule to the Civil Defence (Public Protection) Regulations, 1949, namely:—

Collection and distribution of intelligence on results of hostile action.
Control and co-ordination at places of attack.
Rescue of persons from damaged buildings and debris.
Instructions and advice to the public on the above.

(iii) The organisation of a section of the expanded ambulance service and of the casualty collecting service under the Civil Defence (Ambulance Service) Regulations, 1949, and the Civil Defence (Casualty Collection) Regulations, 1954.

(iv) The provision of the rest centre service under the Civil Defence (Evacuation and Care of the Homeless) Regulations, 1949, and the emergency feeding service under the Civil Defence (Emergency Feeding) Regulations, 1951.

(v) The planning of the provision of public civil defence shelter under the Civil Defence (Shelter) (Planning) Regulations, 1951, and the maintenance of existing shelters under the Civil Defence (Shelter) (Maintenance) Regulations, 1956.

District Council Officers

The allocation of duties to District Council officers varies but most District Councils have conferred duties relating to co-ordination of civil defence matters and operational control on the Clerk of the Council. All the authorities have the services of a Sub-Divisional Civil Defence Officer. Most of the authorities have appointed persons as heads of the following sections:—

(i) Headquarters Section.

(ii) Warden Section.

(iii) Ambulance and Casualty Collecting Section.

(iv) Welfare Section.

(v) Rescue Section.

Generally, persons appointed are senior officers of the District Council but in the case of Warden Sections the appointment of a person other than an officer is permissible and a number of authorities have appointed an outstanding member of their Warden Section.

Functions Directly Conferred on District Councils

The functions which have been conferred upon the County Council and in many respects delegated to the District Councils have been referred to in the foregoing paragraphs. There are, however, a number of important functions closely connected with civil defence which have been directly conferred by the Government on District Councils as follows:—

Evacuation and Billeting

To make and carry out in accordance with the directions of the appropriate Minister plans for evacuating members of civilian population and for the accommodation and maintenance of persons evacuated. (Civil Defence (Evacuation and Care of the Homeless) Regulations, 1949).

Information Services

To make and carry out in accordance with the directions of the appropriate Minister plans for the provision of premises at which information concerning the services provided by the authority, other local or public authorities, Government Departments or voluntary organisations may be readily obtained by the public. (Civil Defence (Evacuation and Care of the Homeless) Regulations, 1951.)

Repair, Demolition and Clearance of Bomb-damaged Buildings and Storage of Household Effects

To make plans in accordance with the directions of the appropriate Minister for " setting up an organisation " for the execution of urgent repairs to buildings (including houses and premises providing goods or services essential to the life of the community but excluding factories, workshops, warehouses or schools). Similarly for the demolition and clearance of property damaged by hostile action, and the prevention or mitigation of loss or damage to moveable property left in damaged houses. (Civil Defence (Demolition and Repair Services) Regulations, 1950.)

Planning and Maintenance of Residential Shelters

(Civil Defence (Shelter) (Planning) Regulations, 1951).
(Civil Defence (Shelter) (Maintenance) Regulations, 1956).

Burial of the Dead

To make plans in accordance with the directions of the appropriate Minister for the identification and disposal of the bodies of persons killed by hostile action (including provision of additional mortuaries). (Civil Defence (Burial) Regulations, 1949).

Sewerage Functions

Take such measures as may be directed by the appropriate Minister to secure the due functioning of sewerage and sewage disposal services. (Civil Defence (Sewerage) Regulations, 1949). (Similarly, duties are imposed on the County Council in respect of its own sewerage services).

The directly conferred functions would have to be carried out either by the staffs of the County District Councils (and generally there is a statutory obligation to train them) or by volunteer members of the Corps. Apart from their staffs, therefore, the County Districts have no " personnel " to perfor mthe directly conferred functions and the Corps Authority would have to render assistance in many cases.

Financial

The table below shows the trend of expenditure over the last four years:—

Year	Total Annual Gross Expenditure	Total Annual Net Cost	Cost per 1,000 population	Rate poundage
	£	£	£ s. d.	d.
1954–55	171,195	35,280	15 12 9	0·37
1955–56	221,301	38,775	17 4 4	0·40
1956–57	214,160	52,780	23 9 0	0·31
1957–58	241,611	54,318	24 3 0	0·33

The increase in gross expenditure is largely due to the setting up of an increasing number of training centres.

The comparatively high net cost in 1956–57 is due to adjustments made by the District Auditor to the basis of grant calculation, and the reduction in the rate charge for that year reflects the effect of revaluation.

Experience Gained

Notwithstanding the difficulties of recruiting and retaining volunteers, the unusually restrictive nature of the financial controls exercised by Government Departments, and the inevitable changes in planning to meet new developments, all of which difficulties are common to the country as a whole, the Council believes that the organisation and service provided by the Council is efficient and satisfactory.

The Middlesex Local Government Conference Committee received very few comments on the service and these were mainly directed to the system of financial control. The Committee were satisfied, however, that the Council has with very few exceptions arranged for a full delegation to District Councils and that nearly all the matters which they are required to refer to the County Council for decision are those which must be referred by the County Council to the Home Office or other appropriate Ministry for approval. The Committee, therefore, decided that no change was desirable in the arrangements made by the County Council for the delegation of civil defence functions to District Councils.

Regular conferences are held between representatives of the County Council and the District Councils to discuss civil defence matters referred to the conference by either the County Council or the District Councils, which for this purpose, are divided into three groups.

II and III. The County Council is not aware of any defects in the peace-time arrangements for civil defence in the Greater London Review Area as a whole. In war-time, of course, the control of operations would be organised by the Government on a regional and sub-regional basis.

Fire Service

I. The fire services in the County were transferred to the County Council on the 1st April, 1948, under the provisions of the Fire Services Act, 1947.

The constitution of the Fire Brigade Committee is determined by a management scheme made by the County Council with the approval of the Home Secretary. The scheme provides that the Committee shall consist of 17 Members of the County Council and 10 Members of District Councils, which for the purpose of appointing representatives are grouped in the same way as for the purpose of the administration of the functions of the County Council under the National Health Service Act, 1946, and the Children and Welfare Areas.

Both the Fire and Ambulance Services have until recently been administered by this Committee and were closely co-ordinated under the direction of the Chief Officer. The Fire Brigade Committee was responsible for the day-to-day management of the Ambulance Service but its decisions and recommendations on matters of policy concerning that service were subject to the concurrence of the Health Committee. The separation of the organisation of the two services and the placing of the Ambulance Service under the sole control of the Health Committee was decided by the County Council at its meeting in October, 1958.

The Middlesex Fire Service is the second largest in the country and is one of the few Brigades manned entirely on a whole-time basis. It is governed by an establishment scheme framed by the County Council after consultation with the District Councils and approved by the Home Office. The following is a summary of the authorised establishment as it exists at the present time:—

Number of Stations 38

Members of Brigade

Principal Officers	2
Divisional Officers	6
Assistant Divisional Officers	10
Station Officers	52
Sub-Officers	110
Leading Firemen	130
Firemen	952
Total (whole-time)	1,262
Part-time Firemen	2
	1,264

Appliances and mechanically-propelled vehicles

At Stations

Pumping appliances	62	
Other vehicles	14	
At Headquarters, Training School or in Reserve		
Pumping appliances	30	Maximum authorised
Other vehicles	33	

The Headquarters of the Brigade are situate at Wembley and the County is divided into three districts with District Headquarters at Edmonton, Harrow and Ealing.

The service operates a radio-telephony system, the master station of which is also used by East Ham County Borough Fire Brigade for reception and transmission. The service has its own workshops at Ruislip which provide facilities for the repair and maintenance of fire appliances and ambulance vehicles. Excluding management, administration and store staff, the number of operatives employed is 86 but the authorised establishment, which is at present being reviewed, is 109.

In accordance with the Council's duty to take all reasonable measures for ensuring the provision of adequate supplies of water for fire fighting, improved mains and additional hydrants have been installed and a standard type of outlet for the 28,000 or so hydrants in the County has been provided.

The number of fire calls received and dealt with by the County Fire Service for the past four years is as follows:—

	1954–55	1955–56	1956–57	1957–58
Fires	3,563	5,384	4,193	5,871
Chimney Fires	3,597	3,529	2,703	2,848
Special Services	478	502	594	485
False Alarms:				
Good Intent	1,053	1,292	1,026	1,092
Malicious	650	527	703	580
Defective Apparatus ..	16	9	14	11
	9,357	11,243	9,233	10,887

The County Council has made reciprocal arrangements with adjoining fire authorities for the attendance of fire appliances at fires from the station from which the quickest attendance can be made irrespective of the County in which the fire takes place. The number of calls of this nature during the last four years are as follows:—

Occasions on which assistance was rendered to *Adjoining Counties*

	1954–55	1955–56	1956–57	1957–58
Berkshire	—	1	1	—
Buckinghamshire	35	59	61	31
Essex	37	43	40	41
Hertfordshire	208	258	206	244
London	673	653	569	542
Surrey	18	41	36	48
	971	1,055	913	906

Occasions on which assistance was rendered by *Adjoining Counties*

	1954–55	1955–56	1956–57	1957–58
Berkshire	—	—	—	—
Buckinghamshire	7	10	8	6
Essex	24	20	18	30
Hertfordshire	107	130	103	81
London	446	477	404	443
Surrey	91	111	115	152
	675	748	648	712

The County Council has made no other arrangements with other fire authorities or persons who maintain fire brigades for the discharge of its functions as fire authority.

A training school with accommodation for 50 students is operated at Finchley and in addition to Middlesex recruits, personnel from other fire brigades are trained.

The Fire Service includes a Fire Prevention Branch staffed by specialist officers who are available to give fire prevention advice to local authorities to enable them to discharge their statutory obligations and to commercial and industrial firms and occupiers of private property. Increasing demands are being made for the valuable advice given by this branch of the Service. In the year ending 31st December, 1957, over 3,000 surveys and inspections of premises were made and it has been necessary recently to increase the staff of this branch.

The Auxiliary Fire Service was re-established in 1949, the members of which are trained by members of the whole-time service. The training includes regular periods of duty at stations, attendance at fires and large scale exercises. Auxiliary Firewomen attend regularly and perform mobilising and control room duties; some have qualified as radio operators.

Members of the whole-time service are also trained in civil defence duties.

Experience Gained in Administering the Service

The existing establishment scheme is based largely on the organisation of the Fire Service as it was in 1948 when the stations originally provided by the District Councils for the needs of their own districts were transferred to the County Council. Although the existing scheme based on these fire stations gives effective cover in accordance with the national standards an investigation was recently made of the service in order to ascertain what establishment of stations, appliances and personnel would be required if the organisation were designed for the County as a whole. This indicated that the fire cover could be provided from fewer stations with a smaller number of appliances if they were sited at narrowly defined strategic points and a larger proportion used to house two appliances instead of one. The County Council has approved the reorganisation on these lines and a revised Establishment scheme has been submitted to the Home Office. The Secretary of State has recently decided to hold a public inquiry in relation to objections to the scheme raised by the Borough Councils of Enfield, Tottenham and Wood Green and by the Urban District Council of Yiewsley and West Drayton.

The following is a summary of the establishment which is proposed under the revised Establishment Scheme:—

Number of Stations 28

Members of Brigade

Principal Officers	2
Divisional Officers	4
Assistant Divisional Officers	7
Station Officers	62
Sub-Officers	79
Leading Firemen	123
Firemen	803
Total (whole-time)	1,080
Part-time Firemen	2
	1,082

Appliances and mechanically-propelled vehicles—

At Stations		
Pumping appliances	58	
Other vehicles	14	
At Headquarters, Training School or in Reserve		
Pumping appliances	30	Maximum
Other vehicles	33	

Under the proposed reorganisation there would be two districts (instead of three) with headquarters at Finchley and Southall.

Financial

The following table indicates the trend of expenditure over the last three years and the increasing rate burden. The increased costs are largely due to annual Pay Awards but also 1957–58 saw the implementation of the 56-hour duty system, resulting in overtime payments.

The gross expenditure has increased from £886, 960 in 1949–50 to £1,251,026 in 1957–58.

The reduction in the rate charge in 1956–57 reflects the effect of revaluation in that year.

Auxiliary Fire Service

	Total Annual Gross Expenditure	Total Annual Net Revenue Cost	Cost per 1,000 Population	Rate Poundage
	£	£	*s. d.*	*d.*
1955–56	12,028	2,959	26 3	0·03
1956–57	11,716	2,888	25 8	0·02
1957–58	12,048	2,915	25 10	0·02
		Fire Service		
			£	
1955–56	1,023,669	712,336	317	7·3
1956–57	1,130,580	781,241	320	4·6
1957–58	*1,251,026	875,074	389	5·3

*Adjusted for substantial amendment of allocations between Fire and Ambulance Services in respect of previous years—reduction of £17,066.

Defects Encountered

The Council believes that the fire service as at present organised has given every satisfaction: the Middlesex Local Government Conference Committee, which has already been referred to, made no recommendation for any change in administration. The Council considers, however, that an equally satisfactory service could be given more efficiently and economically if the proposed Revised Establishment Scheme were approved by the Secretary of State and put into operation.

II and III. Subject to the foregoing, the County Council is not aware of any defects in the arrangements for the fire service in the Greater London Review Area as a whole. In fact, the long standing arrangements between the fire authorities in the Area for the provision of assistance ensure that the entire resources of the Area can be brought to bear without delay wherever they are needed.

Smallholdings

Provision by the County Council

Legislation relating to this subject commenced with the Smallholdings Act, 1892. The County Council first provided smallholdings in 1908. During the 1920's a large number of additional holdings was provided to assist the settlement of ex-service men. The powers and duties of the County Council as a "smallholdings authority" are now contained in Part IV of the Agriculture Act, 1947. District Councils do not carry out this function.

Under the 1947 Act the Council has a duty to provide smallholdings for letting to persons with agricultural experience to afford them opportunities of becoming farmers on their own account. The Council since it became a smallholdings authority has acquired about 1,520 acres of suitable land which has been equipped and let as holdings to 133 separate tenants, the total annual rent roll being about £13,000.

Individual holdings vary in size from half-acre to 85 acres but half of them do not exceed 3 acres each and only 14 per cent. exceed 20 acres each. They include holdings equipped for market gardening, horticulture, pig and poultry keeping, dairy farming and glasshouse cultivation and mixtures of these activities. The Council has a waiting list of 130 applicants for tenancies.

The Council's smallholdings are distributed over the western part of the County and in the neighbouring County of Buckinghamshire, and are grouped into nine estates which vary in acreage from 3 to 898 acres. The estates are as follows:—

Name of Estate	No. of Holdings	District in which situated
Ashford	14	Staines U.D.
Feltham	15	Feltham U.D.
Heston	6	Heston and Isleworth B.C.
Moorcroft	2	Uxbridge B.C.
West Drayton	3	Yiewsley and West Drayton U.D.
Bedfont Court	17	Staines U.D.
Burrows Hill Close ..	7	Staines U.D.
Yeoveney	24	Staines U.D.
Denham	69	Eton R.D.C. (Bucks).
	157	

Constitution of the Smallholdings Committee

Pursuant to Section 61 of the Act of 1947, the Council has appointed a Smallholdings Committee to which has been referred all matters relating to the exercise of the Council's functions in respect of smallholdings. The Committee has a nominal membership of 20, of whom 12 are members of the Council and eight are co-opted members as follows:—

(*a*) Nominees of the National Farmers' Union, the National Union of Agricultural Workers and the Transport & General Workers' Union (1 each)	3
(*b*) A tenant of the Council's smallholdings	1
(*c*) An agricultural worker	1
(*d*) Members appointed on the recommendation of the Minister of Agriculture, Fisheries and Food	3

The Transport and General Workers' Union has not so far nominated a member for co-option on the Committee and the Minister has not exercised his right to recommend members. At present, the number of co-opted members of the Committee is, therefore, four only.

Functions of the Smallholdings Authority

In addition to providing holdings the Council, as part of its duties of management, assists its smallholdings tenants by providing materials, such as fencing, and by making bulk purchases of lime, dutch lights and seed potatoes for sale to tenants at terms advantageous to them. The Council, through its Smallholdings Committee, ensures that the Holdings are let to and held by qualified tenants of the type for whom they are intended, are used for the purpose for which the holdings were provided and are farmed according to the rules of good husbandry.

To encourage good farming among its tenants, the Council has organised a Competition which has been held annually since 1926, except for the War years. In this Competition, seven cups, money prizes and certificates of merit are awarded to the tenants of the best holdings according to the class of husbandry practised.

The Council also acts as the agent of the Minister of Agriculture in his dealings with tenants requiring loans for working capital, by receiving applications, making recommendations to the Minister, disbursing monies and collecting repayment instalments.

Financial

The Expenditure and Income on Revenue Account in connection with this service for the past three years is as follows:—

	Expenditure	*Income*
	£	£
1954–55	31,378	21,829
1955–56	29,932	24,364
1956–57	30,931	24,376

The total capital expenditure since the inception of the service is £364,689.

Ancillary Functions

It is the responsibility of the Council to enforce within the County the provisions of the Fertilisers and Feeding Stuffs Act, 1926. The Council has delegated its functions under the Act to its Smallholdings Committee and has also appointed, as provided by the Act, an agricultural analyst and an inspector. Under the Committee's direction the inspector carries out inspections on the premises of manufacturers and retailers of fertilisers and feeding stuffs for cattle and poultry and takes samples with a view to the detection of infringements of the Act. The number of inspections made in the last full year was 1,740 and 78 samples were taken. Samples are analysed by the official agricultural analyst on a fee paying basis.

The Council also administers, through its Smallholdings Committee, the Watermark Disease (Middlesex) Order, 1953, which has been made under the Destructive Insects and Pests Acts to prevent the spread of the disease among the bat willow trees growing in the Lee Valley. The Order operates only in the Boroughs of Southgate, Edmonton and Enfield and the Urban District of Potters Bar. By an arrangement with the Essex County Council, inspectors of that authority inspect willow trees growing in the four districts and report on those affected by the watermark disease so that action may be taken under the Order to prevent the spread of infection. About 800 inspections of trees are made annually.

Staff

The Council employs the following staff in its Agricultural Department to carry out the functions of the Smallholdings Committee:—

County Agricultural Lands Officer	1
Technical Assistants	2
Clerical Officers	3
Rent Collector and Inspector under the Fertilisers and Feeding Stuffs Act, 1926	1
Estate Staff (Manual)	5

No defects have been encountered in respect of this function.

II and III. The County Council is not aware of any defects in the present arrangements for the performance of these functions in the Greater London Review Area as a whole and consequently no remedies are proposed.

Diseases of Animals

I. The Council is the local authority in the County for the purposes of the Diseases of Animals Act, 1950, except in the boroughs of Acton, Hendon and Hornsey where in each case the Borough Council is by virtue of Section 59 of the Act the local authority for the purpose of the Act because each had in 1881 a population of not less than 10,000. The Council has appointed a Diseases of Animals Committee, pursuant to the Fourth Schedule of the Act, and has referred to it the Council's functions under the Act. The composition of this Committee, which meets as and when required, is such that it consists of those members of the Council who are members of the Smallholdings Committee together with those other members of the latter Committee who are rated occupiers of land in the County and are otherwise qualified. The Committee's present membership is 13.

Functions of the Diseases of Animals Authority

The duties and functions of the Council include the following:—

(*a*) the promulgation of Orders made under the act;

(*b*) the power to make certain local regulations;

(*c*) the regulation and licensing of the holding of markets, fairs, exhibitions and sales of animals and poultry;

(*d*) the enforcement of general Orders relating to:—

(i) the movement of certain species of animals;

(ii) the cleansing and disinfection of places and vehicles occupied by animals;

(iii) the protection of animals from suffering during transit;

(iv) the importation, exportation and quarantine of animals;

(v) the keeping of records by owners and others relating to animals and poultry;

(*e*) the enforcement, during outbreaks of specified diseases, of special Orders relating to:—

(i) the control of the movement of animals;

(ii) the disinfection of places, vehicles and articles, including clothing &c.

(*f*) the administration and enforcement of the provisions of the Diseases of Animals (Waste Foods) Order, 1957. The number of premises in the County licensed for the boiling of waste foods is about 170. The number of inspections of boiling plant and premises during the first twelve months from the commencement of the Order was 80.

For the purpose of its functions as Diseases of Animals Authority the County Council has appointed two part-time inspectors who are qualified veterinary surgeons. The total annual expenditure incurred by the Council in the administration of these functions is about £3,000.

The County Council has not encountered any defects with regard to the carrying out of these functions.

II and III. The County Council does not see any defects in the present arrangements for the performance of these functions in the Greater London Review Area as a whole, and consequently no remedies are proposed.

Entertainments Licensing

Licensing Functions

The main licensing powers of the County Council are contained in the following statutes:—

Music, Music and Dancing, Boxing and Wrestling	Middlesex County Council Act, 1944.
Cinematograph	Cinematograph Acts, 1909 and 1952.
Stage Play	Theatres Act, 1843.

The Sunday Entertainments Act, 1932, extends the powers of licensing authorities to grant Cinematograph licences and Music licences for Sundays and while one-third of the licensed halls in Middlesex are also licensed for Sunday music, all cinemas are licensed for Sunday cinematograph entertainments.

Licenses are granted subject to certain general conditions and regulations and in many cases special conditions are imposed to meet individual circumstances. The Home Office has also issued regulations under the Cinematograph Act, 1909. The object of the conditions and regulations is, generally to ensure the safety of the public.

The powers of the County Council are exercised by the Entertainments Licensing Committee which holds public meetings in May and November to consider applications for the renewal of annual licenses for cinemas and premises other than cinemas respectively while monthly meetings are held to consider applications for new licences. Where objections are lodged, both the applicant and the objector are heard by the Committee.

Two kinds of licences are granted for public entertainment, namely annual and occasional. In Middlesex there are now 99 cinematograph theatres annually licensed and 752 other premises, namely:—

Cafes attached to Cinemas	19
Theatres and Music Halls	3
Public Houses, Hotels, &c.	228
Church Halls, &c.	173
Schools	140
Public Open Spaces	33
Miscellaneous Premises	156

In 1957 occasional licenses were granted as follows:—

Music	76
Music and Dancing	130
Stage Play	602

Under the Betting and Lotteries Act, 1934, licenses are granted by the County Council in connection with greyhound racing to permit betting facilities, and under Section 7 discretion is given to the County Council as Licensing Authority to refuse under certain circumstances, to grant a licence in respect of any track. Such licences are granted in respect of six greyhound tracks in the County. The County Council is required to appoint an accountant for each track whose duty it is to supervise the totalisator. In addition the council must appoint a mechanician whose duty it is to see that the machines are kept in proper working order. The licences granted run for seven years.

Alexandra Park Racecourse is the only track licensed for horse racing by the County Council under the provisions of the Racecourses Licensing Act, 1879, and annual licences are granted.

Ancillary Functions

Sunday Entertainments Fund

One of the statutory conditions attached to the grant of permission for cinematograph entertainments on Sundays requires that within certain limits such sums as may be specified by the County Council shall be applied to charity. The amount required to be paid by cinemas in Middlesex has been fixed at £20,000 annually and is distributed by the Entertainments Licensing Committee in accordance with a scheme. In 1957, the Committee distributed £19,127 and since 1933 a total of £715,021 has been allocated by the Committee to charities.

Inspection of Films

The Committee also exercises control under the Cinematograph Acts, through the British Board of Film Censors, of films which are exhibited. There is a right of appeal to the County Council when a film is rejected by the Board or as to its category and before coming to a decision the film is viewed.

Pool Betting Act, 1954

The provisions of this Act require the registration of all persons who carry on a pool betting business. After registration of a business in the County, the Council is required to appoint a qualified auditor to carry out, as accountant, the duties specified in the Act in respect of each registered person. A continuation fee is payable by the 1st January each year for the registration. Three firms have so far been registered under the Act in Middlesex.

Staff

The County Council has appointed inspectors to the staff of the County Engineer, who visit licensed premises periodically to ensure that the conditions and regulations are complied with. Reports on visits to unlicensed premises where admission is obtained to entertainments as members of the public are also submitted. In the event of infringements being reported by the inspectors, the question of a prosecution or other action is considered by the Entertainments Licensing Committee.

There are 17 on the staff of the Entertainments Section of the County Engineer's Department comprising a qualified technical officer in charge of 5 Structural Inspectors, 4 Electrical Inspectors and 7 clerical staff.

Financial

	1955–56 £	1956–57 £	1957–58 £
Income	25,184	25,241	25,504
Expenditure	49,107	50,565	54,119

Experience gained under the Arrangements outlined above

The District Councils in Middlesex have never been responsible for exercising any of the powers and duties referred to above and the experience of the County Council convinces it that these functions are properly matters for the County Council for the following reasons:—

Uniformity and Co-ordination

It is difficult to visualise a service which has a greater need for complete uniformity over an area such as Middlesex than this. Licensing work has always suffered from a lack of uniformity or co-ordination except in the case of the Home Counties where useful liaison exists between the County Councils concerned.

Absence of uniformity leads to different rules, codes and interpretations being applied to fully comparable circumstances to the confusion of those having affairs in many areas.

Trained and Experienced Personnel

This is a specialist function for which the County Council can employ staff entirely on the duties which are involved. Even with the vast experience and precedent which the County Council and its staff have acquired, every year new problems arise which can only satisfactorily be dealt with by an experienced Committee and a trained staff. The number of personnel in the country having the necessary technical knowledge and experience in this field are few.

Cost of Administration

As shown in the above financial details the total annual expenditure incurred by the County Council in the administration of this function is about £25,000. For this there is an efficient Licensing service, generally acknowledged to be more thorough and comprehensive than most, which includes evening inspections seven days a week as well as day-time work. It has an excellent safety record, and its officers are consulted from time to time by other County Councils, the Home Office and by the exponents of new cinema techniques.

In the event of delegation or conferment of this function to District Councils the work would either have to be carried out by existing staff, probably of the Engineer and Surveyor's office, who would be inexperienced, or by newly-appointed specialist officers, in which case, even if such persons were available, it is inconceivable that the service could be provided by the small number of staff and at the small cost that the County Council finds adequate.

Sunday Entertainments Fund

In Middlesex an integral part of the County Council's functions in this respect is the distribution to Charities of this Fund amounting to some £19,000 per annum. This is clearly a matter to be dealt with at County level rather than District level, otherwise the extent to which any Charity in the district benefited would largely depend on the number of cinemas, if any, in that particular district.

The County Council has not encountered any defects in the present arrangements.

II and III. The County Council does not, having regard to the co-ordination which exists between the County Councils concerned, see any defects in the present arrangements for the performance of this function in the Greater London Review Area as a whole, and consequently no remedies are proposed.

KENNETH GOODACRE,
Clerk of the County Council.

GUILDHALL,
WESTMINSTER, S.W.1.
November 1958.

7

Supplementary Evidence Submitted by the the Middlesex County Council

CONTENTS

Part I. Evidence Submitted by Middlesex District Councils and other Authorities to the Royal Commission

Structure

Views of the Middlesex District Councils 202
Views of the other County Councils in the area 203
Views of the Metropolitan Borough Councils 204
Views of other Bodies and Persons 204
Observations of the County Council 204

Functions

Education 205
Housing Loans 209
Refuse Collection and Disposal 209
Personal Health Services 210
Welfare Functions of the County Council 213
Care of Children 215
Sewerage and Sewage Disposal 215
Drainage of Trade Premises 216
Powers and duties under the Physical Training and Recreation Act, 1937 216
Town and Country Planning 217
Powers and Duties under the National Parks and Access to the Countryside Act, 1949 221
Provision of Housing. Slum Clearance 222
Construction, improvement and maintenance of roads and bridges 224
Street Cleansing 226
Street Lighting 226
Control of Watercourses, Ditches and Ponds 227
Prevention of River Pollution 228

Joint Statement of Evidence by ten of the larger boroughs 228
Evidence of the Lee Conservancy Catchment Board 230

Part II. Further Evidence Submitted by Middlesex District Councils and other Authorities to the Royal Commission 233

Weights and Measures 235
Food and Drugs, Milk and Dairies 235
Other functions of the County Public Control Department .. 236
Registration of Births, Deaths and Marriages 236
Local Land Charges 236
Protection of Birds 237
Licensing of Theatres, Cinemas and Music and Dancing .. 237
Employment of Children and Young Persons 237
Children (Child Life Protection) 238
Mental Health Services 238
Nursing Homes 238
Smallholdings 239
Fertilisers and Feeding Stuffs Act, 1926 239
Diseases of Animals Act, 1950.. 239
Waste Food Sterilising Plants 239

Part III **Memoranda of Evidence from Government Departments**

Education 240
Control of Watercourses, &c. 243
Personal Health and Welfare 244
Mortuaries and Post-Mortem Rooms.. 246
Refuse Collection and Disposal 246
Sewerage and Sewage Disposal 247
Burial and Cremation 247
Housing and Overspill 247
Town and Country Planning 248
Highways 249
Traffic 253
Care of Children 253
Fire Services 254
Civil Defence 254
Weights and Measures 255
Food and Drugs 256
Diseases of Animals 257

The object of this document is to give a summary of the views of various Local Authorities and others who have submitted Statements of Evidence to the Royal Commission and the views of the County Council thereon.

The Summary is divided into three parts as follows:—

PART I

Evidence submitted by Middlesex District Councils and other Authorities to the Royal Commission.

PART II

Further evidence submitted by Middlesex District Councils and other Authorities to the Royal Commission.

PART III

Memoranda of Evidence from Government Departments.

PART I—EVIDENCE SUBMITTED BY MIDDLESEX DISTRICT COUNCILS AND OTHER AUTHORITIES TO THE ROYAL COMMISSION

This Evidence is summarised under two main headings: (A) Structure; (B) Functions.

Structure

Views of the Middlesex District Councils

The suggestions of the Middlesex District Councils regarding the re-organisation of the structure of Local Government may be divided into three broad categories, as follows:—

1. All-purpose Authorities

Those Authorities desiring some form of all-purpose Authority status are:—

ENFIELD—considers that it should be a County Borough or most-purpose Authority and does not support the two-tier system.

EALING—if County Borough status is to be excluded in Middlesex, seeks a transfer of functions.

HENDON—if it cannot have County Borough status, wishes to be a most-purpose Authority.

HESTON AND ISLEWORTH—seeks County Borough status.

TOTTENHAM—considers that functions should be entrusted to independent or semi-independent authorities of a size comparable to Tottenham.

2. Most-purpose Authorities

Those Authorities desiring to be most-purpose Authorities with:—

(*a*) the abolition of the existing Counties and an over-all top tier authority for Greater London to administer the remaining functions which are generally accepted to be:—

Fire Brigade and Ambulance Services
Civil Defence Services
Main Drainage
Technological Education and Teachers' Training Colleges
Regional aspects of Town and Country Planning
Approved Schools and Remand Homes.

EDMONTON, TWICKENHAM and presumably TOTTENHAM.

Generally speaking there is implied in this suggested re-organisation an amalgamation of the smaller District Councils to provide larger entities for the purpose of performing the functions of the lower tier authority.

(*b*) the retention of the Counties for the remaining functions:—

ENFIELD (if they cannot obtain County Borough status), HARROW, HENDON, *UXBRIDGE, WEMBLEY.

3. Retention of the two-tier system

(*a*) Those Authorities advocating the retention of the two-tier system on the basis of the existing County Council, but the District Councils to have more powers conferred on them in relation in particular to the following services:—

Education
Health
Welfare
Children (some Authorities are content to leave this with the County Council).
Planning
Highways

ACTON, BRENTFORD AND CHISWICK, EALING, FINCHLEY, HORNSEY, SOUTHALL, SOUTHGATE, *UXBRIDGE, WILLESDEN, WOOD GREEN, FELTHAM, HAYES AND HARLINGTON, RUISLIP-NORTHWOOD.

(*b*) Those Authorities advocating the retention of the two-tier system but for the District Councils to have more freedom for them to operate within delegation schemes and have some functions directly conferred upon them.

FRIERN BARNET, POTTERS BAR, STAINES, SUNBURY-ON-THAMES, YIEWSLEY AND WEST DRAYTON.

The placing of the District Councils in the above categories is only a generalisation, as in some cases it cannot be said that the Evidence clearly places the Authority in a particular category.

With the exception of Ealing, Hornsey and Willesden, the District Councils which have been placed in category 3(*a*) above have grouped themselves together for the purpose of submitting evidence but many of these have also submitted independent evidence. Where they are referred to collectively in this Report they are called " The Group ."

The views of Ealing, Hornsey and Willesden are similar to the views of The Group.

Views of the other County Councils in the Area

Generally speaking, Essex, Herts, Kent and Surrey consider that the present structure and organisations are basically sound. They find no material defects which cannot be remedied within the existing structure. All of them resist any suggestion that the metropolitan portion of their County should be severed from the existing organisation.

Similarly, London County Council considers that no major difficulties of structure or organisation exist, and that defects which may be found fall rather within the field of distribution of functions. It is claimed that on the whole the present system is workable and its patent merit is that it in fact works. Such shortcomings as the system appears to have derive mainly from the two-tier method of administration which the Council does not desire to see altered in principle. The Council has no desire to seek a wider area or a wider field of administration for itself, nor to see the present ones curtailed.

---

* The evidence of Uxbridge is submitted in such a form that it appears they are subscribing both to the views of the Authorities in category 2(*b*) above and this category of Authorities.

Views of the Metropolitan Borough Councils

These can generally be divided into two main categories, as follows:—

1. Those Authorities considering that the Metropolitan Boroughs (with or without amalgamations) should be most-purpose Authorities and that the remaining functions which are largely those set out in category 2(*a*) above should be administered by an over-all London Area Authority (either directly or indirectly elected).

   CHELSEA, FULHAM, HAMPSTEAD, KENSINGTON, PADDINGTON, ST. MARYLEBONE, WESTMINSTER.

2. The remainder of the Metropolitan Boroughs will be satisfied with the existing system provided more powers are directly conferred upon or delegated to them.

The extent to which these Metropolitan Boroughs seek a transfer of powers varies, but the majority wish to have certain personal Health and Welfare functions, Development Control functions in relation to Town and Country Planning and full in-County housing powers, leaving the London County Council with out-County housing powers only.

Views of other Bodies and Persons

The Royal Commission will be considering the views of other Bodies and persons, some of which have been received by the County Council. For example, the Town and Country Planning Association and the National Housing and Town Planning Council have both submitted copies of their Evidence to the County Council and both advocate the creation of a Central Planning Authority for the Greater London area. The Town Planning Institute has expressed similar views.

The Federation of Rate Payers and Kindred Associations of Middlesex suggests a one-tier system of all-purpose Authorities to have County Borough status covering areas with populations of 150,000—250,000, but recognises that there are Local Government functions of such a nature that they require to be treated on a wider basis than a County Borough level. For these functions they suggest the creation of Regional Authorities, one each for North and South of the Thames. In order to encourage a community spirit and civic interest which might not otherwise be present in the proposed new system, it is recommended that the County Boroughs be enabled to establish Parish Councils in those areas where they are desired. Thus, although the Federation claims to be advocating a one-tier system, it will be seen that in fact they are proposing a three-tier system.

The Royal Commission will also no doubt consider the methods of improving the pattern of Local Government suggested in the Government White Paper published in July, 1956, and it will doubtless have regard to such views as those expressed by Sir Malcolm Trustram Eve who in 1951 suggested the formation of six County Councils with a large measure of devolution or delegation to the District Councils.

Observations of the County Council

Whilst it is not intended to examine all the various suggestions in detail, certain alternative principles emerge.

Nearly all the views expressed, including those from the majority of Middlesex Local Authorities, accept the need for certain services to be administered on a larger than District Council basis, for example Main Drainage, Fire Brigade and certain aspects of Planning. Unless therefore there are to be a series of all-purpose Authorities having County Borough status, the continuance of some upper-tier Authority, whether on a Regional, *ad hoc*, Joint Authority or County Council basis, is required.

The creation of a system of County Boroughs is open to many objections as it would result in varying standards, fragmentation of services, loss of civic interest, and it would still leave some services which it is essential to have administered by an Authority or Authorities larger than the individual County Boroughs. Such a proposal would not meet with the approval of the majority of District Councils in the area and it is likely to be strongly opposed by them where any amalgamation would be required.

At least as many objections and as much opposition would be raised to the creation of an upper-tier Authority in the form of a Regional Government or, for example, *ad hoc* or Joint Bodies. Defects immediately spring to mind in respect of representation, powers and finance. Unless the function of such upper-tier Authority was to be purely advisory and this would seem to serve no useful purpose, the creation of such an Authority or Authorities would not seem to remove many of the causes of criticism now being raised by the Middlesex District Councils against the County Council's role in the two-tier system. Briefly these are alleged to be:—

(i) Remoteness of control.
(ii) Loss of personal touch.
(iii) Duplication of work.
(iv) Delay.
(v) Additional administrative cost.
(vi) Friction between County and District Councils.
(vii) Staff having to serve two masters.
(viii) Interference by the County Council in matters of detail.
(ix) Liaison between District Council and Government bodies is indirect.
(x) Confusion and apathy in the public mind.

In the main these criticisms are made in the widest of terms, are unsubstantiated by any evidence and are capable of refutation. Some of the County Council's services do not come in for any criticism, for example, Main Drainage; certain services attract only limited criticism, for example, Highways; and it is remarkable that in many cases the criticism of the administration of a particular service is counterbalanced by an acknowledgement of satisfaction, or even occasionally praise, from one or more District Councils which have been treated no differently from the complaining District Councils.

Although the criticisms can be met, they cannot for that reason be dismissed as insignificant. In comparison with the District Councils in the other Administrative Counties in the Greater London Review area those of the Middlesex District Councils are far more strenuously made.

It is the view of the County Council that improvements can be made and for this reason the attention of the Royal Commission has been drawn to the recommendations of the Local Government Conference Committee which the County Council are ready to implement. On the understanding that the District Councils are prepared to accept the continuance of the two-tier system in Middlesex, the County Council would no doubt recommend, at the appropriate time, joint discussions between representatives of the County Council and District Councils to seek agreement upon the question of distribution of functions.

FUNCTIONS

Education

The defects alleged by the Middlesex Excepted Districts Association, and by most of the District Councils to be present in the two-tier system which now subsists are all set out above.

The remedy advocated by the Middlesex Excepted Districts and most of the

District Councils is to confer directly upon the District Councils full responsibility for the Education Service with the exception of three or four functions concerned in the main with further education and the training of teachers. Those District Councils which do not make such an extensive claim are:—

Ealing

If necessary, in the interests of Middlesex as a whole, would concur in transfer only of primary and secondary education but first contention is that the Borough Council should become the Education Authority for all Education Services; for matters such as teachers training there should be joint arrangements between Ealing and other autonomous authorities.

Wembley

As an alternative to direct conferment, if the present structure must be retained, the delegation must be free and unfettered.

Friern Barnet

Considers that the Friern Barnet District Education Sub-Committee should have greater powers with an improved delegation scheme.

Potters Bar

All Middlesex local authority areas should be Excepted Districts.

Staines

Considers two-tier system in education is desirable and essential in Middlesex and that the County Council should continue to be the Local Education Authority. It favours the continuation " with adequate delegation " of the Divisional Executive of which it forms part but if that is not acceptable would wish to be considered as a delegate authority either within its own area or as the nucleus of a larger area.

Sunbury

Does not consider that it can make any suggestion for the improvement of the present system but supports the view that extended delegation is essential.

Yiewsley and West Drayton

If the County Council is to continue to be the Education Authority it considers that each District Council should be its own Divisional Executive with more administrative power than the present Divisional Executive.

If the County Council retains some educational functions and the District Councils obtain the remainder, it considers the District Councils should be responsible for educational functions for children up to about 11–12 years of age.

It is stated that the present system produces a sense of frustration and lack of interest because there is no responsibility left to the District Council.

By and large the evidence submitted is in very general terms. It strictly is not evidence but a series of statements in general terms for the most part directed against what is alleged to be the refusal of the County Council to delegate properly within the meaning of the Education Act and in support of these general statements there are cited only some half a dozen particular cases attempting to illustrate the general statements.

Observations on the Alleged Defects are as follows

Remoteness of Control

Control is to some extent remote, and in a system where there is delegation, should be so because it enables the controlling authority to consider matters arising, obtain information relative thereto and arrive at decisions which are fair and equitable having regard to the whole of its area without having to regard the local pressures and influences which have given rise to the matter under consideration.

Remoteness of control enables a more uniform system to operate over a wider area so that all within the area may get a fair deal and enjoy all the benefits and not some of the benefits only of the service.

Loss of Personal Touch

The personal touch counts for far more in the day to day administration than it does in relation to the making of policy and financial control at the centre and under the present scheme, there should be no loss of personal touch because that is maintained by the Divisional Executives. The parent is concerned with the school and the day to day running of the school is the concern of the Divisional Executive.

Duplication of Work

Where two authorities are concerned in one service, there must be some duplication of work but this to some extent is counter-balanced by the fact that when dealing with Government departments only one authority is concerned, whereas with direct conferment a Government department would in Middlesex be dealing with twenty-six authorities. The saving of duplication at one level is offset by the duplication at another level.

Another aspect of duplication which is saved is that if each authority in Middlesex were autonomous in the education field each authority would require the services of specialist officers, whereas at the moment the whole service in Middlesex is served by the specialist officers at headquarters.

Delay

Delay is a two-way traffic whenever a second authority has to be consulted. If a Divisional Executive has a proposal to make which it is not within its power to deal with without reference to the County Council, there will be some delay whilst that proposal is considered in relation to its effect upon the other nineteen Divisional Executives in Middlesex and it may take some little time to co-ordinate the views of all. Conversely, if the County Council proposes new policy in relation to education, it in turn consults with the District Councils im Middlesex and quite frequently there are delays in obtaining from those District Councils their views upon a particular matter.

It is quite easy to say there is delay but instances of delay can be referred to where the delay occurs on the part of the Divisional Executives and not only on the part of the County Council. Where matters which are controversial are raised there will, of necessity, be considerable delay whilst those matters are considered first by one and then by the other and sometimes considered jointly and there will also be delays where a final decision does not rest with the County Council but rests with the Ministry.

Additional Administrative Cost

This is difficult to prove or disprove. It may be that there can be pointed out items which have involved additional cost but there can also be no doubt that if twenty-six District Councils were each dealing with the same item in respect of each of their areas the overall cost would be greater then the same item being dealt with at County level for the whole of the area of the County.

The County Council could no doubt show that if the County Council had direct responsibility without any interposition of Divisional Executives the cost of education would be very much cheaper but this would be no more convincing than the Divisional Executives' attempt to show that to do away with the County Council in education would reduce the cost.

Friction between County and Local Councils

From time to time friction has occurred and is almost certainly bound to occur where two persons or two bodies have a hand in the same service and have different opinions as to how the service or a part of it should be dealt with.

There has been friction as between County Council and Divisional Executive in the general sense but experience shows that friction arises between certain Divisional Executives and the County Council and does not arise with other Divisional Executives. There are possibly some five or six Divisional Executives with whom a certain amount of friction has arisen.

This position is supported by the fact that the number of disputes referred to the Minister or which have found their way into the courts for decision are not very many over a period of 13 years.

Staff having to serve two masters

The Local Government Act, 1958, which does not at this stage apply to the Metropolitan area, makes provision for the delegation of certain Health and Welfare functions but it is understood that the proposed delegation schemes will not provide the staff engaged on delegated functions to be employed by the District Councils. This position operates in respect of delegation schemes under the Education Act, 1944. Thus on two occasions the Government, doubtless after considering all that can be said against the arrangement, has concluded that staff engaged on delegated functions should continue to be employed by the County Councils.

The alleged defect cannot be accepted as having presented any major difficulty in Middlesex.

Interference by the County Council in matters of detail

The County Council has made various regulations, rules and set up establishments, standards and capitation allowances which have to be observed by Divisional Executives and which, of necessity, do to some extent control the detailed day to day administration of the service. The recommendations of the Local Government Conference Committee are aimed at giving the Divisional Executives greater freedom. For example, the heads of expenditure required for the annual estimates would be reduced from 112 to 11.

Liasion between District Councils and Government Bodies is indirect

The point has been made under the heading Duplication of Work.

Confusion and Apathy in the Public Mind

The public generally is apathetic towards the local government services but this is not due in any sense to delegation. It is apathetic towards services which are not the subject of delegation.

It is doubted whether there is any confusion. Members of the public mostly concerned are parents of pupils. Parents of pupils first go to the school where the the pupil is educated and if the school cannot deal with it they will automatically refer the parent to the local education office.

It is only when the parent thinks he is not receiving satisfaction from the local education office that he automatically seeks to go higher up the scale and sometimes will have sufficient knowledge to come to the County Council, but on other occasions approaches directly the Minister of Education who then passes the matter to the County Council. If there is any confusion at all it is believed that it is in favour of the District Council. It is likely that most people assume that the District Council is the responsible body and naturally when matters arise in relation to the service go to the local office which appears to be what the Divisional Executives want because they themselves advertise locally concerning their connection with the education service and " play down " the fact that the County Council is really the Education Authority.

Conclusion

When the criticisms are carefully examined it can be shown that the difficulties and frustrations have, as stated in the County Council's Outline of Evidence, been of a comparatively minor order and do not warrant any change other than improvements in the operation of delegated powers.

With the retention of the County Council as Local Education Authority, and the District Councils are not unanimous in seeking autonomy, it must be accepted that control of finance and policy will have to be retained by the County Council. The object of the recommendations of the Local Government Conference Committee advocated by the County Council as being the best way of remedying the defects which in spite of the District Councils' evidence, are still maintained to be minor in character, is to give the Divisional Executives such free and unfettered delegation as is compatible with the control which the County Council must exercise, namely over the broader matters of finance and policy as distinct from the details.

Housing Loans

Views of the District Councils

Only EDMONTON suggests that the powers of the County Council in this respect should be abrogated but HENDON and UXBRIDGE do not include this in the list of functions which they suggest should remain with the County Council. No other suggestions are made by the District Councils but WOOD GREEN desire greater latitude for making improvement grants under Section 20 of the Housing Act, 1949 (now replaced by Section 30 of the Housing (Financial Provisions) Act, 1958).

Conclusion

The small amount of opposition to the County Council's participation in this function may be considered to justify the continued exercise of its powers by the County Council in addition to the other strong arguments which can be put forward by the Council.

Refuse Collection and Disposal

This is a matter for which the District Councils are at present responsible.

With the exception of HORNSEY and HAYES AND HARLINGTON, no suggestions for a change of responsibility are made.

HORNSEY states that the amount of tipping space, *e.g.*, disused gravel pits, &c., available on the outskirts of London is limited, and in order to keep disposal costs at an economic level it may be necessary for greater voluntary co-operation between Local Authorities in the operation of tipping arrangements. Its refuse is disposed of in disused quarries outside the Borough which is taken to mean disused gravel pits in Hertfordshire. It states specifically that the collection of refuse should remain under the control of the Borough Council.

HAYES AND HARLINGTON state as follows: " In a heavily built up conurbation it is considered that the question of refuse disposal as distinct from refuse collection should be dealt with by a single superior authority. Many of the districts in Greater

London have little or no land left available in their areas and others will experience great difficulty in the future, because of:—

(i) continued building development;

(ii) variations in refuse content;

(iii) greater demands from factories for the disposal of trade refuse; and

(iv) the posibility in the future that through economic considerations the maximum pre-separation of salvage will be abandoned and the amount of refuse therefore increased.

Already in Middlesex the County Council deals with sewage disposal and if the same authority, *i.e.*, the sewage disposal authority, also dealt with refuse disposal, such methods as composting could be made available and dealt with efficiently and adequately.

SOUTHGATE used to dispose of its refuse by incineration but there was local objection to this and since 31st December, 1957, refuse is disposed of by contractors in tips in Hertfordshire. The Council considers that contractors are soley concerned with the profit motive, resulting in overloading of vehicles with consequent unreliability. To enable salvage operations to be successful it is necessary for refuse to pass through the transfer plant at a uniform rate. This requires spreading the loading of bulk transporters throughout the working day at fairly regular intervals. A regular spread throughout the day is rarely attained by a contractor. The Council's present experince is that vehicles will bunch and it is not uncommon to have three vehicles in for loading at the same time. As a future policy the transport of refuse from the transfer depot to tip should be by Council vehicles.

FRIERN BARNET states that disposal is now made under agreement by the Tottenham Borough Council on terms which are beneficial to both parties. As a long term policy, however, enquiries are being made as to the possibility of tipping in other areas.

Conclusion

The evidence of these four Authorities supports the County Council's view that there is a problem here and provides some positive justification for the suggestion made by the County Council in its Evidence, namely that the co-ordination of the orginisation and planning of refuse disposal should be investigated.

Personal Health Services

What the District Councils seek

Services Generally

With the exception of FRIERN BARNET, POTTERS BAR and SUNBURY, all the Middlesex District Councils seek the transfer to them of the Personal Health Services, subject to what is said below regarding the Ambulance Service and the Mental Health Services.

FRIERN BARNET and SUNBURY make no specific suggestion but POTTERS BAR considers that the present Local Area Health Sub-Committee covers too wide an area.

Ambulance Service

Twenty of the District Councils accept that the Service should remain with the County Council. The views of the other six Authorities are as follows:—

HARROW suggests that the Ambulance Service might be administered as part of hospital administration.

HENDON includes this function as one of the services which it considers should be conferred directly upon the Borough Council but as against this, it includes the function in the list of powers which it accepts might remain with the County Council.

HESTON AND ISLEWORTH considers that the service should be transferred to the Borough Council.

HORNSEY states that with the exception of administration of the Ambulance Service, County administration is too wide and impersonal, but nevertheless Hornsey suggests that all Personal Health Services should be transferred to the Borough Council and it is assumed that the Ambulance Service is intended to be included in this suggestion.

TOTTENHAM suggests that the transfer of the Personal Health functions to the Borough Council is the only way in which their administration by a Local Authority in immediate touch with the persons using the services can be achieved. It is assumed that the Ambulance Service is included in this suggestion.

TWICKENHAM considers that the Ambulance Service should be administered by a central body or bodies for the Greater London Review Area as a whole.

Mental Health Services

Fifteen of the Middlesex District Councils accept that these services should remain with the County Council, the remaining 11 District Councils consider that the services should be transferred to the District Council. These are EALING, EDMONTON, ENFIELD, HARROW, HENDON, HESTON AND ISLEWORTH, HORNSEY, TOTTENHAM, TWICKENHAM, WEMBLEY and WILLESDEN. Of these TWICKENHAM considers that the Borough Council should be given power to arrange with neighbouring Authorities for the formation of joint boards for the carrying out of the functions. They make this suggestion in connection with the tuberculosis service also.

Observations on the alleged defects

The major criticisms in respect of the Personal Health Services are:—

(1) Remoteness of overall financial and broad policy control by the County Council involving duplication of work by officers and members, delays in and extra cost of administration. It is said for example, by HENDON that these services are essentially of a personal and intimate function where the controlling authority should be very close to and in contact with the person who is receiving and paying for the service.

It is agreed that these are personal services, but the point at which they are personal is that at which they are performed, namely by the staff concerned, *i.e.*, home nurses, health visitors, midwives, doctors, &c. It is doubtful whether the person receiving the service is very interested as to who provides it so long as the standard is satisfactory.

Administrative and Council control is secondary to this consideration. The District Councils do not submit any evidence justifying their contention that there would be a better service if it were directly administered by them.

It must be remembered that on each Area Committee there is a majority of District Council Members and that the County Council Members are, of course, elected by the same electorate.

The day to day administration of the services is in the hands of the Medical Officer working from the Area Health Office in the district under the control of the Area Health Committee, thus conducing to local control, close contact with individual cases and directness of decision. The delegation of Area Committees is very wide.

No evidence is submitted in support of the allegation that the present system results in increased cost of administration; on the contrary it would appear that if administration units were increased from 10 to 26, additional cost must follow.

As to duplication, this point is not conceded as only matters of policy, suppplementary estimates and such matters which do not come within the County Council's Staff or Financial Regulations are considered by the County Council.

Centralised control enables considerable saving in manpower and staff by reason of the County Council's ability to relieve an area which is hard pressed. It also assists economic planning by ensuring that the siting of clinics, &c., is such that the whole County is equally served.

(2) That it is illogical that the Health Services should be divorced from the environmental health services administered by the District Councils and it is said that the separation into three distinct departments of Health, Children and Welfare results in an unnecessary number of visits and multiplication of administrative personnel.

In this connection it must be remembered that the pattern of the National Health Service was laid down by the Act of 1946 and the County Council's powers and duties form only one part, the others being hospital and specialist services and general medical, dental and pharmaceutical, &c., services. To secure maximum benefit from the Service as a whole it is essential that there should be the closest possible liaison and co-operation between the three parts of the Service. This co-operation and liaison is far more practicable with the County Council as the sole authority for the Personal Health Services than if these Services were under the control of 26 different Authorities.

The Guillebaud Committee was of the opinion that what was most needed at the present time was the prospect of a period of stability and it went on to say that "it was satisfied that the County Councils were the right Authorities to plan and administer the local health services in co-operation with the Hospital Authorities and Local Executive Councils."

As to the undesirability of a multiplicity of visits the County Council is well aware of this aspect of its services and there is effective liasion between the departments to reduce it to the minimum.

(3) That the present system results in loss of interest by District Councils.

The District Councils do not support this statement with evidence and the representation which the District Councils have on the Area Committees has already been pointed out.

(4) It is said that there is confusion in the minds of the public.

It may be that there is some confusion as to who is responsible for the services provided, but given goodwill on both sides and the adequate distribution of information, there need be little confusion.

(5) That certain of the larger District Councils, who were responsible for many of these services prior to the National Health Service Act, 1946, carried out their duties satisfactorily.

This is not disputed and it may be that the claims of these Authorities are based on the somewhat natural desire for the return of powers rather than detailed consideration of the merits of the case.

The County Council has maintained and improved the services in all districts. Comments are made by some of the larger Authorities that there has not been any marked expansion or modification of the services provided. For example, EALING comment "that since 1948 no improvements have been made in the Ealing services." These sweeping statements are not justifiable, *e.g.*, the County Medical Officer of Health points out that in Ealing there have been a number of improvements in services—four new clinics, one new mother and baby home and increases in other services such as home nursing, home helps, B.C.G. vaccination, &c.

Since the 5th July, 1948, the County Council has built up quite substantial services in those areas where previously they had been below the general standard. This has necessarily meant that extension and improvement of the Health Services in some districts has been retarded owing to the limited available resources being allocated to those parts of the County where the need was more urgent. This has been a genuine cause of frustration to some District Councils with consequent difficulties but it is contended that the effect of the County Council's policy has been beneficial to the County as a whole. No evidence has been submitted that the County Council's local health services have not met local needs.

Conclusion

It appears to be accepted that some at least of the Health Services, particularly Ambulance and Mental Health, require to be administered by an authority larger than the District Councils.

Certain services such as these are particularly suitable to County administration and there must be added the training of staff and those services where the catchment area needs to be on a wide basis, *e.g.*, tuberculosis rehabilitation workshops, chest clinics service, hostels for homeless tuberculous men, dental workshops and mother and baby homes.

Apart from these the present delegation to Area Health Committees cover all the Personal Health Services and the experience of the County Council shows that an area of the size and with a population of approximately 200,000, as controlled by an Area Committee, is the smallest possible unit for efficient administration. Nevertheless, in an endeavour to meet the desires of the District Councils the recommendations of the Local Government Conference Committee for the delegation of powers to District Councils with a population of 65,000 to 70,000 upwards are supported in principle even though this may well mean that the present degree of efficiency might not be maintained. It is felt that the present detailed financial and staff controls could be relaxed with advantage and if this were done it should remove much of the cause of friction between the District Councils and the County Council, and would follow the recommendation of the Local Government Conference Committee.

The National Assistance Act, 1948

Welfare Functions of the County Council

What the District Councils seek

The following 10 District Councils desire transfer or conferment of *all* the County Council's Welfare functions to the District Councils:—

EALING, EDMONTON, ENFIELD, HARROW, HENDON*, HORNSEY, TOTTENHAM, TWICKENHAM, WEMBLEY, WILLESDEN.

Four District Councils suggest the transfer or conferment of *certain* of the County Council's Welfare functions:—

HESTON AND ISLEWORTH, POTTERS BAR, STAINES, YIEWSLEY AND WEST DRAYTON.

Eight of the District Councils suggest that the power to provide residential accommodation for those in need of care and attention should be exercisable by the District Councils concurrently with the County Council so as to enable the former to provide care and attention such as domestic help:—

ACTON, BRENTFORD AND CHISWICK, SOUTHALL, UXBRIDGE†, WOOD GREEN, FELTHAM, HAYES AND HARLINGTON, RUISLIP-NORTHWOOD.

The remaining four District Councils do not make any specific suggestion for the transfer of functions:—

FICHLEY, SOUTHGATE, FRIERN BARNET, SUNBURY.

FINCHLEY and SOUTHGATE subscribe to the evidence of The Group which asks for the concurrent powers mentioned in the third paragraph above, but in their individual evidence FINCHLEY suggests that Welfare functions should remain with the County Council and SOUTHGATE states that there are no defects and consequently no remedies are suggested.

---

* Although HENDON requests direct conferment of these functions to the Borough Council it also submits a list of functions which might be retained by the County Council which includes the functions under Section 31 of the 1948 Act, namely contributions to old people's organisations.

† UXBRIDGE also submits a list of functions which might remain with the County Council including Welfare of the Blind and other handicapped persons, Registration of Disabled and Old Persons Homes and Registration of Charities.

Observations on the alleged defects

The major criticisms are:—

(1) That the services are too remote, complex and costly when administered by the County Council.

In this connection it is pointed out that there are 10 Area Offices which ensure close contact with the public and that the services are of a social rather than a medical nature, but close and effective co-operation exists with the County Health and Children's Departments.

Since the County Council submitted its original evidence the following recommendations have been adopted which, it is considered, when implemented might help to meet the allegation of remoteness:—

(*a*) That Area Welfare Officers should visit private and voluntary homes in their Areas.

(*b*) That Home Teachers of the Blind operate from the Area Offices under the direct control of the Area Welfare Officer.

(*c*) That meetings of Home Teachers and specialised officers from Head Office take place in the Area Offices instead of Head Office.

(*d*) That letters to new cases on the Blind, &c., Register be dealt with at Area level.

(*e*) That consultations between the Officer-in-Charge of the Handicapped Persons Section and Area Welfare Officer should take place at Area Offices.

(*f*) That work centres be placed under the control of the Area Welfare Officers.

(2) That the Welfare functions of the County Council and the Housing functions of the District Council overlap.

The County Council caters for persons in need of care and attention not otherwise available to them. The District Council caters as Housing Authority for those persons without this vital qualification. The provision of residential accommodation should be in the hands of an Authority large enough to allow for classification of Homes according to the types of residents to be dealt with, *e.g.*, Homes catering for the blind and partially sighted.

It is agreed that there is some similarity between the provision of temporary accommodation and housing, in that the need of most of those accommodated is for eventual permanent housing. The County Council refer to this in its Outline Evidence and suggested that it should be given specific housing powers for this purpose.

Conclusion

It is interesting to note the discrepancies in the views of the District Councils upon the administration of this service. Only 10 District Councils seek outright transfer or conferment of the functions. Twelve District Councils seek partial transfer of the functions and four Authorities have no suggestion to make and are unable to refer to any defects existing in the service. This position must give some support to the County Council's views as expressed in the Outline of Evidence, *viz.*, " that generally the present arrangements and organisation are effective and convenient and that the two defects:—

(*a*) that temporary accommodation has, in many cases, to be provided for unduly long periods because permanent housing is not available, and

(*b*) that special types of housing are required to meet the needs of registered blind or generally handicapped persons which are at present not readily available

would largely be remedied if general housing powers were conferred upon the County Council."

Care of Children

What the District Councils seek

EDMONTON, ENFIELD, FINCHLEY, HORNSEY, TOTTENHAM, TWICKENHAM and WOOD GREEN seek the transfer to the District Councils of all the County Council's functions under this heading.

EALING, HENDON, WILLESDEN, UXBRIDGE and POTTERS BAR suggest the transfer of some of the County Council's functions relating to the care of children.

The remaining District Councils make no suggestion for the transfer of these functions although HENDON, which wishes to see the Welfare functions conferred upon it, expresses a doubt as to whether the Children's services can be separated from the administration of the Welfare services.

Observations on the alleged defects

The major criticisms in respect of this service are:—

Remoteness of the County Council.
Lack of personal contact.
Complex organisation.
Centralisation.
Lack of co-ordination with other services.

The general reply to these criticisms has been dealt with in connection with other functions, particularly the Personal Health Services, but with regard to the suggested lack of personal contact and the criticism relating to centralisation, it is pointed out that the field work for the Children's services is de-centralised into 10 areas which ensures that officers in the areas have local knowledge and close contact with the public and the children for whom they are responsible.

It cannot be accepted that there is lack of co-ordination with the other services because, in fact, very close and effective co-operation does exist with the Health, Education and Welfare services.

Conclusion

It will be seen that the majority of District Councils do not seek any change in the present arrangements for the administration of this service, thus supporting the County Council's view that the service is most satisfactory and no change is required.

Sewerage and Sewage Disposal

Only six of the Middlesex District Councils make any suggestion in respect of this function. They are as follows:—

EDMONTON stress that the East Middlesex scheme could best be administered by a Committee of the immediate Local Authorities using the Sewage Disposal Works; the present arrangements already involve three County Councils.

HORNSEY—"In a conurbation such as Middlesex it is obvious that some Central Drainage Authority is necessary in order to deal economically with the problem, hence in Middlesex the East Middlesex and West Middlesex Drainage Works have been provided. A Central Authority may be the appropriate organisation to deal with the final disposal."

Twickenham stress that the main drainage service should be administered by a London Region Council or Councils.

Wood Green—the " first-tier Authority " should be the responsible Authority for trunk sewers and also the Authority for the County Council's East Middlesex Works.

Hayes and Harlington—The County highway drains should be constructed to the requirements of the District Council and then vested in the District Council as public sewers. Expenditure attributable to County purposes to be borne by the County Council.

Yiewsley and West Drayton—The District Council has sewerage facilities available for more houses.

None of these Authorities suggests that there are any defects present in the County Council's arrangements for the performance of this function, nor do any of the other Authorities state that they have found defects or experienced any difficulties.

Those District Councils specifically favouring the retention of this function by the County Council are as follows:—

Harrow Hendon Wembley Willesden	The arrangements function smoothly without administrative difficulty.

Staines—The service provided and the relationship between the County Council and the District Council work very well.

Finchley—The function is best administered by an over-all Authority.

Conclusion

The views of the District Councils clearly justify the continuance of the existing arrangements and, subject to the point made in the County Council's Evidence regarding consideration of the formation of a Central Advisory Body, no change is merited.

Drainage of Trade Premises

No difficulties have been experienced.

No defects are noted and no specific change is suggested.

Parks and Open Spaces

Powers and Duties under the Physical Training and Recreation Act, 1937

Only four of the District Councils made any suggestion in respect of these functions, namely Ealing, Edmonton, Southgate, Yiewsley and West Drayton.

Hendon and Uxbridge do not specifically suggest any change but the County Council's powers in respect of these functions are not included in the list of functions which they consider should remain with the County Council.

Ealing—considers that there should be integration of School Playing Fields staff and equipment and general Parks Department staff and equipment.

Edmonton—considers that the powers of the County Council under the Physical Training and Recreation Act should be abrogated but no reasons are given.

Southgate—considers that it should be responsible for all trees and verges on highways in its area. Parts of the County roads within the Boroughs are laid out as grass or shrub verges, the work of maintenance being carried out by the Borough Council but paid for by the County Council.

Yiewsley and West Drayton—considers that public capital is not being used to the best advantage by local Education Authorities having to provide school playing fields where there is adequate provision by District Councils. Provision of school playing fields by Education Authorities should be discretionary. Where there is inadequate public provision of playing fields it seems wrong that school playing fields cannot be used by the general public during school holidays. It should be obligatory for Education Authorities to let school playing fields to District Councils during school holidays when the District Councils wish to rent them.

The comments of Ealing and Yiewsley and West Drayton relate to Education and the comments of Southgate relate to Highways, and none affects the County Council's functions carried out under this heading.

Conclusion

In contrast to Edmonton which desires the County Council to be divested of its powers, 14 District Councils acknowledge the co-operation of the County Council in the provision of open spaces without complaint or criticism. Edmonton's suggestion can in these circumstances hardly be considered as a serious threat to the continuance of the County Council's activities in this field.

Town and Country Planning

What the District Councils seek

Development Plans

EDMONTON seeks full responsibility.

WOOD GREEN and STAINES seek responsibility for the preparation of Town Maps.

The remainder accept that the County Council or other first-tier Authority should be responsible for the Development Plan.

Development Control

Authorities wishing to exercise all functions under Part III of the 1947 Act without reference to the County Council.

EALING*, EDMONTON, HARROW†, HENDON, HESTON AND ISLEWORTH, HORNSEY, TWICKENHAM, UXBRIDGE‡, WEMBLEY†, POTTERS BAR, SUNBURY, YIEWSLEY AND WEST DRAYTON.

Authorities who wish to exercise all functions under Part III of the 1947 Act but accept that the County Council should be consulted in certain cases as follows:—

(*a*) County Council to be consulted in the following types of case:—

(i) Where there is a substantial departure from the Development Plan.

(ii) When the County Council is financially affected.

(iii) When the County Council's statutory powers are affected.

THE GROUP, *i.e.*, ACTON, BRENTFORD AND CHISWICK, FINCHLEY||, SOUTHALL, SOUTHGATE, UXBRIDGE‡, WOOD GREEN, FELTHAM, HAYES AND HARLINGTON, RUISLIP-NORTHWOOD.

(*b*) County Council to deal with or be consulted in certain cases not necessarily identical with those in headings (i), (ii) and (iii) above:—

ENFIELD, TOTTENHAM, WILLESDEN, FRIERN BARNET, STAINES.

---

* EALING although claiming that it should be the Planning Authority for all purposes, excep in connection with the Development Plan, state that it seems unnecessary to submit to the County Planning Authority applications which are in conformity with the Development Plan.

† HARROW and WEMBLEY state that if there cannot be complete conferment of Development Control powers the delegation should be free and unfettered.

‡ UXBRIDGE subscribe to the views of The Group mentioned subsequently but contemplate direct conferment of all planning functions except in relation to the Development Plan.

|| FINCHLEY although subscribing to the evidence of The Group suggests that the County Council should be responsible only for:—

(*a*) The Development Plan.
(*b*) Co-ordination between the District Councils.
(*c*) Ensuring the necessary financial resources for attaining the objects of the Plan.

Observations on the alleged defects

Development Plan

None except for Edmonton who consider the procedure is too slow.

Development Control

(1) *Remoteness of overall financial and broad policy control by the County Council*

Broad policy control is essential otherwise by no means all District Councils would follow the Greater London Plan, *e.g.*, Yiewsley and West Drayton consider the Plan's concept of decentralisation is out of date and Potters Bar would be less stringent on Green Belt policy.

Overall financial control—the County Council has never prevented a District Council from spending money out of its own budget on planning activities. There is a case for financing out of the County Rate action on such things as industry.

(2) *Duplication of work by members and officers*

Some duplication is unavoidable but the advantages outweigh the apparent wastage of man power. The County Council employs specialist county planners. Matters which otherwise may not be properly dealt with by the District Councils are, for example, the Daylighting Code, the industrial policy of the Development Plan and implementation of the Written Statement accompanying the Development Plan none of which seems to be adequately appreciated by many local officers.

(3) *Delays in Administration*

Some 79 per cent. of all development applications submitted by private developers are delegated back for direct action by the local authorities. In practice the fact that the cases are referred to the County Council need not cause any delay in the decision being issued because the District Council has a copy of the application and is taking the necessary steps to report on that application to their next Committee. As to the 21 per cent. of excepted applications these do have to wait for the monthly meetings of Area Committees. The speed with which these are dealt with is determined to no small extent by the efficiency of the local authority administration. Many authorities take much more than the seven days allowed by the delegation scheme for transmission of applications to the County Planning Department. Many authorities hold their Committee meetings at dates which do not fit in with the dates of the Area meetings and decisions have to be held up until after an Area meeting pending a local authority meeting. There are also authorities that are very slow in sending out decisions after they have received Committee resolutions from the Clerk of the County Council. The County Planning Officer understands that some of these authorities take just as long to send out the decision on delegated cases as they do on excepted cases.

On page 21 of the Evidence of the Harrow Borough Council it is claimed that excepted cases take about 35 days and non-excepted cases 20 days. Assuming these figures to be correct, the County Planning Officer does not think that they would be materially altered if all cases were decided by District Councils. The delegated cases are simple straightforward applications that do not involve consultation with other authorities and agents. Many excepted applications are held up by the necessity to consult and the local authority if it made the decisions would find it had to experience the same delays that the County Planning Department experiences in getting the replies to consultation matters. If consultation were carried out by 26 authorities instead of by one authority it might indeed make consultation even slower than it is now, since the Government Departments concerned would have to deal with 26 authorities instead of one.

(4) *Extra cost of Administration*

If the District Councils were to undertake the planning duties of the County Council they would need to engage specialist staff and qualified town planners which the County Council has. Several District Councils do not at present employ even a qualified town planner.

At present one team of officers covers the County—if each of the District Councils were to be advised by suitable specialists it is highly unlikely that it would be possible to occupy their time wholly with town planning work. Thus total cost is likely to be higher than at present. Examples of specialist officers are, economists, geographers, tree experts.

Even if it were true that there was some extra cost arising from the existence of a County Planning Department it is suggested that such extra cost is well worth while to secure the advantages of the overall proper consideration of planning issues. Clearly, if the District Councils undertook all planning activities they would have to bear the compensation costs.

(5) *Friction between County and District Councils*

There is little friction in practice. In the vast majority of cases the views of the District Council and the County Planning Officer coincide.

In many cases even where there is originally a difference the District Council appears to be satisfied with the decision of the Area Planning Committee.

The number of cases which have had to be referred to the Ministry because the District Council sustains its objections is in single figures.

(6) *Staff have to serve two masters*

This is not and would not be expected to be the position in Planning; District Officers advise the District Councils; County Officers advise the Committees of the Council.

(7) *District Councils' liasion with Government Departments is indirect*

Experience has shown that at meetings with the Ministry District Councils are always invited and on occasions they initiate such consultations themselves—in fact they do have a good deal of direct contact with Ministry officers.

(8) *Interference by the County Council in matters of detail*

Excepted cases are the important cases—there is unfettered delegation of the remainder.

Details may be dealt with in an expected case as all aspects of the application must be considered by the County Planning Officer.

(9) *Confusion in the minds of Members of the public*

The majority of applications are from Architects, Surveyors, Estate Agents and Builders who have no difficulty. It is simple for the laymen to find out the position either from officers of the County Council or District Council.

Particular Criticisms

(*a*) It is said by some District Councils that there is an unnecessary waste of staff, time and effort by reason of the eleven steps which have to be complied with in some cases before a decision can be reached. (See for example the evidence of Hendon.)

The general criticism of delay has been dealt with above. With regard to the eleven steps listed it is estimated that in less than 10 per cent. of applications do they all require to be carried out. The vast majority of cases require only the first four steps.

(*b*) It is said by some District Councils that there is an unnecessary waste of staff, time and effort in the requirement of the County Council that copies of all development applications be submitted to the County Council, as the majority are returned to the District Council to be dealt with.

As stated in the County's Evidence the County Council finds that it is essential to see all plans deposited with planning applications whether they are to be excepted or not. The County Council could not otherwise maintain supervision of the County's progress and development.

(*c*) *Area Planning Committees.* (i) Exercise of right to "except" cases—it is complained by Finchley and Heston and Isleworth that cases have been excepted for decision by the Area Planning Committees in an arbitrary manner. Where such complaints have been made to the County Planning Officer they have been examined and were found to arise from the District Council's failure to appreciate the policy of the County Development Plan.

(ii) Enfield complains of the procedure whereby Area Committee decisions are dealt with by the County Planning Committee. This point has been effectively disposed of at a recent conference with the Middlesex Borough and District Councils Association.

(iii) There are particular criticisms of the County Council's application of Planning Policy, *e.g.*, that the implementation of industrial policy has been too slow, for which a detailed reply can be given.

(iv) The Group of Medium-sized Authorities state that the area covered by Area Planning Committees is so large that few of their members can be expected to have any knowledge of the locality of most of the premises which come before them and the Group suggests that this in itself is a strong argument for giving local councils power to deal with these applications.

Heston and Isleworth makes much the same comment. There are of course four not three Area Planning Committees as many Districts seem to think.

It cannot be agreed that the Members of Area Planning Committees lack sufficient knowledge to consider the applications before the Committees. The County Planning Committee in appointing representatives to Area Committees invariably seeks to appoint representatives who have a knowledge of the particular Area. Greater London is one continuous built-up area and most Members know a much wider area than the territory of the district in which they live. On District Councils there are often local pressures which do not have the same impact on an Area Committee where there are representatives of a number of authorities. An Area Committee is much less likely to take a parochial view. A large proportion of excepted cases deal with issues which can be decided without any detailed knowledge of the actual site. Such cases are decided on the basis of the policy laid down in the County Development Plan.

One advantage of Area Committees dealing with a whole section of a county stretching from the County of London boundary out to the Green Belt is that the experience of members in the inner areas as to what has gone wrong in their districts in the past enables them to give sound advice to avoid the repetition of mistakes in the outer areas where development is still proceeding.

In considering whether the Area Planning Committees should be abolished it can be shown that there are both advantages and disadvantages in the present system which has, however, worked well.

Conclusion

Only Edmonton seeks full planning powers and its claim is not based on any stronger grounds than those which seek something less than full planning powers.

With regard to those authorities claiming to exercise all functions in relation to Development Control without reference of any case to the County Council the objections are already stated on Pages 131 and 132 of the County Council's Evidence.

The claim of those authorities seeking to exercise Development Control functions subject to the right of the County Council to be consulted on certain cases approaches the present system and a re-examination of the delegation Scheme on these lines might be considered so long as the County Council had the right to determine what those cases were and the ultimate right to determine them and the definition was such that it enabled the County Council to ensure that the Development Plan policy was adhered to.

The evidence submitted by the District Councils does not, it is submitted, disclose any major defects in the present system and consequently it does not justify any major change being made in the present arrangements. The acceptance by the majority of the District Councils that the County Council should retain responsibility for the Development Plan and should have some important rights in relation to Development Control leads to the conclusion that delegation will continue to provide the better means of administering this function than direct conferment. It is against the present delegation arrangements that the majority of criticism is levelled but in contrast to this is the evidence of Willesden namely, " In general terms the Borough Council regards the division of functions between the Local Planning Authority and the Borough Council as reasonably satisfactory and as having worked satisfactorily over the past years," or again that of Tottenham which admits that the official side of delegation operates reasonably smoothly or still further that of Sunbury which states that the scheme of delegation has worked reasonably satisfactorily since the appointed day in 1948.

All the District Councils in Middlesex are treated alike and if three authorities find themselves able to express such views the dissatisfaction of the others must at least be suspect.

Looking at all the evidence individually and as a whole it cannot be said that any case for a radical change has been made out and that the County Council's case largely for the retention of the *status quo* is justified. The delegation scheme and the position of the Area Planning Committees are the only matters which may benefit from further consideration.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

With eight exceptions the District Councils do not suggest any change in responsibility for the functions exercisable under this Act in relation to the survey of footpaths. Those District Councils suggesting a change, advocate that the functions should be transferred to the District Councils in some cases because they feel that the functions are akin to those carried out by the District Council as Highway Authority for District roads.

The eight Authorities seeking conferment of this function, with their views are as follows:—

ENFIELD—because it claims to have better local knowledge and facilities.

HENDON—as the functions are allied to Planning and Highways they should be transferred to the Borough Council.

HESTON AND ISLEWORTH—would be more satisfactorily exercised by the Borough Council which has local knowledge.

TOTTENHAM—functions should be transferred to the Highway Authority for District Roads.

TWICKENHAM—because local knowledge is of first importance.

UXBRIDGE—the present separation of the function from Highway functions leads to confusion.

POTTERS BAR—it should be responsible as it carried out the original survey for the County Council.

YIEWSLEY AND WEST DRAYTON—merely states that these functions could very well be undertaken by the Urban District Council.

In addition HARROW, although not specifically asking for the transfer of this function, contends that local knowledge is of first importance.

FINCHLEY does not object to the functions remaining with the County Council since the Map and Statement should cover a wider area than the Borough.

Conclusion

Footpath Associations would probably prefer that the County Council should continue as the Authority because they find it more convenient in protecting the interests of pedestrians to deal with only one Authority. Moreover, many footpaths cross District boundaries.

There is a wide variation in the way in which footpath surveys have been carried out throughout the country. This variation would be greatly increased if every District Council presents its own survey maps. The form of presentation of the Middlesex Survey was worked out by specialists in the County Planning Department and has been commended by the Central Rights of Way Committee.

Provision of Housing, Slum Clearance

These are functions of the District Councils and the only suggestions for change in the present arrangements are as follows:—

EDMONTON, HESTON AND ISLEWORTH, TOTTENHAM, FRIERN BARNET, POTTERS BAR, WOOD GREEN.

Each suggests that the powers of the County Council to provide residential accommodation, *e.g.*, for aged, &c., persons, should be transferred to the District Councils.

WOOD GREEN suggests that the first-tier Authority should have concurrent powers, particularly for out-County housing, and YIEWSLEY AND WEST DRAYTON specifically suggest that the County Council should be given powers to build houses outside the County.

Only two District Councils make any suggestions in regard to slum clearance, namely—EALING, that there should be some discretion in the handling of slum property, and WOOD GREEN suggests that the present procedure could be improved so as to avoid delays.

WILLESDEN would have liked the County Development Plan to have designated several other areas of the Borough for comprehensive re-development. The County Council has always endeavoured not to frustrate the desires of the Borough Council in this respect. The only area proposed by Willesden at the time of submission of the Development Plan is included therein. Several areas were programmed for development and a number of these were deleted prior to submission of the Plan while others were deleted by the Minister. No protests by Willesden against the deletions have been recalled.

Views of the District Councils

Although only two District Councils suggest that the first-tier Authority should have concurrent housing powers particularly in relation to out-County housing, the extent of the problem can be seen from the following illustrations:—

EALING admits that it cannot satisfy its housing demand.

EDMONTON has a main waiting list of 1,900 and a supplementary waiting list of 600 cases and 921 families remain to be dealt with to complete the five-year slum clearance programme. Edmonton is almost entirely built up and it is admitted that it is beoming more difficult to acquire sites outside the Borough.

ENFILED has a large unsatisfied need for housing and in 1948 there were 2,608 cases on the Borough Council's waiting list of applicants for accommodation including 22 families in half-way house accommodation.

HARROW has 281 premises required to be dealt with under the slum clearance programme but it is not considered by the Borough Council to be a great problem.

HESTON AND ISLEWORTH state that a number of District Councils in Middlesex have already exhausted or are about to exhaust their available land resources, and whilst the slums in Heston are less extensive and numerous than in some other densely populated areas, there is no doubt, it is said, that the number of houses cleared would be larger if it were not for the continuing shortage of houses to relieve overcrowding.

HORNSEY is now practically built up and the Borough Council's housing activities will be confined to slum clearance, the improvement of individual houses and the provision of futher accommodation for elderly people.

TOTTENHAM. The demand for houses to let in the Borough places a great strain on the Council's resources. The slum clearance programme provides for the clearance of 2,189 unfit houses and the re-housing of the occupants in dwellings provided by the Corporation. Because of the lack of building sites in the Borough re-housing will be achieved mainly by careful phasing of the programme to allow the decanting of families from one area into dwellings constructed in an area a which has been dealt with earlier in the programme.

WILLESDEN closed its waiting list a year ago when it had some 11,000 families listed. It states that there is an overspill from slum clearance which is a very serious and difficult matter to overcome.

WOOD GREEN. There are 1,198 applicants on the Council's waiting list for housing accommodation, many of whom are in urgent need of accommodation.

YIEWSLAY AND WEST DRAYTON state that most Authorities have far larger housing lists and slum clearance problems than the Urban District Council and most of these will be unable to solve their problems within their own boundaries because of real physical restrictions, *i.e.*, no more building land. If it were not for the County Council's Green Belt policy the District Council considers that it could assist in the solution of this problem.

Conclusion

It may be considered that the above views and facts give some support to the County Council's Evidence submitted to the Royal Commission on this subject.

A number of Authorities support the proposal for a new Town for Middlesex.

The Edmonton Borough Council strongly critisises the fact that tenants for houses in the New Towns qualify by reason of employment and not by the housing need as assessed by the district from which the family comes. Wood Green also remark adversely on this aspect of selection by the industrial scheme.

Although these two councils criticize selection by employment it is believed in fact that the movement from Middlesex to the New and Expanded Towns is in practice taking care at present of approximately the natural increase of population in Middlesex. This is running at some 8,000 persons per year but the population of the county is falling very slightly. There are some 2,400 families a year moving from Middlesex to the New and Expanded Towns.

It is interesting to note that Enfield says that the exporting of families to New Towns has had some effect on housing pressure and Twickenham points to its falling population, saying that exporting families is having the desired effect.

Construction, Improvement and Maintenance of Roads and Bridges

What the District Councils seek

1. Those desiring the transfer of all County Council's powers to the District Councils and for the latter to be agents of the Ministry of Transport for trunk roads.

EDMONTON, EALING (the views of Ealing are not clear as it is merely stated tha there should be a single organisation dealing with roads and bridges in the Bo rough but it is assumed that the single organisation should, in Ealing's view, be the Borough Council), ENFIELD, HARROW, HENDON, TWICKENHAM.

2. Those seeking the direct conferment of *improvement and maintenance* of all County roads together with the right to act as the Ministry of Transport's agent for some or all purposes in connection with trunk roads.

The members of The Group, namely, ACTON, BRENTFORD AND CHISWICK, FINCHLEY, SOUTHALL, SOUTHGATE*, UXBRIDGE, WOOD GREEN, FELTHAM, HAYES AND HARLINGTON†, RUISLIP-NORTHWOOD.

The following District Councils have views similar to those of The Group. HESTON AND ISLEWORTH, WEMBLEY, WILLESDEN.

3. Those accepting the present arrangements subject to amendments in certain cases:—

HORNSEY—no criticism is made of the present arrangements and no change is suggested.

TOTTENHAM feels that the present allocation of responsibility is satisfactory but that the arrangements for financial control and for the classification of roads require amending.

FRIERN BARNET considers that the financial arrangements require amending.

POTTERS BAR considers that major improvements and co-ordination of road improvements should be the responsibility of the County Council and that maintenance and minor improvements should be delegated to the District Council.

STAINES accepts that the overall responsibility for standards of construction and finance should remain with the County Council and subject thereto, the District Council should have the responsibility for improving and maintaining all main roads in the district by means of adequate " claiming " or delegation arrangements.

YIEWSLEY AND WEST DRAYTON considers that it should be the Highway Authority for all County roads except Class I roads.

Views of the District Councils

Such criticism as is levelled against the County Council in respect of this function is general in character and in no instance is it substantiated by reference to a particular case. Such criticism is against a duplicated system which is said to be wasteful of staff and materials and which causes delays and duplication of work and is uneconomical. Some of the District Councils make no criticism at all.

---

* Southgate Borough Council in its individual Evidence seeks only the delegation of the Ministry of Transport's powers in respect of trunk roads and for greater flexibility in the financial control of the County Council over " claimed " roads.

† Hayes and Harlington Urban District Council accept that the Highway Authority for all County roads should be the County Council District operating through the claiming procedure whereby works of maintenance and improvement are carried out by the District Council, the expenditure being spread through the County as a whole because of the " through traffic " nature of the County Roads.

The evidence of The Group is to the effect that the agreements with the County Council have operated generally to the satisfaction of both parties but they query the necessity for approval of expenditure by the County Council.

Hornsey specifically states that no criticism is made of the present arrangements and no change is suggested, and although the only control exercised by the County Council in Hornsey is in respect of the total amount of money issued, no complaint is made regarding the manner in which this control is exercised.

Tottenham states that the present system works satisfactorily from the point of view of responsibility of functions, but considers that the system of annual allocation of monies for road works by the Ministry and the County Council produces delays.

The criticism made by Enfield Borough Council is of interest, namely, that the present arrangements lead to the creation of confusion and dissatisfaction in the minds of the public due to two separate Local Authorities with differing standards and methods administering identical functions in one district. This gives rise to the question as to how much this position would be magnified if there were 26 Highway Authorities in the County responsible for roads which cross District boundaries.

Conclusion

The general criticisms by the Local Authorities can be met in the case of this function as in others, namely, that such duplication as may exist is outweighed by the advantages of a centrally controlled organisation ensuring a uniform standard of highway administration throughout the County. Far from being eneconomical it is maintained that efficiency and economy have been achieved. See pages 150–151 of the County Council's Evidence.

The County Council's case is that uniform standards are essential for roads which serve more than one District Council and that these standards can only be maintained if there is an overall Highway Authority. This view is to some extent supported by the Hayes and Harlington Urban District Council which accepts that the through traffic nature of County roads requires expenditure to be spread throughout the County as a whole and by the Staines Urban District Council which believes that the overall financial responsibility and standards of construction with regard to main and classified roads should remain with the County Council and the Ministry, but that there should be adequate arrangements for delegation to District Councils.

If it is accepted that the County Council is to retain financial control over highway maintenance it could not do this satisfactorily without also having direct responsibility for maintenence. If this position is accepted it follows that some of the County roads must be directly maintained by the County Council so that the claims of The Group and those Authorities with similar views are unrealistic. Similarly, if as seems apparent, the maintenance of Trunk roads should not be in the hands of a multitude of Authorities, the County Council's functions in this respect must be preserved. The County Council could not maintain only the Trunk roads so that again it follows that some of the County roads must be directly maintained by the County Council.

The control exercised over " Agency " and " Claiming " Authorities requires the submission of estimates and schemes for proposed improvements and the submission of maintenance estimates. This enables the necessary standardisation to be achieved and, as the County Council bears the cost, is not only reasonable but essential.

The suggestion of Yiewsley and West Drayton that the County Council should be responsible for all Class I roads would not be practicable as it would mean many Authorities would lose the bulk of their more important roads including in many cases the High Street. Some re-allocation of the roads for which the County Council and the District Councils are respectively responsible may well be desirable and is suggested in the County Council's Evidence, so long as the mileage directly maintained is not reduced.

Street Cleansing

What the District Councils seek

With the exception of Sunbury-on-Thames and Yiewsley and West Drayton which do not suggest that there should be any change in the present arrangements, the remainder of the District Councils in Middlesex in whose area the County Council at present is responsible for the cleansing of some roads, desire that complete responsibility for this function should be that of the District Council.

Views of the District Councils

The complaints made against the County Council in respect of this function are not particularised nor are they substantiated with any specific examples or illustrations. Generally, the complaints are that the existing arrangements entail a duplication of staff and equipment and that they are uneconomical. Some of the District Councils complain that the County Council carries out its street cleansing functions in an unsatisfactory manner because it is less expeditious than the District Council with the result that particularly when snow and ice have to be cleared there have been complaints because the roads for which the County Council is responsible are not cleared as quickly as those for which the District Council is responsible. These complaints are not made by all the District Councils and Yiewsley and West Drayton Council acknowledge that in performing these functions the County Council maintains a good standard.

Harrow, Wembley and Wood Green consider that there is a defect in the present organisation simply because there are two Authorities dealing with the same function.

Conclusion

The County Engineer considers that it is essential for the County Council to cleanse the roads which it directly maintains, as the lengths-men provide a vital link whereby the condition of the road is constantly watched so that need for repair, maintenance or improvement may speedily be brought to the attention of the Divisional Surveyor.

The County Engineer does not accept that County roads are cleared less expeditiously than District Roads. There have been complaints addressed to the County Council which were directed against the District Council. It is significant that Yiewsley and West Drayton should be satisfied with the standard maintained by the County Council which does not vary from district to district.

Street Lighting

Views of the District Councils

The District Councils perform this function and generally speaking they do not consider that any change is required.

That there is a need for reasonably uniform standards is specifically mentioned by SOUTHGATE, TOTTENHAM, TWICKENHAM, FRIERN BARNET and STAINES. Of these SOUTHGATE suggests that the Minister or the County Engineer should have power to regularise the type, height and spacing of lights over classified roads.

Reference is made by some of these authorities to the recent Conference called by the Minister to discuss methods of achieving uniformity with particular reference to the formation of a Standing Consultative Committee.

HAYES AND HARLINGTON considers that the County Council should re-imburse expenditure incurred on the lighting of County roads. SOUTHGATE considers that this expenditure should rank for grant.

Conclusion

The County Council's view that a problem exists in connection with this function is supported by the evidence of the above authorities.

Control of Watercourses, Ditches and Ponds

What the District Councils seek

1. Those seeking to divest the County Council of its powers either by a transfer to the District Council, the Conservancy Boards or otherwise:—

EDMONTON, ENFIELD, HENDON, TWICKENHAM, POTTERS BAR, UXBRIDGE*.

2. Those contending that the County Council's present permissive powers should be made obligatory:—

HARROW, WEMBLEY, WILLESDEN.

3. Those making other suggestions:—

TOTTENHAM, responsibility for flood prevention requires examination.

HAYES AND HARLINGTON, there should be defined responsibility as follows:—Rivers and Canals with the County Council, the remainder with the District Council. The County Council to provide a technical service in respect of the whole.

STAINES, responsibility should be more closely defined.

4. The remainder do not suggest any change in the present arrangements.

Views of the District Councils

The criticisms made against the present arrangements are as follows:—

(A) The powers of the Conservancy Boards, the County Council and the District Councils overlap.

(B) Difficulty arises because the County Council's powers are purely permissive.

(C) The County Council's administration is too complex and remote and its powers are not noticeably exercised. (Enfield only makes this complaint).

(D) No Authority has power to carry our flood prevention or require riparian owners to do so. (Twickenham only makes this complaint and it is not completely accurate as the County Council has flood prevention powers under the Middlesex County Council Act, 1944).

(E) There is uncertainty as to responsibility for maintenance, &c. (Hayes and Harlington and Staines.)

Those District Councils expressing views specifically in favour of the County Council are as follows:—

(i) Finchley states that this function is best administered by an over-all Authority and it favours retention by the County Council.

---

* UXBRIDGE do not specifically suggest any transfer of powers in respect of this function but it is not one of those included in the list of functions which Uxbridge accepts should remain with the County Council.

(ii) Hayes and Harlington accepts that defined rivers and canals should be under the control of the County Council as being of more than local importance.

(iii) Yiewsley and West Drayton states that the County Council's water courses are in good order and regular maintenance works are carried out.

Conclusion

The views of the County Council coincide with those of Finchley and Hayes and Harlington in that water courses of more than local importance should be the function of an Authority larger than that of the District Councils as the rivers concerned traverse the areas of two or more District Councils. The County Council should therefore continue to be responsible for the area at present within its jurisdiction.

In practice there is no overlapping between the County Council, the Conservancy Boards and the District Councils in the exercise of their respective functions.

If there is an uncertainty as to responsibility in the minds of certain District Councils, it arises perhaps because the County Council's powers are permissive, but it would be impracticable and unrealistic to make such powers obligatory, as they would very largely be impossible of definition *e.g.*, at what stage could it be said that flooding had reached such proportions that the County Council would be obliged to take action.

Twickenham suggests that flood prevention powers should be vested in a Joint Committee of riparian Authorities, Such an arrangement might be of advantage if the County Council were represented thereon.

Prevention of River Pollution

Views of the District Councils

Only Enfield and Potters Bar specifically suggest that the County Council should be divested of its powers in respect of this function. Enfield suggests the transfer of powers to the Borough Council because it claims that the County administration is too complex and remote and that the Borough Council is in a position to deal with the matter more expeditiously, effectively and economically. Enfield does not endeavour to support its views in this respect in any way.

Potters Bar wishes to see the County Council's powers transferred to the Conservancy Boards so as to avoid doubt as to the respective powers and duties of the Boards, the County Council and the Local Authorities.

Hendon and Uxbridge do not specifically suggest any tranfer of powers in respect of this function, but it is not one of those included in the list which these Authorities contend should remain with the County Council.

Conclusion

The exercise of this function properly and conveniently goes with the maintenance of water courses. As in both instances, the large majority of District Councils do not suggest any change, it may be assumed that they are satisfied with the position and that they are so satisfied because the functions are carried out efficiently and conveniently.

Joint Statement of Evidence by Ten of the Larger Boroughs

The Joint Statement of Evidence on behalf of the Borough Councils of Edmonton, Enfield, Harrow, Hendon, Heston and Isleworth, Hornsey, Tottenham, Twickenham, Wembley and Willesden was submitted to the Royal Commission subsequent to the individual statements from these Authorities. The Joint Statement emphasises that it in no way derogates from such individual statements.

The Joint Statement records that after the publication in 1956 of the White Paper on Areas and Status of Local Authorities the majority of the Boroughs in Middlesex deprecated the embargo on the creation of County Boroughs in the County. If some form of two-tier local government were to be applied to the whole of Middlesex it was considered that the main functions which should remain exercisable by the County Council should be as follows:—

Approved Schools and Remand Homes.
Fire Brigade and Ambulance Services.
Administration of Justice and Coroners.
Further and Technical Education.
Welfare of the Blind, Deaf and Dumb.
Care of Children.
Revision of the County Development Plan.
Main Drainage.
Civil Defence.

The Middlesex Borough and District Council's Association at meetings held between October, 1956 and February, 1958, concluded that

(1) the creation of " supra " authority for the whole of the greater part of the Metropolitan Area was undesirable and unnecessary and that Middlesex County Council in an appropriate form should continue in existence for an area corresponding substantially to the present Administrative County.

(2) That the County District Councils in Middlesex should have greater powers conferred on them than those normally enjoyed by County District Councils.

(3) With the exception of Friern Barnet, Potters Bar, Staines and Sunbury-on-Thames the Middlesex Authorities considered that most local government functions should be conferred on them. The four authorities named raised no objection to the direct conferment of powers on the larger authorities, but in their own case, they believed that " certain functions should be conferred by way of delegation or on joint committees set up by them."

In May, 1958 there was a change of view by some Middlesex Authorities mainly in the population group of 75,000 and below who advocated the retention of the two-tier system in Middlesex and opposed the creation of any County Borough or other " all purpose " authority. The larger boroughs were not prepared to surrender their right to claim County Borough status unless and until further powers were directly conferred on them. Having regard to the fundamental divergence of opinion the Association decided not to submit a statement to the Royal Commission.

In addition to recording the above the Joint Statement expresses the concurrence of the Ten Boroughs in the views of the Middlesex Excepted Districts Association and their contention that they are fully competent to have directly conferred on them the additional functions and greater local autonomy which they seek.

There follows a note on the financial effect of their proposals:—

> " The ten boroughs, recognising the importance of the financial aspect, have given careful consideration to the financial effect of their proposals. They appreciate that the change in the incidence of charge from the county to the borough basis, consequent upon the suggested transfer of functions and the acceptance of financial liability therefor by the individual authorities must inevitably be reflected in material variations from the equalised general county rate now levied for the various purposes.
>
> No estimate of the likely immediate effect of the transfer of powers can be made with any worthwhile degree of accuracy because it is neither possible to take account of the way in which the financial provisions of the Local Govern-

ment Act, 1958, may operate, nor to forecast the effect of the amendments to some of those financial provisions which the proposals would entail.

Furthermore, no estimates are available of the expenditure which any local authority would incur upon the transferred services, or of the expenditure at present incurred by the County Council, in relation to County districts. Difficulties also arise in considering the effect of varying capital expenditure in different areas.

However, a simple calculation apportioning, on such unit bases as seems appropriate, a sum of the same order as that estimated to be incurred by the County Council in 1958–59 on the services which it is claimed should be transferred, and a comparison of the rate which would be needed to meet such an apportioned share, with the present County rate levy, gives some indication of the relative changes in the rate poundage. Clearly, any possible savings in expenditure which a transfer of the functions might well bring about are thus ignored. Calculated in this way, the gains and losses amongst the ten boroughs range from a gain of 1*s*. in the £ to a loss of 2*s*. in the £.

This calculation has been tested by an apportionment based wholly on total population, and the range of gains and losses emerging therefrom is not markedly dissimilar to that cited above.

In general, authorities with a rateable value per head of population above the county average will tend to gain financially, whilst those with a rateable value per head of population below the county average will tend to lose.

With each method, the aggregate effect of the severance of the ten boroughs upon the remainder of the County, is a small gain."

Observations on the Joint Statement

Having regard to the views which the County Council has already expressed in this document and the evidence which it has submitted to the Royal Commission, only the financial notes contained in the Joint Statement call for comment.

In connection with the reference to the difficulties which would arise in considering the effect of varying capital expenditure in different areas the County Council points out that severance would entail the transfer of capital debt and might be expected to impose a heavy burden in the districts which have developed later.

With regard to the approximation of the differences in the rate in the pound, if these authorities become autonomous it might well be that if the figures were extended to 1959–60 and afterwards, the alterations necessary in the general grant apportionment which would be caused by the serverance of County Boroughs from the County area might make a material difference to these figures.

The statement in the penultimate paragraph of the financial notes in the Joint Statement quoted above is a very good reason for retaining the *status quo* and spreading the charge, particularly for education, over the whole County.

It is stated that the aggregate effect of the severance of the 10 boroughs upon the remainder of the County is a small gain. The County Council considers that if these 10 boroughs became County Boroughs the rest of the County would entirely lose its homogeneity and would become an impossible area for administration purposes.

Evidence of the Lee Conservancy Catchment Board

Much of this evidence consists of comment upon the County Council's evidence to the Royal Commission with reference to the control of watercourses, &c., and the prevention of river pollution.

The Council in its evidence made two points which affect the Board, namely:—

(*a*) The Council does not exercise its powers in the area of the Board (or the Thames Conservancy) as it feels justified in carrying out work only in the interests of the Council as a whole and by co-ordinating improvements on the streams over which it exercises its powers for the whole length.

The Board (and the Conservancy) maintain the " main rivers " in these areas but not the remainder of the streams.

It was suggested that if the District Councils had power to contribute to or pay the cost of work done in their areas by the Board (and Conservancy) to " non-main rivers " in their areas work may be facilitated. The Conservancy has limited power to obtain contributions but it does not appear that the Board has any such power.

(*b*) That there would be no advantage to be gained by incorporating the area now administered by the Council in that of the Thames or the Lee but of the two the former would seem to be the more appropriate.

With regard to the first point the Board stress the fact that the Council's own powers extend to the watercourses which are not designated as " main rivers " in the Thames and Lee areas. The Board does not contend that the Council should exercise it powers in these areas. It is doubted whether it will be suggested that the Council should so exercise its powers.

The Board state that any power for the District Councils to contribute towards the cost of or to bear the expense of work by the Board (or Conservancy) would have to be accompanied by specific powers for those two bodies to carry out work on watercourses which are not " main river ", or their existing main river system extended. This is accepted.

With regard to the second point the Board suggests that there would be certain advantages if the " central area " of Middlesex were brought within the jurisdiction of a catchment board or a river board, *viz.*:—

(*a*) The cost of flood prevention works, and other works of improvement, could be assisted by Government grant under Section 55 of the Land Drainage Act, 1930.

(*b*) The services, knowledge and experience of lay members and of administrative and technical staff whose speciality has been the improvement and maintenance of rivers and streams would be available.

(*c*) The power to carry out tidal defence works in relation to " main river " would be available as regards the length of the Thames north bank from the western boundary of the Administrative County of London upstream to Teddington Wier.

(*d*) The power of gauging and recording rainfall and the flow of streams would be available in the area.

In reply to these four points it cannot be admitted that (*b*) and (*d*) are of any substance. The Council can certainly lay claim to the attributes mentioned in (*b*) and with regard to (*d*) there are at the moment in the County 16 stations recording rainfall and the Council maintains four permanent gauges on its rivers and in addition measures the flow of the rivers with portable apparatus whenever necessary.

The grants referred to in paragraph (*a*) are payable, subject to Ministerial approval, in respect of new works or the improvement of existing works. Parliament could, if it saw fit, enable the grants to be payable to the County Council without tranferring the Middlesex " central area " to either the Board or the Conservancy.

With regard to paragraph (*c*) the Ministry of Agriculture, Fisheries and Food in its evidence to the Royal Commission draws attention to the lack of powers in respect of this stretch of the Thames. The Ministry does not, however, suggest that the remedy would be to transfer the jurisdiction of the Council elsewhere but refers to the Report of the Departmental Committee on Coastal Flooding 1954

(Cmd. 9165) which recommended legislation to provide that in the area up to Teddinton the cost of defence works would be divided between the riparian owners, the rates and the Exchequer. In Middlesex and Surrey where the riparian borough councils would be the executive Authorities, a contribution would be sought from the County Councils, the balance being met out of the Borough rates. Legislation would be necessary to remedy the deficiency in powers and a Joint Committee was recommended consisting of the London County Council, the Thames Conservancy, River and Catchment Boards, the Port of London Authority and the riparian Borough Councils. The County Council represented to the Minister that it should be represented on the Committee.

The Board also submits to the Royal Commission that the Middlesex " central area " could more conveniently be incorporated with the Board than with the Thames Conservancy, since the type of problems are similar to those in respect of which the Board have considerable experience. The Council also can claim considerable experience in this matter.

The Board has examined the evidence submitted to the Royal Commission by the local authorities whose districts are wholly or partly in the Board's area and also within the County of Middlesex. The Board draws attention to the fact that of these nine authorities three, namely, Edmonton, Enfield and Potters Bar consider that the powers of the County Council should be abrogated (although they admit that the evidence of Edmonton on this point appears to be based on a false premise). Only Finchley states that it is content for the County Council's powers to remain. It must be pointed out that the Authorities suggesting abrogation of the County Council's powers have no experience of the County Council's working as Rivers Authority.

It is interesting to note that the Board does not comment on the fact that the other five District Councils do not recommend a change of jurisdiction and it is significant that the Board has not examined the evidence of the Local Authorities wholly within the " central area " of which there are eight, Hendon being the only authority which suggests that the County Council's powers should be transferred elsewhere.

The Board also refers to doubts which certain Local Authorities appear to have as to the Boards' prevention of pollution powers. It is felt that in the area which the County Council administers the local authorities have no doubts as to the County Council's powers as activities have clearly shown that the Council exercises powers on the many minor watercourses in its area.

The Board summarises its evidence in the following submissions:—

(1) That there is a good case for the amalgamation of the " south-west area " with the existing Lee Catchment Area to form one catchment board or river board area. (The south-west area is the Middlesex " central area " together with parts of London and Hertfordshire), and

(2) That there is no case for any curtailment of the Board's powers as at present exercised, although there may be scope for the improvement of these powers.

Conclusion

It cannot be agreed, for the reasons set out in this report, that there is a good case for amalgamation. With regard to the second submission the County Council's evidence did not suggest any curtailment of the Board's powers, on the contrary, the suggestion of the County Council would have the effect of improving those powers by enabling the Board to carry out work at the expense of or with a contribution from the District Councils.

PART II—FURTHER EVIDENCE SUBMITTED BY MIDDLESEX DISTRICT COUNCILS AND OTHER AUTHORITIES TO THE ROYAL COMMISSION

Further statements of evidence have been submitted by London and Essex County Councils and the following District Councils in Middlesex:—

The Group comprising the Borough Councils of Acton, Brentford and Chiswick, Finchley, Southall, Southgate, Uxbridge and Wood Green and the Urban District Councils of Feltham, Hayes and Harlington and Ruislip-Northwood.

The Borough Councils of Edmonton and Twickenham.

The Urban District Council of Potters Bar which relates to an extension of the District Council's boundaries.

The further evidence of the London County Council consists of factual statements relating to Fire Protection and the Public Control services. That of the Essex County Council relates to the Fire Service, Weights and Measures and other related functions and Entertainments Licensing—in each case the County Council advocates the retention of the *status quo.*

The Group desire the transfer to the District Councils of the following functions:—

Food and Drugs and Milk and Dairies.
Employment of Children.
Registration of Births, Deaths and Marriages.

In respect of the following functions the Group state that in view of their specialised nature no alteration is suggested in the present arrangements by which they are undertaken by the County Council:—

Licensing of Theatres and Cinemas.
Weights and Measures.

The evidence of Edmonton Borough Council may be summarised as follows:—

The functions of the Borough Council not referred to in the original evidence are listed and briefly described. With regard to these functions the Borough Council is not aware of any defects in the present arrangements.

The functions of the County Council not referred to in the original evidence are also listed and briefly described. The Borough Council's views may be divided into two categories:—

(1) The Borough Council sees no defects in the present arrangements for the following functions:—

Magistrates' Courts.
Approved Schools and Remand Homes.
Coroners.
Local Taxation Licences.
Smallholdings.
Diseases of Animals Acts.
Fire Brigade.
Civil Defence.
Betting and Lotteries Act, 1934 and Pools Betting Act, 1954.

(2) The Borough Council claims that there are defects in the present arrangements for the following functions and that the remedy in each case is to confer autonomous powers on the Borough Council:—

Food and Drugs and Milk and Dairies.
Weights and Measures.
Licensing of Theatres and Cinemas.

Music and Dancing Licences.
Registration of Births, Deaths and Marriages.

The evidence of Twickenham Borough Council may be summarised as follows:—

The functions of the Borough Council not referred to in the original evidence are listed and briefly described and it is stated in relation thereto that there are no significant defects.

With regard to the appointment of Coroners and the Local Taxation Service the Borough Council consider that it will be convenient if these functions continue to be carried out by some central authority or authorities.

The following functions of the County Council not referred to in the original evidence are also listed and briefly described. In each case the Borough Council submits that there are defects and that the remedy is to transfer the function wholly or partially to the Borough Council:—

Food and Drugs.
Weights and Measures.
Milk and Dairies.
Sale of Poisons.
Registration of Births, Deaths and Marriages.
Local Land Charges.
Protection of Animals, Birds, &c.
Licensing of Theatres, Cinemas and Music and Dancing.
Other Licensing Functions.
Children (Child Life Protection Provisions).
Employment of Children and Young Persons.
Mental Health Services and Nursing Homes.
Smallholdings and Allotments Acts.
The Diseases of Animals Act, 1950.
Waste Food Sterilising Plants.
Fertilisers and Feeding Stuffs Act, 1926.

The evidence of Potters Bar Urban District Council consists of submissions:—

(1) That the boundaries of the District Council should be altered to include (*a*) part of the Parish of North Mimms in the Rural District of Hatfield having an area of approximately 4,200 acres; (*b*) part of the Parish of Northaw in the Rural District of Hatfield, having an area of approximately 950 acres.

As a result the population of Potters Bar would be increased from 21,500 to 40,000 and with some " modest " expansion to 50,000.

(2) That the New Towns of Welwyn and Hatfield be merged to form one Urban District comprising largely Welwyn Urban District and what would remain of Hatfield Rural District.

The County Council has not submitted any evidence in respect of boundary questions, nor has the Royal Commission sought any such evidence. Consequently no comments on Potters Bar's evidence are offered at this stage except to point out that it would appear to give rise to, *inter alia*, planning objections.

It is noted that the East Barnet Urban District Council has submitted further evidence to the effect that it has agreed with the Barnet Urban District Council that the areas of the two authorities should be amalgamated. This proposal is supported by the Hertfordshire County Council.

General comments on the Further Evidence of the District Councils

As in the case of the original evidence the further evidence submitted where it deals with alleged defects in the County Council's services is largely phrased in general terms, is unsupported by facts and is in some cases misleading. Each criticism made is capable of rebuttal in detail and leaves the County Council's evidence unchallenged and undisputed.

The District Council's evidence relating to particular functions is summarised below and the comments of the County Council follow where the type is inset.

Weights and Measures

This function has been specifically claimed by EDMONTON and TWICKEHNAM in their further evidence. In the original evidence HENDON and UXBRIDGE include it in the list of functions which they wish to to see transferred, HESTON and ISLEWORTH impliedly by virtue of their claim for County Borough status, and POTTERS BAR expressly, submit that they should exercise the functions. Other District Councils in their original evidence indicate that they wish to have this function conferred.

As against this THE GROUP (including UXBRIDGE) recognise the specialised nature of this function and do not suggest any alteration in the present arrangements.

The claim of EDMONTON and TWICKENHAM is based on the suggestion that this work if co-ordinated with that of the Public Health Inspectors would provide a more convenient and economic administration. In addition EDMONTON considers the distance of the divisional office from Edmonton to be a defect.

> The weakness of these arguments and the lack of support from other District Councils for any transfer of this function are strong justifications for the County Council's reasoned contentions that it should continue to be the authority responsible for this function.

Food and Drugs, Milk and Dairies

Those District Councils who seek to exercise the powers relating to Weights and Measures also desire the transfer of these functions, and in this case the same submission is made by the 10 authorities comprising THE GROUP. In addition EALING, ENFIELD, WEMBLEY and STAINES suggested in their original evidence that these functions should be carried out by the District Councils.

The District Councils' case in respect of Food and Drugs is based on the following points:—

(1) The need for co-ordination with the duties of the Public Health Inspectors to avoid overlapping and confusion to the public.

(2) The present arrangements involve unnecessary duplication and expense.

(3) The function should be exercised by the District Councils in Middlesex as the majority have the requisite population.

> The first two points are not and cannot be justified. The third point contains no argument in the District Councils' favour; on the contrary it is in the favour of the County Council, that as pointed out in its evidence, on four occasions the claims of District Councils, having the required population, have entailed investigations into the efficiency and economy of the County Council's administration with an outcome in its favour in each case.
>
> The District Councils' case in respect of Milk and Dairies is based on allegations of:—
>
> (1) Divided responsibilities in this field as between County Council and District Council.
>
> (2) Confusion to the public.
>
> (3) Duplication of work and increased cost.
>
> On the evidence in Middlesex the transference of duties in this matter to the County Council by the Minister of Food in 1949 was essential. At that time standards and discretion of enforcement varied, for example, it was found that in all cases thermometer requirements were inadequate or were not being complied with, and similarly plant and building requirements of the appropriate Regulations were in many cases not complied with.

> Unified control is essential for the distribution of milk; there is no confusion in the minds of the traders concerned; and no proof is offered by the District Councils that change would increase administrative efficiency or reduce the cost. The County Council's evidence leads to the contrary view.

Other functions of the County Public Control Department

Nurses and Employment Agencies and Performing Animals are referred to by TWICKENHAM. Some District Councils referred to certain of the Public Control functions in their original evidence.

> No arguments are put forward additional to those raised in connection with Weights and Measures and Food and Drugs, and similarly it is not considered that any case for alteration to the present arrangements has been made out.

Registration of Births, Deaths and Marriages

The following authorities have suggested the transfer to them of the County Council's function in this connection:—

THE GROUP, EDMONTON, HESTON and ISLEWORTH (by virtue of its claim for County Borough status), TWICKENHAM and POTTERS BAR.

Other District Councils indicated in their original evidence that they would be submitting further evidence on this subject but have not yet done so.

The contentions put forward are as follows:—

(1) The present grouping of local councils to form eight Registration Districts is unwieldy, inconvenient and confusing.

(2) The service is closely linked with the personal events of the life of members of the public and should be readily accessible to them in the local Town Hall.

(3) The present arrangements involve unecessary centralisation and any necessary supervision could be more effectually provided if the officers were employed by the Local Authority.

> These contentions do not appear to take into account the facts as expressed in the evidence of the County Council, namely, that this is a service of national importance and only directly of local advantage; that the Registration officers are responsible to the Registrar General; and that in addition to the eight District Register officers there are 25 sub-district offices and 11 registration stations. The division of the County into Registration Districts and Sub-Districts is only made after consultation with and consideration of the views of the District Councils.
>
> In these circumstances there is advantage in centralising the service in the County Council thereby enabling greater flexibility and economy in the use of staff. Having regard to the rare complaints from members of the public and the extent of the facilities provided it cannot be accepted that they are inconvenient, confusing or inaccessible (as asserted without supporting evidence by the District Councils), nor are they unwieldy. The County Council makes the point in its evidence that it should have greater responsibility in the adminstration.

Local Land Charges

The Land Charges Register contains ten parts, some of which appear in both the County and Local Authority Registers, some only in the County Register and some only in the Local Register.

TWICKENHAM is the only authority which has suggested that the County Register should be absorbed in the Local Register and it does so on the ground that there is at present a duplication which is unnecessary and wasteful of time and money. It adopts the recommendations of a Departmental Committee made in 1951 that, outside the County of London, there should be such transfer because the entries in the County register are less than the Local Register so that the operation of trans ferring these would be simpler and there were advantages in placing the Registry as close to the land as possible; the Local Registrar being personally acquainted with most of the land in his district, and when an inspection is necessary, he can make it without loss of time.

The County Council has not submitted evidence in respect of this matter but it is pointed out that even if the County Register came to be absorbed in the Local Register, the need to confer with the County Council for details of any County Council entries disclosed in the Register would remain. Consequently it must be doubted whether duplication of work would be avoided or time and money saved.

The County service at the moment has the reputation of being one of the best in the country and despite the fact that it deals with more searches in a week than any other authority, complaints with regard to it are very few and far between.

Any case for a change will require to be more strongly supported and argued than at present.

Protection of Birds

TWICKENHAM seek conferment of the County Council's powers under the Protection of Birds Act, 1954.

The County Council's functions under this Act are limited to the institution of proceedings. It is not considered that there is any necessity for a transfer, nor is there apparently any desire therefor on the part of the District Councils generally.

Licensing of Theatres, Cinemas and Music and Dancing

In contrast to the evidence of THE GROUP which suggests no alteration in the present arrangements, only two authorities specifically seek any transfer of these functions. EDMONTON contend that for convenience of administration they would be more effectively carried out by the existing staff of the Borough Council.

TWICKENHAM however, seek the conferment of powers relating to the licensing of buildings used for music and dancing, but not theatres, music halls and cinemas. They do suggest, however, that they should have the function of licensing boxing and wrestling entertainments.

Neither authority put forward any convincing argument but contend that it would be better for them to be responsible for administration. The suggestion of Twickenham would be impracticable and a thoroughly undesirable arrangement requiring the employment of two sets of specialist staff. The case against any transfer is fully met in the evidence of the County Council and is fully justified by the satisfaction which the Group apparently find in the service, the lack of support for, and the absence of reasoned arguments or evidence in favour of, a change.

Employment of Children and Young Persons

Broadly speaking the County Council as Local Education Authority enforces the conditions relating to the employment of children while attending school, and the District Council's powers in this respect relate to young persons above compulsory school age.

THE GROUP and TWICKENHAM see in these arrangements unnecessary duplication and administrative complication.

There is, in fact delegation of the day-to-day administration of the County Council's powers to the Divisional Executives. There is no reasonable evidence of unnecessary duplication—the officers employed by the Divisional Executives are County officers but they co-operate with the Shops' Inspectors of the District Councils in the same way as the latter presumably co-operate with the Factory Inspectors.

The employment of children while attending school is so closely bound up with the provision of education that it would be quite unworkable for it to be administered other than by the local education authority and this principle has clearly been recognised in legislation on the matter.

Children (Child Life Protection)

TWICKENHAM seek the conferment of powers relating to Child Life Protection on the submission that intimate local knowledge is not available if child life provisions are administered by a central authority. EALING made a similar claim in the original evidence.

This work is an integral part of the County Council's Children's Department, and because it is true that local knowledge is needed for the work the present arrangements are such that qualified Child Care Officers of the Children's Department (who are best qualified to carry out these duties) operate from each of the 10 areas into which the administrative county is divided for the purposes of the Council's functions under the Children Act, 1948, and they therefore have an intimate knowledge of their own locality and the persons with whom they deal.

Mental Health Services

These services were sought by some authorities in their original evidence and TWICKENHAM now ask for their transfer, claiming that the Local Government Act, 1958, has made provision for delegation to District Councils with 60,000 population. Because the services are essentially personal it is said that they cannot be effectively administered by a central organisation.

Twickenham's evidence does not refer to the fact that the 1958 Act does not provide for automatic delegation of functions under Section 28 of the National Health Service Act, 1946, so far as they relate to the care in residential accommodation of persons suffering from mental illness and their after care. Also so far as the Greater London Area is concerned, the delegation cannot be brought into operation without an Order in Council.

It would be quite inappropriate to transfer or delegate mental health functions as they are either associated with the work of hospitals or require a catchment area greater than the area of one District Council for the provision of facilities such as Special Training Schools and the full employment of specialised officers.

The personal contact between parents and officers in Middlesex is exceptionally close.

Nursing Homes

TWICKENHAM seek the transfer of the County Council registration powers in this respect. They associate this claim with that made in their original evidence for the transfer of the health services generally stating, in particular, that intimate local knowledge is required for this service, which being of a personal nature cannot be effectively or economically administered by a central organisation.

The supervision of nursing homes is best undertaken by the authority responsible for midwifery and home nursing services. Strict supervision can be given by a centralised authority to ensure adequate compliance with uniform standards applicable in all parts of the county. Transfer of this function would militate against this and at the most, delegation would only be acceptable if the County Council retained the power to lay down the standards to be observed.

Smallholdings

Twickenham suggests that the present separation in the administration of smallholdings and allotments results in duplication which can be avoided if the functions are conferred on one Authority.

No evidence is submitted as to the nature of the alleged duplication. No other District Council has referred to defects in respect of this function and it does not seem necessary to add to the County Council's evidence in this respect except to comment that in many instances the demand for smallholdings arises in Districts that are physically incapable of providing the necessary open land for the establishment of holdings, but on a County basis it is possible to make provision in other Districts.

Fertilisers and Feeding Stuffs Act, 1926

Twickenham wishes to have the County Councils functions under this Act transferred to the Borough Council claiming that this is not a service which requires a separate organisation.

Having regard, in particular, to the pre-packaging of many of the commodities scheduled under this Act and their consequent widespread sale, the advantage clearly lies in administration, inspection, sampling and enforcement being carried out on a County basis, thus ensuring uniformity and eliminating duplication.

Diseases of Animals Act, 1950

Twickenham points out that automatic delegation of this function to districts with 60,000 population was visualised in the Government's White Paper on the distribution of functions of Local Authorities. They also point out that some District Councils administer the functions under this Act because they had a population of 10,000 in 1881, and it is suggested that this is an anomaly.

The only defect suggested is that a separate organisation is not required—the duties can well be administered as part of the public health functions of the Corporation.

No other District Council has referred to defects in respect of this function which in the hands of the County Council has the advantage of a uniform administration and system of inspection and enforcement economically carried out by qualified veterinary surgeons.

Waste Food Sterilising Plants

Twickenham refers to the White Paper and claims that this is a public health service which should be dealt with by the District Council's Public Health Inspectors.

It is said that there is a defect in that the present arrangements involve a duplication of administration which can be avoided if the functions are conferred.

No evidence is given of the alleged duplication and no other District Council has referred to any defects in the County Council's administration of this function through its qualified veterinary surgeons, although some District Councils have sought its transfer on previous occasions.

The evidence of Twickenham would not seem to justify any departure from the County Council's evidence that no defect exists in the present arrangements.

PART III

MEMORANDA OF EVIDENCE FROM GOVERNMENT DEPARTMENTS

This evidence is summarised under the headings which follow and the comments of the County Council are shown where the type is inset.

Education

The evidence submitted by the Ministry of Education has reference to:—

(*a*) General evidence with regard to the Greater London Area, including Middlesex.

(*b*) Particular evidence with regard to the working of schemes of divisional administration within Middlesex.

General Evidence with regard to the Greater London Area, including Middlesex

In their general conclusions about the Greater London area as a whole the Ministry of Education consider that there is no part in which the present system of education administration does not work at least tolerably well and that the weaknesses which exist are either not of such a nature or not so serious as to call for major steps to be taken to overcome them. Accordingly the Ministry are not disposed to suggest on education grounds any division or amalgamation of the areas of the existing local education authorities. With regard to Middlesex, which the Ministry describe as a geographical anomaly, various possibilities are discussed and apparently rejected for altering the present arrangements, on the grounds that such educational advantages as might result from any change would not be sufficient to compensate for the disturbance which would inevitably be caused to the operation of the Education service in the county and for other disadvantages. The Ministry conclude "that if Middlesex remains a separate county some system of delegation is unavoidable, and particularly now that memories of independence as Part III authorities are fading in borough offices, there is no reason why the present system of divisional administration should not operate well—as it does in some other parts of the country."

> The County Council welcomes this expression of view from the Ministry of Education for it has consistently taken the view that under any system of two-tier organisation some difficulties and sense of frustration are bound to arise from time to time, but that the difficulties and frustrations which have arisen in Middlesex have been of a comparatively minor order and that the remedy lay not in re-organisation but in improving the operation of delegated powers.
>
> The County Council is pleased to note that in its evidence the Department rejects the proposal that responsibility for primary and secondary education should be separated from responsibility for further education, being of the opinion that " the principle embodied in the Education Act of 1944 that the same authorities should be responsible for primary and secondary and for further education is even more valid today than it was fourteen years ago."

Particular evidence with regard to the Working of Schemes of Divisional Administration within Middlesex

The evidence submitted by the Ministry of Education with regard to the education service in Middlesex refers to the very good work being done in the schools, to the generally high educational standard and to the creditable achievements of the Authority in meeting the demands for additional school accommodation stemming rom the vast number of houses built in the county between the two wars and since

1945. Technical colleges are well administered and reference is made to the particularly effective links which many of them have established with local industry and secondary schools.

The Ministry express a view, so far as the excepted districts are concerned, that it cannot be said that divisional administration has worked well in the county so far. This is attributed on the one hand to a failure on the part of the divisional executives to accept that the County Council as local education authority for the whole county is ultimately responsible for planning the educational service in every part of the area and under an obligation to secure an adequate standard of provision throughout and reasonable economy, and on the other hand to the County Council's interfering too much in the affairs of the excepted districts with particular reference to the financial control which it exercises being extremely close and producing much frustration and ill-feeling.

As well as this intermediate tier of administration being subject to criticism the lowest tier also is considered not to work well. Reference is made to many schools not having a managing or governing body and where one exists to its often taking the form of a sub-committee of the excepted district which acts as managers or governors for a group of schools. In this context reference is made to one sub-committee being given as many as eighteen schools to look after.

Managing and Governing Bodies

The County Council foresaw the difficulties which would arise with regard to the establishment of separate managing and governing bodies for primary and secondary schools. The basic principle of operating the education service in Middlesex through delegated powers rests on the acceptance of the County as the viable educational unit with the divisional executives principally supplying the local interest. The introduction of governing bodies requires either a delegation from the divisional executives to the governing bodies or an unfortunate duplication, and there is immediately raised a hydra-headed increase in possibe friction and irritation. As there are sixteen excepted districts, four non-excepted districts, and two district sub-committees, and over seven hundred county schools are concerned, the problem of separate governing bodies is one of some magnitude. The divisional executives hold similar views on this issue to those of the County Council. Nevertheless, since the setting up of governing bodies is a statutory requirement proposals were invited from the divisional executives and these in the main consisted of arrangements for grouped governing bodies. They have not in the opinion of the County Council been in operation for a length of time which enables any judgement to be formed.

The County Council considers that it should be placed on record that in this matter the Authority did not seek to impose its views upon the divisional executives and that the arrangements for the establishment of governing bodies either to serve individual schools or groups of schools to represent the proposals of the divisional executives concerned. It is for this reason that arrangements vary from individual governing bodies to grouped governing bodies responsible in one case for as many as twenty-two schools.

Interference in the Affairs of the Excepted Districts—Financial Control

Unfortunately the Ministry do not appear to be very well informed and there is considerable doubt as to the reliability of the evidence on which their opinions are based. Although the Ministry allege that "in some directions the County interfere too much in the affairs of the excepted districts," no evidence at all is produced to show that the Middlesex schemes of divisional administration are not in fact, as well as on paper, amongst the most generous.

There is criticism of financial control but the Ministry do not appear to be aware of existing practice. The example quoted—visual aids—is based on an incorrect premise and perhaps therefore not unaturally leads to a conclusion which is the direct antithesis of the County Council's attitude.

The attitude of the County Council towards financial control was crystallised in the report of the Local Government Conference Committee which was accepted by the County Council in 1954. Apart from minor fields of expenditure the main heads of delegated expenditure were to be reduced from 112 to the following:—

1. Salaries of Teachers.
2. Employers' Contributions (Teachers' Superannuation).
3. Salaries and Wages (other than teachers).
4. Expenses of Instruction.
5. National Insurance.
6. Miscellaneous.
7. Furniture.
8. Rent, Rates, Taxes and Insurance.
9. Upkeep of Buildings and Grounds.
10. Fuel, Light and Cleaning (Wages).
11. Fuel, Light and Cleaning (Other Expenses).

Although these proposals were left in abeyance pending the outcome of local government re-organisation the County Council has in fact found it desirable to proceed with major improvements in financial control. Following a pilot scheme commenced in April, 1954, it was decided in 1956 to make a major improvement and enable divisional executives to aggregate the total allowances available for nursery, primary, day special, secondary grammar, secondary modern, secondary comprehensive and secondary technical schools under the following heads of expenditure:—

Books, stationery, materials and consumable games apparatus.
Reference library books.
School funds.
School prizes.
Extra-mural expenditure and orchestral concerts.
Return of sales income.

and to give them discretion as to the distribution of the expenditure among the various types of school and as between the various heads of expenditure. In agreeing to this arrangement the County Council expressed the hope that there would be no unreasonable departure from the various agreed standards of expenditure and that divisional executives would be ready to delegate to Head Teachers an equal discretion in the expenditure of the sums allocated to individual schools.

The second major improvement was made in 1957 when it was agreed that teaching staffs approved for primary and secondary schools could be treated as a total teaching establishment by the divisional executives, giving them discretion to arrange some degree of interchange between teachers allocated to primary and secondary schools. The major factor preventing any further freedom in relation to teaching staff is that the total staffing establishment of the County Council as Local Education Authority is limited by the Ministry of Education itself.

The Ministry specifically comment upon the practice of requiring divisional executives to submit in detail lists of items of proposed expenditure and this presumably refers to the provision for furniture, apparatus and equipment, and the upkeep of buildings and grounds. These items together represent only 7 per cent. of the maintenance expenditure on schools and hardly form an appropriate field for general comment on financial arrangements. Efforts are being made to produce some standard or arrangement whereby the items to be considered individually by the County Council can be restricted to a minimum and the fullest possible measure of freedom of expenditure given to the divisional executives. The County Council has in fact already agreed that within the total sums agreed for the upkeep of buildings and grounds for nursery, primary, and secondary schools the divisional executives shall have discretion as to the allocation of the expenditure as between the various types of school and be enabled to meet unforeseen and urgent contingencies by substituting these for items originally approved, subject to their not being contrary to County Council policy.

The impression given in the Departmental evidence, therefore, that detailed lists of items of proposed expenditure are required to be submitted in all cases and that divisional executives have no discretion to spend within the main heads of account does not reflect the up-to-date position or give a fair indication of the considerable flexibility which now exists.

The County Council accordingly reiterates its view that any difficulties which exist in regard to the general operation of divisional administration and in regard to financial control in particular are susceptible of solution if the recommendations of the Middlesex Local Government Conference Committee are fully implemented.

There are references in the Ministry's evidence to "the unusual geographical shape and situation of Middlesex" and that " Middlesex is a geographical anomaly." In fact it is bounded on the south by the River Thames, on the east by the River Lee and on the west effectively by the River Colne. To the north it is largely bounded by the inner edge of the Metropolitan Green Belt and thus roughly coincides with the outer limits of the built-up area to the north and west sectors of Greater London. Far from being an anomaly it is considered, therefore, that Middlesex is geographically a suitable local government unit.

School Health Service

With regard to the school health service, to which reference is made in the evidence submitted to the Royal Commission by the Ministry of Health, the County Council is fully in agreement with the view of the Department that there should be close integration between this service and the local health services.

Agricultural Education and Youth Employment Service

The County Council has no observations to make with regard to the evidence submitted by the Ministry of Agriculture, Fisheries and Food with respect to agricultural education or by the Ministry of Labour and National Service on the youth employment service, both of which are regarded as operating satisfactorily.

Control of Watercourses, &c.

The Ministry of Agriculture, Fisheries and Food deals with the control of watercourses, ditches and ponds and the Ministry of Housing and Local Government deals with the flooding of watercourses.

The Ministry of Agriculture considers that the organisation of land drainage within the four areas administered by drainage authorities is satisfactory. In addition to the drainage authorities it is pointed out that the County Councils have certain powers. In general it may be said that nothing has occurred since the River Boards Act, 1948, to suggest that there is any reason for reviewing the decision to exclude the Metropolitan Area from the Rivers Boards Act. In other words it appears that the Ministry of Agriculture is not making any suggestions for a change in the structure of the authorities resposible for these functions.

The Ministry does, however, draw attention to two problems, one of which has some relevance to the powers of the County Council, namely the absence of any powers or duty to carry out work for the prevention of flooding on the River Thames from the boundary of the County of London upstream to Teddington Wier. In this connection the Ministry refers to the report of the Departmental Committee on Coastal Flooding, 1954 (Cmd. 915) which recommended legislation to provide that in the area up to Teddington the cost of defence works would be divided between the riparian owners, the rates and the Exchequer in Middlesex and Surrey. Where the riparian Borough Councils would be the executive authorities, a contribution would be sought from the County Councils, the balance being met out of the borough rates. Legislation would be necessary to remedy the defficiency in powers and a Joint Committee was recommended consisting of the London County Council, the Thames Conservancy River and Catchment Boards, the Port of London Authority and the riparian Borough Councils. The County Council at the time suggested to the Minister that it should be represented on the Committee.

The Ministry of Agriculture sees no defects or significant variations of standards in the area. The Ministry of Housing and Local Government in its evidence relating to flooding of watercourses refers to the lack of adequate powers and the reluctance of authorities to agree to joint action, particularly where the action will entail substantial expenditure. Attention is drawn in this latter evidence to particular problems which do not affect the Middlesex County Council.

> Apart from reiterating its desire to be represented on any Joint Committee such as was suggested by the Departmental Committee on Coastal Flooding and expressing its regret that no mention is made of the problem arising from the erosion of the banks of the River Thames, it is not considered that any further comment on the Ministerial evidence is required.

Personal Health and Welfare

The Ministry of Health deals with the Local Authority Health and Welfare Services mainly, as together forming one part of a larger service which also includes the general practitioner and hospital services. The evidence may be summarised as follows:—

(1) A brief outline of the respective services and functions and their financial structure of the Ministry and the Local Authorities is given.

(2) The Health and Welfare Services administered by Local Authorities are complementary to the services provided by general medical practitioners and by the hospitals and they have therefore to be seen as a part of a broader picture.

(3) General points to which the Ministry attach special importance are as follows:—

(*a*) That the local authorities for which the Ministry is responsible in the Greater London Area are not regarded as unsatisfactory or inefficient.

(*b*) Emphasis on not only close liasion between general practitioners, local Health and Welfare authorities and hospital authorities but also complete co-ordination and integration of local authorities' own domiciliary services.

(*c*) The desirability of preserving the existing link between the local authority services and the School Health Service.

(*d*) The necessity, whatever the Commission may have in mind, for continuing to integrate as closely as possible all the personal services which fall within the local authority field, and therefore for keeping their administrative control in the same hands.

(*e*) As to the size of unit most suited to the services for which the Ministry is centrally responsible, the Ministry considers that the absolute minimum figure for the purposes of the Health and Welfare Services is 100,000, but in the circumstances of Greater London administrative units might generally be expected to be larger, perhaps appreciably larger, though an upper limit of about 1,000,000 would seem to be appropriate. Further that there are advantages if an administrative area is as diversified as possible in character and social structure. The Ministry attach the utmost importance to all the personal services for which local authorities are responsible being kept together in the future under the same control, and suggest that an administrative area of middling size would be most suited to their needs.

(4) Reference is made to the following views expressed in the report of the Guillebaud Committee:—

(*a*) The Committee's general conclusion was that the structure of the National Health Service was framed broadly on sound lines and that it would be premature to propose any fundamental change in it. The Government declared itself to be in agreement with this general conclusion.

(*b*) The report specifically rejected any proposal for re-organisation that would have the effect of removing from local authorities their domiciliary health services.

(*c*) The efficiency of the National Health Service depends not merely on the quality and quantity of the work that each of its branches performs within its own sphere but on the degree to which they co-operate with one another to accomplish the needs for which the Service as a whole exists.

(5) Directed attention to the report of the Piercy Committee, which reported in 1956, and drew much the same general conclusions as the Guillebaud Committee as to the need for co-operation between the Local Health and Welfare Authorities and the hospitals, and emphasised that it was essential that the Health and Welfare Departments within the same Authority should work in the closest co-operation.

(6) In reply to a specific enquiry by the Commission the Ministry state that any duplication found in the administration of the Health and Welfare Services is less likely to be associated with defects in the pattern of the administrative areas than with inadequate co-ordination of the various services. In general, the Ministry is not aware of any specific incidence of duplication of work or staff for services provided in the Greater London Area to which the Attention of the Commission need be drawn.

(7) **Ambulance Service.** So far as the Ambulance Service is concerned, the Ministry state that inside Greater London efficiency and economy would undoubtedly be prejudiced by any proposal to replace the present arrangements by a series of separate ambulance services based at areas of the size suitable for the personal health services. The Ambulance Service should be more widely based.

It will be seen that the evidence substantially accords with that submitted by the County Council with the exception that, so far as unit size is concerned, there appears to be some inconsistency in the Ministry's minimum figure of 100,000, having regard to its emphasis in evidence on the need for co-operation with, and the co-ordination of, the three parts of the National Health Service.

The functioning within the County of the National Health Service in its three parts presents difficulties because the boundaries of Regional Hospital Boards do not correspond in any way with the boundaries of the Local Health or Welfare Authority nor with those of the Executive Council and, at a local level, there is no relationship between a Hospital Management Committee catchment area and a Local Health or Welfare area, and still less with the area of any one District Council. Thus, the larger the area of the Local Health and Welfare Authority the more possible is co-ordination with Regional Hospital Boards and Executive Councils. It is obviously easier for a Regional Hospital Board to co-ordinate with one County Council as local health and welfare authority than with a much larger number of smaller bodies.

So far as the Ministry's maximum figure of 1,000,000 is concerned, there appears to be no virtue in an arbitrary figure of this nature. The population in Middlesex is concentrated into a comparatively small area and the system of Area control preserves the local contact of the personal services and avoids the remoteness of control which might obtain in a larger geographical area with less population. In these circumstances the suggested upper limit of 1,000,000 loses its significance.

It is considered that so far as unit size is concerned, the County Council's present arrangements whereby the administrative County is divided into 10 Areas for Health and Welfare Services allows for local interest and enables the fullest use to be made of specialised officers and the provision of special services, *e.g.*, mental health and home teachers of the blind. (With regard to stimulating local interest, it will be remembered that so far as the Health Services are concerned, the proposals of the Middlesex Local Government Conference Committee for the delegation of powers to district councils with a population of 65,000 to 70,000 upwards are supported in principle).

Central control furthers the economic planning of services and the correct siting of premises is possible without duplication or overlapping.

Mortuaries and Post-Mortem Rooms

There is a brief reference to the provision of mortuaries and post-mortem rooms in the evidence of the Ministry of Housing and Local Government.

The Ministry refers to the difficulty arising from the fact that not all local authorities provide these facilities. Their distribution is governed not only by density of population but also by the extent of the Coroners' districts which usually embrace several local authority areas. The Coroner has power to order the removal of a body to any mortuary in his district and consequently a local authority responsible for providing a mortuary may have to receive bodies from adjoining areas as well as its own.

There is doubt, whether in the absence of agreement, the receiving authority is entitled to charge the adjoining authority and this has occasioned some disputes.

The Ministry consider that this difficulty would be avoided if mortuaries and post-mortem accommodation were provided either by authorities jointly, or by the County Councils, to serve the Coroners' districts.

The evidence of the Ministry supports that of the County Council which drew attention to the difficulties to be found in the present arrangements, including those mentioned by the Ministry, and suggested that the County Council should be the responsible authority.

Refuse Collection and Disposal

The majority of the evidence of the Ministry of Housing and Local Government in this connection relates to the arrangements in the County of London. It refers to the length of the present disposal routes which involve much overlapping and criss-crossing; the variety of methods and multiplicity of depots and wharves used for refuse disposal with little or no effective co-ordination, and the higher costs of refuse disposal in London than elsewhere.

Refuse collection arrangements are also criticised in that the confinement of collection within borough boundaries entails unnecessarily long hauls for men and materials; the refuse is taken to the Borough depot and not necessarily to the nearest depot; and refuse from a single street may be collected by two, if not three different authorities. Having regard to the difficulties in collection arising from traffic congestion, some pooling of resources whereby men and vehicles could be moved from borough to borough and concentrated at the points where thay are most needed would help to relieve these and other difficulties arising from local shortages of labour.

In the outer area refuse disposal also presents some difficulties, though they are less severe than in the metropolitan area. Joint action is more common. Many of the district councils have to tip their refuse in other areas and the general movement is outwards. The arrangements made in Middlesex are briefly described.

The Ministry state that planning and research work is unlikely to be effective so long as responsibility for the service remains diffused among so many different authorities and concludes that if a central organisation were to be established to take charge of the collection and disposal of London's refuse its scope should not necessarily be limited to the L.C.C. area; it might, with advantage, be extended to include some or all of the outer areas.

The effect of the evidence of the Ministry on this matter is much the same as that submitted by the County Council. The Council's assertion of the need for co-ordination of the disposal of refuse is fully supported and is extended by the Ministry to include collection also.

Sewerage and Sewage Disposal

The Ministry of Housing and Local Government deals with Sewerage and Sewage Disposal and the evidence may be summarised as follows:—

1. The presence, in 1935, of many small sewage works in closely built up areas was objectionable on grounds of nuisance and stream pollution.

2. By means of joint action on the part of local authorities, or as a result of intervention by County Councils, most of the area with which the Royal Commission are concerned is today served or is soon to be served, by large centralised works.

3. In general, the existing arrangements work satisfactorily and the organisation seems to be that most suited to the area. The size of the unit draining to centralised works is largely dictated by technical considerations and, apart from one area of south-west Essex which has been engaging the attention of the Ministry, it is doubtful whether there is much scope for further centralisation. Some authorities are not yet connected to the centralised works though they will be before long. This is true, for example, of East Middlesex, where only a first stage of the works is as yet in operation.

This evidence substantially accords with the County Council's own evidence. Having regard to the conclusions that, in general, the existing arrangements work satisfactorily and that the organisation seems to be that most suited to the Greater London Area, the County Council has no observations to offer.

Burial and Cremation

Taking account of private crematoria, the Ministry of Housing and Local Government feels that London is now fairly well provided with cremation facilities. The number of cremations is increasing steadily and more crematoria are likely to be needed in future.

The evidence accords with that submitted by the County Council and no comment is necessary.

Housing

The evidence of the Ministry of Housing and Local Government may be summarised as follows:—

(1) Some of the present housing authorities both inside and outside the County of London are too small for adequate scope in housing.

(2) The lack of a co-ordinating authority to deal with the many problems which arise from the multiplicity of housing authorities makes solution difficult.

(3) The uneven distribution of the slum clearance problem often means that the more fortunate and better-off authorities take no share of the burden falling upon the poorer districts.

(4) The acute shortage of housing land in Greater London makes it impossible for most authorities to solve their problems within their own areas and the answer to this can only be found in overspill building.

Overspill

(1) It is essential for industry to move out with population to new and expanded towns. This rests on pursuasion backed only by the power to refuse industrial development certificates to firms which want to build or expand in the wrong locality.

(2) The L.C.C. is the most effective authority in dealing with overspill because an overspill scheme arranged between one small exporting area and a receiving area has very little meaning. The success of group negotiations has not been great. Although the inner Middlesex authorities are now demanding a new town for Middlesex it has been difficult for the County Council, which lacks housing powers, to provide effective leadership. The L.C.C. is able to offer financial advantages compared with small exporting authorities, and because it conducts large scale redevelopment operations is more in contact with sizeable industrial firms on the move, than the smaller exporting authorities are, and is thus better able to suggest the chosen reception area to a number of employers.

(3) Some way ought to be found of co-ordinating the needs of individual authorities and so determining the share they should be given in the new accommodation to be made available.

> This evidence to a large extent accords with that of the County Council which stressed the need for co-operation between the District Councils in their exercise of housing powers and claimed that there would be advantage in the County Council being given out-county housing powers to deal with overspill. In connection with the need for industry to move out with population the Ministry's evidence is incomplete in that it makes no mention of the positive action the local planning authority can take in extinguishing an industry in its area or in refusing new development or expansions.

Town and Country Planning

The evidence of the Ministry of Housing and Local Government may be summarised as follows:—

(1) In the Home Counties the system of delegation appears to work pretty smoothly. The District Councils have expressed the strongest opposition to delegation in principle and it has obvious disadvantages. Nevertheless in the planning field it has seemed the only way to reconcile the need for a Plan covering a wide area with the day-to-day handling of applications for permission to develop many of which are of purely local interest.

(2) With regard to the determination and application of policy the Plans of the various authorities have been on the whole well co-ordinated—largely through reference to the Abercrombie Plans. Without these plans it would have been extremely difficult if not impossible to achieve a consistent planning policy for the region. The question is posed, however, as to whether some machinery is not required to keep under continuous review the whole region, and perhaps to carry through some of the work needed to implement planning. Examples would be overspill schemes and solutions to traffic congestion.

> The references to delegation and co-ordination are satisfactory. It is difficult to comment on the suggestion of regional machinery without knowing the form it would take and the powers it would have. But of the examples given, co-ordination of overspill would be materially affected if the County

Council were given powers, and for the solution of traffic congestion in the sense of carrying out big road improvements the Ministry of Transport does not recommend a co-ordinating authority other than itself.

Evidence from the Board of Trade

The Board deals with industrial policy and employment in the Greater London area. An endeavour is made to explain the policy of the Board and its effects on these important matters.

It is pointed out that the Board's powers do not extend to office buildings as such, from which it follows that the Board's influence on employment in the area cannot be great. Whilst factory employment in the area may not be increasing, total employment has continued to expand.

> The evidence does not suggest that there are any defects in the present organisation or changes which ought to be made, but it largely ignores the efforts of the local planning authorities to relieve industrial congestion which are of greater effect than the activities of the Board of Trade. Apart from this general comment there is a particular statement in the evidence which requires correction. It is stated that it is the general practice of the Board to make an industrial development certificate valid for a local authority area. This has not been the case in Middlesex. Certificates in this County indicate only a district within a local authority area, for instance—South Ruislip. The actual practice still seems to be at a variance with that agreed between the Board, the Ministry of Housing and Local Government and the County Council which was that certificates would be far less specific in location than a local authority area. Much more could be done to assist the industrial policy of the County Development Plan by closer co-operation from the Board of Trade; in particular the County Council as Local Planning Authority would like to be advised of the proposed movement of an industry from the County so that the County Council has the opportunity of negotiating for the acquisition of the industrial premises before they are sold on the open market.

Highways

The evidence of the Ministry of Transport and Civil Aviation may be summarised as follows:—

1. A brief account is given of the organisation of highways administration in Greater London. A mis-statement appears for it is said that "the County of Middlesex contains no delegated or claiming authorities, but, in fact, 18 out of the 26 authorities in the County are responsible for classified roads on behalf of the County Council by agreement made under the provisions of the Local Government Act, 1888." The correct position is set out in the County Council's evidence.

2. The evidence endeavours to examine the problems present in the existing arrangements under the following headings:—

Planning. The Ministry considers that the organisation for the planning of major traffic routes is, broadly speaking, adequate. As against this the Ministry of Housing and Local Government refers to the proposed big road improvements which have been abandoned with nothing to take their place and expresses the view that the major failure of planning in Greater London has been in dealing with the problem of traffic congestion. The question is raised as to whether some machinery is not required for a continuous review of the whole region, and perhaps also for carrying through some of the work needed to implement planning.

Priority. The Ministry indicates that it does not see any problem in the choice and order of priority of individual schemes.

Co-ordination. Whilst the County Councils exercise some degree of co-ordination among their constituent authorities, the highway authority most directly concerned with improvement or maintenance work is likely to be the District Council. This may mean that the Ministry, in co-ordinating work over quite a short route, has to deal with a number of authorities leading to difficulties and tending towards delay and clash of interests. In the actual execution of work standards of surfacing, ancillary works and materials may vary considerably within a few miles.

The Ministry's preference is for areas large enough to enable long stretches of main road to be under a single highway authority.

Economy and efficiency. Because of the small area of some highway authorities in the region there is not enough highway work to justify the calibre of engineer which ought to be employed, or for the employment of certain items of heavy equipment.

Specialist attention cannot be given to matters requiring it, yet each small authority must have a certain complement of engineers, with the probability that in Greater London many trained engineers are not being used to the best advantage.

Minor Improvements. Because only a small proportion of the traffic using a principal classified road originates or has its destination in the area of the small authority, it is not particularly interested in making small improvements which would be almost wholly for the benefit of " passing through " traffic.

3. For better co-ordination of planning, for efficiency of execution and economic use of men, money and materials, the Ministry suggests a considerable reduction in the number of highway authorities. The resulting highway authority should be " single tier," dealing both with maintenance and every type of improvement as do all County Boroughs at present. In order that such single tier highway authority should have adequate financial stength as well as mileage of roads, it should have a population of not less than 200,000. To this end the Ministry has drawn up a specimen organisation of 22 highway authorities in Greater London, each formed by grouping together two or more existing local authorities. The suggested grouping for Middlesex and Hertfordshire is:—

(1) Edmonton
Enfield
Southgate
Hatfield R.D. (part)
Cheshunt

(2) Tottenham
Hornsey
Wood Green

(3) Hendon
Finchley
East Barnet
Friern Barnet
Elstree
Barnet
Potters Bar

(4) Willesden
Wembley

(5) Harrow
Ruislip-Northwood
Watford
Watford R.D. (part)
Rickmansworth
Bushey
Chorley Wood

(6) Heston and Isleworth
Twickenham
Hayes and Harlington
Uxbridge
Feltham
Staines
Sunbury-on-Thames
Yiewsley and West Drayton

(7) Ealing
Acton
Brentford and Chiswick
Southall

The Ministry does not suggest that these authorities should necessarily be single tier for all other local government purposes and it would not object to them taking the form of joint boards provided they are independent, precepting authorities, and not joint committees whose decisions are subject to ratification by the constituent authorities.

If the Ministry's suggestion for setting up 22 highway authorities is accepted, there is much to be said, in the view of the Ministry, for those authorities taking over responsibility for street lighting as well.

The Ministry considers that these proposals would also be appropriate to other conurbations in the country but no change is suggested in the functions of the City of London Corporation.

This proposal would mean that the present highway authorities would lose their functions. This would apply not only to a large number of small authorities but also to the London County Council and Middlesex, which are said by the Ministry to be larger than is desirable for a single tier authority responsible for the maintenance of all roads in its area as well as for major improvements and new construction.

When the grounds for this proposal are examined it can be shown to be based on many false premises.

A. Better co-ordination of planning is claimed for the proposal but the Ministry considers the present organisation for the planning of major traffic routes to be adequate. Presumably the Minister is referring to co-ordination of the work needed to implement planning. In this respect the Ministry does not suggest the form that the co-ordinating authority will take although, as will be seen later in respect of certain traffic functions, the Ministry does suggest a large co-ordinating authority. For highway functions it is assumed therefore that the Ministry is prepared to undertake the work of co-ordination in the Greater London Area itself, but this would not accord with the suggestion of the Ministry of Housing and Local Government that co-ordinating machinery should be created.

Under the present arrangements co-ordination is effectively carried out by the County Council. The substitution of the Ministry for this purpose in lieu of an authority elected by and directly responsible to the public must be regarded as a retrograde step.

B. The Ministry accepts that the County Councils outside the London County Council area excercise some degree of co-ordination among their constituent authorities but the Ministry finds a difficulty in co-ordinating work because it has to deal with a number of authorities. In Middlesex the Ministry does not co-ordinate work except on trunk roads. The co-ordination is done by the County Council on both major and minor improvements. This is achieved by means of the co-ordination and agency agreements and has proved to be completely satisfactory.

C. The Ministry claims that efficiency of execution will result from its proposal and that there will be an economic use of men, money and materials. For this purpose the Ministry considers it necessary to have areas large enough to enable long stretches of main road to be under a single highway authority. In point of fact the following Tables show that in Middlesex the proposed single tier highway authorities will be responsible for maintaining between 4 and 29 miles of trunk roads with the equivalent figures for trunk and classified roads combined varying from 52 to 214. A figure closer to the County Table of 81 miles would seem to be a far better total for an agent authority for trunk roads.

Mileage of Trunk and Classified Roads Existing in the County

	Trunk	Classified
In the County	81·11	552·56
Directly maintained by County Council	66·70	127·75
Claimed	*14·41	242·47
Agreement	—	182·34

Mileage of Trunk and Classified Roads Suggested by the Ministry

Area	Trunk	Classified	Total
1	13·52	105·61	119·13
2	4·21	48·49	52·70
3	29·20	130·43	159·63
4	5·92	58·44	64·36
5	16·64	141·79	158·43
6	17·64	196·88	214·52
7	13·47	87·80	101·27
TOTAL	100·60	769·44	870·04

D. With regard to the economic use of men, money and materials, the requirements for engineers of a high calibre, the employment of certain items of heavy equipment, the employment of specialist staff and the use of trained engineers to the best advantage are all matters which can be claimed with complete justification to exist in the County Council's present organisation.

E. Similarly the County Council's organisation cannot be criticised as being not interested in making small improvements which would be for the benefit of "passing through" traffic.

F. Having suggested a completely new organisation of highway authorities with the resulting abolition of all the present arrangements, the Ministry in the same evidence states that it does not wish the conclusion to be drawn that, in general, it is critical of the work done at present by the authorities in the London area. Within the limitations imposed by the present arrangements the Ministry considers that on the whole highway functions are admirably performed. It is to remove these "limitations" that the present proposal is made. But such a radical change could only be justified if the present organisation had broken down, which is certainly not the case. The criticism of the Ministry of Housing and Local Government cannot be laid at the door of the local authorities. The removal of "limitations" from an otherwise satisfactory system surely calls for improvement rather than reformation, particularly as important units of the system such as Middlesex can show that the "limitations" are non-existent.

G. As the proposed single tier highway authorities would be formed by grouping existing local authorities the Ministry suggests that a joint board might be appropriate.

It cannot be accepted that this is a satisfactory form of Local Government for it would be likely to give rise to at least as many problems as those now considered by the Ministry to exist.

Having regard to all these factors it is not considered that the proposal of the Ministry of Transport is either justified or expedient.

---

*The Borough or Urban District is the Agent Authority to the Ministry of Transport.

Traffic

The views of the Ministry are:—

1. The main weakness lies in the fact that there is no person or body in London which can exercise over-riding responsibility for making the best use of existing streets in the interests of London as a whole.

2. There should be a uniform traffic policy for the main built-up area of London, responsibility for which should be in the hands of an executive authority. No local government body capable of exercising the necessary functions exists today, the London County Council area being altogether too small for such purposes.

3. The functions which any traffic authority would have to exercise, would have to include:—

(*a*) The making of regulations in regard to moving or stationary traffic.
(*b*) The erection of traffic signs.
(*c*) The siting, &c., of bus stops, pedestrian crossings, guard rails, &c.
(*d*) The provision of " off-street " parking accommodation.
(*e*) The co-ordination of street works and associated traffic diversions.

4. The methods suggested for creating the London Traffic Authority are:—

(*a*) if a " top tier " authority were created for Greater London, it should be the function of that authority to ensure that traffic policies were made and carried out uniformly throughout the area.

(*b*) there might be a separate executive agency to carry out these functions.

(*c*) the co-ordination of the traffic functions of the single tier highway authorities by some top tier co-ordinating machinery despite the fact that no such recommendation has been made regarding highway functions.

> It is significant that the Ministry finds it essential to have a top tier co-ordinating authority for traffic functions and recognises that such an authority would have to be consulted on highway improvements and developments and town planning questions. The effect of the suggestion as a whole appears to be the creation of 22 single tier authorities co-ordinated by the Ministry on highway matters but co-ordinated by a top tier authority on traffic matters, and having to consult the latter authority on highway matters. How such an arrangement could be an improvement on the present organisation is difficult indeed to conceive.

Care of Children

The Home Office deals with Child Care Services and the evidence may be summarised as follows:—

1. A brief account is given of the respective functions of the Home Office and the local authorities and the financial arrangements in respect of the care of children under the Children Act, remand homes and approved schools.

2. There seem to be no particular disadvantages in the organisation of child care in large local government units such as the London County Council and the Middlesex County Council. It is important that child care should be organised in units large enough to support a reasonable number of trained staff. The child care services operate on a smaller scale than education and health, because the number of children in the care of local authorities is much smaller than the numbers requiring education or health services. Some of the small county boroughs have found great difficulty in recruiting and retaining trained staff of adequate quality for their child care work. There is a general shortage of trained social workers. It is all the more important, therefore, that they should be used to the best advantage. Experience shows that social workers function most effectively and economically as members of a sizeable group; this enables staff absences to be covered, provides for the employment of both men and women (often an important point) and enables the special aptitudes of individual officers to be used where

most needed; and it enables the group to work as a team with supervision of the case work by its most experienced members.

3. Standards of child care in the Greater London Area are considered to be generally satisfactory.

4. Arrangements for collaboration among and joint action by local authorities appear to work reasonably well.

5. The organisation of the child care service in area teams with local offices meets the need for the service to be immediately available and in intimate contact with its clients. The area teams are not self-contained, but being part of the county service have the advantages of interchangeability of staff and a chain of supervision. The arrangements appear to work reasonably well.

6. The present organisation in the Greater London Area does not appear to lead to duplication of work and staff among the councils concerned.

7. There is room for both the statutory and voluntary services in this field calling for much variety and flexibility of treatment and approach.

> It will be seen that this evidence substantially accords with the County Council's own evidence. Having regard to the satisfaction expressed by the Home Office with the present arrangements the County Council has no observations to offer.

Fire Services

The Home Office deals with the Fire Services and the evidence may be summarised as follows:—

1. The existing local government organisation in Greater London has worked well so far as the fire services are concerned and there have been no serious defects or variations in standards which can be attributed to defects in local government organisation.

2. The post-1948 arrangements have gnerally worked well. Middlesex is the largest brigade in the country next to London and Surrey, Essex and Kent come next in size with Lancashire intervening. These authorities are all of a size to enjoy advantages enjoyed by a large fire brigade, such as, for example, standard operational practice, good training facilities and specialist workshops, a large field for promotion, a variety of experience, and an adequately manned fire prevention section with a hierarchy of specialist officers. The Department does not wish to make out a case for any major reconstruction from the point of view of fire efficiency.

3. The arrangements for co-ordination are considered adequate.

> It will be seen that this evidence substantially accords with the County Council's own evidence. Having regard to the satisfaction shown by the Home Office with the present arrangements the County Council has no observations to offer.

Civil Defence

The Home Office deals with Civil Defence and the evidence may be summarised as follows:—

1. It is recognised that the allocation of civil defence functions must follow the division of responsibilities between local authorities for other purposes and it is not wished to suggest any re-allocation of functions for civil defence purposes.

2. Any variations in standards in the operation of civil defence are not due primarily to organisational difficulties.

3. The development of the operational planning arrangements now being undertaken is likely to lead to close collaboration in day-to-day matters between the authorities comprising operational areas.

4. The delegation arrangements in operation undoubtedly avoid difficulties that would otherwise arise in preserving the local character of the civil defence

organisation in county areas, while retaining a co-ordinating function in the hands of the County Council.

5. There are great advantages in the two tier organisation outside the County of London provided that relative responsibilities are closely defined.

> It will be seen that this evidence substantially accords with the County Council's own evidence. Having regard to the satisfaction shown by the Home Office with the present arrangements the County Council has no observations to offer.

Weights and Measures

The Board of Trade deals with the Weights and Measures Service and the evidence may be summarised as follows:—

1. As far as can be ascertained the service is administered efficiently by the authorities in Greater London, subject only to relatively minor points of criticism. It is not desired to propose any change in the organisation of local government in the area in relation to this service.

2. Whilst accepting the spirit of the Hodgson Committee Report that administration should be entrusted only to the larger categories of local authority, the Board of Trade has decided that, on balance, a population criterion is preferable to one based on the number of inspectors a local authority decided to employ. Hence the proposal in the White Paper on Distribution of Functions that this function should be conferred on authorities with a population over 60,000 outside the Counties of London and Middlesex.

3. There are certain variations of standards in the area. None of these is of major importance except perhaps in the case of local acts and bye-laws giving rise to differences between the requirements of the authorities in the area. They are in the main a reflection of the inadequacy or imprecision of the existing law rather than of defects in the organisation of local government in Greater London.

4. There are no joint arrangements or combinations of Local Authorities in the area which may be due to a desire not to surrender any degree of independence.

5. The service is essentially a national service administered on a local basis. There is a balance of arguments as to the most appropriate size of local government unit. On the one hand the consumer prefers to take his complaint to his Town Hall rather than the branch office of a larger authority and the small shopkeeper probably prefers to deal with the single inspector of the small authority from whom he can expect a personal understanding of his trading problems. On the other hand the advantages of the large authority are a cheaper service, uniformity of enforcement, better protection to the consumer because the trader is less likely to be familiar with the inspectorate, ability to cope with special problems, and increased interest and efficiency of enforcement staff.

The minimum population limit is 60,000 and above that figure, provided local office facilities are adequate, the larger authority can provide a more effective service at a lower cost than can the smaller authority. From their own point of view the Board of Trade have less work to do the smaller the number of authorities with whom they have to deal.

> The statement of the Board of Trade that it does not wish to propose any change in the local government organisation in relation to this service is to be welcomed, supporting as it does the County Council's contention that it should remain the Weights and Measures Authority for the whole of its area.
>
> Nevertheless parts of the Board of Trade's evidence cannot be accepted and do not accord with the County Council's evidence to the Royal Commission.
>
> *A.* The Hodgson report fully supports the administration of this service by the large authority. The Board of Trade does not in its evidence seek to

justify its preference for a population criterion to one based on the number of inspectors employed and indeed the Board's views in this respect appear to be irreconcilable with the acceptance of the present arrangements in the area under review. In the view of the County Council the authorities having the optimum size and resources for the duties involved are the County Councils.

B. One of the minor variations in standards referred to by the Board of Trade is that other Authorities do not make use of heavy Weighbridge testing equipment possessed by the Counties of London and Essex. In fact the Middlesex County Council does make full use of this Essex equipment to an extent which can be completely justified.

C. With regard to varying requirements arising from different local acts and bye-laws the County Council has not engaged extensively in local amendments of Weights and Measures law. It is agreed that controls must be national and uniform. The remedies lies in general legislation.

D. In the Board of Trade's reference to joint arrangements and combination, the conjecture that there is a lack of desire to surrender independence is unwarranted. Middlesex does combine with Essex in the use of Weighbridge testing equipment. It is not considered that there is any practical advantage or need for further combination.

E. The views of the Board of Trade as to the relative advantages in the administration of this service as between the small and large authorities are generally in sympathy with the views of the County Council. It must, however, be pointed out that the two points made in favour of small authority control cannot be supported.

(i) " The consumer prefers to take his complaint of short weight to the Town Hall rather than to the branch office of a larger authority." This just is not so. What is true is that if he does not know the correct place he contacts the Town Hall. There is no difficulty here from the point of view of the complainant or the County Council as such enquiries are merely diverted by the Town Hall to the County Council offices.

(ii) " The small shopkeeper probably prefers to deal with the single inspector of the small authority from whom he can expect a personal understandin of his trading problems." This just is not so either. Understanding of trading problems depends on the knowledge and experience of the inspector. There is no ground whatsoever for the suggestion that these are better in the single inspector of the small authority. The position is the other way.

Against these two false points the Board set out some of the advantages of the large authority but many are left out, *e.g.*, the unification of the distribution of goods over vast areas to which factor administration must be geared.

The statement therefore of the Board of Trade that there is a balance of arguments cannot be accepted. All the arguments are in one direction, namely in support of the large authority.

Food and Drugs

This function is covered in evidence prepared jointly by the Ministry of Health and the Ministry of Agriculture, Fisheries and Food and submitted by the former Ministry.

The evidence does not attempt to examine the field of food and drugs administration seriously and, apart from brief factual statements upon such matters as Ministerial responsibility, functions and authorities, consists of the two following paragraphs:—

"As regards Food and Drugs, there is no reason inherent in this service to create a pattern of administration in Greater London differing from that in the rest of the country or to recommend any major re-allocation of functions. The provision in the Food and Drugs Act regarding the constitution of food and drugs authorities works well and, generally speaking, will in the Ministry's view be found flexible enough to deal with any changes there may be in the size of local government units.

The Ministry attach the utmost importance to all the personal services for which local authorities are responsible being kept together in the future under the same control, and suggest that an administrative area of middling size would be most suited to their needs. Food and Drugs functions could be fitted into such a pattern."

> It is not at all clear what these paragraphs mean. The statement that there is no reason to create a pattern of administration in Greater London differing from that in the rest of the country might be taken as withdrawal of support for the system in Middlesex where the pattern of administration does differ from that in the rest of the country. This can hardly be the case, however, as in the same sentence the Ministry apparently recommends "no major re-allocation of functions." This latter view of the Ministry does not seem consistent with the suggestion that an administrative area of middling size would be most suited to the personal services and the Food and Drugs functions could be fitted into such a pattern as in this connection a middling size authority refers to one with a population figure between 100,000 and 1,000,000.
>
> There is no suggestion in the Ministry's evidence that any defects exist in the present arrangements and consequently no support for the allegations made by some district councils that there are defects.
>
> Having regard to these factors and the failure of the Ministry to draw any conclusions based on an analysis of the functions involved, or indeed, to draw any clear conclusions at all, it is considered that the County Council's detailed evidence and reasoned contentions that it must remain responsible for these functions, are left untouched.

Diseases of Animals

The Ministry of Agriculture, Fisheries and Food deals with diseases of animals functions, and the evidence may be summarised as follows:—

(1) If diseases of animals functions are devolved on a relatively small number of local authorities, it is easier to secure uniformity of practice and the efficient performance of what may be complex duties. The Minister has concluded that these functions, with the exception of the licensing of waste food boiling plant, ought to become the exclusive responsibility of county and county borough councils. This would mean that, in Middlesex, Acton, Hendon and Hornsey would lose their present functions.

(2) Whilst there are arguments against the conferment of the waste food boiling plant function on the district councils, the Minister has concluded that this licensing function ought to be so conferred. The Minister has already expressed a hope that the Diseases of Animals Authorities would delegate the inspection and licensing work under the Waste Foods Order, 1957, to other local authorities to the maximum extent practicable.

(3) The Minister is giving consideration to a suggestion that the appointment of a Diseases of Animals Committee should be permissive and not mandatory.

> The evidence with regard to diseases of animals functions generally supports the County Council. Consideration of the question of delegating the inspection and licensing work in connection with waste food boiling plant has been deferred by the County Council until the Royal Commission has completed its work.

KENNETH GOODACRE,
Clerk of the County Council.

GUILDHALL,
WESTMINSTER, S.W.1.
April, 1959.

Evidence Submitted by The Ealing Borough Council

PREAMBLE

This outline of the Corporation's evidence to the Royal Commission is submitted under the headings of the services mentioned in paragraph 3 of the Royal Commission's letter of 17th February, 1958, sub-divided into the functions set out in Appendix B to that letter. In addition certain other functions, such as control of the sale of Food and Drugs, have received a mention as being of sufficient importance to warrant inclusion in this document, even though they are not specifically mentioned in the letter.

In order to keep the volume of this evidence within reasonable limits, it has been found necessary to include only very brief mention of certain functions. These comprise those functions which in Ealing present no specially distinctive feature, and to a large extent functions in which those defects of which the Council are aware are not susceptible of remedy by any reorganisation of local government. Greater attention has been devoted to those functions and services which would benefit by such a reorganisation. The most important of these are Education and the Personal Health Services. Attention is also called to the organisational defects of Town Planning.

Notwithstanding this reticence, necessary for brevity's sake, about many of their services, the Borough Council hope that the Commission will be able to infer from the statistics supplied a sufficient indication for present purposes of the size and scope of the local government undertakings for which they are responsible. The council will naturally be very willing to supply any further information the Royal Commission would find useful.

BOROUGH OF EALING

STATISTICS

Date of Incorporation as a Borough	1901
Area	8,781 acres
Population—June, 1957	183,600
Rateable Value—1st April, 1958	£3,377,372
Product of 1d. Rate—1st April, 1958	£13,800
Rate in the £, 1958–59	16/–
Rates levied, 1958–59	£2,649,600
Loan debt	£9,790,897
No. of Council employees (excluding Education)	1,250
Miles of roads (including 38 miles of Trunk and County Roads)	185
Houses and flats erected by the Corporation	6,040
Amount lent to 4,442 house purchasers	£4,100,000
Area of Parks and Open Spaces	1,068 acres
No. of Public Libraries	10
Local Health Area (Ealing M.O.H.)	Boroughs of Ealing & Acton
No. of attendances at 9 Health Clinics	60,000
Education Divisional Executive	Borough of Ealing
No. of Primary and Secondary Schools (or Departments)	74
No. of Teachers in Primary and Secondary Schools	933
No. on School Rolls	24,361

EDUCATION

I. 1. General

Ealing is an Excepted District. Copies of the Ealing Education (Divisional Administration) Scheme, 1945*, delegating nearly all functions relating to primary and secondary education, and the Ealing (Further Education) Scheme of Divisional Administration, 1950*, accompany this document. The two Schemes are to be read together, and are herein referred to as " the Schemes ".

Under the Schemes, the following are delegated functions:

Primary (including Nursery Schools)
Secondary Schools
Day Special Schools
School Meals and Milk
School Health Service
Aids to Pupils at Primary and Secondary Schools
Facilities for Recreation—including the Youth Service and Community Centres
Evening Institutes

The following functions are retained by the County Council:

Residential Special Schools
Technical Colleges
Training of Teachers
Agricultural Education
Aids to Students
Youth Employment Service.

2. Finance

The County Council control expenditure by two main methods:—

(a) by means of County standards (including establishments in the case of teaching or non-teaching staff) which virtually determine the provision which the Borough Council can make in the annual estimates they submit to the County Council;

(b) by approval or disapproval of specific items included in the estimates.

The estimates are required to be submitted in considerable detail under a large number of heads and sub-heads.

County standards are, generally speaking, used under headings where there is in any case very little element of discretion, *e.g.*, the general maintenance allowance for buildings which is intended to cover such items as broken windows, &c. Where any real element of discretion might be exercised by the Borough Council the County Council require itemised estimates from which they except or delete individual items. Money approved for one purpose cannot of course be expended on another.

The approved estimate for 1958–59 on revenue account (excluding certain items budgeted for centrally but administered locally) amounts to £1,841,085.

---

* Not reproduced in this publication.

3. Delegated Functions

(a) Number of Schools and School Population

	No. of Schools (or departments)	Total Roll (January, 1958)
County Primary Schools	45	12,789
Voluntary Aided Primary Schools ..	6	2,075
TOTAL PRIMARY	51	14,864
Secondary Modern Schools	15	6,418
Secondary Technical Schools	2	172
Secondary Grammar Schools	6	2,907
TOTAL SECONDARY	23	9,497
GRAND TOTALS .. .. .. (Primary and Secondary Schools)	74	24,361

In addition there are some 4,000 or more pupils in independent schools in the Borough which, although they do not come under the jurisdiction of the local education authority, have some effect on the extent of certain services, *e.g.*, enforcement of school attendance, milk in schools, secondary school selection arrangements, &c.

(b) Development Plans and Establishment on Discontinuance of Schools

The Borough Council prepare the part of the Development Plan relating to the Borough, and submit it to the County Council for approval and incorporation in the County Development Plan. They have the right to make representations to the Minister on any modifications made by the County Council. They also submit to the County Council proposals under section 13 of the Act for the establishment or discontinuance of schools, with similar rights of representation to the Minister.

(c) Construction and Maintenance of School Premises

The Scheme of Divisional Administration provides for the delegation to the Borough Council of the functions of the County Council in relation to the construction, adaptation, alteration, equipment and upkeep of such offices, schools, administrative centres and other buildings, including playing fields, as may be reasonable necessary for the performance of the functions of the Borough Council under thy scheme. This delegation is subject to the prior approval of the County Council in each case and to such conditions as may be attached thereto and to the approval of any necessary plans.

(i) Major building projects (costing more than £10,000)

The Borough Council submit their proposals for inclusion in the draft County building programme, compiled by the County Council for submission to the Minister. Although the construction of new school buildings is nominally a delegated function, the conditions under which it is exercised mean in practice that projects selected by the Minister for inclusion in the major building programme are executed by the County Council, the Divisional Executive having the right to submit observations and recommendations with regard to the plans. The County Architect is the architectural adviser to the Borough Council in these matters.

The post-war school building programme in the Borough, 1945–58, comprises the following:—

	No. of Schools (Departments)	No. of Places provided
Primary Schools	12	4,240
Secondary Schools	4*	1,920
	16	6,160

* Including a large extension to an existing secondary school.

(ii) Minor Building Works (costing less than £10,000)

Capital works costing less than £10,000 are normally undertaken by the Borough Surveyor or Parks Superintendent. The County Council's approval in principle must be obtained to minor building works before plans are prepared.

(iii) Maintenance of Buildings and Grounds

This work is delegated subject to County standards and financial control.

(*d*) *Teaching Staff*

The general position with regard to the appointment of teachers in county schools may be summarised as follows:—

Head Teachers of Secondary Schools

Appointments are made by the County Council on the recommendation of a Joint Committee consisting of equal numbers of representatives of the County Council and the Borough Council respectively.

Head Teachers of Primary Schools

Appointments are made by the Borough Council.

Assistant Teachers

Appointments are made by the Borough Council subject to the right of the County Council to decide that a vacancy shall be filled by a new entrant to the teaching profession, to the articles of government or rules of management of individual schools and to the County Council's right to require the vacancy to be filled by transfer.

All appointments are to the service of the County Council and subject to their Standing Orders and conditions of service for teachers.

The establishment of teachers is controlled by County standards. Advertisements for teaching staff are sent to the County Education Officer for insertion in the press.

The Borough Council may appoint a teacher but cannot give him leave of absence with or without salary without the approval of the County Council.

The discretionary clauses of the Burnham Report are similarly administered by the County Council. This sometimes creates a difficulty in connection with the appointment of teachers, because mature entrants to the profession who have had considerable experience in other work are apt to enquire about their salary prospects as a teacher and no satisfactory answer can be given without reference to the County Council, and a long delay.

The number of teachers employed in primary and secondary schools in the Borough of Ealing on 3rd February, 1958, was as follows:—

	Full-time	Part-time (full-time equivalent)	Total
Primary	481	2	483
Secondary	437	13	450
	918	15	933

(*e*) *Non-Teaching Staff*

The appointment of Borough Education Officer and his Chief Assistant are made by the County Council on the recommendation of a Joint Committee of the two authorities. Virtually all other non-teaching staff are appointed by the Borough Council, subject to the control of establishments by the County Council, to whose service the appointments are made. Non-teaching staff are paid by the County Treasurer.

The number of non-teaching staff at present engaged on the work of the Borough Council is 1,179.

In the course of a year some 1,500 or more staff changes, appointments, resignations, transfers, changes in conditions of employment, &c. have to be notified to the County Education Officer and the Divisional Finance Officer.

The dismissal of staff is subject to a right of appeal to the County Council. This led to difficulties between the Borough Council and the County Council in the case of a kitchen supervisor who was on two consecutive occasions given notice of dismissal by the Divisional Executive and on each occasion was re-instated by the County Council on appeal, following a quasi-legal procedure in which representatives of the Divisional Executive felt themselves to be more in the position of defendants than the employee concerned.

(*f*) *Equipment*

Expenditure on books, stationery, minor apparatus and consumable teaching materials is governed by County standards (capitation allowances). There are also capitation allowances for reference library books, school prizes and school funds and an area allowance for extra-mural activities.

Expenditure on furniture, apparatus and equipment (including the larger items of teaching equipment) is governed by item by item budget control. This is particularly restrictive of the Borough Council, as there is no provision in the estimate of a general sum to spend at their discretion to meet unforseen needs.

(*g*) *School Meals Service*

The total number of staff employed in connection with the School Meals Service in Ealing (excluding the School Meals Section of the Education Office) is 632.

There are at present 21 kitchens in the Borough serving 71 separate dining centres and the average daily number of meals produced is about 14,750.

(*h*) *Child Guidance Centre*

The Child Guidance Centre is closely linked with the School Health Service and through its work with the schools, with the local Education office. It is under the immediate control of a Medical Director, who is a Psychiatrist seconded from the service of the Hospital Board. On its medical side it works under the general oversight of the Medical Officer of Health and for administrative purposes under that of the Borough Education Officer.

In addition to the Medical Director, the staff consists of the following:—

Two Educational Psychologists (in addition to a Senior or Borough Educational Psychologist whose work is more closely linked with the Education Office)

1 Psychotherapist.
3 Psychiatric Social Workers.
3 Clerical Assistants.

The Child Guidance Centre is staffed to provide a service for Health Area No. 7 which includes the Borough of Acton as well as the Borough of Ealing. There is a sub-centre in Northolt.

(i) *School Health Service*

The administration of this service is delegated and is under the control of the Medical Officer of Health acting as an Assistant County Medical Officer. A note on this service appears, therefore, under the main heading of " Personal Health and Welfare ".

(j) *Youth Service*

The Youth Sub-Committee of the Education Committee includes representatives of the voluntary organisations, of teachers and of the Churches, and to this Sub-Committee over 200 youth clubs and organisations are affiliated. The Youth Section of the Education Office consists of a Youth Officer, an Assistant Youth Officer and a Clerical Assistant provided within the general establishment of the Education Office.

The Youth Sub-Committee is responsible for three provided Youth Centres and for the field work of eighteen part-time Youth Leaders and nineteen classes under part-time instructors.

(k) *Evening Institutes*

The Ealing Evening Institute is under a full-time Head who is graded as a Head of Department (Grade 1). The headquarters of the Institute are at Greenford Grammar School and classes are provided at various centres throughout the Borough. In the session from September 1956 to July 1957, 3,060 students were enrolled and the total number of student-hours was 168,710.

(l) *Community Centres*

The Further Education Sub-Committee is responsible for the general direction of eight Community Associations, of which six have been provided with Centres. These Community Associations have organised 64 sections for the encouragement of various purposeful activities and to them 73 voluntary bodies are affiliated.

The Community Centres are staffed by four Wardens and two full-time Youth Leaders. The Wardens are appointed to particular Centres.

4. Non-Delegated Functions

(a) *Residential Special Schools*

There are no residential special schools in the Borough of Ealing. The ascertainment and placing of pupils who need residential treatment comes within the scope of the School Health Service.

(b) *Technical Colleges*

The Ealing Technical College and School of Art has recently been extended and further extensions are planned. The Divisional Executive is represented on the Governing Body and the Borough Education Officer is Clerk to the Governors.

(*c*) *Training of Teachers*

There are no establishments for the training of teachers in the Borough of Ealing.

(*d*) *Agricultural Education*

The Borough of Ealing and the surrounding districts are essentially urban. There are no establishments for agricultural education in the Borough.

(*e*) *Aids to Students*

Aids to Students (other than to pupils in primary or secondry schools) are administered centrally by the County Council.

(*f*) *Youth Employment Service*

The Borough Council are represented on Ealing Youth Employment Committee. There are two youth employment bureaux in the Borough, with a staff of eight.

II. To save repetition, this section contains a description, as well as an analysis of defects to which the Borough Council wish to draw attention, with minor exceptions noted above. Only defects due to the organisation of local government in the area are mentioned. Although individual defects may be susceptible of remedy, as mentioned in this section, the Borough Council's firm view is that only the remedy mentioned in section III below will result in a wholly satisfactory service.

The numbers and headings in this section follow those in Section I.

2. Finance

The Borough Council find the form of financial control exercised by the County Council to be extremely hampering and restrictive. They cannot do anything which involves the spending of money without reference to the County Council unless they have foreseen the need for **the particular item of expenditure** in their estimates, and it has been approved by the County Council. Since the estimates have to be prepared about eighteen months before the end of the financial year to which they apply it is not surprising that needs sometimes arise for which no provision has been made.

The Ealing Borough Council do not believe that the great detail in which the County Council exercise financial control is either necessary or desirable, or that it saves money. On the contrary, they are convinced that the complicated budget and financial procedure which it involves must waste money in time and manpower Divisional Executives would be unlikely to spend more if they were given greater spending discretion within total sums subject to the overall control of the County Council under a limited number of broad headings. Even if they did it would be money spent directly for the good of the service and not wasted in unnecessarily complicated administration.

3. Delegated Functions

(*b*) *Development Plans and Establishment or Discontinuance of Schools*

These matters might be dealt with more expeditiously and with the same result if the Borough Council were enabled to submit their proposals directly to the Minister of Education.

(*c*) *Construction and Maintenance of School Premises*

(i) Major building projects (costing more than £10,000)

The County Architect's Department has been very hard pressed with the heavy post war building programme in Middlesex, and there have been considerable delays. Most of the local surveyors in the former Part III areas have long experience of school building before 1945, and might have made a valuable contribution in the post-war period. In Ealing 25 new elementary schools or departments, including eight senior schools, were built under the direction of the Borough Surveyor between 1926 and 1939.

(ii) Minor Building Works (costing less than £10,000)

The procedure in connection with minor capital works is cumbersome and leads to unnecessary delays. These arise from the fact that plans prepared by the Borough Surveyor in consultation with the Borough Education Officer, and approved by the Borough Council, are subsequently examined in detail by the County Architect and the County Education Officer before submission to the County Council. In some instances, this "second opinion" may be of value, but in the view of the Borough Council the general waste of time and duplication of effort which it entails is too high a price to pay for it. County Boroughs with much smaller resources than the Borough of Ealing are able to submit their proposals direct to the Ministry of Education. There is no reason to suppose that these proposals would have been any better if they had been first submitted to the Councils of the Counties in which the County Boroughs happen to be situated.

(*d*) *Teaching Staff*

The present procedure for dealing with matters relating to teachers is cumbersome and impersonal. A more personal and more efficient service could be provided under local arrangements.

(*e*) *Non-Teaching Staff*

While the arrangements outlined in Section I may be inevitable under existing legislation, it is not a satisfactory basis for the employment of the staff which the Borough Council needs to discharge its functions. It is the view of the Borough Council that the staff so employed should be appointed to the service of the Council as Divisional Executive. One reason for this is the ambiguity of the position of an officer who is in the service of the County Council but works under the direction of the Borough Council. Such an officer is particularly in difficulty when a dispute or a difference of opinion arises between the Borough Council and the County Council.

(*l*) *Community Centres*

Two matters arise under this heading:—firstly the Borough Council consider that it would be for the good of the service if the four wardens at present appointed to particular community centres were regarded as a staff for the six centres, to be assigned for duties in them from time to time according to need. The County Council have refused to accept a proposal to this end. This is surely a matter which the Borough Council should be allowed to decide.

Secondly, a recent legal decision against the Borough Council in an action they brought against the Minister and the County Council, has made it clear that the Schemes, while delegating power to establish and manage community centres, leave the County Council with the right to discontinue them, against the wishes of the local people. The Borough Council are left with the feeling that delegation of this service is meaningless.

4. Non-Delegated Functions

(*f*) *Youth Employment Service*

This is a personal service which would be better administered under a truly local control. County control leads to irritating delays, and the hampering of the local Committee in its efforts to provide a service in accordance with local needs.

III. The Borough Council should become the Education authority for all Education services. Education is essentially a personal service in which local knowledge and ready availability to the people for whom the service is provided are of paramount importance.

Those establishments such as Ealing Technical College, which are too big to serve Ealing's requirements alone, and those services such as teacher training, which would in any event be better provided for a larger area, should be the subject of joint arrangements between Ealing and other autonomous education authorities.

ENVIRONMENTAL HEALTH

Baths, Wash-Houses and Bathing Places (including Old People's Laundry)

I. The Borough Council provide four indoor swimming pools, laundry facilities slipper baths, medical baths and foam baths.

Control of Watercourses, Ditches and Ponds

I. Main watercourses are regularly cleansed and inspected by the Corporation throughout the year.

Disinfestation of Premises and Articles

I. The work of disinfestation and disinfecting premises and articles not requiring steam disinfection is carried out by staff employed in the Borough's Public Health Department. Articles requiring steam disinfection are taken to the Hammersmith Cleansing Station, Scotts Road, Hammersmith. The Borough Council previously carried out their steam disinfection at Claypond's Hospital which at one time was the Borough's Isolation Hospital. When the Hospital was closed for Isolation purposes the steam disinfector was discontinued.

Drainage of Trade Premises

I. Regulations regarding the drainage of trade premises are in operation and as far as the Borough is concerned divide themselves into two heads:—

(i) Drainage from the premises themselves of trade waste.
(ii) Treatment of trade waste itself.

The former is the responsibility of the Borough Council and the latter of the Middlesex County Council.

Mortuaries and Post-Mortem Rooms

I. The Ealing Borough Council Mortuary was destroyed by enemy action during the war and from time to time plans have been before the Council for an alternative mortuary. The present arrangement is that the Acton mortuary is available to the Ealing Borough Council at a charge of one pound (£1) per body.

II. There is the possibility that the arrangement with Acton mortuary may at some time in the future terminate, should it be found that the facilities at Acton are insufficient to provide accommodation for other Boroughs.

III. The remedy is in the Borough Council's hands, viz., to provide a mortuary, but they have hitherto hesitated to do so because they have hoped that the County Council would seek statutory power to provide a Coroner's Court in Ealing, when the Borough Council would provide the mortuary on an adjoining site.

Public Conveniences

I. The Borough Council provide public conveniences on the highways, in parks and in other public places.

Refuse Collection and Refuse Disposal

I. Weekly collections of refuse are made by direct labour.

Trade refuse is collected from factories, shops and business premises, and a charge is made for this service according to the quantity collected.

Approximately 48,000 tons of refuse are collected annually. The refuse, after the extraction of dust and salvage materials, is transported to a tip at West Drayton. Approximately 3,000 tons of materials are salvaged per annum. Paper and tins are pressed and baled. The income from the sale of these materials is approximately £23,000 per annum.

Regulation of Buildings and Sanitation of Buildings

See under " Regulation of Buildings and Bye-laws ".

Sewerage and Sewage Disposal

I. Drainage of premises throughout the Borough is by separate sewers for soil and surface water.

Soil sewers, vested in the Corporation, connect with the County Council's trunk sewers, leading to their Mogden Sewage Disposal Works, Twickenham.

The Corporation's surface water sewers gravitate to the Grand Union Canal and natural watercourses.

Street Cleansing

I. The Borough includes 185½ miles of roads on which scavenging is carried out by the Borough Council and the Middlesex County Council. The Middlesex County Council are responsible for 16 miles of Trunk Roads and County Roads, and the remaining 169½ miles cleansed by the Borough Council include just under 22 miles of Trunk Roads and County Roads, the remainder being District Roads.

Burial Grounds, Cemeteries and Crematoria

I. The Corporation nominate members to the Ealing and Old Brentford Burial Board. The Board's land available for burial is rapidly coming to an end.

The Corporation hold 64 acres of land in the north-west part of the Borough, for a burial ground and crematorium, and are at present negotiating the purchase of a private cemetery in the Greenford area of the Borough.

Parks and Open Spaces and the Physical Training and Recreation Act, 1937

I. The Parks Department of Ealing Corporation is an autonomous one, its Superintendent being designated a chief officer answerable directly to the various Committees of the Borough Council. In addition to Parks and Open Spaces, the Department administers Allotments, Highway Open Spaces, Street Trees and Housing Estate Open Spaces for the Borough Council, and School Playing Fields for the County Council.

Staff—Establishment	Officers—17	
	Manual—278	Total—295

Statistics

Parks and Open Spaces—62 areas, covering 1,068 acres.
Allotments—51 sites, 4,312 plots, covering 191·3 acres.
Schools—62 gardens, 23 playing fields, covering 150 acres approx.
Highways—Grass verges, open spaces and street trees of District and County Roads and 1 Trunk Road.

Housing Estates—Grass frontages, open spaces and surrounds.

Gunnersbury Park—Measuring 186 acres and governed by a Joint Committee of which Ealing Borough Council nominate more than half the members, is just outside the Borough boundary.

A major sports ground and one golf course, included in the above figures, are held under the Physical Training and Recreation Act, 1937, and other small pieces of land also included have been appropriated under that Act from time to time.

II. The only defect experienced in the service provided by the Parks Department is in the arrangement for carrying out the maintenance of school gardens and school playing fields.

The County Council require the staff and equipment kept as an entirely separate unit from the General Parks Staff. The two sections work different hours and there are variations in working conditions. There can be no transfer of men temporarily from one section to another according to the needs of the moment. There can be no interchange of machinery and general equipment except by hiring, resulting in a certain amount of duplication of equipment which would otherwise be jointly shared.

On the financial side details of expenditure on maintenance for the current year and all estimated expenditure for the ensuing twelve months have to be compiled six months before the end of the current financial year. This inevitably results in a certain amount of conjecture. Capital expenditure on new machinery is similarly affected and in the meantime, considerable variations in prices may occur.

III. If the Borough Council were to become the Education authority, as recommended in the draft of their evidence relating to that service, the defects noted above would no longer exist.

If the Borough Council are not to become the Education authority, then the arrangement for compiling estimates of expenditure should be eased. Economy would result if the staff and equipment who are engaged on maintenance of school gardens and school playing fields were integrated with the general Parks Department staff and equipment, and the County Council charged their proportionate cost of the Department based upon labour and materials.

Prevention of River Pollution

I. The Middlesex County Council carry out all duties in connection with the pollution of the River Brent, and notify the Corporation of any pollution arising through the Council's sewers discharging into the River Brent. Public Health Inspectors then trace any source of pollution so notified and take the appropriate informal or statutory action to prevent a recurrence.

HOUSING

Provision of Houses

I. The Borough Council, as housing authority, have built a large number of estates, varied in nature and type, ranging from bungalows and old people's homes to multi-storey blocks of flats (maximum eight storeys, complete with lifts, domestic hot water and central heating supplies). 1,853 dwellings were erected pre-war, and 3,542 between 1st April, 1945 and 31st March, 1958, excluding 645 pre-fabricated bungalows.

II. In Ealing, the demand for housing accommodation is impossible to satisfy with the limited land available for development. Ealing is a favourite residential area. The Borough Council's housing problem is linked with the labour demand both existing and potential in Greater London.

III. The Borough's housing problem will depend for its ultimate solution on the decentralisation of development and premises which are the main employers of labour.

Slum Clearance

I. All duties under the Slum Clearance Provisions of the Housing Acts, including rehousing of displaced tenants, are carried out by the Corporation through the Public Health and Housing Committees.

Ealing has some slums, but very few compared with other areas. Premises are acquired and closing orders made under programme, and proposals for the commencement of a Redevelopment Area in the centre of the Borough are being considered.

II. The defect in a scheme of this kind is the lack of discretion which is given to a Local Authority to operate slum clearance and re-development schemes. It is admitted that certain slum areas should be cleared immediately, but there are grades of slum property, and in many cases where the premises are only on the fringe of such types of property, and occupied by old persons, discretion given to a Local Authority to permit these to remain occupied for a limited number of years would considerably ease the position of these old people, both financially and otherwise, and tend to solve the housing problem which becomes immediate when demolition has to take place.

III. More discretion in the handling of slum property which would prevent unsatisfactory patching up and the continuation of undesirable development.

Assistance to other Bodies and Persons to Facilitate the Acquisition, Construction or Improvement of Houses

I. The Corporation's principal activity in this field has been to advance monies, subject to valuation, in respect of the purchase of new property, existing property as single family units and multiple-occupied, and in respect of new property under construction by advances during construction. 4,442 mortgagors have been assisted to purchase their dwellings in this way, and at 31st March, 1957, £2,088,839 was outstanding on loan.

The above applies to freehold property, and leasehold property with not less than between 30 and 40 years to run.

In addition, grants and loans (either separately or together) are made in respect of improvements to existing properties.

The Borough Council have assisted in the establishment of two Housing Associations providing homes for old people.

II. High interest rates, reducing money available, has caused housing authorities to restrict their activities very much in this field, and at the moment no advances are being made by Ealing Corporation, but grants and/or loans in respect of improvements are operating.

Regulation of Buildings and Bye-laws

I. In all cases of development plans are required by the Borough Council in order that proposals may comply with the regulations covering buildings and bye-laws. The bye-laws apply in general to the construction, nature of materials and their application, and stability of the structure.

II and III. Practical difficulties in the application of the Model Bye-laws relating to alternative materials and methods of construction, and discrepancies between the bye-laws and Codes of Practice, could be overcome by a revision of the Model (to which local authorities are in practice required to adhere). Delay and other difficulties of enforcement would require amending legislation.

PERSONAL HEALTH AND WELFARE

Foreword

Prior to 1948, Ealing was autonomous in practically all public health powers, only some Food and Drugs Act work and the tuberculosis services being administered by the County Council. These Public Health powers were exercised to their fullest extent and Ealing maintained an Isolation Hospital (Clayponds, which also took patients from Brentford and Chiswick) and a Maternity Hospital (Perivale) which was regarded as one of the finest of its kind in the country. All Maternity and Child Welfare powers were implemented and in view of the special character of the district it was possible to design schemes for experimental purposes, such as Ealing Shoe Scheme, designed to prevent the formation of foot defects by school children, which would not fit into the pattern of a large County organisation where uniformity is necessarily the keynote. It has been possible to continue this policy only on the few powers left to the Borough as a local sanitary authority, and both the Ealing Clean Food scheme and the Ealing Incontinent Laundry scheme are examples of the type of experimental work which are only possible through a local government unit of reasonable size which will function to the best advantage for its own type of resident and locality.

The health and personal welfare services of the Middlesex County Council prior to 1948, were largely institutional (Public Assistance hospital, Sanatoria, Casual Wards, Mental Institutions, Residential Schools, Old People's Homes). The greater part of this work was transferred to Regional Hospital Boards, at the same time as the Boroughs in Middlesex transferred their Isolation and Maternity hospitals to the same bodies. At this time Parliament decided to transfer all maternity and child welfare powers from the Boroughs to the County Councils, and whilst this may well have been sound policy in districts where either no services or poor services were functioning this did not apply in Ealing, where the Maternity and Child Welfare services were of very high calibre. The Middlesex County Council were naturally inexperienced in the work and have been compelled to set up a large expensive machine of administration to supervise the work of districts which had for many years been perfectly capable of managing their own health services without supervision. Undoubtedly this duplication of supervisory and administrative services was not only wasteful but also led to dissatisfaction and a certain discontent among the absorbed officers. The cost of the services increased without evidence of any improvement.

The services which have been County Council services from their commencement such as Mental Health Services, Children's Department and Welfare Department, are competently administered in most of the rest of the country in units of from 100,000 to 300,000 in size, but would be better handled in close association with the other health services in districts where the local character of the people and the district is understood.

The high costs of administration at Central Office are largely due to duplication of work which has already been done locally. If the central office were discontinued there would of course have to be some increase in local staff but it is reasonable to assume that the costs of this increase would only be a fraction of the £241,000 a year now being spent on central administration, which should be compared with the sum of £286,000 spent on local administration a year for the whole 10 areas.

The 10 areas referred to are those into which the County is divided by the County Council for health administration, each area being under the jurisdiction of an Area Health Committee consisting of members of the County Council, Borough and District Councils in the area, hospital management committees, and members nominated by certain bodies, such as the Royal College of Midwives. Ealing is joined with Acton to constitute the Local Health Area. The Area Health Committees discharge most of their functions by way of recommendations to the County Health Committee or one of its Sub-Committees, none of which the Area Medical

Officer attends. The part played by the Borough Council representatives in the County Council's health service is thus small and unimportant.

There is a definite futility in the Area Health Committee, who alone are in a position to know local conditions and whose deliberations and recommendations are over-ruled by the County Health Committee composed of people most of whom have no knowledge of local affairs.

There is a stultifying effect on a go-ahead Borough whose plans are vetoed by the County Health Committee because of the possibility that any expenditure entailed may have to be multiplied by ten.

There have been gross and unwarranted delays in getting projects under way or even large repairs, even when the need for such has never been in question. As an example, discussion of the building of a new clinic at S.E. Northolt was begun as long ago as 1951. By early 1958 it has not proved possible to submit official plans to the Ministry.

Powers and Duties under The National Health Service Acts

I. These have been in the hands of the Middlesex County Council since 1948. The Medical Officer of Health for the Borough of Ealing is also an Area Medical Officer of the County Council, and undetrakes " Day to Day " supervision of the County Council's services in Ealing. These are as follows: Child Welfare, Midwifery Service, Home Nursing Service, Day Nurseries, Home Helps, Health Visiting, School Medical Services.

Nine health clinics are maintained within the Borough, with a tenth clinic under consideration to fulfil the needs of South East Northolt. Two day nurseries, one with 50 places and the other with 40 places, are provided.

The staff employed in Ealing includes 7 assistant medical officers, 6 dental officers, 4 supervisory nursing officers, 23 health visitors, 9 district midwives, 29 home nurses, 7 clinic nurses, 7 dental attendants, 2 physiotherapists, 2 speech therapists, 1 audiometer operator, 1 home help organiser with 2 assistants, 105 home helps and 34 clerical officers.

During 1957, 9,198 children under five years of age made 46,487 attendances at the health clinics, and 2,619 expectant mothers made 13,695 attendances; the domiciliary midwives attended 627 home confinements; the home helps assisted 1,370 cases; the home nurses made 87,731 visits to give nursing care in the patients' homes; the health visitors made 36,394 home visits, and the dentists dealt with 9,615 patients.

Other services under the National Health Service Acts are dealt with by special Departments of the County Council, *e.g.*, the old people's homes by the Welfare Department, the mental cases by the Mental Welfare Department of the Health Department, convalescent homes by a branch of the County Council's Health Department centrally.

II. Since 1948, no improvements have been made in the Ealing services under the National Health Service Act. This is probably due to the fact that no steps for experimental or new schemes are welcomed since they may involve action throughout the rest of Middlesex being found necessary. The Medical Officer of Health of Ealing who is in close touch with the work is unable to present a personal picture of local conditions direct to the Health Committee of the Local Health Authority.

Mental Health Services

I. These are dealt with by the County Council.

There are 26 Mental Welfare Officers who are " duly authorised " to undertake the statutory duties. These are attached to five divisional offices, the divisions being based upon the catchment areas of mental hospitals to which patients requiring hospital treatment for mental disorder are admitted. Ealing is in the West Central

Division with the office on the Great West Road, Brentford. In addition to the duly authorised officers there is attached to each division a psychiatric social worker.

A community organisation for care and training of mental defectives is in operation and it is carried out by medical staff who have specialised experience.

There are eleven training schools and practical training centres in the County, the nearest to Ealing being at Brentford.

II. These services are not linked with the other health services, except at the Westminster offices. As the county is not divided into 10 areas as for other services it would not be possible to amalgamate into the present areas without re-organisation. There is a strong case for linking all health services together under one supervision.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

I. This is under the Welfare Department of the County Council and is divorced from the general health department's work. The Welfare Areas (10) are exactly the same as the health areas (Ealing is added to Acton to form Area 7). An Area Welfare Officer and Deputy work in each area. The work covers Blind Persons Care and other Disabled persons, as well as Residential Accommodation for aged persons, temporary accommodation for homeless, and protection of property.

II. This work is so closely linked with the reports of Health Visitors on aged persons, the visits of Health Inspectors regarding the possible use of Section 47, and the need for home help care (80 per cent. of their use is for aged) that it would seem logical and economical to absorb this work into that of a Local Health Authority Health service rather than maintain a separate department.

Care of Children

I. The care of children who are not living with their parents or close relations is the responsibility of an *ad hoc* committee of the County Council and a Children's Officer is responsible centrally for the administration throughout the County. A local officer in each of the 10 Areas is responsible for the field work within the Area, *i.e.*, investigation of applications from parents and others for children to be taken into care: for the supervision of children who are boarded out and for the operation of Child Life Protection under the 1936 Public Health Act: to act as co-ordinating officer for children suspected of being ill-treated in their own homes.

The management and supervision of Children's Homes and Nurseries is carried out by the Central Office Staff and places are allocated by them.

The hygiene and general medical supervision of the children is carried out by one of the medical officers of the Health Department.

II. (*a*) Children are placed with foster parents who are vetted by officers of the Children's Department but no information regarding these is sought from the Health Department. It sometimes happens that the Health Visitors have knowledge about these foster parents and would not recommend them as suitable.

(*b*) Confusion can arise from the triple supervision of nurseries by an Officer of the Children's Department, a Medical Officer of the Health Department and the General Practitioner. Conflicting advice can inadvertently be given to the Matron.

(*c*) The Children's Officer is not the best person to be appointed as "Co-ordinating Officer" as she has no means of knowing of the case until brought to her notice by the Health Visitor and she is then at a disadvantage as much work has already been done by the social workers before the time arises for action to be taken.

Registration of Nurseries and Child Minders

I. Applications from prospective Child Minders and proprietors of private day nurseries are dealt with by the Local Area Health Office.

A visit is paid by a member of the Health staff and a report made to the Area Health Committee. If the Committee approve the application the necessary statutory letter and certificate of registration are sent to the applicant by the Clerk of the County Council and a register is kept by him.

The Area Health Committee is not empowered to refuse an application for registration of Child Minder or Day Nursery or to impose conditions regarding a private day nursery other than that limiting the number of children to be admitted. A recommendation for refusal must be referred to the Health Committee of the County Council.

II. Difficulties of administration lie in the Act itself which in some places is ambiguous and clumsy in application. For instance—no one has yet defined the term " A substantial part of the day " although the Ministry of Health are said to have stated that 3 hours could be so called.

No conditions may be made in registering a child minder other than that limiting the number of children. To circumvent this it has become necessary to tell the applicant that her application will not be recommended unless such a thing is done. This may involve her in some expense which she may have to incur without any assurance that the Committee will then approve.

Notification of Infectious Diseases

I. Entirely dealt with by the Borough Council.

II. Functions satisfactorily.

Health Education

I. At present it is the responsibility of:—

(*a*) The County Council under the National Health Service Act, 1946.

(*b*) The Borough Council under the Public Health Act, 1936.

II. The situation is, therefore, that in the Borough both bodies are engaged in the same work with theoretically no co-ordination. The fact that the Medical Officer of Health is, at present, also the Area Medical Officer, prevents duplication but this will not necessarily always be so.

School Health Service

I. The Borough, as an excepted district, has delegated powers with regard to day-to-day administration of the School Health Service. Special education, however, is provided by the County Council.

II. The part of the services run by the Borough Council under these powers functions satisfactorily. The arrangements for special education, however, are not satisfactory. The reasons for this are:—

(*a*) Ealing School Medical Officers have, as a general rule, no knowledge of the special schools for which they are recommending children.

(*b*) Once children are admitted to special schools contact with them is lost.

(*c*) In many instances Ealing children receive unfavourable priority for placement compared with children from the area in which the school is situated.

(*d*) Unnecessary centralisation of this sort increases administration costs.

III. The Borough Council should have powers to provide special education. The sort of arrangement envisaged is:—

(*a*) In three categories there are sufficient Ealing children to merit the Borough providing a school. These are:—

Educationally sub-normal	73
Maladjusted	55
Physically handicapped	34

(*b*) In four categories:—

Partially sighted	10
Partially deaf	15
Delicate	21
Speech defects	8

numbers are sufficient for neighbouring boroughs each to provide one category and admission to each other's children would be on a reciprocal basis. Thus, Ealing already has a Speech Class which would be easily enlarged to a Speech School as her contribution.

(*c*) In three categories numbers are so small or techniques so specialised that arrangements would always be more satisfactory on a national basis. These are:—

Blind	4
Deaf	13
Epileptic	1

An arrangement of this nature would provide more satisfactory care of handicapped children and considerably reduce administration costs.

Food and Drugs

I. On 4th July, 1939, the Minister of Health made a direction under section 64 of the Food and Drugs Act, 1938, making the County Council the Food and Drugs authority for Ealing and other areas of the County where, but for that direction, the Borough or District Council would have been the authority. The County Council are therefore responsible for:—

(*a*) Sampling of food.

(*b*) Labelling of food.

(*c*) Offences in connection with the adulteration of milk.

(*d*) Restrictions on use of special designations of Milk; Milk (Special Designation) Regulations.

This includes the licensing of pasteurising plants.

(*e*) Appointment of Public Analyst.

The Medical Officer of Health and all Public Health Inspectors are, by virtue of their appointment, authorised officers for all purposes of the Act (Section 86(2)).

The Borough Council are responsible, *inter alia*, for dealing with unsound food, but the County Council are responsible for dealing with food not of the nature, substance or quality demanded.

The Borough Council administer the Milk and Dairies Regulations governing the hygienic condition of dairy premises, and also register dairies and purveyors of milk, but the County Council administer the Milk (Special Designation) Regulations, which necessitates the County Council licensing pasteurising plants in dairies. The County Council are responsible for the prohibition of sale of milk from diseased cows, and the restrictions on the sale of cream substitutes.

II. The above is not a full description of the arrangements, but sufficient is said to show that there is considerable overlapping and much confusion to the public and those engaged in the production and distribution of food is caused.

III. The Minister took power, by section 84(3) of the Food and Drugs Act, 1955, repealing and replacing the 1938 Act, to revoke an Order such as that constituting the County Council the Food and Drugs authority for Ealing. An

Application for such a revocation has not yet been made by the Borough Council, who are awaiting the result of joint consideration of the matter by the Middlesex Borough and District Council's Association, representing other Borough and District Councils as well as Ealing, who are similarly affected. No doubt an Order will be applied for in due course for Ealing, and if granted, will partly remedy the position. If the Borough Council were made the authority governing all aspects of the sale and distribution of milk, which are at present supervised by the County Council, this would be a logical further step, but would require legislation.

III. The Borough Council's views on how the majority of the defects above noted may be remedied.

The Borough Council's complaints against the local government organisation of Public Health arise almost entirely from the remote control by the County Council of the personal health services. Most of their dissatisfaction would disappear if they were made the authority for the personal health services. This is one of the two major reforms which the Borough Council consider necessary, the other being in the field of education.

The Borough Council consider that they could and should be made the local authority for the purposes of the following Acts.

National Health Service Act, 1946, Part III.
Public Health Act, 1936, Part VI relating to nursing homes, laboratories and mortuaries.
Public Health Act, 1936, Part VII relating to notification of births and child life protection.
Midwives Act, 1951.
Nurseries and Child Minders Regulation Act, 1948.
Pharmacy and Poisons Act, 1933.
Pharmacy and Medicines Act, 1941.
Pharmacy Acts, 1953 and 1954.

They could also with advantage be made the local authority for a variety of nuisances and sanitary matters, and matters connected with diseases of animals and the prevention of pests, all of which are at present under the control of the County Council. They would propose that they should be the authority under the Children Act, 1948, Part V, and under the National Assistance Act, 1948, except insofar as it deals with ambulance services, which are better administered over a wider area, though in a Borough the size of Ealing it would be perfectly possible to provide an efficient and economical ambulance service.

TOWN AND COUNTRY PLANNING

I. The Local Planning Authority under the Town and Country Planning Acts is the Middlesex County Council, and certain powers are delegated. A copy of the Scheme of Delegation* accompanies this evidence.

The Minister has approved the Development Plan for Middlesex.

The general arrangement is that all planning applications received by the Borough Council are forwarded to the County Planning Officer, who divides them into three categories:—

(1) Excepted applications, *viz.*, cases on which the County Planning Authority require the recommendation of the Borough Council but will themselves give the final decision.

(2) Applications which are excepted by the County Council in respect of planning conditions which have reference to highways alone, and which are delegated to the Borough Council subject to the acceptance of those conditions.

(3) Non-excepted applications on which the decision is delegated to the Borough Council.

---

* Not reproduced in this publication.

In all cases the applications are returned, marked in the appropriate category, and are dealt with by the Borough Council by recommendation to the County Council, or by decision on the application, according to their category.

Enforcement decisions are made in the same way, but the Borough Council undertake the actual work of enforcement, as well as the conduct of all appeals.

II. Having regard to the fact that there is a Ministerially approved Development Plan for the Borough, it would seem unnecessary to submit to the County Planning Authority applications which are in conformity with the Development Plan, as this may delay the giving of decisions.

III. The Borough Council should be the planning authority for all purposes except the preparation, approval and amendment of the Development Plan.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

I. This work is carried out by two organisations in the Borough:—

(i) The Borough Council.
(ii) The Middlesex County Council.

Each Authority deals with certain Trunk Roads (as Agents for the Ministry of Transport) and certain Classified Roads (the Borough Council as Agent for the Middlesex County Council). The District Roads are wholly the responsibility of the Borough Council.

II. The operation of a duplicated organisation in respect of staff, men, materials and plant, is wasteful.

III. There should be a single organisation dealing with roads and bridges in the Borough.

Street Lighting

I. All Street Lighting is the responsibility of the Borough Council and is carried out by them.

Naming of Streets and Numbering of Houses

I. This is entirely the responsibility of the Borough Council.

Parking Places

I. The Ministry of Transport prescribe street parking places, on the recommendation of the Borough Council after consultation with the Metropolitan Police. The Police prefer the Local Authorities to provide off-the-highway parking places, which generally means the acquisition of expensive private land.

Land provided for parking under planning control, on development and redevelopment, is in general utilised by the vehicles of the employees or customers of the developer.

II. There is a lack of parking space, a defect common to the whole of the Metropolitan area.

III. Financial assistance would help the Borough Council to provide car parks.

Road Safety

I. The Council employ a Road Safety Officer and one assistant, both on the Borough Surveyor's staff. The Road Safety Council, comprised of eight members of the Borough Council's Works and Highways Committee and sixteen co-opted representatives, meet bi-monthly, and a Junior Accident Prevention Committee of schoolchildren meet monthly.

Recommendations from the Road Safety Committee are passed to the Works and Highways Committee of the Borough Council for adoption.

Omnibus Shelters

I. The Borough Council do not exercise their power to erect omnibus shelters which are regarded as the responsibility of the London Transport Executive.

II. The standard of bus shelters provided is particularly poor and gives completely inadequate protection to the travelling public.

Private Street Works

I. These are undertaken by the Borough Council under the Public Health Act, 1875.

ADMINISTRATION

I. The Borough Council consists of 15 Aldermen and 45 Councillors. They consider recommendations, and decisions taken under delegated powers, of 12 standing committees, and a number of special committees and sub-committees

The Chief Officers numbers seven, *viz.*, the Town Clerk, Borough Surveyor, Borough Treasurer, Medical Officer of Health (whose services are shared with the County Council), Borough Librarian, Parks Superintendent, and Borough Education Officer (paid by and in the service of the County Council).

The co-ordination of the Council's work is the responsibility of the Town Clerk, who is the chief executive and administrative officer. He is also a solicitor and responsible for all the Council's legal work.

The establishment of the Town Clerk's Department is 49 permanent posts. The staff in these posts include, in addition to legal and administrative staff, the staff engaged on the registration of electors and conduct of elections; the work of the information office; the organisation of a wide variety of public entertainments, including municipal dances and exhibitions; the bulk of the Corporation's printing, which is done by means of a Multilith machine and vari-typing machines; Shops Act inspections; and civil defence. The last-mentioned is a service delegated by the County Council to the Borough Council.

Commencing in the autumn of 1953, and continuing for a year, Messrs. Authur Collins and Co., financial advisers to local authorities, conducted an organisation and methods investigation of the Council's administration. In the introduction to their report, they said:—

> " 13. The Broad conclusion which I draw from the investigation, and which is evidenced by the detailed contents of the subsequent parts of this report, is that the administrative organisation of the Corporation of Ealing is of a very high order indeed. Without question it stands comparison with other large local authorities and indeed with the best administered of them. Of all types of local authority the administration of a large non-county borough is perhaps the hardest of all to assess. This class of authority has been bereft of several of its more important local government functions, yet the extensive services remaining under its control still demand a standard of administration which would equip it to undertake a much wider range of services. Thus one finds in Ealing a standard in no way inferior to that of a substantial county borough. This may appear to be wasteful, but if that be so, it is a problem of local government reform. Certain it is that there is nothing to be gained by reducing the quality for it is doubtful if this would even effect a temporary saving in cost. The standard of the public service in Ealing is unquestionably high, and the general tone of the administration is in keeping with it.
>
> 15. Throughout the departments one finds evidence of a consistent attempt over recent years, to effect administrative improvements. These have been

comparatively minor improvements in themselves, but their aggregate effect is not inconsiderable, Major changes have not been made because quite clearly there has been no need for them, nor do I find it necessary to suggest any radical alterations in this report."

II. The defect in the organisation of Local Government at Officer level is indicated in the foregoing quotations . . . ". . . the extensive services remaining under [the Borough Council's] control still demand a standard of administration which would equip it to undertake a much wider range of services. Thus one finds in Ealing a standard in no way inferior to that of a substantial county borough. This may appear to be wasteful, but if that be so, it is a problem of local government reform. Certain it is that there is nothing to be gained by reducing the quality for it is doubtful if this would even effect a temporary saving in cost."

Council members and officers spend a great deal of time in making decisions and doing work which have to be reviewed by County Council members and officers before they are operative. This is wasetful of time, energy and money, and the Borough Council are firmly of the the opinion that the administration required and provided in Ealing is capable of undertaking final responsibility for the services mentioned in other parts of this evidence. This could be done with only negligible additions to the expense of administration, and would presumably save considerable time and expense at the County or " supervisory " level.

III. The Council's view is that the defects mentioned above and in other parts of this evidence are inherent in any system of delegation, and that the Borough Council should be the responsible authority, subject to any necessary Government control, for all those services they administer.

FINANCE

Certain financial aspects have been mentioned in the various sections of the evidence, but in view of the proposed changes in the Local Government Bill a complete financial survey has not been attempted at this stage but can be dealt with later if the Royal Commission wishes.

SUMMARY OF CONCLUSIONS

III. An outline of the Council's views on how the defects may be remedied

In the Parliamentary Session 1951–52, the Council promoted a Bill to create Ealing a County Borough. This was defeated at the Second Reading by 165 votes to 94, principally on the ground that the whole subject of local government reorganisation was under review and should not be dealt with piecemeal. As appears from the figures given there was nevertheless a strong measure of support for the Bill.

With a population and financial resources larger than those of the great majority of county boroughs, and with more than half a century of municipal experience and good administration behind them, Ealing could still make out a good case for county borough status. If Middlesex presents a special problem, however, and county borough status is to be excluded, then the question of the functions of Middlesex authorities must also be treated specially. Probably the majority of Middlesex authorities, and certainly the larger of them, should exercise greater powers than the generality of non-county boroughs.

Accepting that the area of the present county and the status of the county council should remain substantially unaltered, and that the county council should continue to exercise those functions which are better administered in large population units, the Borough Council think that the defects in the present system arise from two causes namely:—

1. that county administration is remote from the man in the street, and
2. that after 12 years' trial, delegation has proved itself a time wasting and extravagant expedient, and one which causes endless friction.

The Borough Council, therefore, are firmly of the opinion that there should be a statutory transfer of functions from the County Council to the Borough Council, so that they are conferred on the latter directly and not by way of delegation; and that this transfer should include all those services of a personal nature where close and easy contact between the local authority and the ratepayer is desirable. Of these services the most important are the personal health services and education. As regards the latter, Ealing could well undertake all the services provided by an education authority as is at present done by the authorities of many towns less populous and wealthy. However, if it were necessary in the interests of Middlesex as a whole they would be prepared to concur in the transfer only of primary and secondary education.

The Borough Council think that nothing less than the abolition of delegation, and direct conferment upon themselves of the services mentioned, can result in a satisfactory system of local government.

May, 1958.

Town Hall,
Ealing, W.5.
17th April, 1959.

Dear Sir,

Local Government in Greater London

The Council have had under consideration the joint statement of evidence submitted to the Royal Commission on behalf of the Borough Councils of Edmonton, Enfield, Harrow, Hendon, Heston and Isleworth, Hornsey, Tottenham, Twickenham, Wembley and Willesden.

I am instructed to inform the Royal Commission that, although the Council were not a party to the negotiations, they subscribe to the views expressed in the statement in their entirety.

Yours faithfully,
E. J. COPE-BROWN,
Town Clerk.

THE SECRETARY,
Royal Commission on Local Governments
in Greater London.

Town Hall,
Ealing, W.5.
29th April, 1959.

Dear Sir,

Royal Commission on Local Government in Greater London

Adverting to my letter of the 17th instant, the Council have now considered the joint supplemental statement of evidence submitted to the Royal Commission on behalf of the ten large boroughs.

I am instructed to inform the Royal Commission that this Council subscribe to the views expressed in the statement in their entirety.

Yours faithfully,
E. J. COPE-BROWN,
Town Clerk.

THE SECRETARY,
Royal Commission on Local Governments
in Greater London.

Evidence Submitted by The Edmonton Borough Council

INTRODUCTION

1. The Borough of Edmonton lies in north-east Middlesex, adjoining the county boundary with Essex. The Edmonton Local Board was formed in 1850 for the Parish of Edmonton. In 1881 the parish was divided into the separate districts of Edmonton and Southgate. The Edmonton Urban District Council was constituted in 1894. The Borough was incorporated in 1937.

2. The Borough Council consists of 32 Members (8 aldermen and 24 councillors). The councillors are elected from fourwards, two councillors retiring each year in each ward. There are twelve standing committees and ten special committees, operating partly under delegated powers. Ordinary meetings of the Council and standing committees are held monthly.

3. Area of Borough:	3,895 acres
Population:	1947 (estimated 109,000
	1951 (census) 104,224
	1957 (estimated) 96,530

Target Population in 1971 proposed in County Development Plan 99,360
(Large areas in the Borough are now in process of re-development).

Rateable Value March 1958 £1,462,552
1d. rate product (estimated 1958–59) £5,940
General Rate: 1958–59 18s. in the £

Departments	*Total Admin. &c. Staff*	*Other Employees*
Town Clerk	26	5
Borough Treasurer	49	—
Borough Engineer and Surveyor	63	430
Medical Officer of Health	18	55
Borough Architect	40	450
Housing Manager	27	5
Borough Librarian	37	5
	260	950
	1,210	

EDUCATION

I—Present Arrangements

1. Edmonton is a Borough which, until 1945, was a local education authority for the purposes of "elementary" education. Under the terms of the Education Act, 1944, the Middlesex County Council became the local education authority for the Borough. By a Scheme of Divisional Administration certain educational functions relative to primary and secondary schools within the Borough were delegated by the County Council to the Borough Council as the Divisional Executive. The Scheme was later extended by the addition of some delegated functions in respect of Further Education. The exercise of delegated functions is subject, under the terms of the Scheme, to the overall control of policy and finance by the County Council as the local education authority.

2. The total school population is just under 14,000 pupils in primary, secondary modern and secondary grammar schools. In three cases, Infants Departments cater for young children down to the age of two years; the upper limit of age in the Borough's two grammar schools is 19 years. Special features of school organisation within the Borough comprise a central selective school (The Higher Grade School) and an Open Air School for Delicate Children. The last named school was established by the Borough Council in 1936; there is only one other school of the same type throughout the County area.

3. The ancillary services coming within the jurisdiction of the Divisional Executive include the School Medical Service, the School Meals Service and the Youth Service.

4. There are over 500 teachers employed by the County Council in all types of schools within the Borough and the non-teaching staff employed runs to greater numbers.

5. (*a*) Number and type of schools (by department) with numbers on roll:—

	Number of Departments	*N.O.R.*
Primary	30	8,402
Secondary Modern	10	3,335
Secondary Grammar	2	1,529
Secondary Technical (Girls)	1	243
Special Day (Open Air)	1	140
	43	13,649

(*b*) Staff employed within the Borough:—

Number of Teachers—Day Schools	530
Number of Teachers—Further Education	46
School Meals Service	272
School Clerical Assistants	45
Welfare Assistants (School)	17
Schoolkeepers and Cleaners	145
Youth Service (Leaders)	5
Administration (inc., Lab. Assts.)	38
Coach Guides and Drivers	9
Nursery Assistants	3
Maintenance Workmen (seconded)	14
Child Guidance Service	6

6. The School Health Service forms part of the Area Health Service organised by the County Council, Edmonton and Enfield constituting one area with medical and other staff employed by the County Council. The Area Medical Officer is also Medical Officer of Health for Enfield, and the deputy is Deputy Medical Officer of Health for Edmonton. Owing to requirements of the County Council, the Medical Officer of Health for Edmonton acts merely as a part-time clinical school medical officer. Health Visitors also act as School Nurses, supplemented by State Registered Nurses. Routine medical inspections are carried out by seven full-time assistant medical officers and one part-time in the whole area. Children with defects are treated at the Health Clinics, where the full range of services is available. A special Child Guidance Clinic is in operation.

7. Education services by Borough Council Officers are rendered as follows:—

Town Clerk:	Clerk to the Divisional Executive.
Borough Treasurer:	Education Finance (excluding salaries and loan repayments).
Borough Architect:	Maintenance of school buildings and minor capital works.
Borough Engineer:	Maintenance of school playing fields.
Borough Librarian:	School Libraries.

II—Defects

The main defects are, briefly, as follows:—

(*a*) The Scheme of Divisional Administration delegates certain functions to the Divisional Executive subject to the overall control of policy and finance by the County Council as the local education authority. The powers conferred on the Divisional Executive by the Scheme are neither in theory nor in practice, real ones.

(*b*) Powers and responsibilities which are delegated by the Scheme are vitiated by numerous rules, regulations and other devices which are designed to restrict or control action and which not only achieve this object, but also strike at the roots of the powers and responsibilities which are delegated.

(*c*) The general policy of the County Council is to secure the greatest degree of uniformity throughout the County area; the general level of uniformity tends to sink, or to be pressed downwards to lower levels, not infrequently for financial reasons. The proper expression, by the Divisional Executive, of local needs and circumstances is stifled in this process.

(*d*) The defects, so far listed, impair any sense of purpose and achievement which the Divisional Executive might otherwise have. The effect on members of the Divisional Executive and its Education Committee is very obvious, and because of the lack of real power and real responsibility there is a strong feeling of frustration on the part of many members. And frustration can breed loss of interest in the educational needs of the Borough.

(*e*) There is excessive reference to the County Council of matters, both large and small. The double—and large scale—consideration of even small matters of detail is, inevitably, a productive cause of duplication and delay.

(*f*) So far as Officers are concerned there is an unfortunate dichotomy for the Borough Education Officer who, by virtue of Section 6 (4) of the Education Act 1944, is an employee of the County Council. Unlike other Chief Officers of the Borough Council, the Borough Education Officer has had imposed upon him statutorily a double loyalty which is neither good for him nor the service which he represents.

(*g*) Consultation by the County Council with the Divisional Executive, even when such consultation is required by the provisions of the Scheme, frequently does not take place.

(*h*) The "vetting" of technical proposals of the Borough Architect for maintenance of school buildings and minor capital works by Officers of the County Council and the Ministry of Education is a mere duplication and waste of effort. This procedure involves considerable delay and difficulty in programming.

(*i*) Larger building schemes are carried out by the County Architect. This tends to cause delay and lack of detailed control by the Divisional Executive. The Borough Architect and his staff are accustomed to carry out large capital schemes, *e.g.* housing, factories and re-development, and by close contact with education staff in maintenance work, are well equipped to undertake all education capital works with reasonable dispatch and more effective local control.

(*j*) Lack of effective financial control by the Borough Council as Divisional Executive. The rate in the £ for education purposes within the Borough now exceeds one third of the general rate levied, and is even more than the amount raised to cover the whole of the Borough Council's own expenditure on local services.

III—Analysis of Defects

1. These defects arise from two basic causes:—

(*a*) The local education authority for the Borough is the Middlesex County Council.

(*b*) The powers of the Edmonton Council spring only from a Scheme of Divisional Administration for the Borough, and an agreement between the County and Borough Councils for maintenance of school buildings and playing fields.

The defects, therefore, are due entirely to defects in the organisation of local government in the area.

2. The local knowledge and experience of Council Members and their Officers are superior to those of a more remote authority and the qualifications and competence of the Officers are in no way inferior. The Edmonton Borough Council employ the full range of qualified and competent officers necessary for local government functions. All these assets of the immediate local authority are lost in functions subject to remote control by another authority. The discharge of separate functions by a remote authority destroys the essential co-ordination required in local government services for an area such as the Borough of Edmonton.

3. Remote control through a large-scale administrative system ranging from research to requisitions for schools supplies, has produced an enervating atmosphere in policy and practice, frustration of local effort and goodwill, unnecessary complications of administrative and financial control, and deprivation of independence and self-reliance.

4. The only compensating advantage of a large scale authority is in some few matters where regional scope is required. In the Education Service these matters would be limited to the following:—

Education Act, 1944

Section 29:	Standing Advisory Council on Religious matters.
Sections 41 and 42:	Advanced technical education.
Section 62:	Training of Teachers.
Section 81:	Scholarships to Universities, &c.
Section 82:	Research.
Section 84:	Financial Assistance to Universities.

IV—Remedy of Defects

1. The defects outlined above can only be remedied by the direct conferment of powers and duties under the Education Acts on the Edmonton Borough Council reserving only to a Regional Authority powers under Sections 29, 41, 42, 62, 81, 82 and 84 of the Education Act, 1944.

2. The Edmonton Borough Council have adopted and concur in the memorandum relating to re-organisation of Local Government in Middlesex as regards education functions, which is being submitted direct to the Royal Commission by the Middlesex Excepted Districts' Association.

ENVIRONMENTAL HEALTH SERVICES

I—Present Arrangements

(*a*) Baths, Wash-houses and Bathing Places

The Council own and operate a Baths Establishment in Knights Lane comprising 1st and 2nd Class Slipper Baths for men and women; 1st and 2nd Class Swimming Pools and a Laundry. The Baths operate from 9.0 a.m. to 8.0 p.m. daily for the general public and from 8.0 p.m. to 10.0 p.m. for swimming clubs. During the winter, the 1st class Swimming Pool is converted to a public hall for dancing, boxing, public meetings, &c. The Laundry, in addition to laundering the baths' towels, &c., also operates on agency work for other departments of the Council, and accepts laundry from the Middlesex County Council schools. The staff required for this establishment consists of one superintendent, one assistant superintendent, six male, four female (full-time) and two male, one female (part-time).

The Council own and operate a summer swimming pool in Houndsfield Road, Edmonton, from the 1st May to the 30th September annually, including Sundays and Bank Holidays. It consists of a large swimming pool with dispersal and sun-bathing areas and buffet facilities. The staff operating this establishment consists of four male and six female. The Baths Supreintendent previously referred to exercises supervision over the staff.

(*b*) Control of Watercourses, Ditches and Ponds

This function is shared between the Lee Catchment Board, the Middlesex County Council and the Edmonton Borough Council. The Lee Catchment Board are responsible for the " main river " which includes parts of three tributaries of the River Lee running through the Borough. The Middlesex County Council have powers under the Middlesex County Council Act, 1944, but there is no record of any action taken under these powers. The Borough Council have powers under the Public Health Acts and Private Acts which are operated mainly to ensure covering of open ditches adjoining building development and proper maintenance of culverts where these are used for surface water drainage.

(*c*) Disinfestation of Premises and Articles

The Council have their own Disinfecting Station housing a Steam Disinfecting Apparatus. Two bedding vans are used to convey the bedding, clothing, &c. to and from the Disinfecting Station. This is used for both disinfecting and disinfesting bedding, clothing and other such articles. A specially made cabinet containing formalin gas is used for the disinfection of books, leather goods, &c. Infested premises are hand sprayed with D.D.T. and Insecticides. The furniture is similarly treated.

The Council also have a Cleansing Station for the cleansing of verminous persons and a smaller Steam Disinfector is housed in this building for dealing quickly with the clothing of these persons.

(*d*) Drainage of Trade Premises

This function is shared between the Edmonton Borough Council as Sewerage Authority and the Middlesex County Council as Sewage Disposal Authority. Analyses of effluents are carried out by Officers of the Middlesex County Council who in the main conduct the negotiations with factory owners and occupiers. The arrangements work satisfactorily, and with the divided responsibilities, are inevitable.

(*e*) Mortuaries and Post-Mortem Rooms

Until 31st March 1953, the Edmonton Borough Council provided a mortuary service in a separate building. For the convenience of doctors and coroners an agreement was made with the North East Metropolitan Regional Hospital Board that the mortuary at the Prince of Wales's Hospital, Tottenham, should be available for this service in Edmonton on the basis of an annual contribution by this Council.

(*f*) Public Conveniences

There are seven Conveniences in the Borough open seven days a week for approximately 16 hours a day. An attendant is present at each Convenience during the whole time it is open. No charge is made for the use of these Conveniences and free handwashing facilities are provided.

(*g*) Refuse Collection and Disposal

Refuse collection is carried out on a relay system employing 12 totally enclosed petrol driven vehicles of 15 to 18 cubic yard capacity. Waste paper is collected by a special van of 10 cubic yard capacity. Refuse collection from 26,000 dwellings is made once weekly, and the labour force required is one foreman and 58 men.

Refuse disposal is by means of salvage separation and incineration plant owned and operated by the Council. A magnetic separator for metals is also incorporated. The average annual output of the plant is 25,000 tons, and the labour force required for this is one foreman and 30 men.

(*h*) Regulation of Buildings and Sanitation of Buildings

A staff of six Public Health Inspectors, supervised by a Senior Public Health Inspector is employed under the Medical Officer of Health to observe and control the environmental hygiene of the Borough. They carry out functions in relation to all buildings in the Borough under the Public Health Acts and the Housing Acts. Each District Inspector has a population of approximately 16,000 to cover and is allowed the use of a car when necessary. Houses and buildings are inspected both on a house-to-house basis and on complaint. Informal notices of defects are served on owners and, where necessary, formal procedure is authorised by the Public Health Committee.

The Sanitary Inspectors have the assistance of a clerical staff in the Public Health Department.

(*i*) Sewerage and Sewage Disposal

The sewerage of the Borough is on the separate system, the soil sewers discharging into the East Middlesex Main Drainage Works in Montagu Road, Edmonton, and the surface water sewers discharging into the main rivers under the control of the Lee Conservancy Catchment Board. The Borough of Southgate discharges its soil sewers into the Borough of Edmonton's system, but in the near future the Southgate sewers will be disconnected under the East Middlesex Main Drainage scheme.

The Borough Council employ eight sewermen under the supervision of a District Road Foreman for the purpose of repair, re-laying and cleansing of sewers, and two men on the flushing of house connections. One gully emptying machine and various scraping and winching equipment together with portable pumps form the tools of these men.

Sewage disposal is carried out by Middlesex County Council under the East Middlesex Main Drainage scheme which serves nine Local Authorities in North East London.

(*j*) Street Cleansing

The roads in the Borough are swept with a frequency according to importance. Teams of three men are employed using pedestrian controlled electric trucks with a carrying capacity of two cubic yards and the work is supplemented by four mechanical sweeper collectors. Eighty-four miles of roads are dealt with in this manner by the Local Authority, but the Great Cambridge Road and the double carriageway portion of the North Circular Road (trunk roads) are cleansed by the Middlesex County Council.

Gully cleansing is also carried out mechanically with a gully emptying machine employed whole time on the 5,500 gullies in the Borough and street markets are cleansed by two men using a specially designed refuse collection vehicle.

The labour force engaged under the supervision of a Cleansing Superintendent consists of one foreman and 43 men including drivers of mechanical brooms and gully emptier, electric truck operators and road sweepers.

(*k*) Burial Grounds, Cemeteries and Crematoria

The Council have one cemetery of 30 acres which comprises consecrated and unconsecrated ground. A portion of the cemetery is set aside as a lawn type of cemetery. The cemetery is controlled by the Parks and Cemetery Superintendent assisted by an Assistant Cemetery Superintendent, one Foreman and 13 men. There are in the Borough two private cemeteries over which the Council have no control.

(*l*) Parks and Open Spaces

The Council own and maintain all public parks, gardens, open spaces and recreational facilities in the Borough, and also maintain street trees, shrubberies, highway verges and school playing fields and grounds.

The Council also carry out landscape work and maintenance on Council housing estates and industrial estates. Facilities provided include football, hockey, cricket, netball, tennis, boating, miniature golf, cycle speedway track and archery range. An open air theatre is provided in Pymmes Park. Distributed throughout the Borough as equally as possible is a full range of playground equipment and paddling pools.

The Council propagate their own seedlings, trees, shrubs at a centralised nursery which is in process of being developed. When completed, the Borough should be self-sufficient as regards plants, trees and shrubs. It is necessary to employ tractors, gang mowers, verge cutters, heavy and light motor mowers, rollers, &c. in order to maintain the above facilities. The personnel employed on this work consists of a superintendent, assistant superintendent, three foremen, two chargehands, one propagator and 114 men.

(*m*) Powers and Duties under the Physical Training and Recreation Act, 1937

The Edmonton Borough Council have provided a sports stadium and other open spaces under this Act. They have also adapted Salisbury House, a large building adjoining an open space, for the purposes of an Art Centre which has been leased on nominal terms to the Edmonton Arts Council.

(*n*) Prevention of River Pollution.

These powers are exercised by the Lee Catchment Board which controls the whole of the Lee Water-shed. The Board has adequate technical staff, and from time to time take samples of water from the " main river " in the Borough. Where any action by the Borough Council is required as a result of their investigations, the necessary co-operation is given by the Borough Council.

II—Defects

1. The large majority of these powers are exercised by the Edmonton Borough Council; in their opinion the Borough is a suitable unit for the administration of these functions and would not be improved by any change of area or function.

2. In the case of watercourses, ditches and ponds, however, the powers of three authorities overlap, and those of the Middlesex County Council could lapse

without any detriment; as part of the Lee Water-shed, the control of the "main-riverbed" by the Lee Catchment Board must remain.

3. Powers under the Physical Training and Recreation Act, 1937 are almost exclusively exercised by the Borough Council. Any parallel power by the Middlesex County Council is unnecessary.

III—Remedy of Defects

The powers of the Middlesex County Council in this Borough in respect of water-courses, ditches and ponds, and under the Physical Training and Recreation Act, should be abrogated.

HOUSING

I—Present Arrangements

(*a*) Provision of Houses

Exercising their powers under the Housing Acts the Edmonton Borough Council have provided the following dwellings and premises:—

	Pre-War	*Post-War*	*Total*
Houses	2,104	1,588	3,692
Flats	8	1,147	1,155
Garages		129	129
Shops	8	40	48
Common Rooms ..		3	3
	2,120	2,907	5,027

These figures include 1,450 dwellings built by the Council outside the Borough. New dwellings have been provided at about 300 a year, but this has been cut to 220 for the present year owing to Capital Restrictions; these are largely being used to rehouse families displaced under Slum Clearance.

The main waiting list on which there are still 1,900 cases was closed in July 1955 and the supplementary list opened after that date includes 600 cases.

240 families occupy requisitioned premises which will have to be released by March 1960.

830 families from the Borough have been rehoused in New Towns, but the benefits would have been far greater if the basis had been housing need instead of employment qualifications.

The Borough Architect, with qualified technical staff, is in charge of construction. Programme, designs and estimates are negotiated directly with the Ministry of Housing and Local Government. The Borough Architect is responsible for construction and maintenance work by Direct Labour and by tender.

The Edmonton Borough Council deal with requests for accommodation by homeless evicted families; experience shows that the County Council have little accommodation available to meet their statutory obligation under the National Assistance Act in this respect.

The Borough Council have made particular efforts to provide dwellings for aged persons.

The Housing Manager, with a staff of 31, is responsible for lettings, collection of rents, maintenance of properties and welfare of tenants.

(*b*) Slum Clearance

The Medical Officer of Health makes representations about clearance areas, These areas form the basis of the Council's re-development programme. When clearance or compulsory purchase orders have been made by the Council and confirmed by the Minister, the Housing Manager arranges rehousing from the areas. In recent years 750 families have been rehoused, and 921 families remain to be dealt with to complete the 5-year programme.

(*c*) Assistance to other Bodies or Persons to Facilitate the acquisition, construction or improvement of Houses

The Borough Council and County Council both make advances on mortgage to assist persons to buy or build houses for their own occupation. The County Council have suspended loans for the time being, but the Borough Council continue to make advances. The Borough Council make Improvement Grants on application by owners of houses.

The Borough Architect surveys and values houses for advances. The Medical Officer of Health, Borough Engineer and Borough Architect advise the Council on Improvement Grants.

(*d*) Regulation of Buildings and Bye-laws

The Borough Council carry out the statutory obligations under the Building Bye-laws, the Factories Act, 1937 and the Public Health Acts. They are responsible for registering and the inspection of deposited plans, the checking of calculations and the inspection of work in progress. Approximately 80 plans are deposited each month which require about 440 site inspections. In addition, it is necessary to carry out periodic inspections of buildings covered by temporary licences. Included in the duties of the inspectors is the examination of structures which are considered dangerous. Under the Factories Act, 1937, the chief duties are the preparation of Schedule of Exits and the certification of same. There are approximately 150 factories to which section 34 of the Factories Act, 1937 applies.

The staff engaged on this work consist of two building inspectors, one trainee building inspector, one clerk and one typist.

II—Defects

(*a*) Provision of Houses

(*i*) Edmonton is almost entirely built up, and the future building programme in the Borough will rely mainly on re-development sites. Building sites have been acquired outside the Borough, but this is becoming more difficult.

(*ii*) Duplication and lack of co-ordination in welfare work.

(b) Assistance to other Bodies or Persons to Facilitate the acquisition, construction or improvement of Houses

The power of the Middlesex County Council to make advances for acquisition of houses is superfluous; an ample service is provided by the Borough Council. Their concurrent power only remains under the Housing Act: under the Small Dwellings Acquisition Act 1899, it automatically ceases.

III—Remedies

(*a*) Provision of Houses

(*i*) New and Expanded Towns should make accommodation available for cases of housing need from Edmonton, and the strict enforcement of the present limiting conditions under Industrial Selection Scheme should be waived.

(*ii*) All welfare services, involving personal health, children, welfare and housing should be the direct responsibility of the Borough Council to secure proper co-ordination within the Borough.

(*b*) Assistance to other Bodies or Persons to Facilitate the acquisition, construction or improvement of Houses

The powers of the Middlesex County Council to make advances to assist acquisition, &c. should cease.

PERSONAL HEALTH AND WELFARE

I—Present Arrangements

(*a*) Powers and Duties under the National Health Service Acts

(i) These powers are exercised by the Middlesex County Council. Policy decisions are made and financial control is exercised by the County Council. The day-to-day running of the services has been delegated to Area Health Committees which comprise representatives of the County Council and Local Authorities. These committees control the County Medical, Nursing, Medical Auxiliary and Clerical Staffs in the areas. The County of Middlesex is divided into 10 areas and the Boroughs of Edmonton and Enfield together make up Area No. 1.

(*ii*) The County Council has delegated to the Area Health Committee of Area No. 1 the day-to-day control of the following matters:

Care of Mothers and Young Children (ante-natal clinics, post-natal clinics, infant welfare centres, care of premature infants, dental care, supply of welfare foods, provision of maternity services and nursery provision).
Midwifery Service.
Home Nursing Service.
Vaccination and Immunisation (Smallpox vaccination and immunisation against Whooping Cough, Diphtheria and Poliomyelitis and B.C.G. Vaccination of senior school children).
Health Education.
Domestic Help Service.
School Health Services.

(iii) The Area Medical Officer is also Medical Officer of Health of Enfield, the Deputy Area Medical Officer is also Deputy Medical Officer of Health of Edmonton, and the Senior Assistant Medical Officer is also Deputy Medical Officer of Health of Enfield. There are 7 full-time Assistant Medical Officers. The Medical Officer of Health of Edmonton acts part-time as Assistant Medical Officer.

(iv) The following staff are at present employed in Area No. 1 (Edmonton/Enfield) for all the General Health and School Health Services of the *whole area.*

Nursing

(i) Health Visiting Section: Superintendent, Deputy Superintendent, 12 full-time, 3 part-time and 2 student Health Visitors, 10 full-time and 1 part-time Clinic Nurses, and 1 full-time Health Assistant.

(ii) Midwifery and Home Nursing: Non-medical Supervisor of Midwives and Superintendent of Home Nurses, 16 full-time Midwives and 26 full-time Home Nurses.

Dental Service

(i) Dentists: 3 full-time and 9 part-time.
(ii) Dental Attendants: 6 full-time.
(iii) Orthodontist: 2 sessions per week.

Medical Auxiliaries

(i) Speech Therapists: 1 full-time and 2 part-time.
(ii) Audiometer Operator: 1 full-time.
(iii) Orthoptists: 1 full-time and 1 part-time.
(iv) Physiotherapist: 1 full-time.
(v) Chiropodists: Sec. 28—36 hours.
Sec. 22—3 hours.

Home Helps

Supervisory: Organiser, Deputy Organiser, 5 full-time women and 120 part-time women.

Specialist Service through Regional Hospital Board

Ear, Nose and Throat Specialists: 3 sessions per month.
Paediatrician: 1 session weekly.
Ophthalmic: approximately 6 sessions weekly.
Orthopaedic: 5 sessions per month.
Psychiatrists: 6 sessions per week.

Day Nursery

Matron, Deputy, Warden, 4 Nursery Nurses and 5 Nursery Assistants, and domestic staff.

There is an Area Health Office at the Town Hall, Edmonton, and one in Enfield with a total staff of Chief Clerk and Deputy Chief Clerk, and 28 full-time and five part-time clerks.

(v) Clinics for general health and school health purposes are held in seven different buildings in the Borough, some of which are owned by the County Council and others held on lease from the Borough Council and other owners. There is one day nursery in Edmonton owned and administered by the County Council, which can accommodate up to 66 children. The following clinic services are at present available in Edmonton:—

General Health

Service	*No. of Weekly Sessions*
Ante Natal	5
Post Natal	1
Relaxation Classes	1
Infant Welfare	11
Vaccination and Immunisation	Approx. 4 (but depends on demand)
Paediatric	1
Welfare Food	2
Priority Dental (mothers and young children)	2
Foot Clinic (Sec. 22)	1
Foot Clinic (Sec. 28)	14
Orthopaedic Clinic (combined general and school health service)	10½

School Health

Service	*No. of Weekly Sessions*
Minor Ailments	12
Dental Clinic (school children)	25
E.N.T. (Specialist)	2 (per month)
Ophthalmic (Specialist)	3
Orthoptic	5
Speech	5
Child Guidance (Specialist)	6
Inspection	Approx. 6

(vi) Vaccination and Immunisation against smallpox, diphtheria, whooping cough and poliomyelitis can either be carried out at special clinics by the Assistant Medical Officers or by the family doctors—if by the latter, then completed records are forwarded to the Area Health Office. B.C.G. vaccination against tuberculosis is undertaken with the consent of the parents, on the group of school leavers every year.

(vii) The Ambulance Service is controlled directly by the County Council and operated in combination with the Fire Service. There is a Depot at Edmonton controlled by an Ambulance Superintendent. He has at this depot 11 ambulances and eight sitting-case cars and in addition one ambulance is stationed at the Fire Station in the central part of Edmonton and one at the Ponders End Fire Station just outside the northern boundary of the Borough. Apart from the Superintendent and his Deputy, the ambulances are staffed by 47 Driver Attendants, all first-aid trained. The ambulances convey patients to and from all hospitals, being treated with disinfectant after they have carried infectious cases.

(*b*) Mental Health Services

The County Council are responsible for this work, which is administered in the main from the head office of the County Medical Officer of Health. The following are some of its activities:—

Supervision of defectives in their own homes, either under "statutory provision" or "voluntary supervision".
Guardianship of certain patients.
Institutional care.
Mental Health Clinics—2 every month in the Area (1 in Edmonton, 1 in Enfield).
Therapeutic Social Club held weekly in Edmonton.
Special Training School (formerly Occupation Centre) in Edmonton and one in Enfield—new and more suitable premises in the Area are being prepared for combining the two schools.
There are duly authorised officers, and psychiatric social workers employed by the County Council.

(*c*) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

These powers are exercised by the Middlesex County Council, and administered through a Chief Welfare Officer. There is an Area Welfare Officer covering the Boroughs of Edmonton and Enfield, who is responsible for applications and dealing with admissions to Homes, for the care of physically handicapped and blind people, the care of property of people admitted to Hospitals and Homes, having no friends or relatives available, and homeless families.

The County Council have provided a number of homes for aged persons, two being in this Borough.

The County Council have little temporary accommodation available for persons in urgent need.

The Edmonton Borough Council have promoted the Edmonton Welfare Association and provide necessary funds of some £2,000 per annum by way of grant under the National Assistance Act. This Association promotes the welfare of old people in the Borough by supplying " meals on wheels " and organising clubs for old people. They give general advice and assistance to any person in need and through a permanent Welfare Officer put such people in contact with the appropriate local services.

(*d*) Care of Children

The Middlesex County Council are the responsible authority, and have appointed a Children's Officer; a local office is maintained at Enfield covering the two Boroughs.

The main functions are securing the necessary co-ordination of action with regard to children neglected or ill-treated in their own homes, *viz:*— Reception of children into care: Assumption of Parental rights: Committal of Children to the care of the Council; Provision of accommodation; After care; Child Life Protection; Children and young persons coming before the Courts; Adoptions; Children in Voluntary Homes; Approved School and Remand Homes.

(*e*) Registration of Nurseries and Child Minders

The County Council as the responsible authority for registration has fixed general standards required at private day nurseries in its area, and for women desiring to be registered as child minders.

The investigations are made by the Area Health Staff (with the co-operation of the County Architect with regard to the actual premises) and reported to the Local Area Committee with the recommendation as to suitability for registration.

There is constant routine supervision by Area Health Staff.

(*f*) Notification of Infectious Diseases

In all cases the home is visited by the Medical Officer of Health, Deputy Medical Officer of Health or Public Health Inspector, and advice given as to precautions to be taken to prevent spread of infection (Section 169 provides for compulsory removal to hospital in certain circumstances).

Cases of notifiable diseases occurring in the Borough are investigated by the department in order to trace the source of infection and to take appropriate action to prevent the spread of infection.

Children in contact with these diseases attending school are excluded until the patient is recovered, and they themselves are free from infection.

The County Medical Officer is notified of all infectious cases within 12 hours.

(*g*) Health Education

Personal Health Education is carried out by the County Council's Medical Staff, Health Visitors and other officers, both in clinics, home visits, poster and pamphlet propoganda and films. The Borough Council carry out general health education in addition:—

(i) by distributing leaflets, bookmarks, &c. through Public Libraries and in schools and exhibiting posters on their own poster-boards in four different parts of the town.

(ii) by talks given by the Medical Officer of Health to Old People's Clubs, Voluntary Organisations, and on occasions to groups of schoolchildren.

A Home Safety Campaign is planned by the Borough Council for the coming financial year.

II—Defects

(*a*) The Service is divorced from all other services provided by the Edmonton Borough Council who have merely nominal representation on the Area Health Committee.

(*b*) Local co-ordination of health and welfare services would be improved by local autonomous control.

III—Analysis of Defects

(i) All these services are largely controlled by the Middlesex County Council. This involves a degree of centralisation which reacts against local co-ordination and immediate action. The services conform to a general scheme for the whole county. Complete separation from the administrative organisation of the local Borough Council, prevents any control by the Council, who are best acquainted with the locality, and involves services by other departments of the County Council which are equally available locally in the departments of the Borough Council. In short the defects arise from the dichotomy between the County Council and the Borough services and departments.

(ii) This argument is reinforced by the provisions in the Local Government Bill for the delegation to County District Councils of Health and Welfare functions, where the population is 60,000 or more, and in other districts with the Minister's consent.

VI—Remedies

The Edmonton Borough Council is the most suitable authority for the control of these services in the Borough, and should have autonomous powers in these functions.

TOWN AND COUNTRY PLANNING

I—Present Arrangements

(*a*) Town and Country Planning

The Local Planning Authority in the Borough is the Middlesex County Council. The County Council made the necessary surveys and prepared the Development Plan. The foundation of this plan was already available in the draft planning scheme prepared by the Borough Council under previous legislation when they were the Planning Authority.

An Area Planning Committee has been constituted by the County Council for North Middlesex covering the areas of nine Local Authorities. Each Local Authority appoints one, and the County Council nine representatives on the Committee. This Committee recommends the County Planning Committee about planning in the area and deals with applications for planning permission affecting county or trunk roads, affecting questions of compensation, being of particular interest or being made by Local Authorities. Subject to these exceptions and directions by the County Council, the Borough have delegated power to deal with planning applications. The Borough Council also have power, after consultation with the County Council, to serve enforcement notices or make orders for revocation of permission, discontinuance of use, and preservation of trees or buildings. The Borough Council receive and issue decisions on all town planning applications in the Borough, except their own.

The re-development of comprehensive development areas and acquisitions of land for planning purposes are carried out by the Borough Council, the County

Council having concurrent powers to acquire land for such purposes by agreement. Schemes for comprehensive re-development are prepared by the County Council.

(*b*) Powers and Duties under the National Parks and Access to the Countryside Act, 1949

Powers under this Act are exercised by the Middlesex County Council as Local Planning Authority. As Edmonton is a built-up area it has little application in this Borough. The Act has been used in this Borough in connection with public footpaths.

II—Defects

The principal defects encountered in carrying out town planning functions in this borough are as follows:—

(*a*) There is considerable delay in preparing, and obtaining approval for the development plan covering the whole county. It is also difficult to obtain amendments of the Development Plan which from time to time the Borough Council may think advisable.

(*b*) The present system of dealing with town planning applications is cumbrous, repetitive and inconvenient for developers.

(*c*) The necessity for consultation with the County Council in matters such as enforcement action, control of advertisements, tree and building preservation causes delay, repetition of work and high administration costs.

(*d*) The present method of dealing with comprehensive re-development areas through the County Council involves such considerable delay that the Edmonton Borough Council have adopted a re-development programme comprising some 16 areas which they are re-developing under their separate statutory powers, such as Housing Acts, Public Health Acts, &c. There will no doubt be areas where town planning powers would be more suitable.

(*e*) The Edmonton Borough Council have adopted an active policy for transfer of industry from areas zoned for residential purposes and have provided and developed three industrial estates in the Borough. The County Council have been reluctant to acquire such premises so that the Borough Council have been compelled themselves to acquire these properties.

III—Analysis of Defects

(*a*) Control of Development

The present tortuous procedure arises from the four-tier system, namely the Borough Council, Area Planning Committee, County Council and Ministry of Housing and Local Government. With the final approval of the County Development Plan, this system is superfluous. For the convenience of developers and local government, town planning applications must be received by the Edmonton Borough Council along with building bye-law applications. The Council already have an adequate staff of their own to deal with these applications; further examination and inspection of sites by County Council Officers from a remote centre achieve no adequate purpose. In the event of dispute with any developer, the matter must be in the last resort be determined by the Minister. Removal of intermediate stages of control by the Area Planning Committee and the Middlesex County Council would not produce any less efficient control of development and would avoid much delay, administrative procedure and expense.

For the same reasons the Borough Council should have full town planning powers including the preparation and amendment of the Development Plan.

(*b*) Positive Planning

It has always been accepted that the appropriate Authority to carry out the positive objectives of town planning is the immediate Local Authority. The Edmonton Borough Council have fully embraced this responsibility, particularly since the Act of 1947 in re-developing areas of war damage and blight, and providing accommodation for displaced occupiers of houses and commercial and industrial properties. The exercise of these powers is subject to direct administrative and financial approval by the appropriate Ministry.

The function of the County Council in determining and preparing schemes of re-development is superfluous. The initiative derives from the Edmonton Borough Council and, in their opinion, they should have autonomous powers in dealing with these matters.

IV—Remedy of Defects

The defects above mentioned would be remedied by constituting the Edmonton Borough Council the Local Planning Authority for the Borough of Edmonton.

TRAFFIC

I—Present Arrangements

(*a*) Construction, Improvement and Maintenance of Roads and Bridges

The Borough Council acts as Agent Authority for trunk and classified roads (except the Cambridge and part of the North Circular Roads which are maintained by the Middlesex County Council as Agent Authority for the Ministry of Transport and Civil Aviation) and is solely responsible for district roads. Total mileage of all highways is 92.

Works and maintenance on trunk and classified roads are authorised by Ministry of Transport and Civil Aviation and the Middlesex County Council and are carried out by the Highways Department. New roads on housing and industrial estates are also carried out by the Highways Department. The reinstatement of public highways of all classes is undertaken by the Borough Council following operations carried out by the Public Utility Undertakers. In order to carry out this work, the staff consists of one Highways Superintendent, two district road foremen, one trench inspector and approximately 100 men.

(*b*) Street Lighting

The Local Authority is the street lighting authority for trunk, classified and district roads and exercises its powers by employing the Public Utility Undertakers for maintenance work, and on occasions, for constructional work.

(*c*) Naming of Streets and Numbering of Houses.

Being almost a built-up area, there are very few occasions when new streets have to be named. When this occurs, if it is re-development, the Housing Committee recommends to the Council a suitable name. In the case of private development, the Works and Highways Committee agree a name with the developer. The numbering of houses is automatically carried out by the Borough Engineer's Department, and is reviewed on frequent occasions.

(*d*) Parking Places

Parking Places are very deficient in the Borough due to the lack of land for this purpose. Street parking places have been reserved and are in hand.

The Council have provided street parking places and a number of public car parks adjoining highways. The problem is under active review at the present time. The Council are making adequate provision in parts of the Borough now being re-developed and are considering the possibility fo providing further car parks where necessary.

(*e*) Road Safety.

Road Safety propaganda in the Borough is undertaken by the Road Safety Assistant, one Technical Assistant part-time, and a typist. The programme includes lectures and demonstration in conjunction with the police and schools and organised bodies, cycling proficiency tests, junior accident prevention councils, the examination of statistics concerning road accidents and the recommendation of road improvements.

The Council anticipate an expenditure of about £3,000 during the current year.

(*f*) Bus Shelters

The Edmonton Borough Council are of the opinion that this liability rests on the London Transport Executive.

(*g*) Private Street Works

These are carried out under the Private Street Works Act, 1892. The Borough is practically built up and all private streets have been made up under this Act. New streets in any future private re-development will be made up immediately under similar procedure.

II—Defects

(i) The Edmonton Borough Council carry out all work on all roads in the Borough except the Cambridge Road and a small part of the North Circular Road. It is clearly uneconomical that such a small portion of this road mileage in the Borough should be maintained by a separate authority, the Middlesex County Council. All work on county roads is subject to approval by the Middlesex County Council, and in case of grant-aided works by the Ministry of Transport and Civil Aviation.

(ii) This detailed supervision by the Middlesex County Council is totally unnecessary. Delay and duplication of technical work would be avoided and financial economy would be achieved if all the roads in this Borough were administered by the Borough Council with direct responsibility to the Ministry of Transport and Civil Aviation.

III—Remedy of Defects

All Roads in the Borough should be the direct responsibility of the Edmonton Borough Council, subject to the customary control and financial aid by the Ministry of Transport and Civil Aviation in the case of trunk roads, and grant-aided work on county roads.

FINANCE

I. Financial Resources

1. The financial ability of the Edmonton Borough Council to undertake the full range of local government services is an important consideration. In this connection rateable resources are a useful guide. It is a fact that in most county boroughs with similar populations the rateable value per head is lower than Edmonton as the following table shows:—

C y Boroughs in Population Range 90,000–115,000

	Population	*Rateable Value*	*R.V. per head of Population*		
		£	£	s.	d.
Edmonton	**98,110**	**1,444,394**	**14**	**14**	**5**
Blackburn	107,900	1,066,930	9	17	9
East Ham	114,400	1,423,900	12	8	11
Gateshead	111,900	1,002,905	8	19	3
Grimsby	95,400	1,028,700	10	15	8
Halifax	96,440	963,847	9	19	11
Ipswich	110,300	1,586,602	14	7	8
Newport (Mon.)	104,900	1,248,579	11	18	0
Northampton	101,800	1,384,078	13	11	11
Oxford	104,500	1,981,138	18	19	2
St. Helens	110,900	857,138	7	14	7
South Shields	108,100	978,452	9	1	0
Wallasey	102,300	1,278,197	12	9	11
Walsall	114,700	1,053,993	9	3	10
West Bromwich	90,720	912,547	10	1	2
York	106,200	1,201,244	11	6	3

Note

In addition, most county boroughs with populations under 90,000 have a lower rateable value per head than Edmonton.

2. These authorities have full responsibility for all local government services, which they have administered successfully for many years and when their rateable value per head of weighted population has fallen below the national average they have received the benefit of Equalisation Grant. Clearly on this basis the Edmonton Borough Council have adequate resources to undertake the full range of local government services.

3. A measure of equalisation in the cost of certain local government services in Middlesex is at present achieved through the county precept, as this is based on rateable value. The transfer of such services to county districts would no doubt cause wider variations initially in rates levied within the area of the county, but such variations would be mitigated by the increased rate contributions proposed for industrial premises. They would also depend upon the manner in which the proposed General Grant is redistributed within the county in the event of a transfer of functions.

4. There are considerable variations in rateable value per head of population within the County of Middlesex and still greater variations within the Metropolis as a whole. An extension of the principles of the London Equalisation Scheme to the whole of the Metropolis might appropriately be considered. At present the Scheme applies only within the area of the London County Council. Payments are made by the County Council to each metropolitan borough whose rateable value per head of "weighted" population falls below the county average. To provide funds for the total of these grants all boroughs and the City of London made contributions proportionate to their penny rate products. An alternative suggestion is for a separate Equalisation Scheme to be operated for the area of the Middlesex County Council.

5. There is no reason to think that the transfer of functions from the County to Edmonton would cause undue financial hardship as so many alleviating factors

might be brought into account. These include not only increased revenue from re-rating of industrial premises and the redistribution within the County of the New General Grant, but also the possibility of reductions in administrative costs and savings which could arise from the more efficient operation of transferred services. These are additional to the possibility of an Equalisation Scheme mentioned above.

II. Financial Control

1. It is generally recognised that the most effective financial control is achieved only when the authority administering the services is directly responsible for raising the revenues from the ratepayers to meet the cost of those services. The Edmonton Borough Council levy and collect the necessary rates to meet their own expenses and those of the Middlesex County Council. The transfer of services from the County Council to the Borough Council would strengthen financial control.

2. The introduction of the principle of a General Grant in aid under the Local Government Bill instead of the present system of percentage grants makes it more than ever desirable that the Borough Council as Rating Authority should be in direct control of the local services, since any variation of expenditure will have an immediate and corresponding effect on the amount to be raised from rates.

3. A considerable waste of skilled time is involved in connection with the detailed and intricate financial arrangements arising from agency accounts. Specific examples are County Roads and school buildings maintenance. This would be obviated if the Edmonton Borough Council had direct powers.

III. Statistics

The following statistics are relevant to this memorandum:

	Borough of Edmonton	*County of Middlesex*	
Population (Mid–1956) ..	98,110	2,251,000	(Total)
Rateable Value (1st April, 1957) ..	1,444,394	39,976,215	(Total)
Rateable Value per head of population	£14 14 5	£17 15 2	(Average)
Rate in £ (1957–58)	17 5	15 11	(Average)
Rate levied (1957–58) per head of population	£12 11 2	£13 13 2	(Average)

During the year 1957–58 the Borough of Edmonton occupied the following positions out of the 26 District Councils in Middlesex:—

Rateable Value per Head of Population	2nd lowest
Rate in £	2nd highest
Rate levied per Head of Population	6th lowest

ADMINISTRATION

1. The Borough Council employ a staff of 260 within an annual salary bill of some £200,000, and 950 other employees with an annual wage bill of £560,000. The staff and employees are organised in departments under statutory and professional Chief Officers. Salaries and wages are paid in accordance with decisions of national negotiating bodies. The officers are competent to deal with the complete range of local government services in the Borough. The Chief Officers are accustomed to deal direct with Government Departments. The Officers of the Education Department numbering 38 are employees of the County Council, but serve the local Divisional Executive and are stationed in the Borough.

2. There is, therefore, within the Borough a qualified and experienced body of officers with the widest knowledge of local facts and with appropriate skills, who in combination can best serve the interests of local administration. They at present administer services (excluding education) with an annual turnover of £4 million and an annual capital expenditure of £1 million. If the cost of the education service is added, more than 90 per cent. of expenditure on local government service in this Borough is dealt with by the local Borough Council. The strength of this local organisation of Borough officers is amplified by inter-change of information and advice between the various departments. The exclusion of personal health and welfare from this administration and the interpolation of decisions by the County Council Officers in questions of education and town planning, weaken the efficiency and self reliance of local administration.

3. The present system of delegation of education and town planning powers involves duplication of and delay in administrative work, in matters large and small. In the case of County roads claims by the Borough Council for reimbursement of expenditure are subject to audit by three separate authorities, the Ministry of Transport and Civil Aviation, the County Council, and the District Auditor. The overlapping and duplication can only be eliminated by conferring direct powers in education, town planning, and highways on the Borough Council.

The central administration charges of the Middlesex County Council are now approaching a figure of £2 million per annum. Substantial economies would be effected by transferring direct responsibility for the services now controlled by the County Council to the Borough Council.

4. Ratepayers are accustomed to seek their remedies and advice at their local Town Hall. This building must be the focal point of local administration. For efficiency it is essential that local Borough Officers should have direct responsibility to the Borough Council alone, whose members are in closest contact with ratepayers. The County Council is generally little known to ratepayers.

5. The division of functions between the Local Authority and the County Council involves long and sometimes fruitless negotiations about transfer of land from one service to another. The allocation of sites for present services controlled by the County Council depends inevitably on the advice of and consultation with local Borough Officers. Financial adjustments between the County and Borough Authorities in relation to mutual transactions cause friction and delay. Although both the County and Borough Authorities derive their financial basis from the ratepayer, this identical interest tends to be forgotten in transactions between the two Authorities.

6. A typical illustration of the adverse affect of divided administration can be seen in the provision of the necessary office accommodation for staff. Clearly, in the interests of the inhabitants all local administrative officers should be housed in one building or group of buildings. To achieve this objective requires long negotiations and compromise between the Borough and County Councils. Whatever success is achieved, there remains an artificial division in the control of services, and divided loyalties by the officers of the respective authorities, to the detriment of the single objective of service to the general public. Unified services, unified control, unified finance and unified accommodation are the clear solution of present difficulties. In an area such as Edmonton the Borough Council is the obvious element to provide this unity.

7. The existence of the East Middlesex Sewage Disposal Scheme and the Lee Catchment Board does not vitiate this conclusion. The latter authority exercising

a particular function throughout the whole of the Lee Watershed must remain; the former could best be administered by a joint committee of the immediate Local Authorities using the sewage disposal works: the present arrangement already involves three County Councils.

8. In short as regards the administration of local government services referred to in this memorandum, the present method of administration suffers in general by the existing distribution of local government functions. The best administrative organisation for the Borough of Edmonton demands that autonomous policy and financial powers should be vested in the Edmonton Borough Council and that such services should be administered by officers appointed by and responsible to the Edmonton Borough Council.

CONCLUSION

1. The conclusion of the Edmonton Borough Council is that the most effective and convenient organisation of local government in this Borough is by conferment of autonomous powers on the Borough Council for the functions of education, environmental health, housing, personal health and welfare, town and country planning and traffic. Only thus can be attained first, civic purpose and sense of achievement to maintain and enhance the spirit of public service animating elected representatives, and secondly, high standards of public administration serving a large and homogeneous community giving full scope for co-ordination of and co-operation in all local government services.

2. The Borough Council are satisfied as a result of their post-war experience that the system of delegated powers from a major authority in such matters as education and town planning, and their exclusion from the personal health and welfare services react to the detriment of these services by stifling local enterprise and initiative, destroying local responsibility, and preventing local co-ordination and co-operation. The staff operating these services should be appointed by and responsible to a single authority, the Borough Council.

3. The Edmonton Borough Council recognise the efforts made by the Middlesex County Council in their local services in the Borough. These efforts, however, are inevitably hampered by remote control, higher administrative costs, repetitive administrative and financial processes. They also cause local delays and frustration. The contact between the elected representative and the local resident is minimal.

4. The financial resources of the Borough are sufficient to maintain and develop these services, as is shown by comparison with county boroughs of similar size. If, however, a method of equalising financial burdens is considered appropriate in the Greater London Area, the present scheme operating in the area of the London County Council might be adopted over the whole area. The Edmonton Borough Council have always maintained that the present system of local finance and grants-in-aid needs overhaul; liability to local rates should be related to ability to pay. This, however, is subordinate to the main principle in local government for which the Council contend, namely, the principle of local autonomy and responsibility in the functions dealt with in this statement.

Town Clerk's Department,
Town Hall,
Edmonton, N.9.
22*nd April*, 1958.

Supplementary Evidence Submitted by The Edmonton Borough Council

INTRODUCTION

The statements submitted to the Royal Commission by the Edmonton Borough Council dated the 22nd April, 1958, propose remedies for defects in major functions of Local Government in Edmonton; these remedies are the direct conferment on the Edmonton Borough Council of powers and duties in Education (with some exceptions), Personal Health Service, Welfare, Town Planning and Highways. The statements also supported on financial and administrative grounds such direct conferment of powers. This supplementary statement deals with other Local Government functions in this Borough.

FUNCTIONS OF THE BOROUGH COUNCIL

I—Present Arrangements

(*a*) Libraries Museums and Art Galleries

The Borough Council have provided one Central and three Branch Libraries, the former includes a Reference Library and Information Bureau. The staff comprise the Borough Librarian, Deputy Borough Librarian, six Librarians-in-charge, four Professional Assistants, twenty-two Library Assistants and one Shorthand Typist. The Council hold a book stock of 140,000 volumes, the number of books on loan at any time averages 20,000; a separate section of the Central Library deals with gramophone records of which there are 40,000 issues in a year.

The Edmonton libraries take part in the south-eastern regional library scheme for interchange of books; each member of the scheme specialises in particular subjects.

(*b*) Entertainments

The Council organise a great range of Municipal Entertainments such as concerts, dances, sports shows and sports tournaments. They have promoted the Edmonton Arts Council on which the Borough Council are represented and make an annual grant to support its activities. Salisbury House, an historic building owned by the Council, has been reconditioned with the aid of Government grant and leased to the Arts Council at a nominal rent as an Arts Centre. The staff comprise an Entertainments Manager and two Clerks.

(*c*) Rate Levy and Collection

The Council, acting as the " Rating Authority," levy an annual general rate to meet their own expenses and those of the Middlesex County Council and Metropolitan Police as Precepting Authorities. The total rate income last year was £1,243,864, of which £873,383 (70 per cent.) was handed over to the Precepting Authorities.

(*d*) Catering

The Council operate a Catering Service at the Town Hall for staff and public functions; this service also provides " meals-on-wheels " for distribution by the Edmonton Welfare Association. Refreshments are also supplied at open spaces and public baths. The Council do not operate the Civic Restaurants Act.

(*e*) Shops and Street Trading

The Council are responsible for enforcement of closing hours and welfare arrangements under the Shops Acts; they control and license street traders in the

Borough numbering some 52 from whom charges are collected. These duties are carried out by a Shops Act Inspector under the control of the Medical Officer of Health.

(*f*) **Allotments**

The Council have provided 1,486 permanent and 344 temporary allotments. Plots are allocated to applicants by the Town Clerk's Department; rents are collected by the Borough Treasurer's Department and inspections are carried out by the Parks Superintendent.

(*g*) **Information Service**

A guide book is published periodically by the Borough Council. Other handbooks about the Council's services are issued as required. Personal inquiries are dealt with in the Town Clerk's and Libraries departments.

(*h*) **Small Lotteries**

These are registered by the Borough Council under the Small Lotteries and Gaming Act, 1956.

II—Defects

The Borough Council are not aware of any defects in the present arrangements for the exercise of these functions.

FUNCTIONS OF THE MIDDLESEX COUNTY COUNCIL

I—Present Arrangements

(*a*) **Magistrates' Courts**

Edmonton forms part of Edmonton Petty Sessional Division which also includes the Boroughs of Tottenham, Wood Green, Southgate and Enfield. The Court dealing with cases from the Borough of Edmonton sits at the Court House at Tottenham within reasonable access from Edmonton.

(*b*) **Approved Schools and Remand Homes**

The Middlesex County Council maintain two Remand Homes and manage two Approved Schools serving the whole County.

(*c*) **Coroners**

Middlesex is divided into two districts; Edmonton lies in the eastern district for which a Coroner, Deputy Coroner and Assistant Deputy Coroner are appointed by the Middlesex County Council.

(*d*) **Local Taxation Licences**

The County Council operate a large central office at Ealing serving the whole County.

(*e*) **Smallholdings**

The County Council own some 1,436 acres of agricultural land let out to some 134 small-holders. A waiting list of applicants is kept for consideration by a small Sub-committee when vacancies occur.

(*f*) **Fire Brigade**

In 1946 the County Fire Brigade and Ambulance Service were organised as a single unit. In recent years separate ambulance depots have been provided throughout the county, one of which has been erected at Edmonton. It is understood that from the 1st April next, the Fire Brigade and Ambulance Service will operate as separate units. There is a modern fire station at Edmonton which was erected by this Council in 1938–39 and was transferred to the County Council under the Fire Services Act, 1947.

(*g*) **Civil Defence**

Administration and operational control in Civil Dfence are exercised by the County Council. There is a limited delegation to the Borough and District Councils who make arrangements within the respective boroughs and districts for recruitment and training of volunteers and local organisation.

(*h*) **Diseases of Animals Acts**

The County Council have engaged the services of qualified veterinary inspectors for the administration of their functions under these Acts in relation to the control of movement of animals and the issue of licences, when movement control orders are made by the Ministry of Agriculture, Fisheries and Food.

(*i*) **Betting and Lotteries Act, 1934, Pool Betting Act, 1954**

The County Council have power to grant licences for betting on certain "sporting premises", and license and control the pool betting by promoters.

(*k*) **Food and Drugs Act, Milk and Dairies (Producers' Licences)**

Under the Food and Drugs Act, 1955, the Middlesex County Council are the "Food and Drugs Authority" with duties to appoint public analysts and to enforce certain provisions of the Act relating to the sale of any food or drug not of the substance or quality demanded, the adulteration of milk and the false or misleading labelling or advertisement of food and drugs. The Edmonton Borough Council are the "Local Authority" under the Act dealing with such matters as food hygiene and condemnation of unsound food.

This division of function arises from the fact that, although the Act provides that Borough or District Councils with a population of at least 40,000 shall be the Food and Drugs Authority, the Ministry of Health may direct that the County Council shall be such authority where it is satisfied the area of the County Council will be inconvenient for the efficient performance of its duties if a borough or district becomes the Food and Drugs Authority for its own borough or district. Directions under this power were made by the Ministry in 1939 and 1953. For the first time, however, the Food and Drugs Act, 1955, by section 84(3), provides that the Minister may now revoke such a direction.

The County Council carry out their functions through a public control department which has a divisional office at Tottenham covering the north-eastern part of the county. It is understood that no public health inspector is employed by the County Council, but the work is carried out by Weights and Measures Inspectors.

The powers of the Edmonton Borough Council are exercised through the Medical Officer of Health and Public Health Inspectors who are "authorised officers" under the Act. Since the recent issue of food hygiene regulations, the Council have taken active steps by informal and statutory action to improve conditions in this borough for the retail sale of food. A number of catering premises, for instance, have as a result of the Council's requirements ceased to carry on business. Unsound food is condemned by the same Public Health Inspectors. They also take food and milk samples for bacteriological examinations.

With regard to Milk Producers' licences, these were issued by the Borough Council prior to the Milk Regulations 1949, but since that date have been issued by the County Council through their Public Control Department. Retail milk licences are issued by the Borough Council.

(*l*) Licensing of Theatres and Cinemas Music and Dancing Licences

These functions are exercised by the County Council through their Public Control Department in co-operation with the County Engineer.

There are two cinemas in this borough but no theatre.

Licences for music and dancing are required at all premises where public functions are organised to provide these facilities. Inspectors of the County Council periodically visit the buildings affected, and licensees are required to make appropriate arrangements by structural alterations or supervisory staff for the safety and convenience of the general public.

(*m*) Weights and Measures

The County Council are responsible for enforcing the use of correct weights and measures in trading. The Public Control Department of the County Council administer these services in this Borough from a divisional office at Tottenham.

(*n*) Registration of Births, Deaths and Marriages

Under the Registration Scheme of the County Council, Edmonton forms part of the registration district which comprises the Boroughs of Tottenham, Edmonton and Enfield.

The staff include a superintendent and deputy superintendent registrar, a registrar in each borough and at North Middlesex Hospital, and two additional registrars for marriages. Separate public offices are provided in each borough and an additional office at the North Middlesex Hospital.

Marriages can only be registered at the Tottenham Registration Office.

II—Defects

(*a*) to (*i*) The Edmonton Borough Council see no defects in the present arrangements for these functions.

(*k*) Food and Drugs Act, Milk and Dairies (Producers' Licences)

Tradesmen in this Borough have complained about the diversity of inspectors calling at their premises. The division of related functions between two Local Authorities produces excessive administration, debars exchange of information and prevents co-ordination in enforcement. It is suggested that the appropriate officers to carry out these functions are Public Health Inspectors, of whom none are employed by the County Council for the purpose.

(*l*) Licensing of Theatres and Cinemas Music and Dancing Licences

The issue of licences and control of premises are organised centrally. The Edmonton Borough Council are satisfied that for convenience of administration these functions would be more effiectively carried out by the existing staff of the Borough Council. The Borough Engineer and Building Inspectors are responsible for execution of the Council's powers under the Factories Act in relation to means of escape from factories in case of fire.

(*m*) Weights and Measures

The divisional office is not within easy access from Edmonton. The co-ordination of this work with that of other inspectors under the Medical Officer of Health would provide a more convenient and economic administration.

(*n*) Registration of Births, Deaths and Marriages

Civil marriages of Edmonton residents must take place at Tottenham. Further, the County Council are now proposing to combine the Edmonton and Wood Green Registration Districts: if this proposal is adopted civil marriages must take place at Wood Green.

The local registration office for births and deaths is in the Central Hall Methodist Church in Fore Street, some distance from the Town Hall. This office would be better organised in conjunction with the local public offices at the Town Hall.

III—Analysis of Defects

(*k*) to (*n*) These defects arise from the separation of essentially local services from the general administration of the Edmonton Borough Council. The Council already exercise related functions, and employ suitable categories of staff to deal with these functions now exercised by the County Council. Advantages would accrue in co-ordination of administration by transfer of these functions to the Borough Council, in accordance with the principles put forward in the Borough Council's Statement of Evidence. In support of this contention the Royal Commission will be aware that the powers of a Food and Drugs Authority and of a Registration Authority for Births, Deaths and Marriages already vest in Metropolitan Borough Councils.

IV—Remedy of Defects

The remedy is to confer autonomous powers on the Edmonton Borough Council for these functions (*k*) to (*n*).

Town Hall,
Edmonton, N.9.
29.10.1958

Evidence Submitted by The Enfield Borough Council

Preamble

1. As requested in the letter dated the 17th February, 1958, addressed by the Chairman of the Royal Commission on Local Government in Greater London to the Mayor, the BOROUGH COUNCIL of ENFIELD in the COUNTY OF MIDDLESEX desires to submit the following MEMORANDUM of EVIDENCE to the Royal Commission in regard to the organisation of Local Government in the County of Middlesex and in the BOROUGH of ENFIELD in particular.

2. This MEMORANDUM is divided into six parts as follows:—

A. Statistics.
B. History and Particulars of the Borough.
C. General Submissions of Borough Council on Local Government Re-organisation.
D. Representations of Other Bodies subscribed to by the Borough Council.
E. Evidence and Submissions of the Borough Council on the functions referred in the letter of the 17th February, 1958, addressed by the Chairman of the Royal Commission to civic heads.
F. Certain other functions not specifically referred to in the letter from the Chairman of the Royal Commission.

3. In this Memorandum:—

The Enfield Borough Council is referred to as " The Borough Council."
The Middlesex County Council is referred to as " The County Council."
The Borough and Urban District Councils in Middlesex are referred to as " County District Councils."

A—STATISTICS

4. The following general statistics are submitted with regard to the Borough of Enfield:—

Area	12,401 acres
Population (Reg. General's estimate)	109,200
Rateable Value at 1st April, 1958	£1,757,703
Rateable Value per head of population	£16 1*s.* 11*d.*
Estimated net product of penny rate, 1958–59	£7,150
Rate levied, 1958–59	16*s.* 8*d.*

5. The Borough, with its population of 109,200 is the twelfth largest non-county Borough in the country and is, in fact larger than most County Boroughs.

6. Of the twenty-six County Districts in Middlesex, Enfield on a population basis ranks seventh.

B—HISTORY AND PARTICULARS OF THE BOROUGH

7. As the Royal Commission is no doubt aware, Enfield is a place of great antiquity and its story as a community goes back to a very remote period.

8. Enfield is of no mushroom growth, but has grown steadily over a long period of years. At the beginning of the century the population was 42,738 rising by 1921 to 60,650 and thence to its present 109,200.

9. Its boundaries have remained substantially unchanged for a great many years and the area of the community which is Enfield today is virtually the same as it was when the Urban District was newly created in 1894 and, as far as records go, for the local Board and the Vestries before that.

10. On the 29th March, 1955, the then Urban District of Enfield was honoured by Her Most Gracious Majesty Queen Elizabeth II by the grant of a Charter of Incorporation.

11. To secure this honour, as the Royal Commission will be aware, the District had to satisfy very high requirements as to its standard of Local Government administration and its status as a community and civic unit.

12. In accordance with the Local Government Act, 1933, the District had to undergo a rigorous investigation by the Government Departments concerned, including Departmental and public enquiries, before Her Majesty's Most Honourable Privy Council saw fit to advise Her Majesty the Queen to confirm the Borough of Enfield Scheme, 1955 under the Local Government Act, 1933 and Her Majesty granted the Charter of Incorporation on 29th March, 1955.

13. The Borough Council would submit that the granting by Her Majesty The Queen of the Charter so recently as 1955 and after such a rigorous investigation of the District's Local Government Administration, &c., is evidence that the District is a good and convenient unit for Local Government purposes.

14. Enfield is a flourishing town with many important industries (according to the County of Middlesex Plan the district contains within its area one-tenth of the industries in the whole of the County of Middlesex). In comparison with other districts in Middlesex it is less dependent on the Metropolis for sources of employment and less of a dormitory area for the Metropolis and consequently it has greater local community interest and characteristically it is more of an independent and self-contained town than other districts in the Greater Metropolitan area.

15. Contemporaneously with the procedure leading to the Grant of the Charter steps have also been taken, by means of a public competition, which it is expected will lead to the creation of satisfactory civic and administrative buildings within the Borough at an early date.

16. In amplification of the before-mentioned brief statistics in relation to the Borough of Enfield a copy of the Petition and Additional and Supplementary Information submitted in connection with the application for the Charter of Incorporation is being supplied to the Royal Commission. The information and statistics contained in these documents are as at 1952–53 but, as in many instances the facts have remained unchanged, it is felt nevertheless that they will be of assistance to the Royal Commission.

C—GENERAL SUBMISSIONS OF BOROUGH COUNCIL ON LOCAL GOVERNMENT RE-ORGANISATION

17. The Borough Council has both prior to and since the issue in July, 1956 of the Government's White Paper entitled "Area and Status of Local Authorities in England and Wales," taken part in a number of conferences and exchanges of views both on a national basis under the aegis of the Association of Municipal Corporations, the Urban District Councils' Association, &c., and on an area basis under the aegis of the Middlesex Borough and District Councils' Association, the Middlesex Excepted Districts Association, the Outer London Standing Joint Committee, &c.

18. The Borough Council arising from the before-mentioned discussions, from its practical experience and from the very careful consideration which it has given to Local Government Re-organisation is very strongly of the opinion that much greater powers than those at present enjoyed by County District Councils should be given to the County District Councils in Middlesex and that it is of the utmost importance that such powers should be conferred directly upon the County District Councils and not merely delegated by the County Council.

19. **The Borough Council Submits:**

(1) That the Borough Council is not convinced that the retention of the two tier system of Local Government in Middlesex is necessarily the best solution to the Local Government problems of the County of Middlesex.

(2) That the rights relating to the grant of County Borough Status to any County District Council in Middlesex should be preserved in order that there should be no assumption that such rights have gone by default and furthermore that particular regard should be had thereto by the Royal Commission. Alternatively should the expression " County Borough status " be regarded as inappropriate to Middlesex because of any special circumstances, there should be substituted the right to attain the status of " most purposes authority."

(3) That certain of the functions at present administered by the County Council could with efficiency and economy and in the best interests of the inhabitants be exercised by the Borough Council and that all such functions should be conferred by Parliament directly upon the Borough Council and should not be the subject of any form of optional delegation.

(4) That the creation of a " supra " Authority for the whole of the greater part of the metropolitan area is undesirable and unnecessary.

(5) That in the event of the two tier system of Local Government being retained in Middlesex:—

(*a*) The division of functions between the first and second tier authorities in Middlesex should substantially be as referred to later in this Memorandum.

(*b*) That the division of such functions as between the first and second tier authorities in Middlesex, should be on the basis:—

(i) That the County Council in an appropriate form should continue in existence for an area corresponding substantially to the present administrative area.

(ii) That the functions allocated to the second tier authorities should be conferred as of right by Parliament and exercised by them for their own area.

(6) That should it be necessary for there to be examinations or adjustments of boundaries amongst the second tier authorities in Middlesex any recommendations on these matters should be made by the Royal Commission (subject possibly to final review Ministerially or by Parliament) in its examination of the whole problem of Re-organisation of Local Government in the Metropolitan Area.

D—REPRESENTATIONS OF OTHER BODIES SUBSCRIBED TO BY THE BOROUGH COUNCIL

20. As an outline of the conferences and discussions referred to in the preceding Paragraph C. 17 the Borough Council no doubt will desire to be associated with and and in general terms to subscribe to the observations of the following groups or

associations of local authorities who it is understood are to furnish memoranda and evidence to the Royal Commission:—

(i) A Joint Statement to be submitted on behalf of a number of the larger Borough and District Councils of Middlesex.

(ii) The Memorandum of Evidence to be submitted by the Outer London Standing Joint Committee.

21. The Borough Council supports and fully subscribes to the Memorandum submitted by the Middlesex Excepted Districts' Association in regard to Education functions.

E—EVIDENCE AND SUBMISSIONS OF THE BOROUGH COUNCIL ON THE FUNCTIONS REFERRED TO IN THE LETTER OF THE 17th FEBRUARY, 1958, ADDRESSED BY THE CHAIRMAN OF THE ROYAL COMMISSION TO CIVIC HEADS

22. The Borough Council, further to the general submissions on Local Government Re-organisation referred to in Parts C. and D. of this Memorandum, desires to submit the following evidence on the functions referred to in the letter of the 17th February, 1958, addressed by the Chairman of the Royal Commission to the Mayor.

(A) Education

23. The Borough Council whole-heartedly concurs in and subscribes to the Evidence and views contained in the Memorandum submitted by the Middlesex Excepted Districts' Association as before referred to in Part D. of this statement and supports the submissions in the Memorandum as to the functions which should be conferred directly upon all Excepted Districts in the County of Middlesex.

(B) Enviromental Health

I. Description of present arrangements and of defects encountered

24. The Borough Council exercises the following functions listed in Appendix "B" of the Chairman of the Royal Commission's letter of the 17th February, 1958, pursuant to the statutory powers referred to:—

Functions	*Statutory Powers*
* (*a*) Baths, Wash-Houses, and Bathing Places	Public Health Act, 1936, Part VIII. Physical Training and Recreation Act, 1937. Towns Improvement Clauses Act, 1847, Sections 136–141. Town Police Clauses Act, 1847, Section 69.
* (*b*) Control of Watercourses, Ditches and Ponds.	Public Health Act, 1936, Part XI. Land Drainage Act, 1930.
* (*c*) Prevention of River Pollution	River Boards Act, 1948. Middlesex County Council Act, 1944. Rivers (Prevention of Pollution) Act, 1951.
(*d*) Disinfestation of Premises and Articles	Public Health Act, 1936, Part II. Middlesex County Council Acts, 1950 and 1956.

* (*e*)	Drainage of Trade Premises	Public Health (Drainage of Trade Premises) Act, 1937. Middlesex County Council Act, 1944.
(*f*)	Mortuaries and Post-Mortem Rooms	Public Health Act, 1936, Part VI.
* (*g*)	Public Conveniences	Public Health Act, 1936, Part II.
(*h*)	Refuse Collection and Disposal	Public Health Act, 1936, Part II.
* (*i*)	Regulation of Buildings and Sanitation of Buildings	Public Health Acts, 1875–1932. Public Health Act, 1936. Housing Acts, 1936–1956. Factory Acts, 1937–1948. Middlesex County Council Acts, 1944, 1950 and 1956. Town and Country Planning Acts, 1947–1954.
* (*j*)	Sewerage and Sewage Disposal (except "Main Drainage" see paragraph 27.)	Public Health Act, 1936, Part II. Rural Water Supplies and Sewerage Act, 1944. Middlesex County Council Acts, 1944 and 1956.
* (*k*)	Street Cleansing	Public Health Act, 1936, Part II. Public Health Act, 1875. Public Health Act, 1925. Local Government Act, 1929. Local Government Act, 1933. Trunk Roads Act, 1936.

25. In the case of those functions marked * the County Council also has certain powers and functions.

26. Certain Statutory Undertakings have powers in connection with the Control of Watercourses, Ditches and Ponds.

27. In the case of Sewerage and Sewage Disposal and the Drainage of Trade Premises, the County Council is the authority for Main Drainage for practically the whole of Middlesex under the East and West Middlesex Drainage Schemes, certain small areas being dealt with by Joint Sewage Dispoal Boards.

II and III. Analysis of defects and an Outline of views of Borough Council on how defects may be remedied

28. The Borough Council is of the opinion that the above mentioned functions, except for Main Drainage and subject to the comments in respect of the three functions (*b*), (*c*) and (*k*) mentioned below, are now being satisfactorily administered by the Borough Council and therefore submits that, except for Main Drainage and subject to the before-mentioned comments, the functions should remain the responsibility of the Borough Council.

29. The Borough Council in support of the submissions it makes with respect to the Environmental Health Services desires to state that it is of opinion that any inherent difficulties in the exercise of these powers, either of a geographical, practical or economical nature, can be met, as has been evidenced in the past, by co-operation with adjoining Councils.

30. The Borough Council further submits that the Environmental Health Services are "Personal" services which it is essential should be administered locally by elected representatives and staff having the requisite local knowledge.

(b) Control of Watercourses, Ditches and Ponds

(c) Prevention of River Pollution

I and II. Descriptions of present arrangements and of defects encountered and an analysis of defects

31. These two items are dealt with together.

32. The Borough Council submits that the centralisation of the County Council's administration is too complex and too remote to permit the effective exercise of the powers and functions given them in the Rivers (Prevention of Pollution) Act, 1951 and the Middlesex County Council Act, 1944, Part V, and, in fact such functions and powers have not been noticeably exercised by the County Council.

33. In addition to the powers and functions exercised by the Borough Council and by the County Council a number of Statutory Undertakings such as the Lee Conservancy Catchment Board, the Conservators of the River Thames, &c., exercise jurisdiction of one kind or another and the Borough Council submits that practical convenience will be better served by these Statutory Undertakings having to deal with one type of Local Authority only, namely the Borough Council.

III. Outline of views of Borough Council on how defects may be remedied

34. The Borough Council considers that this is a defect in the organisation of Local Government in the area and that the functions and powers of the County Council in this connection should be directly conferred upon the Borough Council which, having regard to the local facilities and staff which it has immediately available is in a position to deal with such matters as may arise more expeditiously, effectively and economically.

(k) Street Cleansing

I. Description of present arrangements and of defects encountered.

35. The Borough Council draws attention to the functions and powers which are being exercised in part by the County Council and in part by the Borough Council with regard to street cleansing, as in the case of the " Construction, Improvement and Maintenance of Roads and Bridges " which is referred to in that part of this Memorandum dealing with this latter item, *vide* Paragraphs 99 *et seq.*

II. Analysis of defects

36. The Borough Council submits that this duplication of the exercise of these powers and functions as in " Construction, Improvement Maintenance of and Roads and Bridges," is a defect in the organisation of Local Government in the area and cannot be justified either administratively, economically or in the actual performance of the functions. The present arrangements for the exercise of the functions lead to:—

(i) Duplication of staff, equipment and the setting up of County and District Council depots covering the same geographical areas;

(ii) The creation of confusion and dissatisfaction in the minds of the public due to two separate Local Authorities with differing standards and methods administering identical functions within the one district.

III. Outline of views of Borough Council on how defects may be remedied

37. The Borough Council submits that this defect in the organisation of Local Government in the area could be remedied by the direct conferment of all the functions on the Borough Council, which could exercise the functions locally in a more efficient and economical manner, adopt greater mechanisation where necessary and provide a more expeditious and satisfactory service to the public.

(l) Burial Grounds, Cemeteries and Crematoria

I. Description of present arrangements

38. The Borough Council is the Local Authority in respect of burial grounds and cemeteries.

39. A crematorium has been established under the jurisdiction of the Tottenham and Wood Green Burial Board and Enfield residents have been granted concessions in the fees payable for the use of the facilities.

(m) Parks and Open Spaces

I. Description of present arrangements

40. The Borough Council exercises its functions in regard to these matters in pursuance of the Public Health Acts, the Act of 1937, the Local Government Act, 1948, and certain provisions of the Middlesex County Council Acts of 1944 and 1956. The County Council is empowered by its Act of 1944 to acquire land for these purposes, and to contribute towards the cost of the acquisition of such lands by the Borough Council. The powers of the County Council and the Borough Council have been exercised liberally, and in many instances lands have been acquired as the result of the joint action of the County Council and the Borough Council. Exceptionally, these lands remain let for agricultural purposes. In all other cases the land when brought into use for open space purposes, is maintained and administered by the Borough Council.

(n) Powers and Duties under the Physical Training and Recreation Act, 1937

I. Description of the present arrangements

41. The powers under this Act to provide gymnasia, playing fields, holiday camps and community centres are exercisable concurrently by the County Council and the Borough Council.

(C) Housing

I. Description of present arrangements

42. The Borough Council exercises the functions as listed in Appendix "B" of the Chairman of the Royal Commission's letter of the 17th February, 1958, pursuant to the following statutory powers:—

Function	*Statutory Powers*
(*a*) Provision of Houses (*b*) Slum Clearance (*c*) Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses	Housing Acts, 1936–1957. Housing Repairs and Rents Act, 1954. Local Government (Miscellaneous Provisons) Act, 1953, Section 10. Small Dwellings Acquisition Acts, 1899-1923. Requisitioned Houses and Housing (Amendment) Act, 1955. Housing (Rural Workers) Acts, 1926–1942. Housing Act, 1930. Housing Act, 1935.
(*d*) Regulation of Buildings and Bye-laws	See Environmental Health Item (i) paragraph 24 *et seq*.

(a) Provision of Houses

43. Housing has become probably the most important service provided by the Borough Council since Education, the Personal Health Services, Town Planning,

Fire Brigades, &c., were taken from it under the immediate Post War legislation, and it has made very strenuous endeavours to meet the great need for houses in the Borough, the limiting factors being the control imposed under the National Housing Programme and the growing shortage of undeveloped land in the Borough.

44. The Borough Council erected many houses and flats before the war and has carried on a large post war building programme. The following accommodation has been provided up to 1st April, 1958:—

Permanent houses and flats:	Pre-war	1,737
	Post-war	2,597
Temporary bungalows		168
		4,502
Requisitioned Premises—Units of accommodation		140
Garages		91

45. There is, however, still a large unsatisfied need for housing for people who are at present inadequately housed and at the 1st April, 1948 there were 2,608 cases on the Borough Council's Waiting List of Applicants for Accommodation including 22 families in Halfway House Accommodation.

46. The Borough Council does not believe that any central administration of the function, as in London, would result in the provision of more dwellings and it regards itself as the most suitable body to provide and manage these services in the Borough. Particularly is this so as the need for more and better accommodation is most acutely appreciated by Local Councillors living in the district where overcrowding exists and, where houses are provided, the Local Councillors and their officers are accessible to the people living in them and this is very important as housing is a service which depends greatly on personal proximity.

47. Some assistance in meeting the problem has been obtained by the movememt of population to the new and expanded towns and it is noteworthy that the majority of the families moved have secured accommodation in the new or expanded town by virtue of their industrial skill rather than their housing need. Offsetting this small benefit, it must be borne in mind that there has been a constant influx of population into the Borough from less favoured residential areas and an important factor in this is the large proportion of industry in Enfield (1/10th of the whole industry in the County) and the desire of employees to obtain accommodation close to their places of work, which desire is also strongly influenced by the attractive amenities of the residential areas in the Borough.

48. The Royal Commission will, of course be aware that consideration is is being given to the possibility of providing a new town linked with Middlesex and the Borough Council is taking part in the consideration and discussion of this proposal.

(b) Slum Clearance

49. In 1954 the Ministry of Housing and Local Government (Circular 30/54) again made available building labour and materials for slum clearance and rehousing and the Borough Council was asked to resume its slum clearance programme. With the subsequent coming into operation of the Housing Repairs and Rents Act, 1954 and the Housing Subsidies Act, 1956, the attention of the Borough Council

has been turned to a considerable extent from the relief of overcrowding to the demolition and replacement of slum properties.

50. The Borough Council has since 1951 condemned as unfit 219 houses and some further 163 houses of the original approved programme remain to be dealt with.

51. The problem of slum clearance in the Borough is not such a serious one as is the case in more densely populated districts, but, nevertheless the Borough Council's programme has been hampered by reason of the continuing shortage of houses to relieve housing need and overcrowding.

(c) Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

52. The Borough Council has afforded assistance to others to acquire, constuct or improve houses by means of loans or advances for house purchase or construction under the Small Dwellings Acquisition Acts or the Housing Acts and by grants or loans under sections 4 and 20 of the Housing Act, 1949 for improvement or conversion works with a view to increasing or preserving housing accommodation.

53. Since 1946 the following loans, &c., have been made:—

	No.	*Amount*
Advances under Small Dwellings Acquisition Acts ..	436	£474,491
Advances under Section 4 of Housing Act, 1949 ..	4	£1,193
Grants under Section 47(4) of Public Health Act, 1936	4	£40
Advance under Section 93 of Housing Act, 1936 ..	—	£7,000
Improvement Grants under Housing Act, 1949 ..	99	£14,415

54. The County Council, although not a housing authority for other purposes and not at present making advances, has also made advances to a number of house purchasers in the Borough.

(d) Regulation of Buildings and Bye-Laws

55. The Borough Council has, as referred to in (B) Environmental Health, Item (i), Paragraphs 24–30, carried out these functions satisfactorily.

II and III. Analysis of defects and an Outline of views of Borough Council on how defects may be remedied

56. The Borough Council submits that the functions referred to in (a) – (d) *ante*, should remain the responsibility of the Borough Council.

57. The Borough Council is of opinion that such defects as may exist are not, with but one exception, of a nature to which attention need be drawn as they are not susceptible of remedy by change in the local government structure or by re-distribution of functions.

58. The exception referred to concerns the overlapping of the welfare functions of the County Council and the housing functions of the Borough Council.

59. The County Council under Section 21 of the National Assistance Act, 1948 have a duty to provide:—

(i) residential accommodation for persons who by reason of age, infirmity or any other circumstances are in need of care and attention which is not otherwise available to them;

(ii) temporary accommodation for persons who are in urgent need thereof, being need arising in circumstances which could not reasonably have been foreseen or in such other circumstances as the authority may in any particular case determine.

60. In so far as (i) is concerned the Borough Council is under a duty to provide accommodation for persons, including old persons, in housing need. Many such old persons also need some degree of care and attention, often falling far short of medical attention. They can, and should, be provided with accommodation in old people's flats, bungalows or hostels. This accommodation is most conveniently situate on or in close proximity to a council housing estate. It can be, and is, provided by the Borough Council but for the provision of the requisite care and attention it is necessary to enter into a joint arrangement with the County Council. This involves joint responsibility for finance and management, which is difficult to arrange and inconvenient to operate.

61. The Borough Council would welcome the conferment on it of power to provide the necessary care and attention, falling short of medical care but including the provision of such services as cleaning and domestic help. (The Borough Council already has power under Section 7 of the Housing Act, 1949 to provide meals and laundry.)

62. In so far as (ii) is concerned difficulties have arisen by reason of the County Council, with an overall shortage of residential accommodation, endeavouring to persuade the Borough Council to provide temporary accommodation in its dwellings provided under the Housing Acts. The County Council asserts, with some truth, that a family may be persons inadequately housed and entitled to look for such temporary assistance when their temporary urgent need arises from eviction.

63. The Borough Council, in common with the other County District Councils, has however, been unwilling to give such assistance, which would probably become permanent, as the family might not voluntarily move and thus be rehoused in advance of their turn, if any, on the housing waiting list.

64. The Borough Council has been able to afford very little assistance to the County Council having regard to its own pressing housing needs and the problem has remained primarily a County Council one. It may, however, be solved in time as more County Council residential accommodation becomes available.

(D) Personal Health and Welfare

(*a*) POWERS AND DUTIES UNDER THE NATIONAL HEALTH SERVICE ACTS.

(*b*) MENTAL HEALTH SERVICES.

(*c*) POWERS AND DUTIES UNDER THE NATIONAL ASSISTANCE ACTS AND THE DISABLED PERSONS (EMPLOYMENT) ACT, 1944.

(*d*) CARE OF CHILDREN.

(*e*) REGISTRATION OF NURSERIES AND CHILD MINDERS.

I. Description of present arrangements and of defects encountered.

65. Except in regard to one or two minor functions under the National Assistance Act, 1948, *e.g.*, Section 31 (contributions to old people's organisations), Section 47 (Removal to suitable premises of persons in need of care and attention) and Section 50 (Burial or Cremation of the Dead) in pursuance of which the Borough Council is the local authority, the County Council is the Local Authority for the purposes of the above services, and the present arrangements for the carrying out of their functions are as under:—

(a) Powers and Duties under the National Health Service Acts

66. The services administered by the County Council as the Local Health

Authority in pursuance of Part III of the National Health Service Act, 1946, are the following:—

(i) Health Centres. S.21.
(ii) Care of Mothers and Young Children. S.22.
(iii) Midwifery. S.23.
(iv) Health Visiting. S.24.
(v) Home Nursing. S.25.
(vi) Vaccination and Immunisation. S.26.
(vii) Ambulance Services. S.27.
(viii) Prevention of Illness; Care and After Care. S.28.
(ix) Domestic Help. S.29.

67. Health Centres have not been provided in pursuance of Section 21.

68. The other services, except the ambulance service, are administered under the direction of the County Council's Health Committee and the County Medical Officer of Health. The County Council has divided the County into 10 areas, and in respect of each area annually appoints an Area Health Committee which exercises certain of the functions of the County Council's Health Committee. The Area Health Committees consist of members nominated by the County Council, and by the District Councils comprised in the area, and are each staffed by an organisation under the direction of a local Area Medical Officer of Health.

69. The ambulance service is administered by the Fire Brigade Committee of the County Council.

(b) Mental Health Services

70. These services, so far as they are Local Government services, are administered by the Health Committee of the County Council and the County Medical Officer of Health. The administration is centralised except that the County is divided into five divisions, in each of which there is a Divisional Office and attached thereto Authorised Officers.

(c) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

71. The services for which the County Council is the Local Authority for the purposes of the National Assistance Act, 1948, include the provision of residential accommodation under Section 21 of the Act, and ancillary arrangements, welfare arrangements for disabled persons (blind, deaf, dumb, crippled persons, &c.) and the registration of disabled persons, or old persons' homes, and disabled persons' charities. The County Council administers the services through its Welfare Committee and the Department of the County Welfare Officer.

72. The administration is centralised, except that in regard to domiciliary visiting the County is divided into 10 areas co-terminous with the areas referred to under (*a*) Paragraph 68. In each area there is an Area Welfare Officer.

(d) Care of Children

73. The County Council is the Local Authority for the purposes of the Children's Act, 1948. The service is administered centrally by the Statutory Children's Committee and the Children's Officer of the County Council, except that in this instance also there is a division of the County into 10 areas co-terminous with the areas referred to under (*a*) and (*c*), Paragraphs 68 and 72. In respect of each area there is a Children's Area Officer.

(e) Registration of Nurseries and Child Minders

74. The County Council, as the Local Health Authority, administers the provisions of the Nurseries and Child Minders Regulation Act, 1948, through its Health Committee and the Area Health Committees. In some measure there stands referred to the latter Committees the day-to-day administration of the Act, but to a material degree the administration is centralised.

75. It is asserted that the arrangements referred to above are defective in the following respects:—

- (i) The centralised administration which exists in regard to each of these services has created in each case an organisation which is too complex, and in regard to which the control at Westminster is too remote from the areas in which the services are provided.
- (ii) The centralising of control has made it necessary for the County Council to impose standards of service which are largely uniform throughout the County, and are not sufficiently flexible to meet particular local needs.
- (iii) The domiciliary care of mental patients is not linked with the other domiciliary services of the County Council.
- (iv) The administration of the functions concerning the welfare of disabled persons is not under the direction of the County Medical Officer of Health.

II. Analysis of defects

76. All the defects referred to above are related to the organisation of Local Government.

77. Prior to the coming into force of the National Health Service Act, 1946, the then Urban District Council was responsible for the personal health services which were by that Act transferred to the County Council. The services were administered under the direction of one or two Committees of the Urban Council and the local Medical Officer of Health, except, in the case of the Ambulance Service which, in a number of instances, was administered as part of the Fire Brigade Service.

78. The administration of these personal Health services was then free from elaboration, and the members of the Urban District Council, and its Committees, were able easily in regard to the services to comprehend the needs of their districts. They were able readily to control the measure and quality of the services provided, and if emergency action were necessary it was possible for this action to be taken speedily.

79. Under the present arrangements it is inevitable that the County Council should impose a large measure of centralised control. Apart from the remoteness of the members of the County Council from the public which is inseparable from this, it does in addition require the imposition of standards of service and an organisation which cannot always pay due regard to any special need of the locality in which the service is provided, and at the point at which the services are provided it is not always possible speedily to make adjustments, for example in regard to staffing, which emergencies make desirable.

III. Outline of the views of Borough, Council on how defects may be remedied

80. It is asserted that the defects referred to would be remedied if the Borough Council became the Local Authority for the services in the place of the County Council. If this change were made the services would be administered directly by a Committee or Committees of the Borough Council and each local Medical

Officer of Health. The duplication of administrative effort and the consequential additional cost which is inevitable under the present arrangements, for example, in England to the personal health services, would be avoided. The standards of service would more readily conform to local needs. All the domiciliary services, including the home care of mental patients and the preventative aspect of that service, and the welfare of disabled persons, would be under the intimate direction of the local Medical Officer of Health and his staff.

(f) Notification of Infectious Diseases

I. Description of present arrangements

81. The Medical Officer of Health of the Borough is the Officer to whom these notifications are given, and the Borough Council is the local authority for the purpose of the relevant provisions of the Public Health Acts.

(g) Health Education

I. Description of present arrangements

82. The County Council and the Borough Council from time to time exercise their powers in regard to this matter. Health Centres have not been established for the purposes (*inter alia*) of Section 21(1)(f) of the National Health Service Act, 1946.

(E) Town and Country Planning

(a) Town and Country Planning

I. Description of present arrangements and of defects encountered

83. The County Council is the Local Planning Authority for the purposes of the Town and Country Planning Acts, 1947 to 1954. The Planning Committee of the County Council administers all of the functions of the Council under the Acts except (*a*) the approval of Development Plans under Part II of the Act prior to submission to the Minister (*b*) power to borrow money and (*c*) any functions delegated to district Councils.

84. Four Area Planning Committees have been set up to which, under a Scheme of Delegation dated 19th March, 1948, the County District Councils appoint Member Representatives.

85. The functions of the Area Planning Committees are, broadly speaking, to make recommendations to the Planning Committee upon the general planning of the areas and to consider and make decisions upon applications under Part III of the 1947 Act subject to the provisions as to delegation of powers contained in the above mentioned Scheme of Delegation.

86. The Scheme of Delegation provides for the exercise of the powers of Part III of the Act by the County District Council subject to prior consultation with the County Council before making any statutory Order, *e.g.*, Revocation Orders, Tree Preservation Orders, Building Preservation Orders, &c., and subject also to prior consultation before serving any statutory Notice under the powers relating to enforcement of Planning Control and the proper maintenance of wasteland or under the Control of Advertisements Regulations.

87. The Scheme of Delegation is subject to the observance of certain "Working Arrangements" under which, *inter alia*, the County District Council must furnish the County Council with copies of all Planning applications, and the County Council has the right to except from the delegation, plans considered to be of particular interest by reason of liability to prejudice the Development Plan or likely to give rise to compensation or to affect any County or Trunk road.

88. The County District Councils defray their own administration expenses in connection with the carrying out of delegated functions.

II. Analysis of defects

89. The quality of control of the day-to-day planning functions leads to a considerable wastage of time and manpower and results in increased cost of administration. Furthermore, the Area Planning Committees by reason of their remoteness of control and lack of knowledge of the locality are not well constituted to deal with local matters. In the majority of cases the Area Planning Committees follow the recommendations of the County District Council in reaching a decision, but in those cases where the Area Planning Committees' decision is at variance with the recommendation of the County District Council, the County District Council has a right to object and the matter stands referred to the County Planning Committee. The County District Council may attend to make representations at the County Committee Meeting, but is debarred from taking part in the deliberation of the matter by the County Planning Committee. This procedure is cumbersome and gives rise in practice both to friction and delay.

III. Outline of views of Borough Council on how defects may be remedied

90. The defects referred to above would be remedied by the direct conferment on the Borough Council of all powers under Part III of the Town and Country Planning Act, 1947 subject in the case of a proposal involving a substantial departure from the provisions of the Development Plan to prior consultation with the Planning Authority and if necessary with the Minister. The conferment of powers contemplated would also be subject to any safeguarding provisions in respect of the statutory duties of the Local Planning Authority.

(b) The National Parks and Access to the Countryside Act, 1949

I. Description of present arrangements and of defects encountered

91. The powers and duties under this Act relating to Local Authority functions are contained primarily in Parts IV and V of the Act.

92. Sections 27 to 38 give powers and duties to the Councy Council in relation to the survey of public footpaths, bridle ways, &c., the preparation of provisional maps and statements, settlement of disputes and the preparation of definitive maps and statements. The County Council is required to consult with County District Councils in connection with the survey.

93. Sections 39 to 50 (which are also in Part IV of the Act) contain powers and duties of County District Councils in relation to the creation of rights of way by agreement or by compulsory powers, the diversion and closure of public footpaths and liability for repair of public paths.

94. Part V of the Act makes provision for a Local Planning Authority to make access agreements and access orders. The power of enforcing provisions contained in such access agreements or orders is vested in the Local Planning Authority, which is also given powers of compulsory purchase of land for the public for open air recreation.

95. Section 102 in Part VI gives provision for a County District Council which is not a Planning Authority to exercise functions under Section 89 by agreement with the Planning Authority (*i.e.* in Middlesex the County Council) or, in the absence of agreement by a direction of the Minister, relating to the planting of trees and the restoration of derilict land.

II and III. Analysis of defects and an Outline of views of Borough Council on how defects may be remedied

96. The application of this Act to Middlesex is limited by the physical characteristics of the county, but having regard to the local knowledge and facilities available, the before-mentioned functions would be better exercised locally by the Borough Council.

(F) Traffic

I. Description of present arrangements and of defects encountered

97. The Borough Council exercises the functions listed in Appendix "B" of the Chairman of the Royal Commission's letter pursuant to the following powers:

* (i) Construction, Improvement and Maintenance of Roads and Bridges

* (ii) Street Lighting

(iii) Naming of Streets and Numbering of Houses

(iv) Parking Places

* (v) Road Safety

(vi) Bus Shelters

(vii) Private Street Works

Highways Acts, 1835–1885.
Public Health Acts, 1875–1932.
The provisions of the Local Government Acts, 1888, 1894, and 1929 relating to highways and bridges.
Development and Road Improvement Funds Act, 1909.
Roads Improvement Act, 1925.
Road Traffic Acts, 1930–56.
Restriction of Ribbon Development Act, 1935.
Rights of Way Act, 1932.
Trunk Roads Acts, 1936–46.
Special Roads Act, 1949.
Sections 39–58 of the National Parks and Access to the Countryside Act, 1949.
The Highways (Provision of Cattle Grids) Act, 1950.
Public Utilities Street Works Act, 1950.
New Streets Act, 1951.
Local Government (Miscellaneous Provisions) Act, 1953, Sections 4, 7 and 9.
Agricultural (Improvement of Roads) Act, 1955.
Towns Improvement Clauses Act, 1847, Sections 1–5 and 64–83.
Town Police Clauses Act, 1847, Sections 1–5 and 21–29.
Bridges Acts, 1530–1929.

98. In the case of those functions marked * the County Council also has certain powers and functions.

II and III. Analysis of defects and an Outline of views of Borough Council on how defects may be remedied

(i) Construction, Improvement and Maintenance of Roads and Bridges

99. The Borough Council submits that in respect of "unclassified" or "District" Roads and Bridges it has satisfactorily administered these functions in its own right by direct conferment and should continue to bear this responsibility.

100. Under the Local Government Act, 1929, the County Council became the highway authority for all "county" roads (*i.e.* "main" roads, "classified" roads

and roads in rural districts) and Boroughs and urban districts having a population of 20,000 or more could claim to exercise the functions of maintenance and repair. The then Urban District Council in 1936, relinquished the right to claim the functions in respect of the Class I Roads as then existing in this District.

101. In 1946, the Minister of Transport decided to institute a system of Class III Roads comprising selected roads previously " unclassified " and as from the 1st April, 1946, the Minister declared a number of such roads in the Borough to be Class III (otherwise " County ") Roads, and the then Urban District Council, pursuant to Section 32 of the Local Government Act, 1929, claimed to exercise the functions of repair and maintenance of such roads and has carried out these functions satisfactorily. All expenses incurred by the Borough Council on the repair and maintenance of Class III roads are reimbursed by the County Council.

102. The cost of providing and maintaining pedestrian crossings and speed limit signs on all roads is borne by the Borough Council and rank for grant from the Ministry of Transport and Civil Aviation.

103. Pursuant to the Trunk Roads Act, 1936, "trunk " roads in the Borough are vested in the Minister of Transport and Civil Aviation and the County Council acts as agent for the Minister.

104. The mileage of roads in the Borough is as follows:—

Trunk Road (maintained by County Council as agents for Ministry of Transport and Civil Aviation.. ..	2·95
Class I Roads (maintained by County Council) ..	17·39
Class III Roads (maintained by Borough Council for County Council)	19·55
District Roads (maintained by Borough Council) ..	82·97
Private Roads	19·25
Total Mileage	142·11

105. The Borough Council submits that the duplication of the exercise of the powers and functions is a defect in the organisation of Local Government in the area and cannot be justified on administrative or economical grounds or in the actual carrying out of the functions.

106. The present arrangements lead to:—

(i) Duplication of staff, equipment and the setting up of both County Council and Borough Council depots covering identical geographical areas;

(ii) The creation of confusion and dissatisfaction in the minds of the public due to two separate Local Authorities with differing standards and methods administering identical functions within one district. (See also observations on " Street Cleansing " in Environmental Health (*k*) Paragraphs 35–37 of this Memorandum).

107. The Borough Council submits that this defect in the organisation of Local Government in the area could be remedied by the direct conferment of all the functions on the Borough Council and for it to undertake also the maintenance of Trunk Roads as agents of the Ministry of Transport and Civil Aviation.

108. The Borough Council's local organisation could exercise the functions in a more efficient and economical manner and render a more satisfactory and expeditious service to the public.

(ii) Street Lighting

109. The Borough Council is the responsible authority for street lighting on all roads (except Trunk Roads) in the Borough and submits that it has carried out its functions satisfactorily and it should continue to exercise this responsibility.

110. Under the Trunk Roads Act, 1936, the Minister of Transport and Civil Aviation has entered into an arrangement with the Borough Council as to the installation and maintenance of lighting of the Trunk Road in the District.

(iii) Naming of Streets and Numbering of Houses

(iv) Parking Places

111. These functions have been satisfactorily administered by the Borough Council and it should continue to exercise this responsibility.

(v) Road Safety

112. This function has been satisfactorily administered by the Borough Council and it should continue to exercise this responsibility.

113. The County Council has equal powers with the Borough Council, but as the Minister of Transport and Civil Aviation has expressed satisfaction with the Borough Council's programmes, no part of any expenditure incurred by the County Council can be charged to the Borough Council.

(vi) Bus Shelters

(vii) Private Street Works

114. These functions have been satisfactorily administered by the Borough Council and it should continue to exercise this responsibility.

F—CERTAIN OTHER FUNCTIONS NOT SPECIFICALLY REFERRED TO IN THE LETTER FROM THE CHAIRMAN OF THE ROYAL COMMISSION

115. In addition to the functions specifically referred to in Appendix " B " of the letter from the Chairman of the Royal Commission there are a number of other functions on which the Borough Council desires an opportunity of submitting evidence to the Royal Commission, which include the following:—

(i) Food and Drugs.
(ii) Licensing of Theatres and Cinemas, Music and Dancing Licences.
(iii) Milk and Dairies.
(iv) Registration of Births, Deaths and Marriages.
(v) Shops Inspection (Employment of Young Persons).
(vi) Weights and Measures.

(i) Food and Drugs Act, 1955

116. In so far as these functions are concerned the Borough Council considers them to be of such importance that the following evidence is submitted:—

I. Description of present arrangements and of defects encountered

117. Although the County District Councils are " local authorities " for certain purposes of the Act, the County Council is the " Food and Drugs Authority " throughout Middlesex.

118. Section 83 of the Act, however, re-enacting provisions of the Food and Drugs Act, 1938, provides, *inter alia*, that in a Non-County Borough or Urban District in which the population, according to the last published Census is 40,000 or upwards, the Council of the Borough or District shall be the " Food and Drugs Authority." This is subject to the further provision that where in any case the Council of a Borough or Urban District would accordingly become the Food and Drugs Authority, the Minister may direct that the County Council shall nevertheless continue to be the Food and Drugs Authority. There are two such directions in force in regard to Middlesex one made by the Minister in 1939, and the other made by him in 1953. These are believed to be the only directions made by the Minister under the Act of 1938 or that of 1955. The effect of the directions, combined with the other provisions of the Section, is that the County Council is the Food and Drugs Authority throughout the County. The County Council administers its functions centrally under the direction of its General Purposes Committee and the Chief Officer of the Public Control Department of the County Council. For the purposes of the Act the County is divided into three Divisions, each having attached to it a Divisional Chief Inspector, and Inspectors. It is asserted that the Food and Drugs provisions of the Act should be administered by the County District Councils, and and the fact that this is not so is a defect in the present arrangements.

II. Analysis of Defects

119. Of the 26 Borough and Urban Districts in the County, all but four have a population exceeding 40,000. Nine of the Authorities have a population exceeding 100,000. In these circumstances there is clearly a strong *prima facie* case for the revocation by the Minister of the directions made by him in 1939 and 1953. The defect is one related to the organisation of local government.

III. Outline of views of Borough Council on how defects may be remedied

120. The defect would be remedied in part if the directions were revoked by the Minister of Health in pursuance of the powers given to him by Section 84(3) of the Act. In such an event each of the 22 County District Councils with populations exceeding 40,000 would become the Food and Drugs Authority in their respective areas. The administration of the service could readily be absorbed into the existing organisations of the Authorities, and would in each case become a localised service in accordance with the intention of Parliament.

121. In regard to the four remaining Authorities, each of which has a poupulation exceeding 20,000 the Minister might direct, in pursuance of Section 83(3) of the Act, that they should be the Food and Drugs Authorities.

CYRIL E. C. R. PLATTEN, LL.B.,
Town Clerk.

PUBLIC OFFICE,
ENFIELD.
30th June, 1958.

Evidence Submitted by The Finchley Borough Council

INTRODUCTION

1. Finchley is a non-county borough in Middlesex extending through the centre of the county from Barnet in Hertfordshire on the north to Hampstead in the County of London on the south. The following are brief particulars of the Borough:

Area		3,478 acres
Population (estimated in mid-1957)		69,380
Rateable Value at 31st March, 1958		£1,387,989
Rateable Value per head of population at 31st March, 1958		£20 0*s.* 1d.
Estimated product of 1d. Rate in 1958–59		£5,630
Rate in the £ for 1958–59		16*s.* 10*d.*
Roads		
Borough	58·71 miles	
County (claimed)	14·72 miles	
County (agency)	0·12 miles	
County (retained)	0·11 miles	
Trunk	4·58 miles	
		78·24 miles
Parks and Open Spaces provided by the Borough Council		450 acres
Dwellings provided by the Borough Council		1,575

The adequacy of the financial resources of Finchley can be appreciated from the fact that in 1957–58 the estimated product of a penny rate in the Borough of £5,545 was greater than that of 42 of the 83 County Boroughs in England and Wales. A comparison of the following examples of estimated products of a penny rate in county boroughs in that year with the figure for Finchley is illustrative:—

	£	*Population*
Bath	4,400	79,800
Gateshead	3,860	111,900
Gloucester	3,650	67,300
Hastings	4,050	64,550
Lincoln	3,175	70,500
Preston	4,900	117,200
Tynemouth	2,830	67,700
Wallasey	5,061	102,300
Walsall	4,195	114,700
West Hartlepool	2,962	73,240
York	4,950	106,200
FINCHLEY	5,545	69,800

2. For at least 40 years Finchley has formed a single Parliamentary Constituency with the Friern Barnet Urban District which adjoins the north eastern boundary of the Borough. This Urban District with an estimated population in mid-1957 of 28,490 and an area of 1,340 acres is very similar in character to the Borough being almost entirely residential. The Borough and the Urban District together have a population of approximately 100,000 and an area of 4,818 acres. The Town Clerk of Finchley is, by statute, the Electoral Registration Officer for the whole constituency and Acting Returning Officer for it at parliamentary elections.

3. The Borough Council is one of a group of ten medium sized Middlesex local authorities which have combined to submit evidence jointly to the Royal Commission. This evidence, submitted on behalf of the Group by the Town Clerk of Acton, is fully supported by the Borough Council and is hereafter called " the evidence of the Group."

BOROUGH FUNCTIONS

4. Of the functions listed in Appendix " B ", to the letter from the Chairman of the Royal Commission dated 17th February, 1958, a considerable number are now administered by the Borough Council in their own right. These are set out in paragraph 3 of the evidence of the Group. The Borough Council consider that the present arrangements for the administration of these functions are satisfactory and that they should accordingly remain the responsibility of the Borough Council.

5. Among these Borough functions the Borough Council would like to draw attention to Bathing Places, Parks and Open Spaces and Housing. The Borough Council have provided both covered and open air swimming pools. The latter, consisting of a pool of Olympic standard and a separate shallow children's pool, is one of the finest in the country. The Borough Council have also provided approximately 450 acres of parks and open spaces, amounting to almost 13 per cent. of the whole area of the Borough. The Finchley Urban District Council, the predecessors of the Borough Council, were among the first local authorities to provide dwellings under the original Housing of the Working Classes Act, 1890. As early as 1900 they purchased land on which 60 houses were erected. Since then the provision of houses has steadily increased until today the Borough Council own 1,575 dwellings and have another 122 planned or under construction. The Finchley Urban District Council adopted the Small Dwellings Acquisition Act, 1899 in 1908 and since then, they and the Borough Council have advanced under this Act as amended, and under the Housing Act, 1949 a total of £1,893,962, to persons purchasing their own dwellings.

DELEGATED FUNCTIONS

6. Three of the remaining functions listed in Appendix " B " to the letter from the Chairman of the Royal Commission are the responsibility of the Middlesex County Council but are administered in whole or in part by the Borough Council under a form of delegation. Experience of the administration of these delegated services in the Borough has fully revealed the defects of delegation listed in paragraph 4 of the evidence of the Group.

7. The first of these delegated functions is Education. Finchley is one of the 16 excepted Districts in Middlesex. In accordance with Schemes of Divisional Administration similar to those applying to the other Excepted Districts, the Borough Council as the Divisional Executive carry out in the Borough the detailed administration of primary and secondary education, and the part of further education consisting of evening institutes, facilities for recreation or social and physical training and the youth service. This is subject to the overriding control of finance and policy by the County Council. The Borough Council is a member of the Middlesex Excepted Districts Association. This Association, which includes all the Excepted Districts in the County, is submitting evidence on their behalf to the Commission in which the unsatisfactory state of the present arrangements is described and suggestions made for improvements. These suggestions include the direct conferment on Excepted Districts of most education functions. The Borough Council fully concur in and support the Association's evidence since the defects and remedies there set out are as applicable to the particular circumstances of Finchley as they are to the general situation among the Excepted Districts in Middlesex.

8. The second of the delegated functions relates to Town and Country Planning. Under the first town planning legislation, the Housing, Town Planning, &c., Act, 1909, the Finchley Urban District Council, as the planning authority under the Act, as early as 1911 passed a resolution to prepare a planning scheme for the southern part of their area. After the First World War the Council took steps to implement this resolution and to deal with the other areas of the Borough which could be planned under the then legislation. By 1936 the Borough Council had an operative scheme approved by the Minister and effective which covered the major part of the Borough. The remaining part was also covered by resolutions passed under the Town and Country Planning Act, 1932. Only the advent of the Second World War prevented these being implemented by the time the Town and Country Planning Act, 1947 was passed. Thus by 1948, when this Act took away planning powers from the Borough Council and gave them to the County Council, the Borough Council had some 37 years experience of town planning behind them. They had also participated in the South East Herts and North Middlesex Joint Planning Committee which co-ordinated the Planning of the surrounding area. Since 1948 Finchley has been one of the nine authorities in the County Council's North Middlesex Area for planning purposes. Under a Delegation Agreement, similar to those entered into with the other District Councils in the County, the County Council have delegated to the Borough Council their functions under Part III of the 1947 Act relating to Control of Development. The exercise of these functions is, however, subject to prior consultation with the County Council on certain substantial matters and to the County Council taking the final decision on so-called "excepted" applications which come within certain categories specified in the Agreement. These applications are dealt with by the North Middlesex Area Planning Committee which consists of one representative of each of the nine authorities in the area and an equal number of County Councillors. Originally the agreement provided for the County Council to defray the cost of the Borough Council performing the delegated functions. A subsequent amendment, made with the full concurrence of the Borough Council, has made them responsible for defraying this cost.

9. The arrangements for town planning since 1948 have never worked really satisfactorily in Finchley. Most, if not all of the defects of delegation listed in paragraph 4 of the evidence of the Group have been particularly apparent in regard to this function. The remoteness of the County Council and their staff from local circumstances has often led to a theoretical rather than a practical approach to applications and to unnecessary interference in matters of detail especially in connection with "excepted" applications. The County Council require a copy of every application and tend to treat as "excepted," applications which are not obviously within the categories reserved to them in the Delegation Agreement. These applications have also been noteworthy for the duplication of work and delays of administration to which they have given rise. The Area Planning Committee, being empowered to make decisions on all "excepted" applications subject to an appeal to the County Planning Committee, in effect represents an additional, middle, tier in the already two-tier structure of planning administration. It serves little useful purpose since the representatives of the District Councils have very little interest in applications from districts other than their own and most of the applications considered by the Committee could be more satisfactorily dealt with by the District Councils individually under their delegated powers. Yet the functioning of the Area Planning Committee is costly both directly to the County Council and District Councils and indirectly in members' time. In the current financial year the cost to the Borough Council of the whole of the day to day administration of planning control in the Borough is estimated at £4,221. In the same period the cost to the Borough's ratepayers, through the County Precept, of the County Council's administration of the Area Planning Committee, the matters reserved to the County Council

in the Delegation Agreement and amendments to the Development Plan is estimated at £4,836.

10. The Borough Council consider that, with their past experience of town planning in the Borough and their intimate knowledge of its present and future needs, they are best qualified to administer Control of Development. They therefore suggest that the functions in Part III of the 1947 Act be directly conferred on District Councils of at least the size and resources of the Borough. They appreciate, however, the need for an overall planning authority, especially in a completely urban county like Middlesex. The County Council should therefore remain the overall planning authority for the County, being responsible only for amendments to the Development Plan, for co-ordination between District Councils and for ensuring the necessary financial resources for attaining the objects of the plan.

11. The third function which the Borough Council exercises under delegation from the County Council is the improvement and maintenance of certain classified roads. Under the "claiming" procedure of delegation, the Borough Council are responsible for 14·72 miles of classified roads in the Borough. This arrangement is open mainly to the criticism that duplication of work is involved in County officers and members examining and, in the case of members approving estimates which have already been prepared by Borough officers and examined and approved by the Borough Council. Since this is virtually the only aspect of the administration of these functions in which the County Council are involved it is suggested that it could very well be dispensed with and responsibility for the maintenance and improvement of County roads conferred directly on the present "claiming" authorities.

COUNTY FUNCTIONS

12. The remaining functions listed in Appendix "B" to the letter from the Chairman of the Royal Commission are all the responsibility of the Middlesex County Council in the Borough and are administered wholly by them.

13. The first group of these County functions consists of some of the functions headed "Environmental Health" and comprises Control of Watercourses, Main Drainage and Sewage Disposal and Prevention of River Pollution. All these are functions which, in a area of continuous urban development like Middlesex, are best administered by an overall authority. Hence the Borough Council favour these functions remaining with the Middlesex County Council.

14. The Borough Council feel very differently about most of the functions included in the next group of County functions under the heading "Personal Health and Welfare." Prior to 1948 many of the services comprised in these functions such as maternity and child welfare, immunisation, domestic help and ambulances had been provided satisfactorily for many years by the Borough Council. Their progressive policy with regard to these services is shown by the fact that in 1939 they opened a specially constructed Health Centre designed on the most up-to-date lines. This Centre and the personal health services it provided nevertheless in 1948 passed to the Middlesex County Council under the National Health Service Act, 1946.

15. Almost all the services included in "Personal Health and Welfare" are of a personal and intimate character which *a priori* should be provided by the authority nearest to the public, most sensitive to their requirements and with the fullest and most direct information as to their circumstances. Experience of the functioning of the personal health services under the National Health Service Acts has shown that the County Council is too remote an authority to administer them. The Area Health Sub-Committee of the County Health Committee, composed partly of County

Council and partly District Council representatives, has failed to overcome this remoteness. The public turn naturally to the Borough Council for the provision of personal health services just as they do for all those environmental health services which are among the purely Borough functions referred to in paragraph 4 above and with which personal health is so closely connected.

16. The division between two authorities of the personal and the major part of the environmental health services leads to complicated administrative difficulties. To overcome these, members and officers of both authorities have constantly to spend on them time and energy which would otherwise be, and ought to be, devoted to direct service to the public. Borough Medical Officers of Health who also hold appointments as Assistant County Medical Officer are particularly affected, especially as they are the Chief Medical Officer for one authority and a junior medical officer for the other authority and are expected to devote a fixed proportion of their time to each appointment. This particular difficulty became so acute locally that, as a result of discussions held with the County Council and the Hendon Borough Council since the receipt of the letter from the Chairman of the Royal Commission, arrangements have been made to overcome it. The Medical Officers of Health of Hendon and Finchley have each given up their appointments as Assistant County Medical Officer and will, in future, each act in the absence of the other as Medical Officer of Health for the other's Borough, no Deputy Medical Officer of Health being appointed for either Borough.

17. The Borough Council therefore urge that, with one exception, the personal health functions in the National Health Service Acts together with care of children, registration of nurseries and child minders and health education be conferred directly upon District Councils. The exception is ambulances which the Borough Council recognise as being more economically and quite as satisfactorily provided over a wider area. They therefore suggest that these remain with the County Council. The Borough Council also feel that mental health services and welfare functions under the National Assistance Acts require an organisation, buildings, equipment and staff which can only be satisfactorily and economically provided over, and with the resources of, a larger area. They therefore suggest that these functions also remain with the County Council.

18. Under the heading "Town and Country Planning" certain of the powers and duties under the National Parks and Access to the Countryside Act, 1949 are the responsibility of the County Council and are administered solely by them. These are the functions in the Act dealing with the surveying and recording of public paths and the securing of access to open country. Though the survey of public paths was carried out by the Borough Council's officers on behalf of the County Council and revisions of the map and statement of these paths will be based on information similarly obtained, the Borough Council do not object to the functions remaining with the County Council since the map and statement should cover a wider area than the Borough.

19. The final group of County functions is under the heading "Traffic" and consists of those relating to the construction of new classified roads and the construction, improvement and maintenance of county bridges. The Borough Council do not suggest any change in the County Council's present responsibility for these. They do submit, however, that all District Councils be permitted to act as agents for the Ministry of Transport in the cleansing of Trunk Roads. At the moment the County Council do this in the Borough despite the fact that the Borough Council have their own street cleansing organisation which could, without difficulty, cleanse the Trunk Roads as well as their own streets.

GENERAL

20. The above evidence has been prepared in a condensed form in response to the request that an outline only should be submitted at this stage. The Borough Council will be glad of an opportunity of elaborating and illustrating it in due course if this will be of assistance to the Royal Commission. The Borough Council would also like the opportunity of submitting evidence on a small number of local authority functions which are not listed in Appendix " B " to the letter from the Chairman of the Royal Commission.

R. M. FRANKLIN,
Town Clerk.

June, 1958.

Evidence Submitted by The Harrow Borough Council

INTRODUCTION

Formation of Harrow Urban District

1. By virtue of the Middlesex Review Order, 1934, made by the Minister of Health under section 46 of the Local Government Act, 1929, the Harrow Urban District was on 1st April, 1934, brought into being comprising the areas of the following County Districts (with certain minor boundary adjustments):—

Harrow-on-the-Hill Urban District;

Wealdstone Urban District;

Hendon Rural District which comprised the Parishes of:—
  Great Stanmore;
  Harrow Weald;
  Little Stanmore and
  Pinner.

Incorporation of Harrow as a Municipal Borough

2. By the grant of a Royal Charter the Harrow Urban District, without any alteration of area, became incorporated as a Municipal Borough, with effect from 24th May, 1954. Harrow is the largest Non-County Borough in England and Wales in point of population and rateable value.

Brief Particulars of the Borough

3. The Council of the Borough consists of 60 members (15 Aldermen and 45 Councillors).

4. The more important statistics are:—

Population	216,200
Area	12,555 acres
Rateable Value	£3,723,420

5. Harrow is a Parliamentary Borough with three Parliamentary Constituences; it has 15 Wards and 8 County Electoral Divisions; and its electoral registration figures are as follows:—

Harrow East Parliamentary Constituency	48,920
Harrow Central Parliamentary Constituency	48,003
Harrow West Parliamentary Constituency	54,279
	151,232

Growth of the Harrow District

6. The following statistics show the growth of the Harrow District since 1934:—

Year ended 31st March (1)	**Population* (2)	*Percentage increase from* 1935 (3)	*Rateable value* (4)	*Product of a Penny rate* (5)	*No. of Hereditaments* (6)	*Percentage increase from* 1935 (7)
		%	£	£		%
1935	132,069	—	1,507,791	5,526	40,931	—
1936	144,280	9·25	1,654,372	6,208	48,308	18·02
1937	160,300	21·38	1,812,640	6,810	53,432	30·54
1938	174,800	32·36	1,946,450	7,344	57,861	41·36
1939	183,500	38·94	2,044,599	7,866	60,375	47·50
1940	190,200	44·02	2,093,165	8,180	61,827	51·05
1941	188,710	42·89	2,108,363	8,276	62,214	52·00
1942	195,480	48·01	2,109,510	8,462	61,984	51·43
1943	195,100	47·73	2,110,615	8,399	62,157	51·86
1944	191,660	45·12	2,116,516	8,445	62,222	52·02
1945	185,090	40·15	2,119,476	8,600	62,287	52·17
1946	191,710	45·16	2,125,236	8,508	62,351	52·33
1947	210,890	59·68	2,146,873	8,613	63,154	54·29
1948	215,930	63·50	2,187,095	8,775	64,056	56·50
1949	218,700	65·60	2,164,502	8,694	65,278	59·48
1950	222,300	68·32	2,203,047	8,736	65,631	60·34
1951	222,300	68·32	2,219,810	8,978	66,097	61·48
1952	220,000	66·58	2,232,470	9,085	66,700	62·95
1953	219,000	65·82	2,257,770	9,235	67,188	64·15
1954	217,900	64·99	2,279,172	9,317	67,741	65·50
1955	217,700	64·84	2,313,467	9,555	68,307	66·88
1956	217,100	64·38	2,352,393	9,563	68,849	68·21
1957	216,200	63·70	3,881,510	15,802	69,891	70·75

*Registrar General's Estimates

Finance

7. The following table shows the rates raised each year since 1934:—

Year	*Harrow's requirements*		*Middlesex County Council Precept*		*Metropolitan Police Precept*		*Assessment Committee's requirement's*		*Total*	
	s.	*d.*	*s.*	*d.*	*s.*	*d.*	*s.*	*d.*	*s.*	*d.*
1934–35	1	11·67	5	10·65		9·50		0·18	8	8
1935–36	1	8·57	6	2·35		10·83		0·25	8	10
1936–37	2	1·55	6	10·95		11·29		0·21	10	0
1937–38	2	1·83	6	11·15		10·87		0·15	10	0
1938–39	2	1·17	7	5·15		11·52		0·16	10	6
1939–40	2	3·00	7	10·69	1	0·17		0·14	11	2
1940–41	1	9·88	8	6·10	1	3·86		0·16	11	8
1941–42	1	10·92	8	7·00	1	1·94		0·14	11	8
1942–43	1	11·23	8	7·00	1	1·61		0·16	11	8
1943–44	1	11·17	8	7·00	1	1·68		0·15	11	8
1944–45	2	2·98	8	4·50	1	0·37		0·15	11	8
1945–46	2	0·34	9	4·54	1	0·92		0·20	12	6
1946–47	2	10·28	8	11·50	1	2·06		0·16	13	0
1947–48	3	1·10	12	5·00	1	3·70		0·20	16	10
1948–49	2	4·87	11	3·00	1	4·00		0·13	15	0
1949–50	2	9·82	10	5·00	1	9·00		0·18	15	0
1950–51	3	1·00	11	5·00	1	8·00		—	16	0
1951–52	3	1·45	12	0·00	1	6·55		—	16	8
1952–53	2	10·00	12	0·00	1	10·00		—	16	8
1953–54	3	6·50	14	9·00	2	0·50		—	20	4
1954–55	3	8·00	14	8·00	2	0·00		—	20	4
1955–56	3	4·50	13	8·50	1	11·00		—	19	0
1956–57	2	4·25	9	0·50	1	5·25		—	12	10
1957–58	2	6·75	10	8·00	1	7·25		—	14	10
1958–59	2	6·25	11	1·5	1	6·25		—	15	2

Staffing Establishments: Manual and Non-Manual

8. The numbers of staff employed by the Council in their several Departments, as at 1st April, 1958, were as follows:—

Department	*Manual*	*Non-Manual*
Town Clerk's		49
Borough Treasurer's		86
Borough Engineer and Surveyor's		157
Highways Section	99	
Parks and Open Spaces Section	210	
Cleansing Section (refuse collectors, road sweepers, motor drivers, garage hands, public convenience attendants, &c.)	350	
Works Section (craftsmen and labourers)	72	
Miscellaneous (cleaners, caretakers, rodent operatives, &c.)	48	
Public Health Department		18
	779	310

STATEMENT OF EVIDENCE

9. The following is a statement of evidence submitted in response to paragraph 4 of the letter of the Chairman of the Royal Commission, dated 17th February, 1958, to the Mayor:—

The Education Service in Harrow

Present Arrangement

10. The Borough of Harrow is an Excepted District within the County of Middlesex with a school population of 27,650 not including approximately 6,000 children in Private Schools. The administration of Education in the Borough (in respect of maintained Primary and Secondary Schools, Evening Institutes and the Youth Service) has been carried out since 1945 under a Scheme of Divisional Administration, pursuant to the Education Act, 1944, and approved by the Minister of Education on July 24th, 1945; and the Borough Council, as Divisional Executive, are authorised and bound to exercise on behalf of the Middlesex County Council, as the local Education Authority, the functions referred to, including the supplementary and ancillary functions specified in the Scheme.

11. The Borough Council have appointed an Education Committee to which stand referred most of the Divisional Executive functions of the Council under the Scheme. The County Council, however, have only implemented delegation to a limited extent and this has resulted in much unnecessary duplication of organisation and lack of co-ordination between the various departments concerned.

12. Details of Schools staffing, numbers of pupils on roll and non-teaching staff are given hereunder:—

(*a*) *Schools*

Type of School	*No. of each Type*	*No. of Pupils*	*No. of Teachers*
Nursery	3	135	7
Infant	19	4,041	138
J.M. and I.	11	4,184	130
J.M.	19	8,278	262
Sec. Mod.	12	6,866	313
Sec. Gram.	7	4,012	210
Sec. Art.	1	58	1
Special	1	75	6
Totals	73	27,649	1,067

(*b*) *Non-Teaching Staff*

(i) Clerical and administrative	102
(ii) Non-Clerical	62
(iii) Manual	347
(iv) School Meals Service	628
(v) Child Guidance Centre	8
(vi) Organisers and Assistants	7
	1,154

(*c*) *Further Education*

13. Under the Harrow (Further Education) Scheme of Divisional Administration, 1950, approved by the Minister of Education on 11th September, 1950, the Borough Council administer, through their Education Committee four evening institutes with a total enrolment of 4,356 students; three community associations, the Youth Service with 105 affiliated Youth Clubs and in co-operation with various voluntary bodies 80 day classes for adult students. (Please see page 72 of Council and Education Standing Orders).

Financial

14. In spite of the difficulties experienced, Harrow has, in the field of education progressed in many directions but has done so with due regard to economy and never sought to exceed its gross annual estimate. In particular, Harrow's administrative costs are substantially below the average for the County as a whole, and the following figures show that education in Harrow is administered economically with no loss of efficiency.

Average administrative cost per pupil	1957–58 *estimates*
Harrow	£1 5*s*.
County as a whole (Divisional Executives)	£1 9*s*.

15. It should be emphasised that these figures relate to costs expendable by the Divisional Executive and exclude that part of the cost of education borne directly by the County Council.

Defects

16. The Schemes of Divisional Administration do not give the Divisional Executive sufficient scope to carry out, in full, the most urgent educational needs of the children of the Borough. The main Scheme itself is unsatisfactory in relation to day-to-day administration and procedure and the with-holding of power to spend money (within the approved estimates) in the manner best suited to the needs of the area, is in itself frustrating. Furthermore, many anomalies arise owing to the working of the scheme and it is confidently submitted that frequently the original intentions of the Scheme, as envisaged by Parliament, appear to be lost sight of.

17. After thirteen years, the system should have begun to show signs of settling down and producing a good working arrangement; unfortunately this cannot be said to be the case and there are numerous difficulties due (i) to overlapping of functions, (ii) varying interpretations of the Scheme of Divisional Administration (iii) apparent reluctance on the part of the County Council to give reasonable, freedom to the Divisional Executive. These range from direct interference by the County Council in a matter relating to the actual conduct of a School (a function clearly delegated in the Scheme) to duplication at County level of administrative work already done locally. Examples of such difficulties include frequent refusals of leave of absence to staff, recommended after careful consideration of each case by the Divisional Executive; refusal by the County Council to accept the Divisional Executive's recommendation regarding the local education office establishment because of the desire to impose uniformity throughout a large County unit where local conditions vary widely; duplication at County level of technical work in respect of buildings and grounds already completed locally. Many more detailed examples could be quoted of such duplication, the total effect of which is to increase expenditure and produce delays and frustration which could be avoided were such matters left to be handled locally.

Close Financial Control

18. Apart from the financial control exercised by the County Council (where the Divisional Executive's estimates are examined and invariably " pruned " before being finally approved), there is also a certain amount of further supervision by the Borough Council acting on behalf of the County Council. It would appear more reasonable for the detail of expenditure to be controlled by the Education Department without day-to-day reference to the County Council who have already approved the annual estimates of expenditure. This principle is common practice in Excepted Districts outside Middlesex.

Rigidity

19. The local Committee, by reason of their knowledge of their own requirements, are very often able to make a useful or economical suggestion in connection with school organisation or administrative procedure. Under the present system, the proposal has to be submitted to the County Council and it is so often found that the application of a proposal, which would obviously be an improvement, cannot be carried out owing to the County Council's regulations.

20. An interesting example in connection with car allowances can be quoted:—

> The County Council have decided on a mileage allocation for the use in the area as a whole without any reference to the local Committee, or its officers, as to whether or not the allocation will meet the needs of the Borough. In one instance, the Headmaster of a school was granted a car allowance for the purpose of taking school meals money to the Bank which is some distance from the School. The cost of this car allowance to the County was £5 11*s*. 0*d*. per

annum to cover approximately 150 miles. This car mileage allowance was discontinued in view of the County Council's car allowance scheme referred to above. The Headmaster pointed out that the money would have to be conveyed by taxi at a cost of approximately £80 per annum to which the County Council agreed. This in itself is a very good example of an additional cost being borne by the ratepayer as a result of the County's unimaginative adherence to a rigid rule.

Proposals

21. It is considered that an essential element of any future arrangement should be that the powers granted to the Borough Council should be substantially and clearly defined and not capable of being whittled away. Only by conferring powers of this character upon Excepted Districts can the Goverment implement the policy, enuciated more than once in the White Papers, that greater responsibilities should be given to District/Borough Councils.

22. It is clear that in order to produce a more satisfactory administrative basis for the Education Service in Harrow only direct conferment of powers, involving the following responsibilities, will prove satisfactory. The Borough Council are satisfied that this would result in a better and possibly cheaper Education Service for the Borough than obtain under the present Scheme of delegation:—

(*a*) Control of finance;

(*b*) Complete control of Primary and Secondary Education; Special Education; control of the *local* aspects of Further Education, such as Evening Institutes, County Colleges;

(*c*) Child Guidance;

(*d*) Youth Employment Service;

(*e*) The appointment of the Borough Education Officer and his Deputy;

(*f*) Subject to consultation with adjoining authorities and with the County Council, complete responsibility for the Borough's Education Development Plan.

Environmental Health

(a) Baths, Wash-houses and Bathing Places

23. The Council have provided two open-air swimming baths, particulars of which are as follows:—

Baths	*Particulars*
Charles Crescent, Harrow	Comprises an open-air bath 165 feet by 75 feet, with cubicle accommodation for both sexes. Filtration and chlorination system provided.
Christchurch Avenue, Wealdstone	Comprises an open air bath 165 feet by 75 feet, with cubicle accommodation for both sexes. Filtration and chlorination system provided.

Attendances at these swimming baths during the 1957 season were as follows:—

Charles Crescent Bath	133,997
Christchurch Avenue Bath	86,455
Total	220,452

(b) Control of Watercourses, Ditches and Ponds

24. The statutory provisions dealing with water-courses, ditches and ponds, etc., are contained in the following:—

(i) Public Health Act, 1936, Part XI, Sections 259–265 inclusive;
(ii) The Middlesex County Council Act, 1944, Part V, (Protection of Streams).

25. The Borough Council are the local authority for the purpose of the provisions of the Public Health Act, 1936, relating to these matters.

26. Part V of the Middlesex County Council Act, 1944, confers upon the Middlesex County Council wide powers in regard to streams within the County for the purpose (*inter alia*) of maintaining the banks of the streams, the free flow of the streams, and for the prevention of flooding. Section 144 authorises a local authority in the County, with the approval of the County Council, also to take steps to prevent obstruction to streams, and Section 160 authorises such a local authority to contribute towards expenditure incurred by the County Council.

27. The powers vested in the County Council by the Act of 1944 are permissive only, and this is regarded by the Borough Council as a defect in the present arrangements. In the opinion of the Borough Council, the defect would be remedied if the County Council were placed under an obligation to exercise the powers now vested in them. Alternatively, the Borough Council could be invested with powers to undertake this work and to collect contributions towards the cost thereof from the County Council and, if appropriate, from neighbouring local authorities; any dispute as to the works to be undertaken or apportionment of cost to be referred to the Minister of Housing and Local Government.

(c) Disinfestation of Premises and Articles

28. The Borough Council are the local authority for the disinfection service (Public Health Act, 1936: Section 167), and they maintain a disinfection station at Honeypot Lane, Stanmore. They have submitted a scheme to the Minister of Housing and Local Government for the provision of a new disinfection station, but, owing to the restrictions on capital expenditure, the scheme is postponed for the time being.

(d) Drainage of Trade Premises

29. The Borough Council use their powers under the Public Health (Drainage of Trade Premises) Act, 1937, only within certain limits because the Middlesex County Council are responsible for the disposal of sewage under the West Middlesex Drainage Scheme. Trade effluent is received into the sewers maintained by the Borough Council, and it passes from those pipes into the main drains provided by the County Council. All matters concerning drainage from trade premises are, therefore, dealt with by the Borough Council and the County Council jointly. No difficulties have arisen in administration.

(e) Mortuaries and Post-Mortem Rooms

30. The Borough Council, who are the local authority for this service (Public Health Act, 1936, Section 198), own and operate a modern mortuary at Peel Road, Wealdstone.

(f) Public Conveniences

31. The Corporation's general power to provide public sanitary conveniences is derived from Section 87 of the Public Health Act, 1936. The Corporation have provided seven conveniences, most of which, in busy areas, have attendants; and schemes have been prepared for the erection of a further six conveniences in other

busy parts of the Borough. Four conveniences attached to licensed premises are, by agreement, available to the general public. Under other powers, 27 conveniences have been provided in pleasure grounds, cemeteries, and burial grounds.

(g) Refuse Collection and Disposal

32. The Corporation operates a regular weekly collection of house refuse and regular collections of trade refuse.

33. From 1st April, 1950, by agreement with Uxbridge Borough Council, the whole of the refuse of the Borough is being tipped at New Years Green, Harefield. The Council are also considering, as a long term policy, the provision of refuse destructor plants, one to serve the northern part of the Borough and one to serve the southern part. The extension of the present agreement expires in 1964.

34. The weight of refuse collected in the Borough in the year 1st January to 31st December, 1957, was approximately 60,000 tons, and the cost of refuse collection and disposal in the present financial year is estimated at £196,600. Waste paper, rags and certain metals are salvaged from the refuse collected, and the value of these recovered materials in 1957 was £19,278.

(h) Regulation of Buildings and Sanitation of Buildings

35. The Borough Council are the local authority in respect of these matters Public Health Act, 1936, Part II). The Ministry's Current Code of Building Byelaws is in force.

(i) Sewerage and Sewage Disposal

36. The Borough is a constituent area of the West Middlesex Sewage Disposal District, formed under the Middlesex County Council Act, 1931, and sewage is taken by gravitation to the Mogden Sewage Works of the County Council, near Isleworth, for treatment. Since 1936, when the Middlesex scheme came into operation, all foul sewers have been connected to the County Council's main system.

37. The above arrangements function smoothly, and there is no defect to which the Borough Council desire to draw attention.

(j) Street Cleansing

38. The Borough Council cleanse all streets in the Borough except those County roads which are directly maintained by the Middlesex County Council, in regard to which the County Council employ their own street orderlies.

39. The following are the lengths of highways in the Borough repairable by local authorities:—

	Miles
Main roads directly maintained by the Middlesex County Council	9
Roads maintained by the Borough Council under agreement with the County Council ..	35½
Borough (district) roads maintained by the Council	183¾
	228¼

The Borough Council regard the employment by the County Council of their own staff for the cleansing of 9 miles of County roads in the Borough as a defect in the present arrangements, and they are of the opinion that the Borough Council should undertake the cleansing of all roads in the Borough. Only a small extension of the Borough Council's street cleansing service would be entailed for the cleansing of the 9 miles of County roads.

(k) Burial Grounds, Cemeteries and Crematoria

40. The Borough Council are the local authority for these services, and they and their predecessors have provided the following cemeteries and burial grounds:—

Name	*Area (acres)*
Cemeteries	
Pinner	22·4
Byron Road, Wealdstone	6·5
Carpenders Park	7·63
Burial Grounds	
Roxeth Hill	1·75
Eastcote Lane	3·46
Pinner Road	7·0
Paines Lane	2·42
Harrow Weald	10·87

41. The Borough Council have under consideration the establishment of a crematorium in the Borough.

(l) Parks and Open Spaces

42. The Borough Council and their predecessors have followed a most energetic policy in regard to the provision of open spaces. As a result, the Borough now compares most favourably with any other locality in the country in regard to the areas of land preserved for public use and enjoyment. Moreover, the planning policy pursued by the Borough Council, in conjunction with the Middlesex and London County Councils, has ensured the preservation of further land as Green Belt, of which no less than 1,019 acres are situate in the northern part of the Borough. The Borough Council own an extensive plant nursery at Cannon Lane, Pinner, where trees, shrubs and flowers are propagated for use in the open spaces, cemeteries and highways.

43. Altogether 1,058·37 acres of land in the Borough have been laid out as recreation grounds, parks, and open spaces; and a further 40·76 acres have been protected as open space. Regional open spaces total 1,019·35 acres, some of which are let on agricultural tenancies, some for Sports activities, and some managed by the Middlesex County Council as public open spaces. As regards the last mentioned, the Borough Council could undertake the management, with contributions by the County Council towards management costs.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937

44. Generally, the Borough Council have relied more upon their statutory powers under the Public Health Acts, in regard to the provision of sports facilities, &c., than the Act of 1937.

(n) Prevention of River Pollution

45. The Middlesex County Council are the local authority for the purposes of the Rivers (Prevention of Pollution) Act, 1951.

Housing

(a) Provision of Municipal Houses

46. The Council own 1,903 pre-war dwellings, and a further 2,538 post-war dwellings have been provided. During the early post-war years, 200 temporary prefabricated bungalows were also erected, 50 of which are now being demolished to make way for conventional houses or Open Space.

At 31st March, 1958, the Council's dwellings were of the following types:—

4 bedroomed houses	162
3 bedroomed houses	2,913
2 bedroomed houses	158
3 bedroomed bungalows	7
1 bedroomed bugalows (for aged persons)	73
Bed/sitting room bungalows (for aged persons)	10
3 bedroomed flats	112
3 bedroomed maisonettes	24
2 bedroomed flats	702
1 bedroomed flats (for aged persons)	208
Bed/sitting room flats (for aged persons)	66
Temporary prefabricated bungalows	150
Old cottages	6
	4,591

The London County Council has provided 667 pre-war and 1,254 post-war dwellings in Harrow.

47. Since the last war, there has been a marked increase in the number of dwellings provided by the Council, especially for aged persons, and it is intended to continue this policy. The availability of large tracts of building land in the Borough is now exhausted, but some development is possible as a result of demolishing large houses in extensive grounds.

48. An out-County housing scheme of the Council is now in process of development in the neighbouring Urban District of Bushey in Hertfordshire. The scheme provides for 72 houses and 76 flats.

(b) Construction of Private Houses

49. The Borough contains excellent residential areas, particularly in Stanmore, Pinner, Harrow Weald, Hatch End and on Harrow Hill. As will be seen from paragraph 6 (Growth), the highest rate of development was in the pre-war years but since 1945 private development has provided 1,816 new and 367 war damaged rebuilt dwellings.

(c) New and Expanded Towns

50. The Council has actively participated in the conception of the New and Expanded Towns under the provisions of the Town Development Act, 1952. The Council established a very early connexion with the new town of Hemel Hempstead, and the first Harrow family was housed there in 1950. Subsequently, the Council established links with the new towns of Stevenage, Welwyn Garden City, Hatfield, Harlow, Basildon, Crawley and Bracknell. In pursuance of the same policy, the

Council, in 1953 and 1954, entered into formal Agreements with the expanded towns of Bletchley, Aylesbury and Swindon, In all, as at 31st March, 1958, 1,462 Harrow families had been re-housed in these New or Expanded Towns.

(d) Redevelopment

51. Some of the older parts of the Borough, containing properties subject to Clearance Orders, are scheduled for demolition and redevelopment.

(e) Slum Clearance

52. Slum Clearance in Harrow is not a great problem, and is mainly confined to the older parts of the Borough. It was estimated in 1955 that the number of dwellings involved was 577 for attention during the subsequent five years. The following statement shows the present position:—

Number of premises in original survey		577
Number of premises added since 1955		13
		590
Number of premises the subject of Orders	156	
Number of premises purchased by the Borough Council	33	
Number of premises demolished	35	
Number of premises in respect of which action has been commenced	60	
Number of premises re-conditioned	25	
		309
Number of premises remaining to be dealt with ..		281

(f) Assistance to other Bodies or Persons to facilitate the acquisition, construction or improvement of houses

53. In November, 1954, the Council adopted a scheme, under Section 4 of the Housing Act, 1949, for making advances for the purchase, or construction, of houses or bungalows, the conversion or buildings into houses or bungalows and carrying out alterations, improvements, enlargements or repairs to houses or bungalows. To date, 426 advances have been made under this scheme, totalling £755,595.

54. In December, 1954, the Council also adopted, pursuant to section 20 of the Housing Act, 1949, as amended, a scheme for making grants to modernise and improve existing sound dwellings, or to convert existing dwellings, or other buildings, into smaller dwelling units of more economical and up-to-date standards. To date, grants totalling £16,676 have been made or approved in respect of 73 properties.

(g) Regulation of Buildings and Bye-laws

55. As is stated earlier, the Borough Council are the local authority for the purpose of these matters (Public Health Act, 1936, Part II). A current Code of Building Bye-laws is in force.

Personal Health and Welfare

(a) Powers and Duties under the National Health Service Acts

56. The services administered by the Middlesex County Council as the Local Health Authority in pursuance of Part III of the National Health Service Act, 1946, are the following:—

(i) Health Centres. S.21.
(ii) Care of Mothers and Young Children. S.22.
(iii) Midwifery. S.23.
(iv) Health Visiting. S.24.
(v) Home Nursing. S.25.
(vi) Vaccination and Immunisation. S.26.
(vii) Ambulance Service. S.27.
(viii) Prevention of Illness; Care and After Care. S.28.
(ix) Domestic Help. S.29.

57. These services, except the ambulance service, are administered under the direction of the County Council's Health Committee and the County Medical Officer of Health. The County Council have divided the County into 10 areas and in respect of each area annually appoint an Area Health Committee which exercises these functions (except those under Sections 21 and 28) of the County Council's Health Committee. Area No. 5 comprises the Borough of Harrow solely, and is the only local authority in Middlesex which is not, for this purpose, joined with another; and the Borough Council annually appoint eight representatives to serve on the Area Health Committee.

58. The Borough Council consider it a defect of the present arrangements that the Area Health Committee is not given a free hand to administer the services concerned and they contend that these services could be most conveniently, economically and expeditiously administered by a Committee of the Borough Council, particularly, as mentioned above, as the Borough alone comprises the area.

59. Very little is being done by the County Council in the provision of health centres under Section 21 of the Act.

60. The ambulance service is administered by the County Council, but it is suggested that the ambulance service might be administered as part of hospital administration.

61. The services under Section 28 of the Act are largely those relating to tuberculosis. The preventive aspects of this service, which are those with which local authorities are mostly concerned, are based on the chest clinics, which serve units of population similar in size to the Borough. Because of the many services which each in its own way can assist a patient, the closest association between the chest clinic staff, the staff engaged on the Part III services of the National Health Service Act, and the staff of the local sanitary authority, is most desirable. Such close association is best to be brought about by the staffs of these several services being engaged by one authority, i.e. the Borough Council.

(b) Mental Health Services

62. For the purpose of the administration of these services under Part V of the National Health Service Act, the County Council, in 1948 divided the County into 10 areas, as they did for the Part III services. After some years, however, a change was made and the service is now administered by the division of the County into a smaller number of areas than the original ten.

63. It must be stated that the Borough Council, or their predecessors, were never responsible for this service, even before the National Health Service Act came into operation in 1948. Apart, however, from what significance there may be in the County Council enlarging the size of the unit of administration, it is considered that this is a service which could be provided by the Borough Council, especially as, in future, the preventive side will assume importance, and it is suggested this should be linked with the Part III services under the Act.

(c) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

64. The services for which the County Council are the Local Authority for the purposes of the National Assistance Act, 1948, include the provision of residential accommodation under Section 21 of the Act, and ancillary arrangements, welfare arrangements for disabled persons (blind, deaf, dumb, crippled persons, &c.) and the registration of disabled persons' or old persons' homes, and disabled persons' charities. The County Council administer the services through their Welfare Committee and the Department of the County Welfare Officer.

65. The Council's Medical Officer of Health makes the following observations:—

> " The question of the provision of accommodation is something that we hear quite a lot about. The Borough, in common I have no doubt with most other districts, is seriously lacking in accommodation especially for the elderly. This, however, is not a criticism of the services provided by the County Council because they have obtained many beds and I gather that it is only the credit squeeze which is preventing their doing anything more at the moment on these lines. I do not know that Harrow would necessarily be able to do any better In regard to the Welfare Services, we hear no criticisms. In that we have not been responsible for providing these services, we cannot claim that we could run them any better; but from what we do see of them I cannot see that their administration locally would prove a matter of difficulty. On the other hand, there would be undoubted advantages in the services being provided by those very closely associated with the staff running the Personal Health Services under the National Health Service Act. Some of the work, too, impinges on that of the Public Health Inspectors of the Borough Council. For both sets of officers to be engaged by the same authority would make for smooth working."

66. The Borough Council consider that the powers conferred by these Acts could better be administered by them within the Borough. The provision of housing accommodation for aged and infirm persons and others in dire circumstances, seems to be a natural extension of the local authority's housing powers, and they would have no difficulty in co-ordinating those functions with their present duties under the Housing Acts.

67. The only powers which the Borough Council at present have conferred upon them under the National Assistance Act are (i) those under Section 31, of making contributions to the funds of any voluntary organisation whose activities consist in, or include the provision of recreation or meals for old people; and (ii) those under Section 50 relating to the burial or cremation of the dead, in any case where it appears to the local authority that no suitable arrangements for the disposal of a body have been, or are being, made otherwise than by the local authority.

68. Under Section 31, the Council make an annual grant of £1,000 to the Harrow Old People's Welfare Committee in respect of the operation of two luncheon clubs for old people, and for the service of meals to infirm old people by means of the W.V.S. " Meals on Wheels " service. Also under that section the Council make an annual contribution of £100 towards the cost of the provision of a chiropody service for needy old people.

(d) Care of Children

69. The Middlesex County Council are the Local Authority for the purposes of the Children's Act, 1948, and the service is administered centrally by the Statutory Children's Committee and the Children's Officer of the County Council, and the

County is divided into ten areas, in each area there being a Children's Area Office.

70. The Council's Medical Officer of Health comments that even if the service continues to be administered by a separate Children's Department, it is essential that there should be the closest co-operation between the staff of that department and those engaged in the Part III services of the National Health Service Act, and that the same Authority should then be responsible for the administration of both services.

(e) Registration of Nurseries and Child Minders

71. The Middlesex County Council, as the Local Health Authority, administer the provisions of the Nurseries and Child Minders Regulation Act, 1948, through their Health Committee and the Area Health Committees, and, in some measure, there stands referred to the latter Committees the day-to-day administration of the Act.

72. The Borough Council contend that, as the Area Health Committee for Area 5 is co-terminous with the Borough, this is a function which, together with Part III services under the National Health Service Act, could be administered by the Borough Council.

GENERALLY AS TO COUNTY HEALTH SERVICES

73. The Borough Council wish to emphasise that before the operation of the National Health Service Act, 1946, the Harrow Urban District Council (the predecessors of the Borough Council) were responsible for the personal health services which were by that Act transferred to the County Council. The services were administered under the direction of a Committee of the District Council and the local Medical Officer of Health, except in the case of the Ambulance Service which was administered as part of the Fire Brigade Service.

74. The administration of these personal health services was then free from elaboration, and the Members of the District Council, and their Committees, were able easily in regard to the services, to comprehend the needs of Harrow. They were able readily to control the measure and quality of the services provided, and if emergency action were necessary, it was possible for action to be taken very quickly.

75. Under the present arrangements, on the other hand, it is inevitable that the County Council should impose a large measure of centralised control. Apart from the general remoteness of the County Council from the public it does, in addition, require the imposition of standards of service and an organisation which cannot always pay due regard to any special need of the locality in which the service is provided, and at the point at which the services are provided it is not always possible speedily to make adjustments, for example in regard to staffing, which emergencies make desirable.

76. It is contended that the defects referred to would be remedied if the Borough Council became the Local Authority for these services in the Borough in the place of the County Council. The duplication of administrative effort and the consequential additional cost which is inevitable under the present arrangements would be avoided. The standards of service would more readily conform to local needs.

(f) Notification of Infectious Diseases

77. If the Borough Council again became the Local Authority responsible for the Part III services of the National Health Service Act, the work entailed in advising the County Council of these notifications would be unnecessary.

(g) Health Education

78. The County Council and the Borough Council from time to time exercise their powers in regard to this matter. The County Council have not established Health Centres for the purposes (*inter alia*) of Section 21(1)(f) of the National Health Service Act, 1946.

Town and Country Planning

(a) Town and Country Planning

79. The County of Middlesex Development Plan, prepared in pursuance of the Town and Country Planning Act, 1947, was approved by the Minister of Housing and Local Government on the 19th June, 1956. The Middlesex County Council, as the Local Planning Authority, have delegated to the Borough Council certain of their powers and duties under Part III of the Act. (Please see page 91 of Council's Standing Orders.)

80. The defects encountered by the Borough Council in regard to the present arrangements are that (i) the delegation is not free and unfettered; (ii) it involves an expensive control over the actions of the Borough Council far more detailed than the circumstances warrant; and (iii) tends unnecessarily to increase the number of consultations which an applicant for planning permission is required to seek with local authority technical officers in widely separated offices, with consequent frustration, confusion and delay to the developer.

81. The defects complained of above are the direct outcome of the organisation of local government in the area. It is conceded that prior to the approval by the Minister of the County Development Plan there was justification for the County Council retaining in their hands a measure of control over the day-to-day administration of planning in the area. The County Development Plan established basic principles to be followed in regard to any development of land which might be proposed. Notwithstanding this, the County Council still retain the same measure of control over the Borough Council as they did before the approval of the Development Plan.

82. The functions of the County Council as the Local Planning Authority are administered by the Planning Committee of the County Council and by four Area Planning Committees, the membership of each of which is composed partly of Members of the County Council and partly of Members of the Local Authorities in the area served by the committee. The Borough Council have their own Planning Committee which reaches decisions upon all planning applications other than those " excepted " from the scheme of delegation by the officers of the County Council. These " excepted " applications are first considered by the officers of the Borough Council and reported upon by them to the Planning Committee of the Borough Council, whose decision is submitted to the Area Planning Committee as a recommendation of the Borough Council, along with a report upon the application prepared by the officers of the County Council.

83. The Borough Council regard the present arrangements as defecti ve fo the following reasons:—

(*a*) The arrangements unnecesarily add materially to the burden of administrative work which the officers of the Borough Council are called upon to perform.

(*b*) The intervention of the County Council in local planning has resulted in the administration being excessively expensive.

(*c*) Until July, 1948, when the Act of 1947 came into operation, an applicant for planning permission was able to obtain any information he desired regarding his application, and to give all the explanations required by the Borough Council (the then Planning Authority) by the making of one visit to the local Council Offices. Under present arrangements, the applicant for planning permission sometimes finds himself required to undertake a number of separate consultations with the officers of the Borough Council and of the County Council.

84. The defects enumerated above would be remedied if there were a direct conferment upon the Borough Council of the functions of the local planning authority under Part III of the Act of 1947, and any functions ancillary thereto. Alternatively, if it were decided that the County Council must remain the Local Planning Authority, the defects would be remedied only if delegation is, in fact, free and unfettered.

85. It is pertinent to quote the following extract from a report which the Borough Engineer and Surveyor recently submitted to the Planning Committee of the Borough Council with regard to the time factor in the issue of notices of planning consents or refusals:—

> " So far as dates on forms are concerned, the official consents or refusals for Area Committee decisions are prepared by the Clerk of the County Council. They bear the date of the meeting and reach me about seven days afterwards, which in turn is eight days after our meeting, which is seven days after our sub-committee, which is usually ten days or more after the date of application. Three days are also needed locally to make out the statutory form.
>
> The sum of these periods is about 35 days, and represents a minimum. It will be realised that no reorganisation of our staff can affect this as it is due to the system of the County and Borough Committees.
>
> This minimum period of 35 days is reduced to 20 days for non-excepted cases, but weeks are sometimes required by the County to determine whether or not an application is to be excepted, all of which time is additional to the above."

(b) Powers and Duties under the National Parks and Access to the Countryside Act, 1949

86. The powers under this Act under Part IV regarding public rights of way are placed on the County Council. It is contended that local knowledge is of first importance in determining the status of footpaths, bridleways, &c., but the Borough Council (while co-operating with the County Council in every way possible) have no powers under Part IV of the Act which are of any real value to them.

Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges

87. The lengths of highways in the Borough repairable by the inhabitants at large are shown in the sub-paragraph above entitled " Street Cleansing ". It shows that out of a total road mileage in the Borough of 228¼ miles, 9 miles of main roads are directly maintained by the Middlesex County Council. The Borough Council maintain, as agents of the County Council, 35½ miles of County roads and, in their own right, 183¾ miles of Borough roads. The Borough Council regard as unnecessary the existence of a separate road maintenance organisation for the purpose of the 9 miles of road retained by the County Council.

88. In regard to the present arrangements for the maintenance by the Borough Council of the " claimed " roads (35½ miles), inevitably duplication of administration must arise, and the Borough Council regard this as a defect in the present arrangements which could be removed.

89. Generally, the Borough Council consider that the construction, maintenance and improvement of all highways in the Borough should be their responsibility, subject to approval and grant by the Ministry of Transport and Civil Aviation. It is also suggested that the Ministry should give further consideration to the grants system for major and minor road improvements, and that the issue of a grant should not necessarily be limited to schemes involving the acquisition of land.

90. It is also contended that a twelve month period is too short, economically, for estimating and controlling the maintenance and improvement of roads; and that, as regards classified roads, programmes in respect thereof should be approved annually for a three year period.

(b) Street Lighting

91. The Borough Council are the Lighting Authority in regard to all streets in the Borough.

92. For several years past the Council have been carrying out a street lighting programme involving " the change-over " from gas to electricity, fluorescent lighting being installed in main shopping centres and sodium lighting in main and other roads. The programme covers a total of approximately 228 miles of roads, and, so far, the work in 58 miles of roads has been completed.

(c) Naming of Streets and Numbering of Houses

93. The Borough Council, as the local authority for these purposes, exercise the functions as occasion requires.

(d) Parking Places

94. The Borough Council are the local authority for the purposes of providing parking places on land other than a street; three such parking places have been provided in the Borough, and others are contemplated.

95. The Minister of Transport and Civil Aviation has by the London Traffic (Parking Places) Consolidation Regulations, 1957, prescribed five parking places on highways in the Borough.

(e) Road Safety

96. The Borough Council have appointed a Road Safety Council of the Borough, the membership of which is widely representative of all bodies interested in road safety, including the Police. A grant is received (which may be discontinued under the Local Government Bill) from the Minister of Transport and Civil Aviation. The Council have appointed a Road Safety Organiser who devotes approximately one-half of his time to road safety work, the remaining part of his time being spent on the Council's public relations activities. The arrangements work very well in practice, the reports and recommendations of the Road Safety Council being submitted to the Highways and Cleansing Committee of the Borough Council. The technical aspects of road safety are part of the Council's general highway administration.

97. One defect is, perhaps, that the Borough Council do not have unfettered control in providing traffic signals and certain traffic signs, such as " halt at major road ahead " signs, " yield " signs, and children crossing signs, as in these cases reference has to be made, with consequent delays, to the Ministry of Transport and Civil Aviation and the Metropolitan Police, and, if a County road is concerned with the County Council. The Borough Council are the authorities with the most

intimate knowledge of the road safety needs of the Borough, and it is contended that they should be given full powers relating to the provision and siting of all road signs and traffic signals.

(f) Bus Shelters

98. The London Transport Executive have provided a number of bus shelters in the Borough, and the Council propose to provide others under agreement with a contractor in return for the advertisement rights.

(g) Private Street Works

99. The Borough Council are the authority for making-up and taking over private streets in the Borough. The Private Street Works Act, 1892, is in force in the whole of the Borough. The Council have no difficulty in administering this Act, except that capital restrictions have prevented them from completing their programme.

100. The New Streets Act, 1951, (as amended) has proved to be very useful in encouraging developers to make up private streets under agreements with the Borough Council, although some sections of the Act are difficult to construe.

GENERAL OBSERVATIONS OF THE BOROUGH COUNCIL

101. Experience has shown that the present area (12,555 acres) of the Borough, with its population of 216,200, forms an effective and convenient unit of local government. Since 1934, when the former Harrow-on-the-Hill Urban District, Wealdstone Urban District and Hendon Rural District were amalgamated to form the present local government unit, very considerable development has taken place, as illustrated by the fact that the number of hereditaments has increased from 40,931 in 1934 to 69,891 in 1957, with a population increase in the same period from 132,000 to 216,200. This exceptional development and growth, necessitating a very considerable expansion in the local government services, has been amply catered for within the present local government framework of Harrow.

The amalgamation of the three separate Districts in 1934 to form one local government unit in the Harrow Urban District has proved most satisfactory and the unity of the District has become a reality, justifying the Review. It is fair to assume that as recently as 1954 when Harrow was elevated to Borough status, with no alteration in area, that the soundness of the amalgamation was then recognised by the highest Authorities.

102. It is urged respectfully and confidently on behalf of the Council of the Borough of Harrow that because of:—

(*a*) the size of the Borough and the financial resources of the Corporation;

(*b*) the Council's record of efficient and economical administration; and

(*c*) their closeness to the inhabitants and intimate knowledge of the needs of their inhabitants in relation to local government services;

the Borough is a competent and fully equipped local government unit, and is of sufficient size and importance to have conferred upon it by Parliament a much larger measure of local autonomy for the benefit of its inhabitants. For Harrow is comparable in size to County Boroughs such as Plymouth (population 216,200) and Southampton (196,400), and of the total of 83 County Boroughs in England

and Wales, only 16 have a population exceeding that of Harrow. There are numerous local organisations in the Borough testifying to a lively interest in local affairs; and these observations are submitted to the end that local government in the Borough may be further developed along democratic lines.

DAVID PRITCHARD,
Town Clerk.

27th June, 1958.

Evidence Submitted by The Hendon Borough Council

I. Introduction and General Remarks.

II. Functions in administration of which no defects have been encountered by the Hendon Corporation.

III. Functions in the administration of which the Hendon Corporation has encountered defects together in each case with proposals for remedying such defects.

IV. General views of the Hendon Corporation on Local Government functions generally.

I.

1. Introduction

(*a*) On the 17th February, 1958, the Chairman of the Royal Commission forwarded to His Worship the Mayor a letter requesting the Hendon Corporation to submit evidence to the Commission under the following heads:—

(i) A description of the present arrangements within the Council's area for carrying out the functions specified in the letter irrespective of whether or not the Council is responsible for that service (either alone or jointly with others); and of any defects which have been encountered.

(ii) An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

(iii) An outline of any views the Council may have on how these defects may be remedied.

(*b*) This memorandum is submitted as an outline at this stage. The Corporation is desirous of submitting fuller views which they would propose to support with oral evidence at some later stage convenient to the Commission.

(*c*) The Corporation notes that the Commission may wish to visit some of the Local Authority Organisations in the area and would be most happy to co-operate and to have its Chief Officers co-operate in any visit of this kind.

2. General Remarks

(*a*) Brief Particulars of the Borough

(i) The Corporation submit the following particulars of a general nature concerning the Borough:—

(*a*) The Borough of Hendon was incorporated in 1932, and the Council comprises 36 Members (9 Aldermen and 27 Councillors). The following statistics relating to the Borough are submitted:—

(*a*) Population (Mid. 1956, Registrar General's Estimate)	153,200
(*b*) Area	10,371 acres
(*c*) Rateable Value	£3,329,143
(*d*) Estimated Penny Rate Product 1958–59	£13,300

(*e*) Parliamentary Constituencies	Two—Hendon North and Hendon South
(*f*) Wards of the Borough	Nine
(*g*) Electoral Divisions	Six
(*h*) Rate in the £ 1958–59	16*s.* 0*d.*

As regards these statistics, it is interesting to note that Hendon is the fifth largest non-County Borough in the country and that in this connection five out of the six largest non-County Boroughs in the country, namely, Harrow, Ealing, Willesden, Hendon and Wembley, are situated in Middlesex and form the large central portion of the County of Middlesex. The sixth non-County Borough concerned is Ilford, being the third largest non-County Borough in the country. The population and/or rateable value of Hendon exceed those of a very large number of County Boroughs including:—

Birkenhead
Blackpool
Bolton
Bradford
Derby
Hull
Middlesborough
Norwich
Reading
Southampton
Southend
Sunderland
Wolverhampton
York

(*b*) **Financial particulars**

The rate in the £ levied by the Corporation during the past 10 years and the current year has been as follows:—

Year to 31st March	*Corporation Requirements*		*County Council Precept*		*Police Precept*		*Total Rate in the £*	
	s.	d.	s.	d.	s.	d.	s.	d.
1949	3	9	11	1	1	4	16	2
1950	4	3	10	2	1	9	16	2
1951	4	8	11	2	1	8	17	6
1952	5	0	11	8	1	8	18	4
1953	4	6	11	8	1	10	18	0
1954	4	5	14	4½	2	0½	20	10
1955	4	5	14	3	2	0	20	8
1956	4	4	13	3	1	11	19	6
1957	3	3½	8	9¼	1	5¼	13	6
1958	3	6¾	10	4	1	7¼	15	6
1959	3	8¼	10	9½	1	6¼	16	0

The Corporation's estimated gross expenditure for their own Borough requirements is, for the year ended 31st March, 1959, £1,851,630 and the total general rate levied for the same period is £2,553,600.

As at the 1st April, 1958, the rateable value of the Borough was £3,315,656 and the rates levied per head of population in 1958–59 amount to £16 14*s.* 8*d.*

The outstanding loan debt of the Corporation as at the 31st March, 1958, amounted to £7,276,360 which was equivalent to £47 10*s.* 0*d.* per head of population.

The Corporation was one of the first local authorities to avail themselves of the freedom granted to local authorities in the autumn of 1955 to raise money in the open market and stock to a nominal amount of £1 million was placed on the London Stock Exchange in May 1956 to finance part of the heavy capital expenditure programme then in hand.

In the year ending 31st March, 1959, the Corporation will be contributing approximately one twelfth of the total precept of the Middlesex County Council. Since 1949, under the provisions of the Local Government Act, 1948, the Corporation has contributed annually the proceeds of a rate of between 3*d.* and 5*d.* in the £ to the County Rate Equalisation Scheme under the Capitation Grant Scheme.

The financial administration of the Corporation is governed by a comprehensive code of Financial Regulations made by the Corporation from time to time forming part of their Standing Orders and revised in the light of any changes affecting statutory obligations. The Regulations have contributed to a policy of sound financial administration and, *inter alia*, provide for the capital and revenue expenditure of the Corporation to be regulated in accordance with a three year period Budgetary Control programme, thereby enabling a reasonably stabilised rate to be levied for the Corporation's own purposes in each year. It has also been the policy of the Corporation to ensure that the financial administration is carried out with the aid of every form of modern technique available. In furtherance of this policy the Corporation in 1947 purchased punched card accounting machines with a view to mechanising the entire accounting system. These machines have been replaced in 1958 by the most up-to-date punched card equipment available, including electronic aids.

The Corporation has established various Special Funds under Local Acts, namely, a Renewal and Repairs Fund and an Insurance Fund under the Hendon Urban District Council Act, 1929, and a Capital Reserve Fund under the Middlesex County Council Act, 1944.

(*c*) Arrangement of Evidence

(i) The evidence submitted by the Corporation has been divided as follows:—

(*a*) Functions in administration of which no defects have been encountered by the Hendon Corporation.

(*b*) Functions in the administration of which the Hendon Corporation has encountered defects, together in each case with proposals for remedying such defects.

(*c*) General views of the Hendon Corporation on Local Government functions generally.

(*d*) The following Local Government functions are not mentioned in Appendix "B" of the Chairman of the Commission's letter dated 17th February, 1958, and the Corporation has evidence that it would wish to submit concerning these functions at an appropriate time.

1. Allotments.
2. Community Centres.
3. Provision of Entertainments.
4. Information Service.
5. Markets, Abattoirs and Cold Stores.
6. Small Lotteries.
7. Art Galleries and Museums.
8. Civil Defence.

9. Diseases of Animals.
10. Food and Drugs.
11. Libraries.
12. Milk and Dairies.
13. Weights and Measures.

This memorandum was printed in the Corporation's Printing Section.

R. H. WILLIAMS,
Town Clerk.

Town Hall,
Hendon, N.W.4.

June, 1958.

II. FUNCTIONS IN ADMINISTRATION OF WHICH NO DEFECTS HAVE BEEN ENCOUNTERED BY THE HENDON CORPORATION

1. Environmental Health

(*a*) Baths, Wash-houses and Bathing Places

The estimated cost of this service for 1958–59 is £16,470 which represents a rate of 1·238 pence in the £.

The Corporation has provided under its powers under Part VIII of the Public Health Act, 1936,

(*a*) Two Open Air Baths, one at Mill Hill and the other at West Hendon and

(b) Two Slipper Baths, one at West Hendon and the other at Childs Hill.

No difficulties have been encountered in connection with this service which appears to meet the public need with the exception that a full size indoor swimming pool, which is contemplated as part of the proposed Civic Centre, would satisfy many demands.

(b) Disinfestation of Premises and Articles

The estimated cost of this service and of the Regulation of Buildings and Sanitation of Buildings for 1958-59 is £17,880 which represents a rate of 1·344 pence in the £.

The Corporation is the Authority for this service under the provisions of the Public Health Act 1936 and provides a complete service for the treatment of premises infested with rats and mice and other vermin. The Officers act under the general direction of the District and Public Health Inspectors who are under the control of the Medical Officer. The service has been working for many years most satisfactorily.

(c) Drainage of Trade Premises

The Corporation's powers for controlling drainage effluent in trade premises are derived from the Public Health and Trade Premises Act, 1937, and the sewage from Hendon, under the West Middlesex Drainage Scheme, is discharged to a Disposal Works under the control of the Middlesex County Council. Close co-operation with the County Council is maintained in the control of drainage effluent and no difficulties have arisen in respect of this service.

(d) Mortuaries and Post-Mortem Rooms

The estimated cost of this service for 1958–59 is £1,490 which represents a rate of 0·112 pence in the £.

The Corporation has, under the provisions of the Public Health Act 1936, provided a mortuary and post-mortem room at the rear of the Town Hall premises and this building has been widely used, particularly in connection with the many inquests which are held at the Town Hall.

(e) Public Conveniences

The estimated cost of this service for 1958–59 is £13,830 which represents a rate of 1·040 pence in the £.

The Corporation has, under the provisions of the Public Health Act, 1936, provided eight conveniences, all of which, except one, have washing facilities. The service is generally considered to be satisfactory and no difficulties have arisen as regards this function.

(f) Refuse Collection and Disposal

The estimated cost of this service for 1958–59 is £136,420 which represents a rate of 10·257 pence in the £.

The Corporation's refuse collection service is carried out by means of a regular weekly collection on up-to-date lines and the Corporation is constantly vigilant to replace old equipment and provide an adequate and efficient service. The Corporation's Refuse Disposal plant on the North Circular Road, is very modern in its operation and provides considerable income from the recovery of salvage. The whole service is considered to be highly satisfactory and no practical difficulties in the administration have arisen.

A proposal to accept the refuse from Willesden is still under consideration and negotiation.

(g) Regulation of Buildings and Sanitation of Buildings

The Corporation is the local authority in respect of these matters under the provisions of Part II of the Public Health Act, 1936. A modern code of building Bye-laws is in force and a team of Building Inspectors with clerical staff is employed under the direction of the Borough Engineer and Surveyor. Considerable powers have been delegated to the Borough Engineer and Surveyor by the Corporation in order to provide a rapid and efficient service of approval of plans without long delay to the public.

The sanitation of buildings is controlled by the powers of the Corporation under the Public Health Act, 1936, and the provisions of the Housing Act, 1957. The Corporation controls these matters by means of eight Public Health Inspectors under the direction of a Senior Public Health Inspector who is responsible to the Medical Officer. The Corporation is most vigilant as to these matters and no difficulties have been experienced in the administration.

(h) Sewerage and Sewage Disposal

The estimated cost of this service and the Drainage of Trade Premises for 1958–59 is £98,040 which represents a rate of 7·371 pence in the £.

The Middlesex County Council is the Sewage Disposal authority under the West Middlesex Drainage Scheme, while the public sewers are the responsibility of the Corporation until they discharge into the trunk sewers of the Middlesex County Council. Various arrangements are made with the adjoining authorities and the whole arrangements work smoothly and without administrative difficulty.

The control and emptying of private cess-pools is dealt with by the Public

Health Inspectors, who notify the Borough Engineer and Surveyor when any emptying is required. There are now few private cess-pools in the Borough.

(i) Burial Grounds, Cemeteries and Crematoria

The estimated cost of this service for 1958–59 is £16,600 which represents a rate of 1·211 pence in the £.

The Corporation was not until recently concerned directly with cemeteries and crematoria, but the Hendon Park Cemetery and Crematorium (within the area of the Borough) was offered to the Corporation, and in view of the considerable number of complaints that had been received as to its condition the Corporation felt obliged to negotiate and purchase these premises. The Corporation is at present engaged in modernising and bringing the Cemetery and Crematorium up to date and already considerable progress has been made and many expressions of appreciation of the improved facilities and the appearance of the premises have been received. So far this service has worked most satisfactorily, but it is hoped to make very considerable improvements and, indeed, a considerable income in years to come.

(j) Parks and Open Spaces and Powers and Duties Under the Physical Training and Recreation Act, 1937

The estimated cost of this service for 1958–59 is £142,840 which represents a rate of 10·740 pence in the £.

The Corporation always prides itself on the extent of its parks and open spaces and the condition in which they are kept. There are some 1,500 acres of parks and open spaces in the Borough comprising some 55 individual areas. The Corporation has been liberal in its assistance to Sports Clubs in the Borough, from the Hendon Amateur Football Club, whose ground is leased from the Corporation, down to the most junior football and cricket clubs who hire pitches in the various parks. The Corporation owns the Mill Hill Golf Course, which is leased to a club, and very considerable portions of the Green Belt which lie to the north of the Borough. The Corporation considers the Borough is adequately served with open spaces but has recently been concerned at the rising costs of their maintenance. There have been no difficulties in administration encountered in these powers.

2. Housing

The estimated charge to the General Rate Rund in respect of the following services for 1958–59 excluding requisitioned premises is £28,900 which represents a rate of 2·173 pence in the £.

(a) Provision of Houses

The Corporation is the local authority under tne provisions of the Housing Act, 1957, and has provided some 4,077 dwellings of all kinds including 1,290 built between 1918 and 1938. Since 1945 the Corporation has erected 2,462 dwellings including 94 temporary bungalows. The Corporation has recently completed a modern estate at Spur Road, Edgware, of 352 flats consisting of six 11-storey blocks 5 four-storey blocks, one two-storey block, a Community Centre and garages which were opened this month by Her Majesty Queen Elizabeth the Queen Mother.

The Corporation has made arrangements with certain new and expanded towns for the export of persons requiring housing accommodation, but the Corporation's greatest difficulty in regard to housing is the lack of land for further projects, having regard to the position of the Green Belt on the north part of the Borough created shortly after the last war.

The Corporation has made special arrangements for the housing of old people.

The Corporation has established a separate Housing Department for the management of its dwellings as one unit as recommended by the Reports of the Housing Management Sub-Committee of the Central Housing Advisory Committee. All Exchequer subsidies are pooled and the Corporation operates a rent variation scheme. The Corporation is very conscious of the great importance of establishing happy relationships with the tenants and there is always close co-operation with the Tenants' Associations. The Corporation considers that its housing powers are economically and efficiently operated.

(b) Slum Clearance

The Corporation is the local authority for the purpose of Parts II and III of the Housing Act, 1957, but the number of premises required to be dealt with under the slum clearance provisions is small. There are, however, certain areas of redevelopment which are being dealt with by acquisition of the properties, rehousing of the inhabitants and erection of modern buildings.

(c) Assistance to other Bodies or persons to facilitate the Acquisition, Construction or Improvement of Houses

The Corporation has operated for many years, a scheme to enable persons to borrow money under the provisions of the Small Dwellings Acquisition Acts and the Housing Acts for the Purchase of houses for their own occupation. The Corporation has also made advances to Housing Associations, to Self Build Associations, to Old Peoples Societies, and, in general, have assisted in every way possible, those people wishing to help themselves as regards housing. The Corporation operates an improvement grants scheme under the Housing Acts and the total value of these grants to date is £4,200.

(d) Regulation of Buildings and Bye-laws

The estimated cost of this service for 1958–59 is £8,530 which represents a rate of 0·641 pence in the £.

The Corporation is the local authority for the purpose of these matters and its powers appear adequate for the purpose, and there have been no difficulties in the administration.

3. Personal Health and Welfare

(a) Notification of Infectious Diseases

The Corporation has the duty of collecting this information under the provisions of the Public Health Act 1936. The service works smoothly and efficiently and there are no difficulties.

4. Traffic

(a) Street Lighting

The estimated cost of this service for 1958–59 is £79,920 which represents a rate of 6·009 pence in the £.

The Corporation is the authority for street lighting for all roads in the Borough including those under the control of the County Council. Extensive schemes for the modern sodium lighting for every road in the Borough have long since been prepared and the implementation of these schemes is in full process and has 90 per cent. been completed. The total programme is costing approximately £450,000.

The whole function of street lighting is one convenient and economically administered function under the control of the Borough Council with direct reference to the Minister of Transport where appropriate. This is typical of a function which has worked well and efficiently. The Members of the Commission are particularly invited to inspect the street lighting of Hendon.

(b) Naming of Streets and Numbering of Houses

The estimated cost of this service for 1958–59 is £2,170 which represents a rate of 0·163 pence in the £.

This function is under the control of the Borough Council and the present system operates satisfactorily and there have been no difficulties.

(c) Parking Places

The Corporation has power to provide parking places and has done, so far as land has been available, where necessary. Of recent years, parking problems have been created in the Borough mainly as a result of shopping, business, industrial entertainment and travelling development, and the problem has been to find land at a reasonable price on which car parks may be provided. Heavily built-up areas which give rise to the congestion create such high land values that the cost of creating car parks is completely uneconomical. The problem is, however, very essentially a local one, and the Corporation accepts its responsibility for dealing with it as a local problem.

(d) Road Safety

The estimated cost for this service for 1958–59 is £1,220 which represents a rate of 0·092 pence in the £.

The Corporation has set up a Road Safety Campaign Sub-Committee of the Highways Committee and co-operates closely with the Police Authorities, Ministry of Transport, County Council and R.O.S.P.A. The present system works satisfactorily and the Corporation is satisfied that the service so far as it can be carried out at a reasonable cost, is efficiently run.

(e) Bus Shelters

The Corporation has been able to arrange for the provision of bus shelters by a private contractor in consideratjon of the grant of advertisement rights. This was due to the reluctance of the London Transport Executive to provide the shelters. The Corporation feels there is no need for a change in the present arrangements, but the powers are not wholly allocated to the Corporation as a result of which many consultations on this most local matter are still necessary. The provision of the shelters, however, works satisfactorily and any difficulties are really a matter of Town and Country Planning and Highway function.

(f) Private Street Works

The Corporation has adopted the Private Street Works Act, 1892 for the making up of private streets and has had no difficulty in operating the Act which it does without consulting any other authority except the Minister of Housing and Local Government in certain circumstances. The administration of these powers is found not to be complicated by unnecessary reference to a higher authority.

III. FUNCTIONS IN THE ADMINISTRATION OF WHICH THE HENDON CORPORATION HAS ENCOUNTERED DEFECTS TOGETHER IN EACH CASE WITH PROPOSALS FOR REMEDYING SUCH DEFECTS

1. Education, Agricultural Education and Youth Employment

The County Precept in respect of this service for 1958 is 6*s*. 3·956*d*. in the £ and it is estimated that Hendon's contribution will be £1,010,210.

The Corporation is an excepted district and it has prepared under the provisions of the Education Act, 1944 a scheme for divisional administration of primary and secondary education, and a second scheme for the divisional administration of further education. These schemes provide that the Corporation should exercise, subject to and in accordance with the provisions of the scheme, and it shall be the Corporation's duty so to exercise on behalf of the County Council, the functions specified in the scheme including the schedules thereof for and in respect of the Borough. There is, however, no independent power on the part of the Corporation to meet any part of the cost of exercising the functions so delegated and as a result the complete financial, and thus ultimate, control of all education functions remains vested in the County Council. While, therefore, these schemes purport to delegate education functions to the Corporation, the delegation is, in practice, quite unreal and the conditions of the scheme and of the practical working of the delegation have completely diminished the effect of the delegation. The conditions of the scheme, in fact, require that the most trivial and detailed matters require the consent of the County Council. This situation is, in the Corporation's view, completely foreign to the very basis of the education function which they most strongly consider is of an essentially personal and local character requiring personal and intimate contact between members of the Corporation and the parents of the children concerned. The remoteness of the County Council, which is inevitable having regard to the size of the County of Middlesex, tends to remove the essential contact between the parent and the elected representative member of the controlling body. In the view of the Corporation, it is essential in the interests of education of the children of Hendon, that the parent should be able to contact quite directly and locally, the elected representative having local control, not only as to the operation of the function, but as to the financial ramifications. For example, the Scheme of Divisional Administration provides for the construction, alteration and maintenance of schools by the Corporation but requires that any such work shall receive the prior approval of the County Council and shall be subject to such conditions as may be attached thereto. In the hope of obtaining more generous treatment under this clause of the scheme, the Corporation decided to enter into an agreement with the County Council, but the agreement as finally negotiated gave very little additional delegation and it is still necessary for the Corporation to seek the approval of the County Council on comparatively minor items of building and maintenance. In so far as the actual construction of a new school is concerned the Corporation is consulted in connection with the preparation of the plans but the County Council does not necessarily accept the Corporation's recommendations thereon, nor is it required to justify its action in rejecting such recommendations.

Generally, there is a considerable duplication of work and a complete sense of frustration on the part of members and officers of the excepted district. Examples of the difficulties and delays involved are:—

(*a*) the serious delay in obtaining approval to new building plans;

(*b*) the unnecessary requirement that secondary school headship and senior administrative posts should be made by a joint Committee of the Middlesex County Council and the Divisional Executive;

(*c*) the inability of the Divisional Executive to make a teacher appointment direct from a Training College;

(*d*) the inability of the Divisional Executive to buy any school furniture, apparatus or equipment costing over £50 without having made specific and detailed provision in the estimate prepared six months before the beginning of the financial year concerned;

(*e*) the inability of the Divisional Executive to take Court proceedings;

(*f*) confusion caused by the County Council entering into all agreements for hired equipment, gas, electricity, &c., the accounts of which, however, are paid by the Divisional Executive;

(*g*) lack of consultation between the Chief Supplies Officer of the County Council and the local officers before large contracts for unknown makes of detergents, cleaning powders, floor polishes, &c., are entered into;

(*h*) difficulty of contracts being entered into by the Chief Supplies Officer for the supply of fruit and vegetables for the Meals Service, when competitive buying has proved more advantageous.

The Corporation considers that all these sorts of defects would be completely and efficiently overcome by the direct conferment upon the Corporation of all the functions relating to education comprised in the schemes referred to above.

The Corporation is a member of the Middlesex Excepted Districts Association which is understood to be forwarding evidence to the Royal Commission. The Corporation has adopted completely, and support, the views of this Association as regards the education functions and claim that most of the educational functions vested in the Middlesex County Council could be adequately and economically operated by an authority of Hendon's size and resources.

The Corporation considers that the main grounds for the difficulty are:—

1. The extremely lengthy and complicated procedure necessary to reach a decision on a recommendation from the Divisional Executive to the County Council.
2. The tendency for a request or recommendation which has received the personal attention of the Borough or District Education Officer, or of a Committee, being dealt with, and often over-ruled, by a junior official in the County Office, and
3. Unintelligent adherence to regulations, mainly by junior officials at the County Office.

The Agricultural Education and Youth Employment Services are administered directly by the County Council. The Youth Employment Service is, however, allied to the Youth Service which is dealt with under the scheme of Divisional Administration.

2. Environmental Health

(a) Control of Watercourses, Ditches and Ponds and Prevention of River Pollution

The cost of Borough Council services in this connection in 1958–59 will, it is estimated, amount to £4,590, equivalent to a rate of 0·345*d.* in the £. In addition the County Precept for this purpose is 1·507*d.* in the £.

The statute provisions connected with the control of water courses, &c., are partly in the Public Health Act, 1936 and partly in Part V of the Middlesex County Council Act, 1944. The Corporation is the local authority for the purpose of the Public Health Act, 1936 but the Middlesex County Council Act, 1944 confers upon the Middlesex County Council certain permissive powers with regard to water courses, &c., within the County. Since the powers in this connection are permissive only, it follows that difficulty arises as regards the repair of watercourses, ditches,

&c., and it would appear desirable that this defect should be remedied by the granting of powers to the Borough Council to carry out flood prevention works and in appropriate cases, require riparian owners to do so.

(b) Street Cleansing

The estimated cost of this service in 1958–59 is £40,400 of which £15,000 relates to services performed on Trunk and County Roads by the Borough Council on an agency basis. These figures exclude the cost of work carried out on arterial roads by the County Council.

The Corporation controls the cleansing of some 157 miles of streets of which 29·51 miles are classified roads. The County Council, however, controls this function for 15·42 miles referred to under paragraph five (TRAFFIC) later in this memorandum. In the opinion of the Corporation it is quite unreasonable and, indeed, unnecessary for two organisations for cleansing of streets within the Borough to operate side by side, and it is clear that it is very desirable that there should be one organisation controlling all the roads and all aspects of those roads within the Borough. These powers, therefore, as is mentioned later in paragraph five (TRAFFIC) should be completely conferred upon the Borough Council. The result would, in the opinion of the Corporation, be an economic administration which would not be wasteful of manpower or money.

3. Personal Health and Welfare

(*a*) Powers and Duties under the National Health Service Acts.
(*b*) Mental Health Services.
(*c*) Powers and duties under the National Assistance Acts and the Disabled Persons Employment Act, 1944.
(*d*) Care of Children.
(*e*) Registration of Nurseries and Child Minders.

County Precept in 1958–59 for these services is 1*s.* 6·490*d.* in the £ and it is estimated that the contribution by Hendon ratepayers will be £245,920.

For the most part the Middlesex County Council is the authority for the carrying out of the above powers and duties and the general arrangements are as follows:—

(a) Powers and Duties Under the National Health Service Acts

The County Council administers the following services under the National Health Service Acts:—

* (i) Health Centres;
* (ii) Care of Mothers and Young Children;
* (iii) Midwifery;
* (iv) Health Visiting;
* (v) Home Nursing;
* (vi) Vaccination and Immunisation;
* (vii) Ambulance Service;
*(viii) Prevention of Illness, Care and After-Care;
* (ix) Domestic Help.
* (x) Education Act, 1944—School Health Services.
* (xi) Midwives Acts—Local Supervising Authority.
* (xii) Public Health Act, 1936 and Registration of Nursing Homes.

Prior to July, 1948, the functions indicated thus* were carried out for the most part by the Corporation, and since the County Council has taken over the powers it cannot, in the opinion of the Corporation, be said there has been any marked expansion or modification of the services provided. These services are, in the opinion of the Corporation, essentially a personal and intimate function where the controlling authority should be very close to, and in contact with, the person who is receiving and paying for the service. The organisation of the functions has been carried out by the establishment of ten Area Health Committees, but this has in no way removed the aspect of remote control. The business of the Area Committee is re-examined in detail by the County Health Committee and its sub-committees and, indeed, on occasion by the County Council itself. There seems to be no justification for this remoteness and the centralised administration involved has built up an extremely complicated organisation. As a result of this centralisation, standards of service have been imposed for the sake of uniformity throughout the County and most certainly do not cater for individual local needs, nor do they provide the basis for local interest and initiative.

Prior to the National Health Service Act, 1946, the Borough Council was responsible for many of these services which were purely local, free from complication, and completely flexible in the case of an emergency. In view of the present structure it is inevitable that there should be centralised control by the County Council which vitiates the very essence of the service.

The Corporation is of the opinion that these most serious defects in the service would be substantially removed if the powers under the National Health Service Acts were to be conferred directly upon the Corporation. The duplication of administration and the excessive additional cost would be removed, and the whole of the organisation could be closely under the control of the Corporation and its Medical Officer of Health. The Corporation claims that these functions are not capable of general standardisation, nor are they at all suitable for central control under such a wide area as the County Council.

(b) Mental Health Services

These services are at present administered by the County Council on a centralised basis, the County being divided into five divisions. The remarks previously mentioned concerning the National Health Service functions, equally apply to Mental Health Services.

(c) Powers and Duties under the National Assistance Act, &c.

For the most part, the powers and duties of these Acts are in the hands of the County Council and the administration is carried out by the division of the County into ten areas similar to the ten Health areas. There is very considerable overlapping of functions with the Housing functions of the Corporation. In this respect, the Housing function which is vested in the Corporation is so closely allied to the Welfare Personal Health Service functions that it is obviously far more economical and efficient for the Corporation to be the authority for the purpose of these functions. It is, therefore, considered that these functions should be transferred to the Corporation.

(d) Care of Children

The Middlesex County Council is the authority for the purpose of the Children's Act, 1948. It is doubtful whether the function relating to the care of children could be conveniently separated from other Welfare functions, but the Royal Commission may consider this is a function capable of being administered centrally by the County Council as a separate and specialised function.

(e) Registration of Nurseries and Child Minders

This function is operated by the Middlesex County Council. Similarly, it is a function which ought, with the functions under the National Health Service Acts, to be the last to receive attention, thereby causing serious traffic hold-ups and some accidents. If these roads were maintained by the Corporation they would receive priority on such occasions by means of the local highways maintenance organisation which is adequate for the purpose and able to function immediately. The Corporation considers that it is perfectly capable, since it maintains certain trunk roads as Agent for the Minister, of maintaining the other classified roads in the Borough. The Corporation is already the lighting authority for all roads, and it seems quite unnecessary for the County Council to operate functions relating to roads and bridges within the Borough. The inevitable duplication of administration is, in the view of the Corporation, a serious defect in the administration of this function.

IV. GENERAL VIEWS OF THE HENDON CORPORATION ON LOCAL GOVERNMENT FUNCTIONS GENERALLY

The subject of Local Government Reorganisation has engaged the attention of the Corporation since as far back as 1954 following a Report of the Association of Municipal Corporations on the subject. The Corporation at that time set up a special Committee to deal with the subject and indicated that the Special Committee should proceed on the basis that Hendon should seek the status and powers of a " most purpose " authority. In April, 1956, the Corporation decided to instruct the Town Clerk to proceed with the preliminary steps for the promotion of a Parliamentary Bill with the object of obtaining County Borough status for Hendon. In July, 1956, the Corporation considered the advice from its Parliamentary Agents and approved the basis on which the full Draft Bill was to be prepared.

In September, 1956, the Corporation considered the position arising from the issue of the First Government White Paper on Local Government Reorganisation, and decided to instruct the Town Clerk to arrange for the Corporation's Parliamentary Agents to take no further action for the time being with regard to the proposed Bill for County Borough status.

In considering the First White Paper, the Corporation noted Paragraph 46, and viewed with considerable regret the Government view that a two-tier structure should be retained throughout Middlesex, and that no promotions to County Borough status should be made. In September, 1956, the Corporation passed the following resolution:—

1. That this Council do not subscribe to the opinion that there should be no County Boroughs in Middlesex and they consider that County Borough status can be accorded to Hendon and to any other authorities in Middlesex who are qualified by population, rateable value and geographical position to be accorded such status without extinction of the County Council.
2. That in any case the Commission proposed by the Government in the White Paper should be given authority to vary the powers to be granted to District Councils of varying population so that those authorities with the greatest population and rateable value should have the greatest measure of autonomy.
3. That this Council do not agree that Local Government functions so far as Hendon is concerned, should be compulsorily delegated, but should in all cases be conferred as of right and direct by Parliament.
4. That the Town Clerk be instructed to call a conference of the boroughs of Ealing, Harrow, Wembley, Willesden and Hendon to exchange views on the Government's White Paper.

In November, 1956, the Corporation recorded the following views:—

(*a*) That, while adhering to their original opinion that County Borough status can be properly accorded to Hendon and to other authorities in Middlesex, they have regard to the views of the Government set out in the

White Paper on Local Government (Cmd. 9831) with particular reference to Paragraph 46 of the Paper;

(*b*) That, if it is the Government's intention that Parliament should not accord County Borough status to the Borough of Hendon, then they consider that greater powers than those normally possessed by County District Councils should be conferred on the Borough and any other authorities in Middlesex capable of exercising such powers and that the powers should be conferred as of right and direct by Parliament and in no circumstances delegated (compulsorily or otherwise) by the County Council;

(*c*) That in the absence of County-Borough status the Council approve in principle the suggested allocation of functions between the five Boroughs and the Middlesex County Council as put forward by the Working Party of Town Clerks and slightly amended by the conference, in accordance with Lists A, B and C set out in manuscript in the Committee's Minute Book.

The Lists A, B and C referred to are set out in the Appendix to this memorandum.

The general feeling of the Corporation was that if County Borough status was to be denied to the Boroughs in Middlesex which geographically contains five of the six largest non-county Boroughs in the country then, undoubtedly, powers greater than those accorded to other non-county Boroughs in the country ought properly and fairly to be accorded to the larger Boroughs in Middlesex.

This Corporation is of opinion that it is unreasonable merely to consider whether this or that authority should be preserved in existence, but in its view each local government function should be considered on the basis of how that function may best be economically and efficiently administered to the benefit of the ratepayer. The Corporation considers that if a function is better administered over a larger area without delay, administrative frustration, or extensive duplication, then the function should be in the hands of the authority for the larger area. If, however, the function can properly, conveniently and economically be placed in the hands of a smaller but more local authority, whose members are not remote from the ratepayer, then, clearly, the function should be placed in the hands of the smaller authority.

On the subject of the delegation of powers, the Corporation feels very strongly that the system of delegation of powers as at present carried out in Middlesex has proved to be a costly and unworkable failure. It views with alarm the views of the Government set out in the Second White Paper on Local Government published in May, 1957, wherein, while it is said that the Government are anxious that larger responsibilities should be entrusted to the District Councils, there are contained proposals for a considerable amount of delegation arrangements whereby the County Councils would make schemes showing the powers delegated and the extent of control to be retained by the County Council. The Corporation considers that any system of delegation is wholly inappropriate to Middlesex, and that it is not possible for schemes of delegation in any form to provide for that unfettered control, whether financial or otherwise, which is, in its view, essential to the proper working of a Local Government function. The Corporation's experience in the fields of Education and Planning of recent years leads it to believe that only the direct conferment of powers to an authority of the size and resources of Hendon is the correct solution to the problem of Local Government in Middlesex.

The Corporation offers, for the consideration of the members of the Royal Commission, the final thought that if local government at the lowest tier in the Metropolis is not accorded appropriate and substantial powers to deal with those functions which are essentially local, that tier of local government will not, in the opinion of the Corporation, continue to attract the right calibre of member to serve on local authorities. It is only, in the opinion of the Corporation, if members of authorities are endowed with sufficient power to make decisions in their own right, that men and women are today prepared to devote a very considerable proportion of their spare time to local government. The Corporation considers that it is vital to the local government of this country that there should be adequate powers and duties accorded to the lowest tier of government at the local level.

ALDERMAN ARTHUR PAUL, J.P.
Mayor.

R. H. WILLIAMS, LL.B.,
Town Clerk.

Town Hall,
Hendon, N.W.4.

June, 1958.

APPENDIX

Lists " A ", " B " and " C " Referred to in Section IV of the Memorandum, as Subsequently Amended

List " A "

POWERS AT PRESENT EXERCISED BY THE 'HENDON BOROUGH COUNCIL'

No.	*Function*	*Statutory Power*
1.	Allotments	The Small Holdings & Allotments Act, 1908. The Land Settlement (Facilities) Act, 1919. The Small Holdings & Allotments Act, 1926. The Agricultural Land (Utilisation) Act, 1931, Part II. The Allotments Acts, 1922–1950. The Agriculture Act, 1947. The Agricultural Holdings Act, 1948 (an allotment may be an Agricultural Holding, see Sedgeman v. Stevens 1951).
2.	Art Galleries and Museums	Public Libraries Acts, 1892–1919.
3.	Baths and Washhouses	Public Health Act, 1936, Part VIII. Towns Improvement Clauses Act, 1847, Sections 136–141. Town Police Clauses Act, 1847, Section 69.
4.	Burial Grounds	Cemetery Clauses Act, 1847. Burial Acts, 1852–1906. Disused Burial Grounds Act, 1884. Open Spaces Act, 1887, Section 4. Open Spaces Act, 1906, Sections 6, 9, 10, 11 and 12.
5.	Car Parks	Public Health Act, 1925, Section 68. Restriction of Ribbon Development Act, 1935, Section 16. Road Traffic Act, 1930, Section 90.
6.	Cemeteries	Cemetery Clauses Act, 1847. Public Health (Interments) Act, 1879.
7.	Civic Restaurants	Civic Restaurants Act, 1947.
8.	Cleansing and Watering of Streets.	Public Health Act, 1875, Section 148. Public Health Act, 1925, Sections 13–19 and 21–35 (This is an adoptive Act which is in force in Hendon). Local Government Act, 1933, Section 249. Public Health Act, 1936, Sections 76–78 and 81 and 82.
9.	Community Centres	Physical Training and Recreation Act, 1937. Housing Act, 1957.
10.	Crematoria	Public Health (Interments) Act, 1879. Cremation Acts, 1902–1952.

No.	*Function*	*Statutory Power*
11.	Diseases of Animals	Poultry Act, 1911. Diseases of Animals Act, 1935, Section 17. The Animals Act, 1948 (other than Part I). Agriculture (Miscellaneous Provisions) Act, 1949. Pet Animals Act, 1951. Protection of Birds Act, 1954. Diseases of Animals Act, 1950. Agriculture (Miscellaneous Provisions) Act, 1954, Sections 10 and 11.
12.	Provision of Entertainments	Public Health Act, 1925, Section 70. Local Government Act, 1948, Section 132.
13.	Housing	Housing Acts, 1936–1956. Housing Rents and Repairs Act, 1954. Small Dwellings Acquisition Acts, 1899–1923. Requisitioned Houses and Housing (Amendment) Act, 1955. Housing (Rural Workers) Acts, 1926–1942. Housing Act, 1930. Housing Act, 1935. Housing Act, 1957.
14.	Information Service	Local Government Act, 1948, Sections 134–136.
15.	Libraries	Public Libraries Acts, 1892–1919.
16.	Markets, Abattoirs and Cold Stores	Markets and Fairs Clauses Act, 1847. Diseases of Animals Act, 1950. Markets and Fairs (Weighing of Cattle) Acts, 1887–1926. Food and Drugs Act, 1955. Protection of Animals Act, 1911. Slaughter of Animals Act, 1933. Public Health (Meat) Regulations, 1924. Slaughter of Animals (Amendment) Act, 1954. Slaughterhouses Act, 1954.
17.	Mortuaries	Public Health Act, 1936, Section 198.
18.	Notification of Diseases	Infectious Diseases (Prevention) Act, 1890. Public Health Act, 1936, Part V.
19.	Nuisances and Sanitary Matters	Public Health Acts, 1875–1932. Public Health Act, 1936. Local Government (Miscellaneous Provisions) Act, 1953. Housing Repairs and Rents Act, 1954. Clean Air Act, 1956. Rivers Pollution Prevention Act, 1876, Section 7. Housing Act, 1957. Rivers (Prevention of Pollution) Act, 1951. Rag Flock, &c., Act, 1951. Slaughter of Animals Acts, 1933–1954.

No.	*Function*	*Statutory Power*
20.	Parks and Recreation Grounds	Public Health Act, 1875, Section 164. Public Health Acts Amendment Act, 1890, Sections 44 and 45. Public Health Acts Amendment Act, 1907, Sections 76 and 77. Public Health Act, 1925, Section 56. Local Government Act, 1948, Section 132. Physical Training and Recreation Act, 1937, Section 4. Open Spaces Act, 1906. Recreation Grounds Act, 1859. Commons Acts, 1876–1889. Housing Act, 1957, Section 93.
21.	Physical Training and Recreation Act, 1937.	The whole Act.
22.	Prevention of Pests	Destructive Insects Act, 1877. Destructive Insects and Pests Acts, 1907 and 1927. Prevention of Damage by Pests Act, 1949. Pests Act, 1954.
23.	Rates Collection	Poor Relief Act, 1743. Poor Relief Act, 1814. Parish Notices Act, 1837. Distress for Rates Act, 1849. Poor Rate Assessment and Collection Act, 1869. Rating and Valuation Act, 1925. Local Government Act, 1929. Money Payments (Justices Procedure) Act, 1935. Rating and Valuation (Miscellaneous Provisions) Act, 1955.
24.	Refuse Collection and Disposal	Public Health Act, 1936, Sections 72–76 and 79–82.
25.	Sewerage and Sewage Disposal (except Main Drainage)	Public Health Act, 1936, Part II.
26.	Shops Inspection (other than employment of young persons)	Shops Act, 1950. Heating Appliances (Fireguards) Act, 1952.
27.	Small Dwellings Acquisition Acts	Small Dwellings Acquisition Acts, 1899–1923.
28.	Small Lotteries	Small Lotteries and Gaming Act, 1956.
29.	Street Lighting	Public Health Act, 1875, Section 161.

No.	*Function*	*Statutory Power*
11.	Diseases of Animals	Poultry Act, 1911. Diseases of Animals Act, 1935, Section 17. The Animals Act, 1948 (other than Part I). Agriculture (Miscellaneous Provisions) Act, 1949. Pet Animals Act, 1951. Protection of Birds Act, 1954. Diseases of Animals Act, 1950. Agriculture (Miscellaneous Provisions) Act, 1954, Sections 10 and 11.
12.	Provision of Entertainments	Public Health Act, 1925, Section 70. Local Government Act, 1948, Section 132.
13.	Housing	Housing Acts, 1936–1956. Housing Rents and Repairs Act, 1954. Small Dwellings Acquisition Acts, 1899–1923. Requisitioned Houses and Housing (Amendment) Act, 1955. Housing (Rural Workers) Acts, 1926–1942. Housing Act, 1930. Housing Act, 1935. Housing Act, 1957.
14.	Information Service	Local Government Act, 1948, Sections 134–136.
15.	Libraries	Public Libraries Acts, 1892–1919.
16.	Markets, Abattoirs and Cold Stores	Markets and Fairs Clauses Act, 1847. Diseases of Animals Act, 1950. Markets and Fairs (Weighing of Cattle) Acts, 1887–1926. Food and Drugs Act, 1955. Protection of Animals Act, 1911. Slaughter of Animals Act, 1933. Public Health (Meat) Regulations, 1924. Slaughter of Animals (Amendment) Act, 1954. Slaughterhouses Act, 1954.
17.	Mortuaries	Public Health Act, 1936, Section 198.
18.	Notification of Diseases	Infectious Diseases (Prevention) Act, 1890. Public Health Act, 1936, Part V.
19.	Nuisances and Sanitary Matters	Public Health Acts, 1875–1932. Public Health Act, 1936. Local Government (Miscellaneous Provisions) Act, 1953. Housing Repairs and Rents Act, 1954. Clean Air Act, 1956. Rivers Pollution Prevention Act, 1876, Section 7. Housing Act, 1957. Rivers (Prevention of Pollution) Act, 1951. Rag Flock, &c., Act, 1951. Slaughter of Animals Acts, 1933–1954.

No.	*Function*	*Statutory Power*
20.	Parks and Recreation Grounds	Public Health Act, 1875, Section 164. Public Health Acts Amendment Act, 1890, Sections 44 and 45. Public Health Acts Amendment Act, 1907, Sections 76 and 77. Public Health Act, 1925, Section 56. Local Government Act, 1948, Section 132. Physical Training and Recreation Act, 1937, Section 4. Open Spaces Act, 1906. Recreation Grounds Act, 1859. Commons Acts, 1876–1889. Housing Act, 1957, Section 93.
21.	Physical Training and Recreation Act, 1937.	The whole Act.
22.	Prevention of Pests	Destructive Insects Act, 1877. Destructive Insects and Pests Acts, 1907 and 1927. Prevention of Damage by Pests Act, 1949. Pests Act, 1954.
23.	Rates Collection	Poor Relief Act, 1743. Poor Relief Act, 1814. Parish Notices Act, 1837. Distress for Rates Act, 1849. Poor Rate Assessment and Collection Act, 1869. Rating and Valuation Act, 1925. Local Government Act, 1929. Money Payments (Justices Procedure) Act, 1935. Rating and Valuation (Miscellaneous Provisions) Act, 1955.
24.	Refuse Collection and Disposal	Public Health Act, 1936, Sections 72–76 and 79–82.
25.	Sewerage and Sewage Disposal (except Main Drainage)	Public Health Act, 1936, Part II.
26.	Shops Inspection (other than employment of young persons)	Shops Act, 1950. Heating Appliances (Fireguards) Act, 1952.
27.	Small Dwellings Acquisition Acts	Small Dwellings Acquisition Acts, 1899–1923.
28.	Small Lotteries	Small Lotteries and Gaming Act, 1956.
29.	Street Lighting	Public Health Act, 1875, Section 161.

List "B"

Powers at Present Exercised in Whole or in Part by the Middlesex County Council which it is considered in All Cases should be Exercised Directly by the Hendon Borough Council

No.	*Function*	*Statutory Power*
1.	Education (Primary and Secondary and lower reaches of Further)	Education Acts, 1944–1953. School Crossing Patrols Act, 1954.
2.	Personal Health Services	National Health Service Act, 1946, Part III. Public Health Act, 1936, Part VI relating to nursing homes and laboratories. Public Health Act, 1936, Part VII relating to notification of births and child life protection. Midwives Acts, 1936–1951. Nurseries and Child Minders Regulation Act, 1948. Pharmacy and Poisons Act, 1933. Pharmacy and Medicines Act, 1941. Pharmacy Act, 1954.
3.	Town and Country Planning (with exception of Revision of the County Development Plan) and Control of Building Operations	Town and Country Planning Acts, 1947, 1951, 1953 and 1954. Public Health Acts, 1875–1932. Public Health Act, 1936, Part II. Housing Acts, 1936–1956. Factory Acts, 1937–1948. Housing Act, 1957.
4.	Food and Drugs	Food and Drugs Act, 1955.
5.	Footpath functions under the National Parks and Access to the Countryside Act, 1949	Sections 27 and 29–34 of that Act.
6.	Highways and Bridges	Highways Acts, 1835–1885. Public Health Acts, 1875–1932. The provisions of the Local Government Acts, 1888, 1894 and 1929 relating to highways and bridges. Private Street Works Act, 1892. Development and Road Improvement Funds Act, 1909. Roads Improvement Act, 1925. Road Traffic Acts, 1930–1956. Restriction of Ribbon Development Act, 1935. Rights of Way Act, 1932. Trunk Road Acts, 1936–1946. Special Roads Act, 1949. Sections 39–58 of the National Parks Act, 1949. The Highways (Provision of Cattle Grids) Act, 1950.

No.	*Function*	*Statutory Power*
6.	Highways and Bridges (contd.)	Public Utilities Street Works Act, 1950. New Streets Acts, 1951–1957. Local Government (Miscellaneous Provisions) Act, 1953, Sections 4, 7 and 9. Agriculture (Improvement of Roads) Act, 1955. Towns Improvement Clauses Act, 1847, Sections 1–5 and 64–83. Town Police Clauses Act, 1847, Sections 1–5 and 21–29. Bridges Acts, 1530–1929.
7.	Licensing of Theatres and Cinemas, Music and Dancing Licences	Theatres Act, 1843. Cinematograph Act, 1909. Celluloid and Cinematograph Film Act, 1922. Sunday Entertainments Act, 1932. Cinematograph Act, 1952. Middlesex County Council Act, 1944, Part XIII.
8.	Local Taxation Licensing	Various Finance and other Acts.
9.	Mental Health Services	Mental Deficiency Act, 1913, Sections 2, 3, 5, 7(2), 15, 30, 32, 43, 44(3). Mental Treatment Act, 1930, Section 5(2). National Health Service Act, 1946, Section 51(2).
10.	Milk and Dairies	Food and Drugs Act, 1955. Milk and Dairies Regulations, 1949.
11.	Registration of Births, Deaths and Marriages	Various Births and Deaths Registration Acts and Marriage Acts.
12.	Small Holdings, Fertilisers and Feeding Stuffs	Small Holdings and Allotments Act, 1908. Land Settlement (Facilities) Act, 1919. Small Holdings and Allotments Act, 1926. Agricultural Land (Utilisation) Act, 1931. Agriculture (Fertilisers) Act, 1952. Fertilisers and Feeding Stuffs Act, 1926. Agriculture (Miscellaneous Provisions) Acts, 1949, 1953 and 1954. Agriculture Act, 1947. Livestock Industries Act, 1937.
13.	Shops Inspection (Employment of Young Persons)	Young Persons (Employment) Act, 1938.
14.	Welfare	National Assistance Act, 1948, Sections 21–31, 34, 37, 39, 40, 43, 45, 47, 48, 50 and 58. Children Act, 1948 (Part V), Sections 35–37.
15.	Weights and Measures	Weights and Measures Acts, 1878–1936. Sale of Food (Weights and Measures) Act, 1926 Weights and Measures (Metric System) Act, 1897.

No.	*Function*	*Statutory Power*
16.	Any other services there may be which are not mentioned above and for which large non-county boroughs are the local authorities, and any powers in the Middlesex County Council Acts, 1944–56 appropriate to any functions in Lists " A " and " B "	Betting and Lotteries Act, 1934. Pool Betting Act, 1954.

List " C "

Powers which would thus remain Exercisable by the Middlesex County Council in the Borough of Hendon

No.	*Function*	*Statutory Power*
1.	Approved Schools	Children and Young Persons Acts, 1932–1952. Public Health Act, 1936, Sections 206–220.
2.	Remand Homes	Children and Young Persons Acts, 1933–1938. Criminal Justice Act, 1948, Sections 48–49. Children Act, 1948.
3.	Fire Brigade	Fire Services Act, 1947.
4.	Ambulance Services	National Health Service Act, 1946, Sections 24 and 76. National Assistance Act, 1948, Section 47(10). National Assistance (Amendment) Act, 1951, Section 24.
5.	Administration of Justice	Justices of the Peace Act, 1949. Probation Acts. Summary Jurisdiction Acts. Quarter Sesions Acts. Criminal Justice Act, 1948. Children and Young Persons Acts, 1932–1952. Children Act, 1948, Section 60.
6.	Civil Defence	Civil Defence Acts, 1937–1948.
7.	Coroners	Coroners Acts, 1887–1954.
8.	*Education (Remaining Functions of Further Education and Technical only)	Education Acts, 1944 to 1953.
9.	Handicapped Pupils	Education Act, 1944, Sections 33, 34 and 57.

---

* See Item 1 on List II; these functions to be operated by the County Council or some superior Authority.

No.	Function	Statutory Power
10.	Welfare of the Blind	Blind Persons Act, 1938. National Assistance Act, 1948, Sections 31 and 62 Determination of Needs Act, 1941. Pensions and Determination of Needs Act, 1943.
11.	Welfare of the Deaf and Dumb	National Assistance Act, 1948, Sections 31 and 62.
12.	Welfare of Children	National Health Service Act, 1946, Sections 19–20. Children Act, 1948, Sections 1–3, 5, 7, 8, 10, 12–20, 22–24, 29, 31, 34, 39–41, 43, 46, 47, 51, 54–56.
13.	Welfare of Old People	National Assistance Act, 1948, Section 31.
14.	Town and Country Planning (Revision of the County Development Plan) but see No. 3 on List "B"	Town and County Planning Act, 1947.
15.	Main Drainage	Middlesex County Council Act, 1944, Part IV.

Evidence Submitted by The Heston and Isleworth Borough Council

The Borough Council are of the opinion that the most efficient system of local government in Heston and Isleworth would be achieved by the grant to the Borough of County Borough status and that this would be in the best interests of the inhabitants of the Borough.

The Borough Council recognise the special difficulties referred to in paragraph 46 of the White Paper (Cmnd. 9831) and are mindful of the Government's view there stated that in Middlesex no promotions to county borough status should be made. The Council cannot accept that compliance with this view would in practice lead to the most efficient local government service in the County as a whole or more particularly in their Borough, and submit that the very few, if any, functions which could not be administered to the best advantage within the confines of the Borough could be adequately administered by means of joint Boards on which by direct representation of the constituent authorities the representation would be of a character more local to the areas affected than is afforded through the County Council. In this respect the Council adopt and support the views expressed in paragraph 15 of the Report adopted at a meeting of representatives of Divisional Education Executives in the London area as follows:—

> " The Association believes that it is possible to provide by inter-authority schemes for common use of services, and by pooling of costs, for the provision of those special aspects of the service which require organisation over a very wide area, *e.g.* higher technological education, university and further education awards and the training of teachers. It would be wrong to use the obvious need for a general supervision of these services, to impose a rigid centralised pattern on the whole area for the major functions of secondary, primary and special service education."

The Borough Council refer also to paragraph 26 of the White Paper (Cmnd. 161) and to the recognition therein of the entitlement of the larger Middlesex District Councils to some special treatment. The Council press the need for special consideration to be given to them, as to other large county districts in Middlesex; they do not agree that any disadvantages attaching to "a multiplicity of autonomous local authorities . . . in a conurbation" would be such as to detract seriously from the obvious advantages deriving from the creation of such autonomous authorities; they are unable to accept as a satisfactory solution the delegation to them of functions as proposed to be delegated in the rest of the country to boroughs and urban districts with a population of 60,000 or more and submit that the difficulties inherent in any scheme of delegation cannot be accpted as compatible with any scheme for the most efficient local government of units having populations of 100,000 and upwards. The Borough Council consider that the practical defects of delegation schemes are too well recognised to necessitate any detailed elaboration but, arising from their own experience of operating delegated functions they submit, as headings only, the following disadvantages:—

(1) The duplication of work by members and officers of the two authorities concerned which leads to or involves:—

- (*a*) unnecessary delay in reaching final decisions;
- (*b*) unwarranted expense of dual consideration and administration;
- (*c*) avoidable hardship to the public by reason of delay and confusion as to the responsible authority.

(2) The remoteness of the broad policy control exercised by the County Council from detailed and peculiar local circumstances of which they have no firsthand knowledge and which often do not fit in with a broad scheme designed to operate over the whole County.

(3) The unnecessarily detailed control, frequently financial, exercised by the County Council.

(4) The frustration of the members and officers of the County Districts whose local experience and knowledge of conditions in their own area is constantly ignored because of the necessity to conform to a broad County Policy.

(5) The restrictions on the authority exercising delegated functions having easy direct access to the appropriate Ministry.

It is submitted that the operation of certain delegated functions by County districts in Middlesex requires them to provide an administration which would be as large if not larger than the administration which they would require to provide if they were operating such functions in their own right, that an unwarranted expense is incurred by subsequent administrative procedure between the respective Councils, the purpose of which is not to provide a better service but merely to comply with an imposed scheme of delegation. Additionally the County Council must of necessity, also provide an administrative establishment involving still further expense.

Subject, but without prejudice, to the generality of the foregoing and in direct response to the Royal Commission's invitation of the 17th February, 1958, the Borough Council submit the following observations having particular regard to the points requested.:—

GENERAL STATISTICS

1. Area	7,261 acres
Population (Registrar General's Estimate, June, 1957)	105,100
Rateable Value, 1st April, 1958	£1,982,355
Rateable value per head of population	£18 17*s.* 3*d.*
Estimated net product of penny rate, 1958–59	£8,310
Rate levied, 1958–59:—	
Hounslow Burial Area	15*s.* 4*d.*
Isleworth Burial Area	15*s.* 4*d.*
Remainder of Borough	15*s.* 3*d.*
Rates levied per head of population	£14 10*s.* 4*d.*
Total estimated net expenditure for 1958–59:—	
County Precept	£1,076,145
Police Precept	£151,657
Borough net expenditure	£523,202
	£1,751,004
Less amounts receivable by the Borough Council under Local Government Act, 1948	£164,181
	£1,586,823

2. The figures of population, area, rateable value and more especially rateable value per head of population indicate that the authority would, were it not in a conurbation, be exceptionally well-qualified for consideration for promotion to County Borough status as its financial resources are adequate to justify it being entrusted with the administration of all functions appropriate to a County Borough. This point is made to justify the transfer of the functions which the Borough Council

hereafter claim as being appropriate for transfer notwithstanding the fact that it is situate within a conurbation and also within the special review area for Greater London.

With reference to the particular services specified in paragraph 3 of the letter of the 17th February, 1958 from the Chairman of the Royal Commission the Council submit the following observations:—

A. EDUCATION

(i) Description of Present Arrangements and of Defects Encountered

(*a*) The Middlesex County Council is the local Education authority. The Borough Council is an Excepted District and is the Divisional Executive for the Borough. The Borough Council is authorised, subject to and in accordance with a Scheme of Divisional Administration for Education dated the 3rd August, 1945, to exercise, on behalf of the County Council the functions relating to primary and secondary education and certain supplementary and ancillary functions specified in the Scheme.

(*b*) Under the Heston and Isleworth (Further Education) Scheme of Divisional Administration, 1950 dated 1st September, 1950, the Borough Council is authorised to exercise, on behalf of the County Council, certain functions relating to further education.

(*c*) The Scheme of Divisional Administration made in 1945, while presumed to have been made by the Borough Council, was largely the work of officers of the County Council and was drawn up at a time when no one had experience of this inovation in Local Government as far as educational administration was concerned.

(*d*) The Scheme has little in common with a Scheme of delegation and by its wording gave power to the County Council to prescribe the way in which the Borough Council should carry out its functions, even in matters of detail. The County Council have chosen to operate the Scheme in this manner and not to apply a liberal interpretation on its practical application. The result has been to produce a feeling of frustration and irritation in the members of the Divisional Executive. This feeling has been exaggerated by the fact that for so many years before the operation of the Education Act, 1944, the Borough Council exercised autonomous powers for elementary education, that is for all of what is now primary education, and for much of what is now secondary and also inaugurated a day special school.

(*e*) During the period of the exercise of their powers as an elementary education authority the Borough Council had to meet the requirements of a rapidly expanding population and did so efficiently. Between 1921 and 1931 the population of the Borough increased from 46,664 to 75,446 and by 1938 had reached an estimated total of 101,500 with a school population of 11,942. By this latter date the Borough Council had provided 11 infant schools, 19 junior schools, 6 senior schools and 1 day special school and can therefore claim extensive experience in the administration of the education service.

(ii) Analysis of Defects in Present Arrangements and Extent to which these are Due to Defects in the Organisation of Local Government within the Area

(*a*) The education service is essentially one which is intimate and personal and local in its nature and demands. A prime requirement of a satisfactory service necessitates close association between schools, teachers, officials, local authority members and parents if a human and efficient administration is to be produced. This cannot possibly be achieved by educational units as large as the County of Middlesex administered by remote control from a central office which creates an impersonal service.

(*b*) The local nature of the service is not maintained through the medium of

Divisional Executives when those bodies are not permitted executive powers but merely administered within rigidly defined limits and in defined ways, policies and decisions of a remote controlling body and are therefore unable to take account of, and give due consideration to, local requirements, circumstances or opinions.

(*c*) In support of this view examples of undesirable interference in local administration by the Middlesex County Council, principally through the detailed control of expenditure are the rigid control of establishment of all grades of officers and servants and of teachers through the pupil teacher ratio and of maintenance expenditure on buildings through capitation allowances.

(*d*) The present system of educational organisation is not effective as the County unit on which it is based is unwieldy and does not allow latitude or provide flexibility to meet local conditions or to promote or encourage local interest.

(iii) Outline of views of the Borough Council on how the Defects may be Remedied

(*a*) Education is a major function and it is reasonable to treat its requirements in terms of organisation apart from other services.

(*b*) Clause 33 of the Local Government Bill says:—"In so far as the question of the constitution of a new county borough is affected by considerations of population, the Commission and the Minister shall presume that a population of one hundred thousand is sufficient to support the discharge of the functions of a county borough council ".

(*c*) The Borough of Heston and Isleworth with a population at present estimated by the Registrar General at 105,100 would, apart from special considerations of the Greater London area, come within the requirements of this clause.

(*d*) The implication of Clause 33 of the Bill is that if population is a criterion the Borough Council as now responsible for the day-to-day administration is qualified to assume major responsibility for the service. This is emphasised and supported by their previous experience over many years as an autonomous authority for elementary education. It is noted in passing that the Borough is larger than many existing County Boroughs in the country.

(*e*) The Borough Council feel very strongly that the basic need for a personal and localised service is paramount, and outweighs any slight advantages which may be obtained in conferment of administration on a much larger unit even if, which is not admitted, any such advantages exist.

(*f*) The Borough Council claim that the only way of creating an effective education organisation is to start with a local unit of reasonable proportions in which the administration of the service can be organised on a local basis and be susceptible to local opinion.

(*g*) The Borough of Heston and Isleworth is of a size suitable for such treatment and the Council consider that powers should be conferred upon and not delegated to them. Conferment is simpler to understand, less complex in administration and more direct in its placing of responsibility, particularly in respect of the cost of the service and the raising of money to meet that cost.

(*h*) In view of their previous experience as an autonomous elementary education authority, of their size in population and in area and of their rateable value and financial resorces the Borough Council consider that they are competent to discharge efficiently all the functions relating to primary and secondary, further and technical education, but excluding higher technological education, and that the conferment of such powers upon the Borough Council would be in futherance of the declared policy of Her Majesty's Government of entrusting to district councils larger measures of responsibility. The present system of delegation by the Middlesex County Council had not given any appreciable measure of independence to the Borough Council and is not exercised with a minimum of control.

(*i*) The Council support the report of the Middlesex Excepted Districts'

Association dealing with the defects of the present distribution of education functions and making new proposals. The Borough Council is of the view that it is possible to provide by joint schemes for the common use of services and by pooling costs for those specialised aspects of the service which may require to cover a wider area such as higher technological education, university and further education awards and the training of teachers. It would, however, in their view, be unjustified to use the need for a general supervision of these special services to impose a rigid centralised pattern on the whole area for the major functions of primary, secondary and special services education.

B. ENVIRONMENTAL HEALTH SERVICES

(i) Description of Present Arrangements and of Defects Encountered

The following functions are being efficiently administered by the Borough Council in their own right and it is therefore represented that these functions should remain the responsibility of the Borough Council:—

(*a*) **Baths and Wash-Houses Service**—The Borough Council had provided three closed swimming baths and two slipper bath establishments which are adequate for the needs of the Borough and, due no doubt to a deficiency of adequate provision in surrounding areas, also cater for very many persons resident outside the Borough.

Provision is made for the attendance and instruction of school children from schools outside as well as inside the Borough.

(*b*) **Ditches and Ponds**—are kept under observation by the Council's Public Health Inspectors to prevent nuisance, breeding of mosquitoes, &c.

(*c*) **Disinfestation of Premises and Articles**—is carried out by trained staff of the Health Department under the control of the Medical Officer of Health.

(*d*) **Drainage of Trade Premises**—jointly with the Middlesex County Council. The Borough Council's Public Health Inspectors investigate where there is evidence or suspicion of river pollution.

(*e*) **Mortuary and Post-Mortem Room**—adequate provision is made by arrangement with the Acton Borough Council for the use, on payment of an agreed fee, of accommodation provided by that Council. There is no undue call on the accommodation and this arrangement avoids the provision of separate accommodation by the Borough Council and its subsequent very limited use which would not appear to justify such separate provision.

(*f*) **Public Conveniences**—The Borough Council has provided three public conveniences, maintains three public conveniences under agreement, are in couse of providing two public conveniences and proposed to provide five further conveniences.

(*g*) **Refuse collection and disposal**—the Borough Council undertakes a regular weekly collection of house refuse in the Borough and collects, on payment, a considerable amount of trade refuse. The refuse disposal is by controlled tipping at the Borough Council's tip at Staines Road within the Borough and it is estimated that the accommodation there will suffice for a further 4–5 years after which it is proposed to operated similarly to the north of Staines Road.

(*h*) **Regulation of Buildings and Sanitation of Buildings**—is being satisfactorily administered by the Borough Council and there is no specific point to bring to the attention of the Commission.

(*i*) **Street Cleansing**—Adequately carried out by the Borough Council in the streets for which they are responsible.

(*j*) **Drainage other than Main Drainage**—Adequately provided by the Borough Council.

(*k*) **Burial Grounds, Cemeteries and Cremation**—The Borough Council provides and maintains two burial grounds and one cemetery and is a constituent member of the South West Middlesex Crematorium Board.

(*l*) **Parks and Open Spaces**—The Borough Council provides and maintains parks and open spaces having a total area of approximately 179 acres and the facilities provided include 14 children's playgrounds; 7 cricket tables and 7 practice wickets; 15 football pitches (Association and Rugby); 3 hockey pitches; 46 tennis courts; 5 bowling greens; 4 putting greens; 1 boating and paddling pool and 1 sports arena. The Council operates a Play Leadership Scheme in several parks, which is extremely popular.

The Council has also provided one football ground which is leased to the Hounslow Town Football Club and one sports ground (cricket, tennis, hockey and bowls) which is leased to the Hounslow Cricket and Sports Club.

(ii) Analysis of Defects in Present Arrangements and Extent to which these are due to Defects in the Organisation of Local Government within the Area

The most material defect in the operation of these services is in connection with street cleansing where the County Council carry out these duties on 5·27 miles of Trunk Roads while the Borough Council is responsible for approximately 118 miles of other streets and roads in the Borough. Not only is this arrangement unnecessarily costly and wasteful in organisation and manpower but the operations of the County Council controlled from a more distant centre are not executed in so satisfactory a manner as those of the Borough Council. This is particularly so in the case of snow clearance when complaints are consistently made as to the state of the Trunk Roads after the main roads, the responsibility of the Borough Council, have been satisfactorily cleared.

(iii) Outline of views of the Borough Council on how the Defect may be remedied

By the transfer to the Borough Council of the responsibility for cleansing all streets and roads in the Borough.

C. HOUSING

(i) Description of the Present Arrangements for carrying out the function of Housing

(*a*) **General**—Housing has become the most important service provided by the Borough Council since education, the personal health services, town planning, fire brigades and electricity were taken from them in the immediate post-war legislation. The Borough Council have made strenuous endeavours to meet the enormous need for houses, and the only limit to their success has been physical, namely the scarcity of undeveloped land. There is still an unsatisfied need for housing for people who are at present inadequately housed. While this need continues the Council cannot rest content with their efforts. Nevertheless they do not believe that any central administration of this function, as in London, would have resulted in the provision of more dwellings for Middlesex people in the years since the war. They regard themselves as the most suitable body to provide and manage this service in their own area. The need for more and better accommodation makes itself felt most acutely by local councillors living in the district where the housing deficiency exists. Where houses are provided, the local councillors and their officers are accessible and responsive to the people living in them. Housing is a service which depends greatly on personal proximity and contacts.

(*b*) **Provision of Houses**—The Borough Council built many houses or flats before the war, and have engaged in post-war building. In addition to traditional houses, they have erected temporary bungalows and have houses under requisition. The figures at 1st April, 1958, were as follows:—

Permanent houses and flats:	Pre-war	1,805
	Post-war	1,553
Temporary bungalows		196
		3,554
Requisitioned Premises—Units of accommodation		113

Estimated rate contribution 1958–59:—	
Housing Revenue Account	£7,046
Requisitioned Premises	£370
	£7,416

Estimated expenditure 1958–59 on housing repairs	£73,652
to leave a balance in the Housing Repairs Fund of	£18,290

(*c*) There can be no doubt that the movement of population from the Greater London Area to the new and expanded towns has assisted the Borough Council in common with the housing authorities in the rest of the area. The majority of the families moved have been offered accommodation under the Industrial Selection Scheme or have otherwise secured accommodation in the new or expanded town by virtue of their industrial skill, rather than their housing need. The degree to which the housing list of the Borough Council has benefited is a matter of dispute, and one which is extermely difficult to determine. It appears that the housing list has received small direct benefit, but there is no doubt that some indirect benefit must have accrued from the dispersal of population. The benefit appears largely to have been nullified in Middlesex by the constant influx of population from less favoured residential areas, to prevent which housing authorities would need to be empowered to control the reoccupation of house, business and factory premises vacated by movement of the occupiers to new and expanded towns.

(*d*) 346 families have been moved up to 31st March, 1958, from the Borough to the new towns of Basildon, Bracknell, Crawley, Harlow, Hemel Hempstead, Stevenage, Welwyn and Hatfield. The numbers moving to expanded towns are 36 families to the same date.

(*e*) A number of borough and district councils in Middlesex have already exhausted, or are about to exhaust, their available land resources. One of these has proposed the erection of a new town linked with Middlesex. It is suggested that such a new town would have to provide a balanced community, and accommodate industries removing from Middlesex with the population employed in them. The matter has been under consideration following a suggestion that the London County Council's example in this matter might be copied, and the Minister has said that on an approach from the local authorities he would be prepared to consider it. At a conference of the Middlesex Authorities convened by the Middlesex County Council on 17th March, 1958, it was decided that the Minister should be asked in the first instance whether he would be prepared, on being shown the necessity for a new town, to consider providing it under the New Towns Act, 1946.

(*f*) **Slum Clearance**—In Ministry of Housing and Local Government Circular 30/54, dated 22nd March, 1954, previous advice to local authorities that building labour and materials would not ordinarily be available for slum clearance and rehousing was withdrawn, and they were asked to take up again the capaign of slum clearance which the war interrupted. With this circular and the passage of the Housing Repairs and Rents Act, 1954, and the Housing Subsidies Act, 1956, Her Majesty's Government obliged housing authorities to turn their attention from the relief of overcrowding to the demolition and replacement of slum houses.

(*g*) However, the Housing Return of the Ministry for 31st December, 1957, shows that every housing authority in the County turned its attention to implementing the new national policy. The figures given relate back to 1st January, 1945. Between that date and 31st March, 1958 there were demolished or closed 132 unfit houses in clearance areas and elsewhere and the Borough Council made four closing orders on parts of houses. Although slums are less extensive and numerous in the Borough than is some other densely populated areas, there is no doubt that these figures would be larger if it were not for the continuing shortage of houses to relieve overcrowding.

(*h*) **Assistance to other Bodies or Persons**—The most generally adopted way of affording assistance to others to provide houses is by means of loans for house purchase or construction under the Small Dwellings Acquisitions Acts or the Housing Acts. The Borough Council have engaged in this activity and in spite of the difficulty of high interest rates recently prevailing have continued to make these loans. The Borough Council have assisted more than 6,750 would-be owner-occupiers to purchase or build houses in this way and, upwards of £2,440,646 remains outstanding on their mortgages. The Middlesex County Council, although not a housing authority for other purposes, and not at present making advances have also lent money to 14,760 house purchasers, and have at present £6,900,000 outstanding on mortgages, and other borough and district councils in Middlesex have assisted between them some 30,000 house purchasers.

(*i*) Assistance has also been given by the Borough Council to Housing Associations, by way of loans and otherwise, under Section 93 of the Housing Act, 1936, now replaced by the Section 119 of the Housing Act, 1957 and have lent £757,000 to assist in the erection of houses for London Airport employees.

(*j*) Grants and loans have been made to 57 house owners under Sections 4 and 20 of the Housing Act, 1949, for improvements and conversions of their property with a view to increasing or preserving housing accommodation.

(*k*) 27 Guarantees have been given by the Borough Council of the repayment of building society mortgages under Section 5 of the Act.

(ii) Defects and Observations thereon

(*a*) The welfare functions of the County Council and the housing functions of the Borough Council overlap. The former have the duty imposed by Section 21 of the National Assistance Act, 1948, to provide:—

- (i) residential accommodation for persons who by reason of age, infirmity or any other circumstances are in need of care and attention which is not otherwise available to them.
- (ii) temporary accommodation for persons who are in urgent need thereof, being need arising in circumstances which could not reasonably have been foreseen or in such other circumstances as the authority may in any particular case determine.

(*b*) As to (i), the housing authorities are under a duty to provide accommodation for persons, including old persons, in housing need. Many such old persons also need some degree of care and attention, often falling far short of medical attention. They can, and should, be provided with accommodation in old people's flats, bungalows or hostels. This accommodation is most conveniently situate on or in close proximity to a council housing estate. It can be, and is, provided by the housing authority, but for the provision of requisite care and attention it is necessary to enter into a joint arrangement with the County Council. This involves joint responsibility for finance and management, which is difficult to arrange and inconvenient to operate when the combination is between a County Council and a Borough or District Council.

(*c*) The Borough Council would welcome the conferment on them of power to provide the necessary care and attention, falling short of medical care but including the provision of such services as cleaning and domestic help. (They already have power under section 7 of the Housing Act, 1949, to provide meals and laundry).

(*d*) As to (ii), the difficulty experienced has been that the County Council with an overall shortage of residential accommodation, have endeavoured to presuade the Borough and District Councils to provide temporary accommodation in their dwellings provided under the Housing Acts. They say, with some truth, that a family may be persons inadequately housed and entitled to look for some temporary assistance when their temporary urgent need arises from eviction. The Borough Council, on the other hand, are unwilling to afford such assistance, which will probably become permanent because the family will not voluntarily move, and result in the family being rehoused in advance of their turn, if any, on the housing waiting list.

(*e*) The Borough and District Councils have been able to afford the Middlesex County Council very little assistance of the kind required owing to their own pressing needs, and the problem remains primarily a County Council problem, which may be solved in time as more County Council residential accommodation becomes avaiable for the purpose.

D. PERSONAL HEALTH AND WELFARE

(i) Description of Present Arrangements and of Defects Encountered

(*a*) The powers and duties under the National Health Service Act are carried out by Middlesex County Council. The ambulance service, mental health service and most of the work done under Section 28 of the National Health Service Act are administered centrally but for the day-to-day running of the other services (including the school health service) the county is divided into ten areas of which the Boroughs of Heston and Isleworth, Brentford and Chiswick and of Southall form one. Each area is administered by an Area Medical Officer and a Local Area Health Committee. In this Area the Local Area Health Committee is consitituted as under:—

Members of the County Council of whom two shall be members of the Health Committee	6
*Members of Heston and Isleworth Borough Council nominated by Borough Council	5
*Members of Brentford and Chiswick Borough Council nominated by Borough Council	3
*Members of Southall Borough Council nominated by Borough Council	3

*At least one member shall be a member of the local education committee or divisional executive and not being members of the County Council or County District Council and nominated by:—

Hospital Management Committees	2
*Royal College of Midwives	1
*Royal College of Nursing	1
*British Medical Association	1
*British Dental Association	1
*British Pharmaceutical Society..	1
and	
a person with knowledge and experience of Home Nursing..	1

*For consultation but no voting rights.

(*b*) While the official scheme of delegation suggests that these local committees have considerable control over the day-to-day running of the services the scheme is so hedged about with administrative rules and restrictions that, apart from the appointment of certain staff within the approved establishment and the submission of estimates, all action by the local committee and the Area Medical Officer is subject to central control and direction. Thus it is difficult for members of Local Area Health Committees to maintain real interest in the work or, as only one representative serves on the County Health Committee, to influence policy.

(*c*) The Area Medical Officer and his staff provide the school health service for the area which in this case is served by two accepted District Education Committees and one Divisional Executive Committee with varying degree of delegation of school health service and handicapped pupil facilities.

(*d*) Mental Health Services are run centrally by the County Council and not delegated in any way to Local Area Health Committee.

(*e*) Care of children is shared between the County Health (health visiting, immunisation, day nurseries, &c.) and the County Children's Departments.

(*f*) Registration of nurseries and child minders is delegated to the Local Area Health Committees subject to approval by the County Health Committee.

(*g*) Infectious diseases are notified to the Medical Officer of Health of the Borough, who transmits copies to the County Medical Officer. The County Council refunds to the Borough Council the fees paid for such notifications.

(*h*) Health education is undertaken by the County Council as local health authority and by the Borough Council as local sanitary authority.

(*i*) The following functions are being administered adequately and in a satisfactory manner by the Borough Council as of right and it is therefore submitted that no change should be made in this respect and that such functions should remain the sole responsibility of the Borough Council:— ..

Powers and duties under:—

Section 47 of the National Assistance Act, 1948 and National Assistance Act, 1948 and National Assistance (Amendment) Act, 1951 (Removal to suitable premises of persons in need of care and attention).

Section 50 of the National Assistance Act, 1948 (Burial or Cremation of the Dead).

Section 31 of the National Assistance Act, 1948 (Contributions to Old People's Welfare) which, however, as previously mentioned the Borough Council would like to see extended.

(ii) Analysis of Defects

(See (i) above).

(iii) Outline of Views of the Borough Council on how the Defects may be Remedied

(*a*) Powers and duties under the National Assistance Acts are carried out by the County Council, and the Borough Council would welcome an extension of S.31 of the National Assistance Act, 1948 to enable them to make direct provision of recreation and meals for old people.

(*b*) The Borough Council consider that the welfare provisions of the National Assistance Act should, in so far as they relate to old people, be operated by them as of right, with the possible exception of the provisions specified as relating to the welfare of the blind and of the deaf and dumb.

(*c*) The Borough Council would also desire the opportunity of assuming duties under Part III of the National Assistance Act to provide residential accommodation for persons who by reason of age, infirmity or any other circumstances are in need of care and attention which is not otherwise available for them and temporary accommodation for persons in urgent need thereof. They feel that the provision of permanent accommodation for the aged and infirm on a local basis would result in a closer alignment between the services for these persons and that, in the case of temporary emergency accommodation, as it remains the ultimate responsibility of the Borough Council (as Housing Authority) to rehouse permanently the persons temporarily housed, they might assume this initially.

(*d*) The Borough Council consider that all the following functions which prior to the 5th July, 1948 were carried out by them:—

- (*a*) Maternity and child welfare
- (*b*) Health visiting
- (*c*) Immunisation
- (*d*) Domestic help
- (*e*) Ambulance
- (*f*) School health service
- (*g*) Registration of nursery homes
- (*h*) Supervision of mid-wives.

should be returned to them and that there should also be directly conferred upon them the following further functions:—

- (i) Health centres
- (ii) Home nursing
- (iii) Vaccination
- (iv) Prevention of illness, care and after care
- (v) Lunacy and Mental Treatment Acts and Mental Deficiency Acts
- (vi) Nursery and child minders.

(*e*) The Council feel that all these services are essentially personal and that the remote control apparently necessitated by the operation of these functions by the County Council seriously affects the services and militates against the development of the personal interest which is so essential in these services. Futhermore the organisation set up by the County Council is unnecessarily complex and costly and the services could be administered by the Borough Council not only at less expense but in a more satisfactory manner because:—

- (i) they have a more detailed knowledge of local circumstances and requirements in their own Borough.
- (ii) the operation of the Services frequently calls for close co-operation with other services such as housing now administered by the Borough Council or with voluntary bodies in the Borough. Co-operation in such cases could be more easily achieved by the Borough Council especially perhaps in the case of co-operation between services administered by the same Authority. They have a considerable advantage over the County Council in this respect since the number of their members and their establishment of officers is smaller, they are all in close contact and their organisation is not so intensely sectionalised.

E. TOWN AND COUNTRY PLANNING

(i) Description of the Present Arrangement and of Defects Encountered

(*a*) The Borough Council are responsible for certain functions under Part III of the 1947 Act under a delegation Scheme by the Planning Authority—the County Council. The County Council are at liberty to " except " applications from the delegation and this power appears to have been exercised in a somewhat arbitrary manner so that it has been impossible to decide with any degree of certainty whether specific applications would or would not be excepted.

(*b*) Excepted applications are considered by an Area Planning Committee of which there are three for the whole area of the County and it is obvious that the members of such a Committee cannot have the detailed knowledge of an area which is so desirable when giving planning decisions. Furthermore the delegation scheme provides that where the County Council takes exception to a decision of an Area Planning Committee they may require the application to be referred to the County Planning Committee. The " remoteness " of the majority of the members from the area under consideration is even greater here than in the case of the Area

Committees but it has been found in practice that in the majority of cases a decision has been given according with the advice of County Officers who have caused the application to be referred to the County Planning Committee.

(*c*) A member of the County Council has been known to state that he does not know the area under consideration but he has not hesitated to vote on that account. The position would be obviously improved if the decisions were given by persons well acquainted with the locality.

(*d*) The present delegation scheme involves unnecessary duplication and the Planning Staff employed by the Borough Council could adequately deal with all applications under Part III of the Act to lead to final decisions by the Borough Council. The satisfactory use of the staff on technical planning and the avoidance of the waste of so much of their time in the administration of the Delegation Scheme would lead to:—

(*a*) better justified decisions by the Borough Council consisting of Members with an intimate knowledge of their area;

(*b*) saving of time to the applicants;

(*c*) saving of expense in maintaining two technical and administrative staffs each largely duplicating the work of the other.

(ii) Defects

(See (i) above).

(iii) Outline of the Borough Council's views on how the Defects may be Remedied

(*a*) The Borough Council suggest the transfer to them of all functions under Part III of the Town and Country Planning Act. They point out that their decisions would have to be made within the framework of the approved Development Plan and that in all cases where non-conforming development was recommended the applications would in any event be referred to the Minister for final decision.

(*b*) The Council also consider that the functions with reference to public rights of way under the National Parks and Access to the Countryside Act, 1949 would be more satisfactorily exercised by the Borough Council having regard to their local knowledge of their own area. The necessary research and action is almost entirely taken now by the Borough Council and the subsequent correspondence and dealings with the County Council involves expense which is entirely unjustified.

F. TRAFFIC

(i) Description of present Arrangements and of Defects Encountered

The Borough Council act as Agents for the County Council in respect of the maintenance of classified roads. The County Council act as Agents for the Ministry of Transport and Civil Aviation in respect of the maintenance of Trunk Roads. The Borough Council is responsible for the lighting of all roads in the Borough.

In respect to classified roads the Borough Council have proved that they have the technical and administrative Staff and the organisation and plant to enable them to carry out all necessary work and the superimposition of another authority (the County Council) does not appear to be justifiable or necessary. It is essential that the Borough Council maintain an organisation for the maintenence of roads in order to deal with the unclassified roads, it has been proved that they can deal with all classified roads in the Borough and it would appear that with their local organisation they could undertake the maintenance of the Trunk Roads more efficiently than the County Council by reason of their localised staff and depots. The Trunk roads are in very close proximity to other roads maintained by the Borough Council while throughout the County as a whole they are widely spread.

The Borough Council have found the County Engineer's Department to be most co-operative but nevertheless the general defects of delegation apply leading to duplication of work and increased cost.

With reference to the other headings under " Traffic " the Borough Council offer no observations.

(ii) Outline of the Borough Council's views on how the Defects may be Remedied

That the maintenance of all roads within the Borough, other than Trunk roads, should be the sole responsibility of the Borough Council who should also, as direct agents for the Ministry of Transport, maintain the Trunk roads.

GENERALLY

The Borough Council feel that the general defects of delegation arrangements are too well recognised to need further mention. It has been made abundantly clear that the Middlesex County Council could not efficiently perform its functions in connection with Education, Planning and Highways without utilising the services of County District Councils and it is strongly submitted that in these instances the Borough Council has carried out its delegated responsibilities in a manner so efficient as to justify the transfer to them of these functions, which would not only ensure the continued operation at an equally high standard of the functions now delegated but would also avoid the expense of an unnecessary and duplicate administration.

In respect of all other services mentioned the Borough Council re-emphasise their view that they have the resources to enable them to carry out the services efficiently, that the localised administration would lead to greater efficiency, a better service to the public and a lowering of expense.

The Borough Council will be pleased to afford any further information which the Royal Commission may wish to have in amplification of the foregoing outline statement and repeats the indication in their Town Clerk's letter of the 20th February last that if the Commission wish to visit this authority they will be afforded every co-operation.

The foregoing statement was approved at a meeting of the Borough Council on the 24th June, 1958.

Evidence Submitted by The Hornsey Borough Council

Sir,

LOCAL GOVERNMENT IN GREATER LONDON

I am directed by the Borough Council to refer to the letter of the 17th February addressed by the Chairman of the Royal Commission to the Mayor of this Borough and to submit evidence, as follows, in regard to the services mentioned.

INTRODUCTION

The Borough Council's evidence is submitted in the order mentioned in Paragraph 3 of the Chairman's letter and sets out:—

1. the present arrangements;
2. the defects which the Borough Council see in these arrangements;
3. views as to how these defects may be remedied.

At the end of the memorandum there are some general comments and the Appendix gives some particulars of the Borough.

The Borough Council will be glad to supplement these observations in due course and will welcome a visit from Members of the Royal Commission.

I am, Sir,

Your obedient Servant,

H. BEDALE,

Town Clerk.

EDUCATION

1. **Present Arrangements—Framework**—In accordance with the provisions of the Education Act, 1944, Hornsey (previously a Part III Authority) became an Excepted District within the Administrative County of Middlesex, and the Scheme of Divisional Administration for Primary and Secondary Education was sealed by the Minister in July, 1945. The Scheme for Further Education (Evening Institutes and the Youth Service) was sealed in September, 1950.

Under the Schemes, the powers and duties of the Middlesex County Council as the local Education Authority in regard to primary, secondary and further education are, subject to conditions, delegated to the Borough Council as Divisional Executive. These comprise generally the following:—

(*a*) The preparation of the Education Development Plan. (Survey of educational needs; new schools; organisation of schools and decisions about their general character).

(*b*) Appointment of officers (other than the Borough Education Officer, his Chief Assistant and other senior officers), teachers and manual staff, according to approved establishments;

(*c*) General Maintenance of education property—schools, playing fields—and the management of their use out of school hours.

(*d*) Management and government of primary and secondary schools. (Work of primary and secondary schools; H.M.Is' reports; grouping of schools; nomination of managers and governors).

(*e*) School supplies. (Furniture, apparatus, equipment; requisition of books, stationery).
(*f*) Evening Institutes and detached classes, including the appointment of staff.
(*g*) Youth Service. (Financial assistance to clubs; appointment of leaders and instructors; purchase of equipment).
(*h*) School attendance and related matters. (Institution of legal proceedings for the enforcement of school attendance; transport of pupils; part-time employment of school children).
(*i*) Medical services and welfare. (Inspections; treatment; ascertainment of handicapped pupils; school meals; provision of clothing for necessitous children; maintenance grants).

2. **Present Arrangements—Limits.**—For each of the divisions and sub-divisions of delegated work the Divisional Executive each year prepares a Revenue Estimate and a Capital Estimate. Once the Revenue Estimate has been approved by the County Council (it is prepared six months before the beginning of the financial year) the Divisional Executive is empowered to spend within the limits without further refernce to the County Council. **Capital items—often not much more than £100—must be re-submitted for approval after their first general approval for "budget" purposes.**

The framing of the estimates is governed largely by County standards and regulations, as for example:—

(*a*) Office establishment, according to formula.
(*b*) Establishment of teachers, according to a pupil/teacher ratio (and Ministry quota for Middlesex "broken down" for Hornsey and other parts).
(*c*) Standards for the maintenance of school buildings. (Cleaning and minor repairs).
(*d*) Capitation allowances for books and stationery.
(*e*) Central contracts for supplies of goods.
(*f*) Income scales for school meals, clothing, maintenance allowances.

3. **Present Arrangements—Defects**

(*a*) **Remote Control.**—The main defect of delegated responsibility is that recommendations made in Hornsey are decided upon elsewhere. On the face of it considerable discretion is left locally, but there are large fields, especially in connection with minor capital expenditure, where decisions involving relatively small amounts are taken only after the long passage of recommendations through sub-committees of the Middlesex Education Committee (and generally other committees) and the County Council. The appointment of heads of secondary schools is by a joint committee procedure with the Middlesex Education Committee. Special items of furniture, apparatus and equipment must be separately and specially approved. Leave of absence for teachers cannot be granted locally. Although assistant teachers may be appointed locally, the payment to them of special allowances must be the subject of special recommendations.

These arrangements lead to considerable duplication of work, delay and cost.

(*b*) **"Steamroller" of uniformity.**—In paragraph 2 it was stated that the framing of estimates was governed by County standards and regulations, that is standards and regulations intended to be applied to Middlesex as a whole. The different localities in Middlesex, because of different histories and traditions, have special local conditions such as the size and age of school buildings. Small schools are more difficult to staff with teachers than large schools. Old schools need more cleaning help than new schools and awkward school kitchens and dining rooms require more canteen assistants than modern kitchen/dining rooms. Any variations from the standards set, to suit special local conditions, must be argued at length, often over many months, and the Divisional Executive's considered recommendations may then be vetoed by the decision of the chairman of a sub-committee of a County Committee or even of a subordinate officer.

(*c*) **Rigid Financial Control.**—The use of the method of detailed budgetary control coupled with estimates framed upon a basis of uniformity without regard to special local needs, has proved frustrating and cumbersome and is clearly inapplicable in any case where effective delegation is the object and the controlling authority is remote from the executive.

(*d*) **Delays.**—Because of the processes outlined in (*a*) and (*b*) considerable delays are often caused, even if the local recommendation is finally accepted. These delays are especially noticeable in connection with capital expenditure on building work, both major and minor, so that original estimates of cost are frequently out of date by the lapse of months. The resulting higher actual costs have to be covered by supplementary estimates with all that these entail in additional correspondence and committee procedure. School building work undertaken by the Borough Engineer and Surveyor, in consultation with the County Architect, is on occasion so delayed by the lengthy scrutiny of the County Clerk and County Treasurer as to be seriously set back. The administrative procedure to be followed in dealing with items of capital expenditure and minor improvements involving relatively small sums is very frustrating at the Divisional Executive level.

(*e*) **Duplication of Work.**—According to the interpretation which the Middlesex Education Authority have given to delegation, and because of the controls which have been imposed and the procedure of reference which has been devised, there is a serious duplication of work at County and local levels. Because of the multiplicity of forms and returns, and of the large number of departments and sections of departments centrally involved in handling small matters of administrative business, the Borough Council are convinced that much unnecessary work is being performed at County level.

(*f*) **Doubtful Delegation.**—The root defect, underlying and causing the other defects, is the doubtful nature of " delegation ". It would seem that the County Council and their officers, with their experience of divisional arrangements before 1945, in those parts of Middlesex outside the areas of the Part III Authorities, were concerned and determined to maintain that same kind of control over the whole of the County. In the result " delegation " has never been satisfactory and in the view of the Borough Council cannot be satisfactory. Interpretations involving local responsibility have been reluctantly and grudgingly given, especially where legal and financial considerations have been in question. **It is known that the County Council claim that by delegating a function they do not divest themselves of the power to carry it out.** The very serious difficulties of concurrent and divergent action may be imagined.

The Borough Education Officer and his staff are Officers of the County Council. This position on occasion, is the cause of embarassment and divided loyalty and is strongly resented both by the Excepted District and the Officers themselves. Because of the nature and extent of the educational functions dealt with locally, the Education Officer and his staff should be appointed by and be Officers of the Borough Council.

In the light of these observations your Members are referred to the following statement in Parliament by the then President of the Board of Education:—

> " I undertake to see that the Excepted District has a life of its own both with regard to its business and educational functions."

The County Council have made certain that this undertaking should not be implemented.

The Hornsey Borough Council are Members of the Middlesex Excepted Districts' Association who are submitting evidence to the Royal Commission. The Borough Council concur in the views expressed by the Association.

4. **Suggested Remedies.**—If it is agreed that the local approach to educational matters is not only desirable but essential, and that there should be the closest possible link between parents (and children), teachers, and local Councillors and Officers, the basic remedy for the defects which have been pointed out is to leave the responsibility for decisions in the locality and to allow the Borough Council to do more than assess the local educational situation by way of recommendations and to reach decisions and implement them.

An essential element of any future arrangement should be that the powers vested in the Borough Council should be substantial, clearly defined and conferred as of right with direct access to the Minister. Conferment is simpler to understand than delegation, less complex in administration, and more direct in its placing of responsibility. The problem of local government is not merely to administer functions, but in the process to stimulate an understanding of and belief in local democracy. Conferment of powers should create a better and more direct relationship between those providing the money locally for a service and those administering that service in the locality.

Hornsey is of sufficient size, in regard to child and adult population, and with sufficient financial strength to be able to undertake on its own responsibility most, if not all, of the functions of an education authority. It is realised that some powers and duties, as for example in connection with the training of teachers, university awards, and colleges of advanced technology, would no doubt be exercised to better advantage on a wider basis, but inter-authority schemes could meet these special aspects. The experience of the last thirteen years, coupled with the experience of Hornsey as a Part III Education Authority, points to the remedy of allowing Hornsey to be an autonomous "most-purpose" Education Authority. (This proposed remedy is in conformity with the general experience and recommendations of the Middlesex Excepted Districts' Association.)

5. **Youth Employment.**—The Youth Employment Service for Hornsey is managed and controlled by a Youth Employment Committee set up under a County Scheme and reporting to the Middlesex Youth Employment Committee. This local Committee has the services of a Youth Employment Officer and staff housed in an office in the Town Hall.

By history and practical working this service is so much a locally administered service that it should form part of the local responsibility proposed for education.

6. **Agricultural Education.**—Arrangements for Agricutural education in Middlesex are made in conjunction with nearby county areas—Hertfordshire, Bedfordshire, Buckinghamshire. In Hornsey the demand is so small that the placing of students in farm institutes or farm work could readily be undertaken locally by consultation.

ENVIRONMENTAL HEALTH SERVICES

Baths, Wash-houses and Bathing Places

Estimated net cost 1958-59 £12,465. Rate in the £ 2·113*d*.

The Council have provided a public wash-house, slipper baths and an open air swimming pool. The provision of an indoor swimming pool and associated amenities is under consideration.

No change is suggested.

Control of Watercourses, Ditches and Ponds

Estimated net cost 1958–59 £400. Rate in the £ ·068*d*.

Most of the smaller watercourses in the Borough are culverted and action under the Public Health Act is rarely necessary.

Adequate powers are available and no change is suggested.

Disinfestation of Premises and Articles

Estimated net cost 1958–59 £2,355. Rate in the £ ·399*d.*

A cleansing station is maintained, incorporating steam disinfector and baths for filthy or verminous persons.

Council personnel carry out disinfestation of premises.

Articles are collected by Public Health Department vans for treatment at the cleansing station.

A special twice-weekly service is provided to deal with linen, &c., soiled by incontinent aged.

A Rodent Operative is employed to deal with rat and mouse infestations and regular treatment of the sewers is carried out to keep down the rat population of the sewers.

No change is suggested.

Drainage of Trade Premises

Estimated cost 1958–59 Nil.

The Borough is mainly residential and no difficulties are experienced.

No change is suggested.

Mortuaries and Post-Mortem Rooms

Estimated net cost 1958–59 £290. Rate in the £ ·049*d.*

Mortuary accommodation and post-mortem facilities are provided at the Central Depot. There is accommodation for seven bodies.

No change is suggested.

Public Conveniences

Estimated net cost 1958–59 £5,470. Rate in the £ ·927*d.*

No difficulties arise but a survey of the Borough is now in hand, the object being to check the adequacy of the coverage.

No change is suggested.

Refuse Collection and Disposal

Estimated net cost 1958–59 £70,885. Rate in the £ 12·014*d.*

Refuse is collected by the Borough Council and disposed of in disused quarries outside the Borough.

A considerable income is made from salvage, estimated at £24,000 for 1958–59.

The amount of tipping space, e.g. disused gravel pits, &c., available on the outskirts of London is limited and in order to keep disposal costs at an economic level it may be necessary for greater voluntary co-operation between local authorities in the operation of tipping arrangements.

The collection of refuse should remain under the control of the Borough Council.

Regulation of Buildings and Sanitation of Buildings

In addition to the Borough Medical Officer of Health and his Deputy there is an establishment of a Chief Public Health Inspector and seven district health inspectors. Their duties include the systematic inspection of the Borough to discover any conditions which contravene provisions of the Public Health Acts, the Food and Drugs Acts, the Clean Air Act and local Acts and bye-laws made thereunder, and to initiate action to secure the remedying of the defects found.

Factories are regularly inspected to ensure compliance with the Factories (Sanitary Accommodation) Regulations, 1938.

Food premises are the subject of frequent inspections to enforce requirements of Food Hygiene Regulations.

Sanitary accommodation in cinemas and other places of entertainment is periodically inspected and special visits are made when licences are being renewed by the County Council.

No change is suggested.

Sewerage and Sewage Disposal

Estimated net cost 1958–59 £16,265. Rate in the £ 2·757*d.* in addition to which the precepts of the London County Council and the Middlesex County Council together necessitate a rate of 6·291*d.* for main drainage purposes.

All sewers are under the direct control of the Borough Council but the sewage is taken into the London County Council and East Middlesex systems. In a conurbation such as Middlesex it is obvious that some central drainage authority is necessary in order to deal economically with the problem, hence in Middlesex the East Middlesex and West Middlesex Drainage Works have been provided.

A central authority may be the appropriate organisation to deal with the final disposal.

Street Cleansing

Estimated net cost 1958–59 £18,830. Rate in the £ 3·192*d.*

This matter is under the direct control of the Borough Council except on Trunk and Classified Roads where contributions are received from the Ministry of Transport and Civil Aviation and the County Council.

Greater powers in order to eliminate the amount of litter thrown on to the highways would be helpful and it is understood that legislation is proposed.

Burial Grounds, Cemetries and Crematoria

There are none at present in use in the Borough.

Parks and Open Spaces

Estimated net cost 1958–59 £43,870. Rate in the £ 7·436*d.*

The Borough Council have provided open spaces and gardens it being their policy to lay out as gardens odd pieces of land not required for other development. Finsbury Park, Highgate Woods and Alexandra Park are owned and controlled by other authorities but no differences have arisen between these bodies and the Borough Council.

The Borough Council are at present developing 25 acres of land in the Borough for playing facilities and propose to lay out as public open space a further 2½ acres of land at present occupied by temporary bungalows. In addition the Borough Council have recommended that part of an area of 7 acres of obsolescent development be scheduled as public open space subject to educational requirements and have agreed that a disused railway line shall be acquired for public open space.

No change is suggested.

Powers and Duties under the Physical Training and Recreation Act, 1937

Estimated net cost 1958–59 (social centre only) £1,245. Rate in the £ ·211*d.*

The Borough Council operate the Act by way of a Social Centre and meeting place for local organisations.

A regular series of concerts is held at the Town Hall, but this service is operated under the Local Government Act, 1948 (Section 132).

They have also made grants to local organisations.

The large and small Halls at the Town Hall are used extensively for social functions.

No change is suggested.

Prevention of River Pollution

Estimated cost 1958–59 Nil.

Hornsey has in the main a dual system of drainage and the surface water sewers discharge into the watercourses. Continuous surveys are carried out to check that soil drainage is not improperly discharged into surface water sewers thereby polluting rivers.

It is the duty of the inspectors of the various Conservancy Catchment Boards to take action where it is found that pollutents are being discharged into the rivers or their tributaries.

No change is suggested.

HOUSING

Estimated net cost to the rate 1958–59 £9,405. Rate in the £ 1·594*d*.

Total rental income of Housing Revenue Account estimated at £151,500.

The Borough Council are a housing authority and have provided a total of 2,072 dwellings comprising:—

850	pre-war houses
236	,, ,, flats
132	post-war houses
42	,, ,, bungalows
812	,, ,, flats
2,072	

These figures include 173 one-bedroomed flats, 11 houses and 42 bungalows which are utilised mainly for accommodating elderly persons.

They have also provided:—

18 post-war shops
24 pre-war garages
42 post-war garages

No change is suggested.

Modernisation of pre-war dwellings

Pre-war dwellings are now being modernised. The Borough Council's scheme at present covers a total of 529 houses on 140 of which work has been completed or is in hand.

No change is suggested.

Sale of Council Houses

Of the total number of dwellings built by the Borough Council, 32 pre-war and 7 post-war houses have been sold to tenants.

No change is suggested.

Slum Clearance

The Borough has been surveyed by the Borough Medical Officer of Health and his public health insprectorate. A programme of slum clearance has been drawn up and submitted to the Ministry of Housing and Local Government under the Housing Repairs and Rents Act, 1954 (now embodied in the Housing Act, 1957). This programme provides for the clearance of 213 unfit houses and the rehousing of the occupants in dwellings provided by the Borough Council. The work is in hand.

Where individual unfit houses or parts of houses cannot be made fit for human habitation, they are dealt with by the Borough Council under the Closing and

Demolition order procedure laid down in the Housing Act, 1957. The Borough Council accept responsibility for rehousing displaced occupants in certain cases.

The Borough is now practically built up and the Borough Council's housing activities will be confined to slum clearance, the improvement of individual houses and the provision of further accommodation for elderly people.

Up to the 31st December, 1957, 786 families from the Borough have been allocated accommodation in the New and Expanded Towns. The Borough Council pay subsidy in respect of 227 families so transferred and these subsidies are estimated in 1958-59 to amount to £1,750.

No change is suggested.

The scheme for the movement of population to New and Expanded Towns has not substantially assisted in the Borough Council's housing problem.

Assistance to other Bodies or Persons to facilitate the acquisition, construction or improvement of houses

At the 31st March, 1958, the Borough Council had advanced on mortgage under the Small Dwellings Acquisition and Housing Acts, the sum of over £2,100,000. Of this amount just under £1,440,000 was still outstanding.

Of the above figures, £44,262 had been advanced to the Hornsey Housing Trust and of this £21,130 was outstanding in respect of 50 properties.

Grants to owners for the improvement of dwellings amount to £12,199.

No change is suggested.

Regulations of Buildings and Bye-laws

Systematic inspections are made under the Housing Act to ascertain dwellings which are unfit for human habitation but are capable of repair at reasonable cost.

An index is maintained of all dwellings in the Borough showing the permitted number of occupants for the purposes of Part IV of the Housing Act, 1957. Where overcrowding is deliberately caused, statutory action is taken but the present housing shortage makes it impossible at present to take systematic action to eliminate overcrowding generally. The Borough Council's method of allocating houses which become available for general letting ensures that the families in most urgent need are rehoused first.

The local Building Bye-laws are operated by the Borough Council without any outside control. Apart from the fact that all new construction must comply with the Building Bye-laws, other national and local Acts of Parliament are involved. **Under existing arrangements some work can be carried out without Bye-law control (e.g. major underpinning work to an existing building) and this is regarded as an unsatisfactory state of affairs which should be subject to control or notification.**

Difficulties arise in connection with dangerous structures. Existing legislation dealing with danger to passengers on the public highway is considered adequate, but where the danger does not involve passengers on the public highway action can only be taken by the Borough Council through the court in default of the owner complying with the Borough Council's notice.

A more expeditious method of dealing with these cases is of great importance.

PERSONAL HEALTH AND WELFARE

(1) Powers and Duties under the National Health Service Act

(*a*) **County Council Functions**

(i) *Administered centrally:—*

(1) Health Centres (if and when provided).
(2) Ambulances.
(3) Prevention, Care and After Care.
(4) Duties under Mental Treatment Acts.

With the exception of administration of the Ambulance Service, County Administration is too wide and too impersonal and has resulted in a policy which fails to give adequate regard to local needs.

(ii) *Day to day administration locally:—*

(1) Care of Mothers and young children including dental care.
(2) Midwifery Service.
(3) Health Visitors.
(4) Home Nursing.
(5) Vaccination and Immunisation.
(6) Home Help Service.

These services are administered by an Area Health Committee representing the Boroughs of Tottenham and Hornsey (joint population 226,000) but the Local Area Health Committee is a mere rubber stamp having little or no influence on policy The Borough Medical Officer of Health has acted as Area Medical Officer for the Boroughs of Tottenham and Hornsey since the National Health Service Act came into force. The present arrangement is that his time shall be divided as to fifty per cent. for the County Council, thirty per cent for the Borough of Tottenham and twenty per cent. for the Borough of Hornsey.

In 1953 the County Council demanded that their share should be fifty-one per cent. Both Boroughs objected strongly and the arrangement has not yet been altered but the object of the County Council in putting forward such a demand was quite obviously for the purpose of securing control of the Borough Medical Officer's services.

The arrangement in regard to the appointment of a part-time Medical Officer is not one desired by the Borough Council but at the time of the transfer of the personal health services to the County Council is was intimated that the Minister of Health would be unlikely to consent to the appointment of a full time Officer.

It is suggested that all personal health services including the School Health Service should be transferrred to the Borough Council. Experience shows that there is a far higher expenditure where control is remote, but if the work were to be integrated with the Borough Council's functions it could be carried out far more economically. At present, all buildings are maintained by the central authority, whereas there is a delegation in connection with the maintenance of school buildings.

(*b*) Hospital Functions

Satisfactory liaison with the local Hospital Management Committee is obtained by service of Members of the Borough Council on the Hospital Management Committee and the Borough Medical Officer of Health being a member of the Consultants Medical Advisory Committee of the Group.

This is a matter for wider control and no change is suggested.

(*c*) Practitioner, Dental and Pharmaceutical Services.

These are managed by the Middlesex Executive Council upon which the Borough Council have no representative. Some liaison is obtained by the Borough Medical Officer of Health attending liaison committees which have been set up upon recommendations in Government Circulars and issuing periodic circular letters to medical practitioners regarding local authority services.

Administration by one Executive Council for the whole of Middlesex is too impersonal and it is considered that administration should run parallel with the personal health services.

(2) Mental Health Services

These are administered directly by the County Council, with no local delegation of functions.

Duly Authorised Officers of the County Council have local Officers but they are supervised and controlled from the Central County Offices.

A common County policy is not always best suited to local needs.

(3) Powers and Duties under National Assistance Act and the Disabled Persons (Employment) Act, 1944

(*a*) **Borough Council's functions.**—Statutory action under Section 47 of the National Assistance Act (removal to suitable premises of persons in need of care and attention) is invoked only after every effort has been taken to relieve the adverse conditions under which old people are sometimes found to be living.

The Borough Medical Officer of Health has acted as the local co-ordinating officer in ensuring that the services provided to old people are made available in cases of need and, to assist the hospital to make the best use of the beds in the Geriatric Wards, environmental reports are supplied in some instances on patients awaiting admission.

Burials are arranged under Section 50 wherever a death occurs and where no satisfactory arrangements are made by the relatives or any other person.

(*b*) **County Council functions.**—These functions are administered centrally with no local delegation. An Area Welfare Officer has his office in a neighbouring Borough and is responsible for these services. There is no welfare home in the Borough and it is usually a very long time after application before cases are admitted.

Homes are at a considerable distance from the Borough making visiting difficult. There is a shortage of accommodation and loss of personal contact due to remote control.

For many years the Borough Council have pursued a policy in regard to the care of old people and have made substantial grants to the Hornsey Old People's Welfare Committee.

There should be a transfer of functions to the Borough Council.

(4) Notification of Infectious Diseases

Apart from the statutory notification of infectious diseases by local general medical practitioners, information regarding the occurrence of cases is obtained from:—

(1) Infectious disease hospitals who notify the Borough Medical Officer of Health of all admissions and discharges of Hornsey patients.
(2) Weekly returns from schools to the School Medical Officer.
(3) Reports from the Public Health Laboratory Service who send to the Borough Medical Officer of Health copies of all their reports on specimens submitted from Hornsey patients.

Cases are visited by Public Health Inspectors and other steps taken to limit spread of infection are:—

(1) Home isolation or removal to hospital of patients.
(2) Current and terminal disinfection.
(3) Exclusion from occupation of patient and contacts as appropriate.
(4) Tracing source of infection.
(5) Where outbreaks occur in schools, the school medical and nursing staff conduct investigations at the school.

The division of control is bound to lead to delay and unnecessary duplication, but in this Borough good liaison exists as the Borough Medical Officer of Health is also Area and School Medical Officer. This may not always exist.

(5) Care of Children

Administered centrally by the County Council with no local delegation of functions. An Area Children's Officer, with office in a neighbouring Borough, is responsible for this service in the Borough.

There is loss of personal contact due to remote control.

In dealing with children there is necessity for the personal touch and there should be a transfer of functions to the Borough Council.

(6) Registration of Nurseries and Child Minders

This is a County Council function with local day today administration by the Area Health Committee. **It follows the general line of functions administered by the County Council and the service could, with advantage, be administered by the Borough Council.**

(7) Health Education

Health Education is carried out by both the Borough and County Councils, the former acting under the Public Health Act, 1936, and the latter under the National Health Service Act, 1946. The nature of this education is generally the same and could be more satisfactorily carried out wholly by the Borough Council.

There should be a transfer of functions to the Borough Council.

TOWN AND COUNTRY PLANNING

The County Council are the planning authority but delegate functions to the Borough Council.

The present set-up is wasteful because every application has to be sent by the Borough Council to the County Council. It is then recorded and sent back again, a great waste of administrative effort, especially as it is practically all non-productive. Very few indeed of the applications received locally are dealt with by the County Council, therefore from a practical point of view the Borough Council are the planning authority. There is undue interference in the administrative operation of an approved scheme. It is logical, and in fact desirable, that there should be an area planning authority in order to deal with the overall policy, and there is no reason why the County Council should not act in that capacity. **Their duty should be to lay down the broad outlines and leave local authorities to get on with the administration of the scheme which has been approved by the Minister.**

The National Housing and Town Planning Council are of the same opinion, and the views expressed in their memorandum of evidence are fully endorsed by the Borough Council.

It is the view of the Borough Council that large numbers of factories and business premises in the London area should be closed and cleared. The problem is related to housing but the object in sending people to the New and Expanded Towns is largely defeated by the fact that where a business, together with workpeople, is transferred the premises are immediately re-occupied.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

All work on district roads is under the direct control of the Borough Council. With regard to classified roads, the highways authority is the County Council who share the cost of the work with the Ministry of Transport and Civil Aviation. All work of maintenance and improvement on these roads is carried out by the Borough Council under an agreement with the County Council. Many traffic routes are used by through traffic and therefore some part of the cost of maintenance should be borne centrally.

Estimates for maintenance and minor improvements are submitted to the County Engineer every December, and the only control exercised by the County Council is the total amount of money issued.

On Trunk Roads the Borough Council are agents of the Minister of Transport and Civil Aviation and the arrangement works well.

No criticism is made of present arrangements and no change is suggested.

Street Lighting

Estimated net cost 1958–59 £31,095. Rate in the £ 5·270*d*.

All this work is under the direct control of the Borough Council, except on Trunk Roads where 50 per cent. of the cost of improvement and maintenance is borne by the Minister of Transport and Civil Aviation.

No change is suggested.

Naming of Streets and Numbering of Houses, and Private Street Works

All these items are dealt with locally and no difficulties arise.

No change is suggested.

Parking Places

These require the approval of the Ministry of Transport and Civil Aviation and the Police but liaison with the Borough Council is excellent.

At the same time the Borough Council are of the opinion that the law in regard to parking needs revision in order to give the local authority greater powers to control parking in streets, in particular the parking of lorries overnight.

Road Safety

This work is advisory. The Borough Council have established a Road Safety Committee, which is composed of representatives of various organisations.

No change is suggested.

Bus Shelters

These can be provided by the Transport Authority of the Local Authority. **This should be the sole responsibility of the Transport Authority.**

GENERAL

The present system of delegation in regard to Education, Health and Planning means:—

1. Remoteness of control.
2. Loss of personal touch.
3. Duplication of work.
4. Delay.
5. Additional administrative cost.
6. Apathy amongst general public.
7. Reluctance of suitable persons to offer themselves for election as members of the local authority and difficulty in obtaining staff.

It is believed that these weaknesses would disappear on direct conferment of powers.

The Middlesex County Council itself, as early as April, 1952, realising the growing sense of frustration in the County Districts and perceiving that the duplication of work was producing delay and causing unnecessary expense to the ratepayer, set up a special Committee to investigate the matter and to suggest improvements within the framework of the existing legislation. The County District Councils were prepared to acept such an arrangement pending the introduction of Local

Government legislation conferring powers on them directly. The Committee reported to the County Council in October, 1954. At that time there appeared every prospect that the suggestions of the Middlesex Local Government Conference which would have given greater freedom to District Councils would be put into effect but in 1955 the whole matter was dropped by the County Council with no explanation. Since that time the attitude of the County Council against a freer interpretation of delegation has markedly hardened.

It is not known to what extent, if at all, the Royal Commission will have regard to local services not included in the Local Government Bill but in relation to the administration of Food and Drugs, Weights and Measures, Milk and Dairies, Shops (Employment of Young Children) and Registration of Nursing Homes, the Borough Council would reiterate the views they have expressed in relation to the services already mentioned.

TOWN HALL,
CROUCH END, N.8,
June, 1958.

APPENDIX

Supplementary information for memorandum of evidence on Local Government in Greater London

1. Statistics regarding the Borough.

Population (mid 1957)	96,890
Area	2,872 acres
Rateable Value, 1st April, 1958	£1,483,452
Rates 1958–59	16*s.* in £.

2. The rates levied for the past nine years and the current year have been as follows:—

Year to 31st March	*Corporation Services*	*County Council and Other Precepting Authorities*	*Total Rate*
1950	4 – 3·658	11 – 8·342	16 – 0
1951	4 – 2·402	12 – 7·598	16 – 10
1952	4 – 2·266	13 – 1·734	17 – 4
1953	4 – 1·717	13 – 4·283	17 – 6
1954	4 – 2·537	16 – 3·463	20 – 6
1955	4 – 0·844	16 – 1·156	20 – 2
1956	4 – 6·131	14 – 11·869	19 – 6
1957	3 – 8·628	10 – 1·372	13 – 10
1958	3 – 5·324	11 – 10·676	15 – 4
1959	3 – 8·459	12 – 3·541	16 – 0

3. The Corporation's gross expenditure for their own rate fund services is in the order of over £¾ million per annum, and the net amount charged to the rate some £½ million per annum. The total general rate levied is of the order of £1,130,000 for 1958–59.

4. For the year 1958–59 the rateable value per head of population (mid 1957) is £15 6*s.* 2*d.*, and the rate levied £11 13*s.* 10*d.* per head of population. Whilst comparisons for the current year are not yet available, for the previous year, 1957–58, the rate levied per head of population which was £11 4*s.* 10*d.*, was the lowest in the County.

.5 The loan debt of the Corporation at 31st March, 1958, was £3,818,778, ofwhich £3,553,323 was in respect of Housing, and advances under the Small

Dwellings Acquisition and Housing Acts, and £209,819 in respect of advances where the annual charges are reimbursed by other bodies.

The total debt per head of the population was £37 5*s*. 0*d*., and per £ of the rateable value—£2 8*s*. 8*d*.

The amount of debt which gives rise to a rate charge was £55,636 only, and in respect of this amount per head of the population was £0 11*s*. 6*d*. This figure is easily the lowest in the County of Middlesex and is amongst the lowest in the whole of the country.

6. The Corporation's main grant aided service is Housing.

7. By a policy of discharging debt relating to non-revenue producing services, whenever the opportunity has arisen, the Corporation have achieved a position of financial strength which enables them to face the prospect of future developments with equanimity.

Evidence Submitted by The Southgate Borough Council

PART I—STATISTICS

The following are some statistics relating to the Borough:—

Population (Registrar General's 1957 Estimate) ..	71,250
Area	3,765 acres
Rateable Value at 31st March, 1958	£1,449,980
Rateable Value per head of population	£20 7*s*. 0*d*.
General Rate for the year ending 31st March, 1959	16*s*. 10*d*. in the £
Estimated product of a Penny Rate for General Rate in 1958–59	£5,870
Number of Rated Assessments at 1st April, 1957 ..	25,252

PART II

The outline evidence which follows is given under the heads asked for in paragraph 4 of the letter dated 17th February, 1958, from the Chairman of the Royal Commission to the Mayor; and is confined to the Services/Functions set out in Appendix B to that letter.

EDUCATION

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council is the Council of the Excepted District (within the meaning of the Education Act, 1944) of Southgate and exercises certain educational functions for and in respect of the Borough subject to and in accordance with the provisions of the Southgate Education (Divisional Administration) Scheme 1945 and the Southgate (Further Education) Scheme of Divisional Administration, 1950. (These Schemes are substantially in common form for each of the 16 Excepted Districts in Middlesex). As required by the schemes, the Borough Council has appointed an Education Committee (consisting of 20 members of the Borough Council, 8 co-opted members with special knowledge and experience of education and 2 members appointed by the Middlesex County Council). The day-to-day work is carried out by Sub-Committees of the Education Committee. The Borough Education Officer and his staff are employees of the County Council and not of the Borough Council.

Maintenance of school buildings and playing fields is carried out under the supervision of the Borough Council's officers pursuant to an agreement (made under the 1945 Scheme) between the County Council and the Borough Council.

(*b*) The main defects encountered are as follows:—

(i) The Schemes depend for their success or otherwise on the amount of delegation allowed to the Borough Council and the spirit in which the two authorities carry out their respective roles. The delegation is subject to the rules, regulations and financial control of the County Council. In addition, of course the Borough Council has to impose its own rules and regulations on the duties carried out under the scheme of delegation. The Borough Council feels that this duplication of regulations is unnecessary, and that the tight control exercised by the County Council does not allow nearly enough latitude to the Borough Council. The whole schemes are thus far too inflexible and give the Borough Council very little discretion in carrying out its duties.

(ii) *Financial Control.*

Estimates have to be prepared in great detail, school by school, six months before the beginning of the financial year for which they apply. Attempts to simplify financial control for giving Divisional Executives greater freedom between main headings on estimates have been discussed from time to time, but never applied.

(iii) *Disputes.*

The apparent safeguard in the Scheme by the provision that the Borough Council could appeal to the Minister in case of dispute with the County Council has, through legal interpretation, become largely negative.

This was seen at an early stage when the Minister of Education refused to regard it as a dispute when the Borough Council and the County Council disagreed over the remuneration offered for the first holder of the post of Borough Education Officer.

(iv) *Staff.*

Great difficulty has been experienced in recruiting staff on the salary scales approved by the County Council.

The appointment of staff to the service of the County Council (instead of the Borough Council) is regarded as unsatisfactory.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

(i) One disturbing feature about the present method is the practice that has grown up of decisions taken by the Committee of the Council or by the Borough Council being reversed by a Chairman of a County Sub-Committee who could not possibly have the local knowledge that the Members who had considered the item locally would have. This use of executive power by Chairmen of Committees of the County Counicl is strongly opposed by the Borough Council and is itself an admission that the administrative area of the County Council is too large for the Education Service to be properly administered by the usual Committee procedure.

(ii) The Council is unanimous in considering that it should have full conferment of all powers direct from the Ministry of Education and not delegation from the County Council.

(iii) The Council should have full control of the Education staff who should be appointed by and to the service of the Borough Council.

(iv) The Council should have full financial control over the services which it administered.

III. An outline of any views the Council may have on how these defects may be remedied.

In any re-organisation of Local Government the Borough Council should have the education powers directly conferred and that small part of the Education Service which is regional rather than Borough in aspect should be administered by a regional organisation of neighbouring Authorities who should appoint representatives from themselves on to the regional body. The Council is strongly opposed to any suggestion for any *ad hoc* committee organisation in Education at any stage.

Agricultural Education

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

So far as is known there are at present no arrangements for the provision of agricultural education within the Borough.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied

Not applicable.

Youth Employment Service

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Youth Employment Service is not administered by the Borough Council but directly by the County Council. Delegation of powers is not legally possible at present as these powers are not delegated under the Education Acts. The Southgate Youth Employment Committee is composed as follows:—

Three representatives of the County Council
Three representatives of the Divisional Executive
Three representatives of the Teaching Service
Five representatives of Employers
Five representatives of Employees
Two Ex-officio members
Two Co-opted members

(*b*) This Committee has no power to appoint the Officers, has no control over expenditure and its duties are largely advisory and consist of receiving a Quarterly Report of the Youth Employment Officer. The salary paid to the Youth Employment Officer has been the source of friction between the Southgate Youth Employment Committee and the County Council for some years, resulting recently in a protest to the Minister of Labour.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

The Youth Employment Service should be administered by the Borough Council and not by the remote County Council.

III. An outline of any views the Council may have on how these defects may be remedied.

The present law should be amended to that the Borough Council should be the Authority for Youth Employment in the area.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council have provided an open air swimming bath at Barrowell Green. This is open to the public during day-light hours in the summer season, and for a short period in the mornings during the winter for all-the-year-round swimmers.

The Borough Council acquired before the war a site for the erection of an indoor public swimming bath but owing to restrictions on capital expenditure, no plans have yet been considered.

An indoor swimming bath for the use of school children and youth organisations has been provided by the local education authority at Bowes Road. This bath is available both summer and winter, chiefly for instruction purposes.

There has been no need for the Council to provide washhouses.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

The lack of an indoor swimming bath available to the general public all the year round is a defect. This state of affairs must be expected to continue, however, until the financial climate improves. The defect is not one, therefore, in the organisation of local government in the area; but arises from the necessity at the present time of a rigidly controlled system of priorities in the allocation of capital moneys.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil

Control of Watercourses, Ditches and Ponds

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The responsibility for control of the main watercourses forming the River Lee system is that of the Lee Conservancy Catchment Board. Under the Public Health Acts, the Borough Council has certain powers and duties in relation to nuisances arising from watercourses, ditches and ponds. These powers are exercised in the main by the Public Health Department.

The Middlesex County Council have a number of powers conferred by Part V of the Middlesex County Council Act, 1944, in relation to the protection of streams not being part of the main river system of the River Lee.

(*b*) There appear to be no defects in the present arrangements.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Disinfestation of Premises and Articles

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council's arrangements for carrying out this function are as follows:—

Disinfestation of premises and articles is carried out by the staff of the Public Health Department.

Where the use of a steam disinfector is necessary, the articles are conveyed by the Council to the North Middlesex Hospital Annexe and are put through the steam disinfector there by a member of the hospital staff. The Council pays the North-West Regional Hospital Board for this service.

(*b*) No defects have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Nil.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

Drainage of Trade Premises

I. A description of (*a*) the present arrangements within Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The main provisions of the law relating to Trade Effluents are carried out by the Main Drainage Department of the Middlesex County Council who are responsible for the ultimate treatment of the waste. Since the discharge of effluent may have serious material effect on the sewers themselves it is usual for trade effluent agreements to be tripartite between the Middlesex County Council, the local authority and the owners of the premises concerned. To date no agreements have been entered into in this Borough but it is anticipated that this will be rectified in the near future at the behest of the Middlesex County Council. In this work it is envisaged that the Borough Engineer's Department will work in close collaboration with the Public Health Department.

(*b*) Since no agreements have so far been entered into it is not yet possible to assess whether there are any defects in the arrangements.

II. An analysis of any defects which the Council see in the present arrangments and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Mortuaries and Post-Mortem Rooms

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council has an agreement with the Tottenham Group Hospital Management Committee under which bodies of deceased persons are taken to the mortuary at the Prince of Wales's General Hospital, Tottenham, N.15.

This arrangement has been in operation since 1946 and was originally made at the request of the Coroner for East Middlesex.

The Borough Council's own mortuary at the rear of the Town Hall has not been used as such since the commencement of the above mentioned arrangement.

(*b*) No defects have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Public Conveniences

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council have provided and control three public sanitary conveniences through the Public Health Committee. The Borough Engineer is responsible for the maintenance of the conveniences and the staff employed therein.

Two of the conveniences are sited in Palmers Green, one at The Triangle, the centre of the main shopping area, the other in the North Circular Road at the junction with Green Lanes. These conveniences are attended from 7.0 a.m. until 11.0 p.m. Monday to Saturday and from 8.0 a.m. until 7.0 p.m. on Sunday. The Convenience at North Circular Road remains permanently open, in part to accommodate through traffic.

The third public convenience is situated in Winchmore Hill adjacent to the main thoroughfare and shops, and remains permanently open, the ladies' section being attended from 9.0 a.m. until 5.0 p.m. daily.

The usual washing facilities are available at all the above public conveniences.

By agreements made in 1932, the Borough Council contributed towards the capital cost incurred by the London Passenger Transport Executive's predecessors in providing increased and larger lavatory accommodation for public use and convenience at Southgate and Oakwood Underground Stations, respectively.

A number of urinals, made available by the owners for the convenience of the general public but forming part of Licenced Public Houses, are cleansed daily by the Council's street orderlies as part of their normal duties.

(*b*) No defects have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Nil.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

Refuse Collection and Disposal

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) Refuse collection is the direct responsibility of the Borough Council. A weekly service is maintained, with additional collections from shops and other business premises as requested. The Boroughis divided in to eight areas; the collection work in each area is completed by a team of one driver/loader and four loaders.

The single round system is operated, each team having a definite daily task, which they are expected to complete at all times of the year irrespective of weather conditions, quantity, or weight of refuse. Each vehicle is fitted with a trailer for paper and other salvage. The vehicles are modern large capacity ground loaders.

The method of collection is for each team to commence working at the start of the week at the furthest point in their respective areas from the refuse disposal works and work towards the works, completing the area in five working days. No gangers are employed; a foreman is responsible for the immediate supervision of the collection service. In addition to normal refuse collection, a weekly collection of paper from shops is carried out, employing a vehicle with driver and one loader.

A special request service for the removal of old furniture, water tanks, coal bunkers and other bulky articles, too large for the normal refuse collection vehicles, is operated. This service is extensively used and is free of charge.

Charges for the collection of Trade Refuse are as follows:—

(*a*) Once weekly collection (unlimited number of bins)	£1 per annum
(*b*) Extra collections	1*s*. per bin
(*c*) Clearance of large accumulations on request	Cost of Collection

The fleet of collection vehicles is as follows:—

3 Karrier Dual-Tip Rear Loaders
2 Karrier Barrier Loaders
1 S.D. Fore and Aft Rear Loader
2 S.D. Moving Floor Rear Loaders
1 Austin 5-ton Lorry (Paper collection from shops)
1 Bedford 2-ton Lorry (Special collections)
2 Scammell Mechanical Horses with trailer bodies as spare vehicles and for seasonal work.

The maintenance and repair of vehicles is carried out by the Council's mechanics, overhauls to any extent being within the scope of the workshop.

Refuse Disposal from 1907 until 1924 was by direct incineration. During 1924 a complete reorganisation to separation, salvage and incineration was effected. The system proved economical, and made possible the recovery of salvage to the value of many thousands of pounds. The system was in operation until 31st December, 1957.

Because of complaints received from residents living in the vicinity of the Works, and the difficulty in securing labour to run the plant because of bad working conditions, the Council decided to discontinue incineration, and to convert the existing works to a transfer depot for the bulk transport of refuse to tipping sites in Hertfordshire.

This arrangement conforms with modern conception of refuse disposal, reduces nuisance to a minimum, makes better working conditions for employees, and allows salvage of saleable materials to be carried out to the fullest extent. When the conversion of the old works has been completed, the unloading of local collection vehicles, mechanical and manual, extraction of salvage and reloading of the refuse into bulk transporters will be carried out entirely within enclosed buildings, thus preventing the dissemination of dust in the vicinity of the works.

For some years to come, the transport of refuse from depot to tip, and the provision of tipping space will be by contract. The Contractor will be required to provide vehicles of a type and size approved by the Council, and to conform to the various regulations and requirements laid down for the tipping of refuse.

Details of refuse disposal for 1957 are as follows:—

	Tons
House and Trade Refuse	16,300
Paper and other salvage	1,800
Large and bulky materials	200
Street Sweepings	1,300
Gully Sludge	400

Income from the sale of the materials salvaged amounted to £14,309. Number of Rated Assessments: 25,252.

(*b*) *Defects encountered.* Refuse Collection—no specific defects have been encountered.

Refuse Disposal—as a future policy the transport of refuse from transfer depot to tip should be by Council vehicles.

Contractors are solely concerned with the profit motive, resulting in overloading of vehicles with consequent unreliability. To enable salvage operations to be successful it is necessary for refuse to pass through the transfer plant at a uniform rate. This requires spreading the loading of bulk transporters throughout the working day at fairly regular intervals. This state of affairs is rarely attained by a Contractor. Our present experience is that vehicles will bunch, and it is not uncommon to have three vehicles in for loading at the same time.

It should be noted that the Council own their own tip at Hertingfordbury, Herts., but at the present time it is not considered advantageous for them to use it on a large scale: hence disposal by contract. The Council owning its own tip cannot be forced into paying high disposal charges in the event of tipping space becoming short.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

None.

III. An outline of any views the Council may have on how these defects may be remedied.

None.

Regulation of Buildings and Sanitation of Buildings

I. A description of (*a*) the present arrangements within Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council is responsible for these functions which are carried out jointly by the Borough Engineer and Medical Officer of Health, the Borough Engineer being responsible for all aspects of new buildings and structural alterations, and the Medical Officer of Health for sanitation and fittings to existing buildings. There is close co-operation between the two departments.

(*b*) No defects have been encountered with the present arrangements.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in area.

Nil.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

Sewerage and Sewage Disposal

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The sewerage of the district is carried out on the separate system and is the responsibility of the Borough Council. Surface water sewers discharge direct to streams while soil sewers converge in the main on the eastern boundary of the Borough, where they discharge into the Edmonton Borough Council's sewers. Thence the sewage is carried to the East Middlesex (" Deephams ") Sewage Purification Works for treatment. This works is under the direct control of the Middlesex County Council. Works are in hand at present to extend the trunk sewers feeding this works. These trunk sewers will be the responsibility of the County Council, intercepting as they cross the Borough, several of the local sewers. In certain small boundary areas agreements exist with adjoining authorities for passing sewage from this Borough into their sewerage systems.

(*b*) There are no defects in the present organisation of this work and provided that the new trunk sewers are dealt with by the County it is felt that the future scheme will not give rise to any either.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Street Cleansing

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) This service is organised on the single beat system, the district being divided as follows:—

(1) 7 shopping area beats, each receiving at least daily sweeping
(2) 19 beats each totalling approximately 4 miles of streets, the frequency of sweeping depending on the class of road.

The establishment of manual street orderlies is 29, allowing one man for each section and three additional men available to cover absenteeism. The work of the manual orderlies is supplemented by the use of two Mechanical Sweeper/Collectors

The mechanical sweepers each complete about 20 sweeping miles per working day. At this rate of work, the two machines cover a considerable part of the district twice weekly, and the remainder, with the exception of cul-de-sacs, once weekly.

Employing both manual and mechanical sweepers, the following frequency of service is attained:—

	Miles of road
At least once daily	6
Three to five times weekly sweeping	21
Twice weekly sweeping	50
Once weekly sweeping	6
Less than once weekly	*Nil*

The shopping areas are also swept on Saturday mornings.

The manual sweepers are visited several times daily by a pick-up vehicle to which the sweepings are transferred.

With the advent of the mechanical sweeper/collectors, the standard of cleanliness of the roads throughout the district improved considerably and has been maintained, in spite of the very poor quality generally of the manpower attracted to the cleansing service. The machines have proved particularly suitable for the rapid clearing of leaves during the autumn, and again for the picking up of shingle after gritting as a result of snow and frost on the roads.

Chemical treatment for the destruction of weeds has become a feature of the department's work in the spring and late autumn. The street orderlies are supplied with canisters containing chemical in powder form for spot application and the treatment of deep rooted weeds, and where the growth is excessive, the chemical is applied in liquid form using a portable spraying unit mounted on a suitable vehicle. The degree of success of this method of destroying weeds, unfortunately, depends to a large extent on fairly dry weather prevailing for several days after the application of the weed killer, and it follows that the effectiveness of a day's spraying can be nullified by a following heavy shower of rain.

About 100 litter bins of the type fixed to lamp columns are sited throughout the district, principally at 'bus stops, and these are emptied by the street orderlies in the course of their normal work.

There are approximately 5,350 surface water gullies to be cleansed, and this work is carried out by a Scammell Articulated Gully/Cesspool Emptier. The gullies are emptied and re-sealed three times a year. The machine is also employed for an average of six hours a week on the emptying of cesspools serving isolated properties in the Cockfosters and Oakwood areas.

(*b*) The Middlesex County Council is responsible for the cleansing of Bowes and North Circular Roads and certain other small lengths of County roads at present maintained by the County Council. Complaints are received about the cleansing of these lengths of road, the public thinking that the Borough Council is the responsible authority.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council these are due to defects in the organisation of local government in the area.

See I (*b*) above. When adjoining roads under the control of the Borough Council have been swept and County Roads have not, refuse from the latter roads is blown into the former.

III. An outline of any views the Council may have on how these defects may be remedied.

The Borough Council should be made directly responsible for street cleansing of all roads in the Borough thus ensuring that the area would be swept as a whole, that litter would not blow from unswept County roads into swept non-County roads, and that complaints (if any) could be dealt with at local level, namely by the Borough Council.

Burial Grounds, Cemeteries and Crematoria

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council has been responsible for the Southgate Cemetery, Waterfall Road, N.14 since January, 1954, when the Council had no option but to assume formally the duties and responsibilities of the Southgate Burial Board which had been formed in 1878 but had experienced serious financial difficulties in the post-war years. The average yearly number of interments over the past five years is 269. On this basis it is thought that the Cemetery will provide sufficient burial spaces for the next 25–30 years. No church or chapel is provided in the cemetery itself but by custom, Church of England burial services are held, if requested in Christ Church, Southgate, N.14. In other cases, the service is held in the deceaseds own church or chapel.

With the exception of the Churchyard at Christ Church, Cockfosters (which is very small in area) there is no other burial ground or cemetery in use within the Council's area, nor is there a crematorium. A company-owned crematorium and a Joint Board crematorium in the neighbouring districts of Friern Barnet and Enfield, respectively, provide cremation facilities for many Southgate residents.

(*b*) No defects have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Parks and Open Spaces, and Powers and Duties under the Physical Training and Recreation Act, 1937

I. A description of (*a*) the present arrangements within the Council's area for carrying out the functions specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) These functions are exercised by the Borough Council through its Parks Committee. The administration is carried out by the Borough Engineer.

Southgate is exceptionally well served with its 400 acres of parks, playing fields and open spaces, most of which have been acquired with the aid of 25 per cent. financial contribution from the County Council. The four main parks are fairly well spaced throughout the Borough and include horticultural features, quiet gardens, woodlands, ornamental waters and long sweeps of grass land. One of the parks contains a Garden of Remembrance in which is erected the Borough's Memorial to those who fell in the two world wars.

Included in the four parks are four Bowling greens, 28 Tennis courts, four Cricket pitches, 12 Football pitches, one Hockey pitch, eight Rounders pitches, one Golf course, and three Putting greens. In one park there is a very modern running track and in another, boating is allowed during the summer months.

A very limited form of summer entertainments is carried out in three of the parks. The children of the Borough are well cared for in all four parks. A section of each park is set aside and equipped with first class play apparatus. The parks are open to the public from early morning until sunset.

The Council have acquired and laid out under Section 4 of the Physical Training and Recreation Act, 1937 or earlier legislation some 11 Sports grounds or playing fields spread about the Borough. These vary in size from 1·06 acres to 20 acres and cater for 15 Cricket clubs, nine Football clubs, nine Tennis clubs, four Hockey clubs, one Rugby club, and three Bowling clubs.

In two of these playing fields a portion is set aside for children's playground equipment.

Although most of the schools have first class playing fields attached, further facilities for all sports are granted in all the parks and playing fields.

In the open spaces every opportunity has been taken of preserving trees and grass land. Many verges of shrubs are maintained and wherever possible a grass verge has been established. Several island sites in the main roads have become flower centres. Parts of the County roads within the Borough are laid out as grass or shrub verges, the work of maintenance being carried out by the Borough Council but paid for by the County Council.

(*b*) No defects have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

The Borough Council considers that it should be responsible for all trees and verges on highways in its area.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

Prevention of River Pollution

I. A description of (*a*) the present arrangements within Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) This function, as far as main water courses forming part of the main river system of the Lee is concerned, is carried out by the Lee Conservancy Catchment Board. The Borough Council is responsible for minor open watercourses working in close collaboration with the Catchment Board to prevent pollution through their own sewers. The detection and eradication of pollution is carried out in conjunction with the Public Health Department.

(*b*) No defects have been found in the present arrangements.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

HOUSING

Provision of Houses

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council are the housing authority, having provided some 1,200 houses and flats within the Borough. Dwellings have been provided for all classes of the community. A number of Council houses have been pooled and a Differential Rent Scheme introduced.

The provision of houses by the Council has been by contract and not by direct labour.

The Council contemplate having to acquire a number of requisitioned properties.

(*b*) **Defects:** The present system in theory has no serious defects but in practice the necessity for Ministerial approval to new building schemes causes delay.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

As far as Government control is concerned the Council feel that they should not be obliged to accept the standards laid down by the Ministry. The local authority should have more latitude in deciding the type and cost of houses which are to be built.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

Slum Clearance

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) This function is the responsibility of the Borough Council. The work of inspection of properties is carried out by the Public Health Inspectors working under control of the Medical Officer of Health.

Representations under the Housing Act as to Clearance Areas and unfit houses generally, are made to the Public Health Committee by the Medical Officer of Health.

The Council's Five-year Slum Clearance proposals submitted to the Minister of Housing and Local Government in 1955 provided for 84 unfit houses to be dealt with by clearance and demolition. In implementation the Council have to date declared five areas comprising 58 houses to be Clearance areas. Two of these areas are the subject of confirmed Compulsory Purchase Orders, two have been acquired by negotiation, and the remaining area is to be dealt with by way of a Clearance Order.

The erection of the necessary dwellings for the rehousing of the persons to be displaced by the Slum Clearance proposals is undertaken by the Council by contract under the general supervision of the Borough Engineer and Surveyor.

(*b*) No defects have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Nil.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council has exercised its powers to make advances to persons to enable them to purchase or erect their own dwellings. Until February 1955 the Council exercised its powers under the Small Dwellings Acquisition Acts. Since that date, advances have been made in pursuance of a scheme made under the Housing Acts. In December 1955, the scheme was suspended because of the high interest rates. At the present time, advances are available only to enable licensees of requisitioned properties to purchase the dwellings in which they live. In addition, tenants of Council houses are allowed to purchase the houses in which they live. by payment of a deposit, leaving the balance secured by a mortgage of the premises.

The total number of advances made up to date is as shown below:—

	Number	*Amount* £
Advances under Small Dwellings Acquisition Acts	1,900	1,426,000
Advances under Housing Acts	100	176,000
Mortgages entered into on Sale of Council Houses	17	15,000

Two advances amounting to £15,000 have been made to a housing association to assist it in the provision of flats for elderly persons.

No grants are made by the Council towards the cost of improving houses.

The Middlesex County Council also has a scheme for making advances under the Housing Acts to assist persons who wish to purchase dwellings within the Borough but the scheme has been suspended because of the high interest rates.

(*b*) None.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Regulation of Buildings and Bye-laws

I. A description of (*a*) the present arrangements within Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council is responsible for these functions, which include the operation of the Public Health Acts in respect of new buildings, and control under the building byelaws. The work is carried out by the Building Inspectors Section of the Borough Engineer's Department.

(*b*) No defects have been encountered with the present arrangements.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Nil.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Middlesex County Council is the local health authority responsible within the Borough for the duties imposed by Part III of the National Health Service Act, 1946, insofar as relates to the provision of health centres; the care (including in particular, dental care) of expectant and nursing mothers and of young children; the prevention of illness, care of persons suffering from illness or mental defectiveness, and the after-care of such persons; immunisation and vaccination;

health visiting; home nursing; domiciliary midwifery; home helps and ambulance services.

For administrative purposes the local health authority has divided the County of Middlesex into some 10 areas each under an Area Health Committee. These Area Health Committees are in fact Sub-Committees of the County Council's statutory Health Committee. Southgate, together with Friern Barnet, Potters Bar and Wood Green, comprise Area No. 2. Responsibility in the Area for the day-to-day administration of the above services (except mental health and ambulances) devolves upon the Area Medical Officer, who is a part-time Officer of the County Council. (It so happens that the holder of that office is also Medical Officer for the Boroughs of Southgate and Wood Green and the Urban District of Friern Barnet).

(b) Any defects which have been encountered.

The present arrangements suffer from the defect that they are not under the control of the Borough Council.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

It is illogical that the Borough Council as the local authority directly responsible for the environmental health service is not also the authority responsible for the personal health and welfare service (excluding mental health and ambulance services). The artificial division between these two sections of preventive medicine is most undesirable.

The fact that difficulties have not been experienced in Southgate does not militate against the important principle that there should be unified control. Supervision of the local health services by the Borough Council would mean a much closer control than is at present possible under the County administration. The Borough Council are satisfied from pre-1946 Act experience that the closest possible interest and control by a local authority is always of great advantage.

III. An outline of any views the Council may have on how these defects may be remedied.

The Borough Council are of the opinion that the powers and duties indicated in I (*a*) (except mental health and ambulances) should be directly conferred on the Borough Council.

Mental Health Services

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) Mental Health services are provided in Southgate by the Middlesex County Council. There is no delegation of powers, even to the County Council's local Area Health Committees, the services being operated centrally.

(b) Any defects which have been encountered.

No defects have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

No defects have been encountered.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

It is the Borough Council's view that the Mental Health Services should remain a County Council function.

Powers and Duties under the National Assistance Act, and the Disabled Persons (Employment) Act, 1944

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The responsible bodies for the carrying out of local authorities' functions under the National Assistance Act, 1948, in Southgate are as follows:—

Part III.—The Middlesex County Council, except that in relation to Section 31 (Contributions to voluntary organisations providing recreation or meals for old people) the Borough Council enjoys and exercises concurrent power.

Part IV.—The Middlesex County Council is responsible for the registration of disabled persons' and old persons' homes under Sections 37–40 and the registration of certain voluntary organisations under Section 41. Likewise, the County Council is responsible for the duty under Section 48 to take steps for the care of property of persons admitted to hospital, &c.

The Borough Council is responsible under the Act for carrying out the provisions of Section 47 relating to the removal to suitable premises of persons in need of care and attention; and the duty under Section 50 of causing to be buried or cremated the body of any person who has died if no suitable arrangements are being made by any other person or body.

The only provision of the Disabled Persons (Employment) Act, 1944 affecting the Borough Council is Section 9 relating to the employment of a quota of disabled persons.

(*b*) Nil.

II. An analysis of any defects which the Council see in the present arrangements and the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Nil.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

Care of Children

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The care of children in the Borough is the responsibility of the Middlesex County Council.

(*b*) The Borough Council is not aware of any defects.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Registration of Nurseries and Child Minders

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) Registration of nurseries and child minders is carried out in Southgate by the Middlesex County Council.

(*b*) The Borough Council consider that it is a defect that this function is not directly conferred upon and exercised by them.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

See I(*b*).

III. An outline of any views the Council may have on how these defects may be remedied.

The Borough Council's view in relation to the registration of nurseries and child minders is comparable with their views given elsewhere under the function heading "Powers and Duties under the National Health Service Acts" and is subject to the same comments.

Notification of Infectious Diseases

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others):

(*b*) Any defects which may have been encountered.

(*a*) The Borough Council is responsible for this function, notifications of infectious diseases being made to the Medical Officer of Health, and such action as appears necessary taken concerning them. The requisite fees for the notifications are paid to the Medical Practitioners each quarter.

(*b*) Any defects which may have been encountered.

No defects have been encountered, other than those associated with the present *principle* underlying notification of infectious diseases. (See III below).

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

See III below.

III. An outline of any views the Council may have on how these defects may be remedied

The extract given below from the report of the Medical Officer of Health to the Public Health Committee on 25th February, 1958 adequately explains the Council's views:

"Whenever I study infectious diseases tables, I am more than ever convinced that our whole system of notification should be completely overhauled. At the moment we receive notifications of diseases such as measles, where we act virtually as a post office only; erysipelas which has little or no clinical import these days; puerperal pyrexia which may very well be due merely to constipation or a slight cold during the puerperium; malaria whose significance entirely escapes me; and several other diseases which, although admittedly infectious, have extremely little communal or epidemiological significance. One must admit that the collection of information is always valuable. But when the collection of this information means that other work must either be neglected or pushed aside, when the cost involved might very well be devoted to other, more important projects, it would seem that the time has come to act. And there is yet another aspect of the problem to consider. The diseases which I have just mentioned are no longer killing agents, with the possible exception of pertussis (whooping cough) in very young children and paralytic poliomyelitis. Even here, the death rate is not at all high. Yet the death rate for such diseases as coronary thrombosis and lung cancer is steadily rising among important age groups in the population, while the aggregation of diseases commonly grouped under the term 'rheumatism' continues to take an extremely heavy toll, not perhaps of life, but of well-being and the ability to carry on a useful, even a bearable existence. But in none of these instances is notification required. This would surely seem a fruitful field in which the modern epidemiologist might play a truly significant part".

Health Education

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) By virtue, *inter alia*, of Section 179 of the Public Health Act, 1936, the Borough Council and the Middlesex County Council each enjoy power to give information, lectures and display films relating to health and disease. Health education has always been a feature of public health administration in Southgate. Use is made of the provision of film shows, health talks, articles in the local press, the circulation of the magazine "Better Health", the display of posters and leaflets in the Borough's Public Health Department, the County Council's Area Health Office, clinics and libraries, together with special campaigns which have been held from time to time.

(*b*) No defects have been encountered, but the successful integration of the health education with the two Councils has rested largely upon the fact that the Borough Medical Officer happens also to be the County Area Medical Officer.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

The Borough Council consider that it would be more sensible if, like all personal health functions, health education were the exclusive function of the Borough Council.

III. An outline of any views the Council may have on how these defects may be remedied.

See II above.

TOWN AND COUNTRY PLANNING

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council is responsible for all those functions under Part III of the Town and Country Planning Act, 1947, which have been delegated by the Middlesex County Council's Scheme of Delegation. These functions cover the control of development, control of advertisements, preservation of trees and woodlands, and preservation of buildings of architectural or historic interest, but no orders can be made, or statutory notices served without prior reference to the County Council. Also, all planning applications must be referred to the County Council; but those not dealt with by the Borough Council are a limited class called " excepted " applications.

The County Council, in addition to being concerned to a considerable extent with all the foregoing functions, is responsible for the preparation of the County Development Plan and Town Maps, together with amendments thereto, in consultation with the district councils.

There is close co-operation between the Officers of both Councils.

(*b*) The major defect in this system is the delay that results from the necessity, in so many cases, of having to obtain the County Council's prior approval before action can be taken, and the submission of all planning applications to the County Council in the first instance resulting in unnecessary delays in making determinations. A minor consequential defect is the duplication of work necessarily resulting from a system of delegation such as the present one.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

The defects in the present arrangements are due to the existing scheme of delegation.

III. An outline of any views the Council may have on how these defects may be remedied.

The Borough Council consider that while the County Council should continue to be the statutory planning authority, all planning functions under Part III of the Town and Country Planning Act, 1947, should be exercised by the Borough Council, subject to the right of the County Council to be consulted if substantial departure from the Development Plan is involved, or when a decision may involve them financially or affect the exercise of their other statutory powers.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) There are no arrangements with the Borough Council which has certain functions directly conferred in respect of rights of way and highways. Otherwise the functions under the Act exercisable by local authorities are reserved to the County Council.

(*b*) The impact of this Act on the Borough Council has been felt mainly in respect of Trent Park where the preliminaries necessary for a public path order to be launched may be considered to be a defect.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

These are not possibly serious enough to warrant any representations being made.

III. An outline of any views the Council may have on how these defects may be remedied.

Nil.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The roads of the area fall into three categories:

(i) *Trunk Roads.* The North Circular Road is the only trunk road in the Borough; its maintenance is the responsibility of the Middlesex County Council acting as agents for the Ministry of Transport. The Borough Council has no responsibilities beyond lighting.

(ii) *Classified Roads.* Except for short lengths of Cockfosters Road, Bramley Road and Cat Hill which are directly maintained by the Middlesex County Council, all classified roads in the area are " claimed " roads and are maintained by the Borough Council although financial control is the Middlesex County Council's. The exceptions above are short lengths of road which were in the Enfield area prior to boundary revision before the war. The roads had not been claimed by Enfield and so have not become the Borough's responsibility.

(iii) *District Roads.* All other roads (except seven short lengths of private street) are maintained directly by the Borough Council.

(*b*) Three defects in the present arrangements are evident together with the known ones experienced in the carrying out of the Public Utilities Street Works Act, 1950.

(i) Regardless of which road is concerned, the Borough Council inevitably is blamed for any fault and is always assumed to be the responsible authority which is not necessarily the case.

(ii) Due to the financial arrangements, with all levels of authority working from April to April, it is inevitable that works on County Roads cannot be commenced until August in each year. Three of the best months of the year for road works are thus lost.

(iii) It is considered that with the increase of mechanisation it would be an advantage if local authorities could make use of a central plant depot provided jointly by local authorities.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

(i) The cause of the defect at I(*b*)(i) above is the division of responsibility between the County and the Borough Council. In consequence, some confusion is caused and inevitably some time lost in contacting the right authority.

(ii) Defect I(*b*)(ii) above is not primarily a defect of the organisation but rather a defect of the financial arrangements existing at the moment.

III. An outline of any views the Council may have on how these defects may be remedied.

(i) The solution of defect (i) would appear to be the delegation of the Minister of Transport's powers in the Trunk Road direct to the Borough Council so that they become the agent authority. Alternatively, the Trunk Road might become of similar status to the other main roads (*i.e.* maintained by the Borough Council subject to the County Council's financial approval). The three-tier devolution of responsibility in the latter solution would appear to be a telling factor against it and would point to the direct agency method as the correct one to press for.

(ii) It is difficult to recommend a solution to the financial defect, but in any case it is felt that some greater flexibility would help. At the present the estimates are separated in watertight compartments of Class I, Class II and Class III roads. A bulk allocation for Classified Roads allowing the Borough Council to decide itself where the money could best be spent would be helpful. The time lag could only be got over by an earlier notification of the approved schemes of special works.

Street Lighting

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council is the Street Lighting authority for all roads in the Borough including Trunk Roads for which a direct contribution is received from the Ministry of Transport and Civil Aviation. Lighting is provided by means of both gas and electricity through agreements with the Eastern Gas Board and the Eastern Electricity Board. The two Boards beside providing gas and electric current for street lighting also carry out by agreement the day-to-day maintenance of the lamps and scouting. No doubt, at some suitable time, when more of the gas lighting has been converted to electricity, the Council will wish to undertake maintenance and scouting direct. An extensive programme of conversion from gas to electricity is at present being undertaken by the Council. This programme is carried out by contract supervised by the Council's staff.

(*b*) The operation of this agreement for lighting the streets of the Borough works extremely well as far as the Borough is concerned but it is noticed that from a wider viewpoint a good deal of variation in the type of lighting occurs on through routes as from Borough to Borough. More powers are also felt to be necessary for local authorities to affix lamps to buildings on classified routes. Again, while the provision of Class A lighting involves the local authority in a great amount of expenditure, the benefit of such lighting accrues more to through traffic than to the local residents.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

The defects enumerated do not constitute a complaint against the present set-up for dealing with street lighting but rather minor defects which could be set right within the present scheme.

III. An outline of any views the Council may have on how these defects may be remedied.

(*a*) It is considered that the Minister or the County Engineer should have some powers to regularise the type, height and spacing of lighting over the whole length of a particular classified route so that motorists are not subjected to sudden changes from sodium lighting to mercury lighting, &c. at Borough boundaries.

(*b*) In narrow thoroughfares it is sometimes advisable to affix street lamps to the face of buildings. No compulsory powers exist for this and each lamp involves an agreement with the owner of the premises.

(*c*) For the reason set out in I(*b*) it is felt that street lighting on classified roads should rank for grant on some scale similar to that for road maintenance.

Naming of Streets and Numbering of Houses

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) The Borough Council has powers under the Public Health Acts to agree to names of new streets or to alter the names of existing streets. It also has powers to number and renumber the houses in any street. These powers are exercised through the Highways Committee of the Council and are made use of as and when necessary.

(*b*) None.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Parking Places

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) Land has been acquired by the Borough Council for the purpose of Car Parks and has been laid out as such, in the vicinity of main shopping centres. In an effort to encourage motorists to make use of these car parks, no charge is made for their use. The total number of car parks so provided in the Borough is now six. The London Transport Executive have also provided car parks at their Underground Stations at Arnos, Cockfosters and Oakwood within the Borough. (The Executive charge fees to motorists for the facilities.)

(*b*) No grant towards acquisition and upkeep of the car parks provided by the Council is made by the Minister of Transport.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

The defect noted in I(*b*) is not a defect in organisation so much as a financial failing in the present arrangements. It is considered that these car parks are provided mainly in an endeavour to keep cars off the main shopping streets which are also classified roads. They are thus instrumental in keeping through routes clear of traffic and could justifiably rank for a classification grant.

III. An outline of any views the Council may have on how these defects may be remedied.

It is suggested that car parks designed to relieve congestion on classified routes should rank for grant on a similar scale to that for maintenance of classified roads.

Road Safety

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) Road Safety is dealt with directly by the Council through its Accident Prevention Committee and in close collaboration with the local police who are represented at the meetings. The Committee also works in close liaison with the corresponding Committees in Wood Green and Friern Barnet.

(*b*) The only disadvantage of the present arrangement is that the Minister is unwilling to authorise grant under this heading without Royal Society for the Prevention of Accidents representation on the Committee.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

The defect outlined in I(*b*) does not constitute a defect in organisation so much as a defect in the financial arrangements.

III. An outline of any views the Council may have on how these defects may be remedied.

It is considered that the formation of a Committee to deal with Road Safety, as has been done, should of itself entitle the Council to obtain the necessary grant without the constitution of the Committee being laid down by the Minister.

Bus Shelters

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) Under the Local Government (Miscellaneous Provisions) Act, 1953, the Borough Council has powers to erect bus shelters in suitable positions. The Council has made use of these powers and has obtained contributions from the London Transport Executive towards the cost of erection. Since the service is provided largely for the benefit of local residents, it is felt that the Borough Council should continue to be the responsible body.

(*b*) No defects have been encountered in the present arrangements.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Private Street Works

I. A description of (*a*) the present arrangements within the Council's area for carrying out the function specified above irrespective of whether or not the Council is responsible for that service (either alone or with others);

(*b*) Any defects which have been encountered.

(*a*) Private Streets in the Borough are made up under the Private Street Works Act, 1892. The Act is operated directly by the Borough Council in all its stages. Very few streets remain to be made up under this procedure. New streets are made up by developers under the Public Health Act, 1875, Section 146, or the New Streets Act, 1951 (as amended) and are subsequently taken over by the Council.

(*b*) No defects have been encountered in the arrangements.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

Not applicable.

III. An outline of any views the Council may have on how these defects may be remedied.

Not applicable.

Evidence Submitted by The Tottenham Borough Council

The Borough of Tottenham is a non-county borough in the Administrative County of Middlesex. It has an area of 3,013 acres, a population of 119,300 (latest estimate of Registrar General), and a Rateable Value of £1,742,841.

The Local Board of Health became an urban district council by virtue of the Local Government Act, 1894 and a Charter of Incorporation was granted in 1934.

The Local Board, the District Council and the Borough Council have administered the area for local government purposes (except those services administered by the Middlesex County Council and the authorities responsible for public services over a wide area, *e.g.* Metropolitan Water Board, Metropolitan Police) over a continuous period and have taken due pride in the standard of services provided under their jurisdiction.

Prior to the legislation of 1944–47. The Borough Council administered:—

(*a*) Part III education powers (including the School Health Service) in relation to elementary education, now administered by the Middlesex County Council under the Education Act, 1944;

(*b*) Personal Health Services, now administered by the Middlesex County Council under the National Health Service Act, 1946;

(*c*) Town Planning Powers, now administered by the Middlesex County Council under the Town and Country Planning Act, 1947;

(*d*) Fire Brigade powers, now administered by the Middlesex County Council under the Fire Brigades Act, 1947.

It is with the first hand knowledge of the services provided in the Borough prior to the transfer of powers to the County Council (which are dealt with at greater length under the headings of the particular services) and their experience of the operation of delegated functions, as well as the administration of powers directly operated at present within the area of the Borough, that the Borough Council submit the following information and opinions in relation to the services referred to in the letter of the 17th February, 1958, addressed to The Worshipful Mayor by the Chairman of the Commission.

They are convinced, from their own experience, that as the Borough is at present constituted the authority is capable (as it was prior to 1944–1947) of administering further powers and that it has the financial resources to discharge the responsibility of County Borough or most-purpose authority administration.

The Council feel most strongly that the delegation of functions is not an adequate substitution for direct conferment of powers and they disagree with County Council control because of their experience of its exercise, particularly as regards education. In Middlesex, for example, where all the theoretical considerations would presuppose the satisfactory administration of delegation, the Excepted Districts in the County, including Tottenham, have complained of arbitrarily enforced financial and administrative control. This point is enlarged upon under the heading " Education " in the appended Memorandum.

The Borough Council consists of 44 members (of whom 33 are councillors elected by the burgesses of the Borough) who live in the Borough and have personal knowledge of the area and of the problems of its people. They are in close contact with public opinion and are made conscious by day-to-day contact of the needs of Municipal administration in the town. The administration is conducted by the Council on modern principles involving the study of the needs of the area by members meeting regularly in Committee, where any weaknesses which may be spot-lighted by individual cases from time to time can be examined and remedied. The system provides a close personal contact between members, officials, and the public which is vital to the administration of personal services.

On the other hand, the County Council and its Committees consists of members drawn from over a very wide area containing an immense population. The average County Councillor cannot be expected to have an extensive knowledge of the County area as a whole, and, in many cases, candidates for election are not resident in the borough where the candidature arises. Administration is therefore largely left to officers working within a framework of broad policy and inevitably giving rise to the establishment of inflexible rules of procedure which do not meet the needs particularly of the personal health and education services.

Delegation by such an authority to a borough or district council is bound to give rise to friction and has done so on numerous occasions. This underlying defect, coupled with duplication of work (and therefore of staffs), the additional cost and delays in administration results in confusion to the members, officers and public alike to the disadvantage of the administration of personal services touching on the health, education, and welfare of the people.

In the opinion of the Council, the progressive development of Municipal services is more likely of attainment if entrusted to independent or semi-independent authorities of a size comparable to the larger boroughs such as Tottenham with sufficient financial resources yet which are small enough to be receptive to local opinion, than to large County Councils covering wide areas and immense populations.

It is in the light of the above general remarks that the Tottenham Borough Council submit to the Royal Commission their views in relation to the services set out in appendix " B " of the Chairman's letter in the appended Memorandum.

EDUCATION

The Borough of Tottenham is one of sixteen Excepted Districts within the County of Middlesex and had, during 1957, a school population of about 19,000. The administration of education in the Borough (in respect of maintained Primary and Secondary Schools, Evening Institutes and the Youth Service) has been carried out since 1945 under " The Tottenham Education (Divisional Administration) Scheme, 1945 ", supplemented, since 1950, by the " Tottenham (Further Education) Scheme of Divisional Administration, 1950 ".

The position with regard to other sections of the Education Service, including Youth Employment, is as follows:—

(a) Day Special Schools

There are two of these in Tottenham, both established by the former Part III Authority:

(i) *The Vale Road Day Special School for Physically Handicapped Children*

The administration of this school remains with the Divisional Executive.

(ii) *The Blanche Nevile Special School for Deaf and Partially Deaf Children*

The administration of this school is not delegated, but is controlled locally by a Special Sub-Committee of the County Education Committee. This consists of the Special and Social Services Sub-Committee of the Tottenham Education Committee, with the addition of one County Council representative. This Special Sub-Committee meets when required, prior to the meeting of the Special and Social Services Sub-Committee itself and makes recommendations direct to the Middlesex Education Committee. The Borough Education Officer acts as Secretary of the Special Sub-Committee and in practice local responsibility for the school is nearly as great as for the other Schools for which responsibility is delegated under the Scheme of Divisional Administration.

(b) Child Guidance Service

It does not seem clear from the Scheme of Administration whether this is formally a delegated service or not. Appointments of non-medical professional staff (*i.e.* Psychologist, Psychotherapist and Psychiatric Social Worker) are made by a Joint Committee representative of the County Authority and of the Divisional Executive. The child Psychiatrist is appointed by the Regional Hospital Board without consultation with the Divisional Executive. Otherwise, however, the service is locally administered as if it were a delegated service. Reports are made to the Education Committee of the Divisional Executive and the Borough Education Officer exercises overall responsibility for the administrative arrangements and control of non-medical staff.

(c) Tottenham Technical College

(*i*) *General Arrangements*

Control of the Technical College is not delegated. The College has a Governing Body, which is a Sub-Committee of the County Education Committee. The consitution and functions of the Governing Body are determined by a scheme which is basically uniform for all Technical Colleges in Middlesex. The Clerk of the Governing Body is the Borough Education Officer, but apart from appointing representative members to the Governing Body, the Tottenham Divisional Executive has no responsibility for the College.

(*ii*) *The Secondary Technical Schools*

There are two Secondary Technical Schools (one for Commerce and one for Building with pupils in the age-range 13–15 or 16). These are housed in the Technical College buildings and are largely under the control of the Principal. The two Heads of Department for Commerce and Building respectively are nominally the Headmasters of the two Secondary Technical Schools and assistant staff are nominally appointed by the Divisional Executive. In practice, however, since there is a considerable overlapping of College and Schools staffs, the appointments are made by a Sub-Committee of the Governing Body. This is an arrangement of convenience. The Divisional Executive can, and occasionally does, step in to exercise control of the two Secondary Technical Schools.

(*iii*) *Further Education*

The Technical College provides a number of relatively elementary vocational, as well as a number of non-vocational (elementary and more advanced) classes, which otherwise would be the responsibility of the Divisional Executive under the Further Education Scheme of Divisional Administration. In the view of the Divisional Executive, much of this work is of an essentially local character and could be more effectively carried out by the Tottenham Education Committee, leaving the resources of the Technical College (under County control) to be deployed in providing courses of a more advanced technical and technological nature, and drawing students from a wider area than the Borough of Tottenham.

(d) Youth Employment

The Youth Employment Service is not a delegated function, although in practice there is some devolution of responsibility to the locality. There is a local Yough Employment Committee, which is a Sub-Committee of the Middlesex Youth Employment Committee. The local Youth Employment Officer and his staff are appointed directly by the County Authority, although in making more important appointments it has been customary to invite one or two Tottenham representatives to take part in interviewing candidates. The Borough Education Officer for Tottenham acts as Secretary to the Tottenham Youth Employment Committee and the Education Committee of the Divisional Executive receive for information copies of the Youth Employment Committee's minutes.

It may be helpful to recall, as a background to existing arrangements, that formerly Tottenham had, as a Part III Education Authority, autonomous powers in Elementary Education, including Day and Residential Special Schools, and exercised the complete delegation of juvenile employment powers as well as acting as a partial agent for the County Education Authority for what are now Grammar Schools and various types of Further Education. It seems fair to claim that the Borough made good use of its powers.

The reorganisation of Secondary Education was so far advanced that only a few years after the end of the last war, the process was completed (all other schools having been reorganised some time previously) when a Special Agreement Roman Catholic Secondary School, begun before the war, was opened in 1952. A scheme for modernising existing schools (including provision for a number of nursery classes) was half completed by 1939 and, in the years immediately preceding the war, a Boys' Secondary School, a Nursery School, and a Juvenile Employment Bureau had been built.

The Borough established one of the oldest Day Special Schools for Deaf Children in the country, as well as a School for Physically Handicapped Children and an Open-Air Residential School for Delicate Children at Hayling Island. Plans were complete by 1939 for the establishment of a Child Guidance Centre. Up to the limits permitted by pre-war legislation, the Borough had established a School Meals Service in embryo, which was rapidly expanded as soon as this was permitted and encouraged during and after the war. Similarly, the Borough took full advantage of the successive opportunities offered by the Board of Education for the development of the Youth Service. In these enterprises, as well as in the general and concurrent development of the School Medical and Child Welfare Services, there was much fruitful co-operation between the Education and the Maternity and Child Welfare Committees and their Officers.

In other words, there was much evidence in pre-war Tottenham of the successful development and administration over an area of effective size, of an education service which derived much of its quality and success from being locally administered.

Since that time, the opportunities which the Education Act of 1944 gave to Local Education Authorities ready to seize them have, in the view of the Tottenham Divisional Executive, been to a considerable extent lost in Tottenham, because, while the Education Committee and its Officers have done their utmost to achieve progress in the remembered traditions of the creative pre-war years, much of their time and energy has been dissipated in the frustrating duplications of divisional administration. In this connection, a very rough indication of the proportion of additional work placed on the Tottenham Education Office as a result of two-tier administration, is suggested by a count if incoming post for the year, April, 1957–March, 1958. During this period a total of 24,600 communications was received and of these 3,270, or 13·3 per cent. were from County Council Departments. There is a corresponding volume of outgoing communications. While some of this correspondence would be inevitable under any system (*e.g.* letters to the Ministry of Education), much of it would be avoided and the Education Committee and its Officers freed for more direct and creative work in the Borough itself, under a system of autonomous administration.

While it would, of course, be untrue to say that working in association with the County Committee and its Officers has at no time had some fruitful results, the Divisional Executive consider that, on balance, if they had had the outright conferment of powers in primary and secondary education and over a wide field of further education, for which they are now asking, they could have achieved much more, and at no greater, and probably lesser, cost than has been the case over the past thirteen years.

The efforts of Tottenham and other Excepted Districts in Middlesex to secure a loosening of County Council Control have, over the past few years, led to some improvement in the position, but only by a disproportionate expenditure of time and energy on the part of Committees and Officers in the preparation of reports, the formulation of special representations and the organisation of deputations.

Three examples of these efforts and the difficulties which gave rise to them may be quoted as follows:—

(*a*) Much effort was devoted in 1954 to the preparation of a scheme agreed between representatives of the Middlesex Districts and of the County Council (arising from the initiative of the then Chairman of the County Council) for a rationalisation of budgetry control, by the substitution of eleven main headings of accounts for the existing 112, but this scheme was eventually shelved by the County Council.

(*b*) Arising from a dispute between Tottenham and Middlesex, which at one point was referred to the Ministry, and which lasted in all for six-and-a-half years, the Middlesex Excepted Districts Association evolved a scheme for allowing each Excepted District according to the need of the area a percentage margin of school cleaning labour additional to the basic allowances, related to square footage of accommodation, formulated by the Middlesex J.I.C. Only a small number of the sixteen Excepted Districts, namely, those with a large proportion of older schools which presented special cleaning problems, would have needed to take advantage of the proposed concession. The scheme was agreed with County Officers and seemed to have good prospects of acceptance by the County Council Committees concerned, but was rejected for reasons which remain obscure.

(*c*) This example concerns the salary grading of the Tottenham School Meals Organiser, which is based on a formula which makes it possible for her salary to vary up or down according to the number of children taking school meals, as shown in the Autumn return to the Ministry. The relevant figure has varied over the years (it is at present 8,550), but the County Council has maintained the over-simple formula, despite (following representations by Tottenham and the Middlesex Excepted Districts) a proposal made by the Middlesex Education Committee in 1954, but rejected by the Establishment Committee, to secure an amendment which would have gone a long way to remove the present anomalies. As a result the salary grading of the Tottenham School Meals Organiser is now once more in jeopardy.

These are only three examples of typical administrative difficulties, in which efforts on the part of County Council Members, Committees or Officers to meet what they evidently came to regard as the not wholly unreasonable views of the Middlesex Excepted Districts Association, appear to have been frustrated by the over-riding action of other Members, Committees or Officers of the County Council. None of the three examples quoted would have caused undue local difficulty if the Borough of Tottenham had had conferment of education powers. Details of many similar examples could be given.

The Tottenham Divisional Executive are of the view that the difficulties, frustrations and lack of progress, which have been exemplified, arise to a large extent inevitably in a system where the County Council has a legal obligation to control, over so large and varied an area as Middlesex, an essentially personal and local service like education.

The people who have the close contact with, and knowledge of, the children and adults of Tottenham which is necessary for the understanding and flexible administration of the local education services, are necessarily the local Education Committee and its Officers. As the history of educational development in the

Borough shows, they are capable of exercising their responsibilities creatively and successfully.

The County Education Authority has been faced with the colossal and, in the Tottenham view, impossible task of evolving a uniform and egalitarian basis for treating all areas of the County alike. What, dealt with on a Borough basis, is a comparatively simple decision of detail can become, at County Council level, a precedent of unknown potentiality because it might have to be applied in other areas of the County. This situation involves detailed and time-consuming consideration and often leads to over-cautious or negative decisions. This position has led to the creation of a County Council apparatus of detailed control, especially, but not exclusively, in relation to finance and establishments. Even quite minor local recommendations have often to be filtered through a series of Committee approvals and action has to be consistent with a growing volume of regulations, which have sometimes been introduced without due awareness of the practical consequences.

Neither the County Authority's Committees, nor the Chief or even the more Senior Officers, can in practice cope with the great volume of matters which come forward for decision at County level. In consequence, Committees delegate to Chairmen and the Chief Officers delegate to subordinates, with the result that quite important decisions often appear, in fact, to be taken on the recommendation of a comparatively junior Officer to a Chairman, and are then confirmed (but not considered) by a Committee under the heading of " Action taken by the Chairman." It has not infrequently happened that recommendations which have received much careful consideration by the Divisional Executive, have been rejected in this way, without even a reason for the rejection being given to the Divisional Executive. The Tottenham Education Committee have grown somewhat accustomed to receive ing letters which reject a recommendation made without giving a reason. Sometimes, as in the case of recent correspondence about an additional special allowance for a Voluntary Primary School, reasons are given after the Divisional Executive has pressed for them, but even then it often remains doubtful whether the matter has been actually considered by any County Committee, although the decision is given in the name of a Committee.

Arising from the considerations which have been outlined, the Tottenham Divisional Executive are of the view:—

(1) that their record, both as a Part III Authority and as the Divisional Executive of an Excepted District, shows that they are capable of an effective exercise of autonomous powers in education;

(2) that the most satisfactory administrative basis for the education service in Tottenham is the direct conferment of powers involving, *inter alia*, Borough control of finance, the appointment to the service of the Borough of teachers (including all Head Teachers) and of other staff (including the Borough Education Officer and his Deputy on the same basis as other Borough Officers of similar responsibilities), responsibility for the Borough Educational Development Plan and for educational policy generally;

(3) that the suggested local exercise of conferred powers would not conflict with, but would rather enhance, the effectiveness of a County Authority for necessarily regionalised education services, including specialised advisory services to the Excepted Districts of the County;

(4) that the conferment of education powers for primary and secondary education, day special schools and all further education (other than technical and technological education of a regional character), as well as for the Child Guidance Service and Youth Employment, would result in Tottenham in a happier, better, not more costly and probably cheaper education service for the Borough than could exist under a scheme of delegation, however ingeniously devised or liberally interpreted.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

The Borough of Tottenham is served by five separate establishments, all of which are owned and controlled by the Council, through a Committee responsible also for catering and entertainment services.

The following facilities are provided under the Public Health Act of 1936:—

The Central Baths. Situated centrally, as the name implies, and constructed in 1904, this is the main establishment and houses the Offices of the department. The premises include two indoor swimming pools, two suites of private baths and all attendant services. The larger of the two pools is converted to a public hall for six months of the year.

Open Air Lido. Open air bathing facilities were provided in 1938. The pool is of extensive proportions and can provide for up to 2,000 patrons at any one time.

Washhouses. In 1932, two Municipal Wash-houses were opened to the public. One is situated in the North Eastern area at Bromley Road, N.17, and one in the South Western area, Tiverton Road, N.15. Both establishments have private bath suites attached. A suite of private baths is also provided at Conway Road Baths. This is intended to serve the residents in the West Green Road and Harringay areas.

Control of Watercourses, Ditches and Ponds

The River Lee flows on the eastern boundary of the Borough. Two tributaries (The Moselle and the Stonebridge Brook) flow through the Borough into the River Lee. The Moselle and the lower part of the Stonebridge are " main river " for the purposes of the Land Drainage Act, 1930, and with the River Lee are under the control of the Lee Conservancy Catchment Board. The upper part of the Stonebridge, which flows from high land in Hornsey and results in flooding at times of heavy storm, is the responsibility of the Corporation, and flood prevention works authorised by the Tottenham Corporation Act, 1952, are in progress at an estimated cost of £555,530. The Lee Conservancy Catchment Board, with the aid of grant by the Ministry of Agriculture, Fisheries and Food, have agreed to be responsible for the cost of the flood prevention works in the lower part of the Stonebridge, estimated cost of £223,700.

Ditches and ponds are not a problem in the Borough of Tottenham owing to culverting action taken in the past under local legislation.

Unless a watercourse is classified as " main river " for the purposes of the Land Drainage Act, 1930, thus rendering a River Board responsible, the financial responsibility for flood prevention falls entirely on the District in the lower reaches of the watercourse. This has resulted in the Tottenham Corporation having to finance a very costly scheme of surface water flood prevention in respect of the Stonebridge Brook, while neighbouring authorities are under no such liability.

An examination needs to be made as to whether flood prevention in a river basin area should fall on an individual authority or whether it should be the responsibility of a River Board responsible for the whole river basin, in order that the cost of flood prevention which is met from Governemnt grants and from rates may be spread fairly and evenly over the whole area served by the River.

Disinfestation of Premises and Articles

This function is maintained by the Corporation. A cleansing station is operated incorporating steam disinfector, formaldehyde chamber and baths for filthy or verminous persons. Personnel visit to carry out disinfestation of premises. Articles collected by Public Health Department vans for treatment at cleansing station.

Special twice weekly services are provided to deal with linen, &c., soiled by incontinent aged.

Two Rodent Operatives are employed to deal with rats and mouse infestations and regular half-yearly treatment of the sewers is carried out to keep down the rat population of the sewers.

Drainage of Trade Premises

Trade effluent is controlled by the Drainage of Trade Premises Act, 1937, and is accepted into the Corporation's sewers and passed from these to the trunk sewers of the Tottenham and Wood Green Joint Drainage Committee. It is then with other sewage received into the London County Council sewers and disposed of by that authority, When the East Middlesex Scheme is brought into operation (in 1961) this arrangement will cease. (See further under " Sewerage and Sewage Disposal ").

This is a technical matter and co-operation between the authorities exists and agreements are entered into with the industrialists concerned.

Public Conveniences

Provision and maintenance is the direct responsibility of the Corporation. Thirteen public conveniences have been provided in the Borough.

The need for public conveniences is greatest in areas heavily used by the public, such as shopping districts. Some little difficulty arises where borough boundaries converge and the cost falls on the district providing and maintaining the convenience unless reciprocal arrangements can be mutually agreed.

Refuse Collection and Disposal

The Corporation are responsible for the collection and disposal of all house and trade refuse within the Borough and, in addition, they deal with the disposal of refuse from the Urban District of Friern Barnet at an agreed price per ton for this service. The Corporation also deal with the collection of kitchen waste delivered to their Refuse Disposal Works by the Boroughs of Hackney, Walthamstow, Stoke Newington, St. Pancras, Bethnal Green and Chigwell. The Corporation have a processing plant for the conversion of such materials into animal feeding-stuffs for sale to farmers and disposal through the Corporation's piggery. The above central disposal arrangements have been of considerable benefit in reducing public cleaning costs in Tottenham and providing income to other authorities who send kitchen waste to the Tottenham plant. Reclamation of other valuable material is undertaken to the financial benefit of the local authority.

Regulation of Buildings and Sanitation of Buildings

The Public Health Department in which, in addition to the Medical Officer of Health and his Deputy, there is an establishment of a Chief Public Health Inspector, a senior district and eleven district public health inspectors, is responsible through the Health and Housing Committee for the systematic inspection of the borough to discover any conditions which contravene provisions of the Housing Act, Public Health Act, Clean Air Act and local Acts and bye-laws made thereunder, and to initiate action to secure the remedying of the defects found. Local legislation to undertake emergency works was obtained by the Council in 1952. Factories are regularly inspected to ensure compliance with the Factories (Sanitary Accommodation) Regulations, 1938. Food premises are the subject of frequent inspections to enforce requirements of Food Hygiene Regulations. Sanitary accommodation in cinemas and other places of entertainment are periodically inspected and special visits are made when licences are being renewed.

Mortuaries and Post-Mortem Rooms

The Corporation have entered into an agreement with the N.E. Metropolitan Regional Hospital Board whereby these facilities are provided at the Prince of Wales's Hospital Mortuary. The Council pay the Hospital Board £300 per annum plus £2 for each body in excess of 150.

Sewerage and Sewage Disposal

Sewage disposal is at present undertaken by discharge into the trunk sewers of the London County Council. Following completion of East Middlesex Main Drainage Scheme, disposal will be undertaken by the Middlesex County Council. Certain trunk sewers in the Borough and the Sewage Pumping Station are maintained by the Tottenham and Wood Green Joint Drainage Committee, set up under the Tottenham Local Board (Division of Districts) Act, 1888, and incorporated by the Tottenham and Wood Green Sewerage Act, 1891. When the East Middlesex Scheme operates fully it is possible that the Joint Drainage Committee will be dissolved, and the conveyance of sewage from Wood Green through Tottenham will be covered by agreement.

Street Cleansing

The Council are responsible for carrying out the functions of street cleansing throughout the Borough, but, in respect of County and Trunk Roads they act as agents for the County Council Authority.

The actual cleansing arrangements are satisfactory but it is questionable whether the financial adjustments arising from the agency arrangements in order to ensure that financial responsibility falls on the highway authority concerned are justified in the Greater London area.

The Borough Council should be responsible for the cleansing of all streets, as in the case of lighting of streets.

Burial Grounds, Cemeteries and Crematoria

These services are administered for the Boroughs of Tottenham and Wood Green by the Tottenham and Wood Green Burial Board. The Burial Board was appointed under the provisions of the Burial Act, 1852. When Wood Green was separated from Tottenham an Order was made providing that in the appointment of Members of the Board, six should be appointed by the Tottenham and three by the Wood Green Vestries respectively.

The Boroughs are both represented on the Board and contribute towards its expenses on a proportionate basis. The Board administer a Cemetery in Tottenham and a modern Crematorium at Enfield.

Parks and Open Spaces

The Corporation are responsible for the administration of parks and open spaces in the Borough. 230 acres of open space are available for public recreation, including football, tennis, cricket, &c., and in 1938 the Council provided the first Model Traffic Area in the country for the instruction in road safety of school children in the Borough.

The Council have recently embarked on capital expenditure of £35,000 to centralise and extend the plant Nursery facilities in which the plants required for planting out are raised by the Parks Superintendant with professional gardening assistance.

Powers and Duties under the Physical Training and Recreation Act, 1937

The Council have used these provisions as necessary:—

(*a*) To improve, with grant, dressing facilities at the Recreation Grounds;

(*b*) To contribute to the cost of, and erecting, a Hall for the recreation of old people, and

(*c*) Have resolved, subject to the necessary consents, to proceed with the construction of an enclosed sports area with the modern appliances and equipment necessary for the advancement of recreational facilities in the Borough.

Prevention of River Pollution

Tottenham has a dual system of drainage, and the surface water sewers discharge into the water-courses. Surveys are carried out to check that soil drainage is not incorrectly discharged into surface water sewers thereby polluting rivers. It is the duty of the Lee Conservancy Catchment Board Inspectors to take action where it is found that pollutants are being discharged into the River Lee or its tributaries, and on notice of evidence of pollution being given to the Corporation, the Public Health Department make considerable investigations, particularly at establishments likely to be discharging effluents of the type discovered in the sample of river water taken.

HOUSING

Provision of Houses

The Council have provided 2,972 houses under the Housing Acts, and 271 under the Housing (Temporary Accommodation) Acts, 1944–45.

Tottenham is a densely populated borough, the southern and western part of which was largely built in the last century, and, at the present time, the Council's housing operations are necessarily dovetailed with the slum clearance programme referred to later. The service is administered by a standing committee, staffed by professional officers, and houses are allocated on a points basis which has regard to relevant factors such as need, residence in the Borough, &c. There is a severe shortage of land for building within the borough and in an attempt to improve living standards for the overcrowded population, the Corporation have provided dwellings outside the Borough in Edmonton (pre-war), Cheshunt and Potters Bar (post war) and are seeking further land in Cheshunt for additional building. The Council nominate families for transfer to new and expanded towns under the Industrial Selection Scheme.

The demand for houses to let in the Borough (and Greater London generally) places great strain on the Council's resources. This demand has been increased in post war years by the higher standards of living accommodation required by the people. Such is the magnet of the London area it is doubtful whether the demand is capable of being satisfied within decades.

The problem is not capable of solution by the transfer of powers to other authorities. In fact, the personal nature of the service requires that it be administered in close contact with the people concerned. The Government's action in creating New Towns and the Council's efforts in providing accommodation are not having the full effect they should in reducing the housing problem because other families are able to move into the dwellings vacated. The solution of the housing problem probably only lies in the planned decentralisation of Greater London, the control by local authorities over the letting of vacated houses and an up-to-date reassessment of the overcrowding provisions contained in Part IV of the Housing Act, 1957.

In the provision of accommodation there is a conflict of functions which is confusing to the public inasmuch as the County Council have statutory responsibility for the provision of residential accommodation for persons who by reason of age, infirmity and other circumstances are in need of care and attention not otherwise available to them, and temporary accommodation for persons in urgent need thereof under the National Assistance Act, 1948.

The provision of residential accommodation by public authorities should be centralised in one authority, the one in direct contact with the public, *i.e.* the Borough Council. This would avoid persons in unfortunate circumstances being passed from authority to authority. Experience shows their first thought is to go to the Town Hall for assistance, and, under the present law, they have to be passed to the local office of the County Council. Improved liaison with the Hospital authority in regard to cases who should be in their care would result.

Slum Clearance

The Corporation have operated Part III of the Housing Act, 1936, and the redevelopment provisions of the Town and Country Planning Acts for many years. The Borough has been surveyed by the Medical Officer of Health and his public health inspectorate. A programme of slum clearance has been drawn up and submitted to the Ministry of Housing and Local Government under the Housing Repairs and Rents Act, 1954 (now embodied in the Housing Act, 1957). This programme provides for the clearance of 2,189 unfit houses and the rehousing of the occupants in dwellings provided by the Corporation. Because of the lack of building sites in the Borough, rehousing will be achieved mainly by careful phasing of the programme to allow the decanting of families from one area into dwellings constructed on a area which has been dealt with earlier in the programme. The programme is now in operation. Where individual unfit houses or parts of houses are found which cannot be made fit for human habitation, they are dealt with by the Council under the Closing and Demolition Order procedure laid down in the Housing Act, 1957. The Council accept responsibility for rehousing displaced occupants in these cases. The programme will proceed steadily unless it is halted by outside factors—the cost of building coupled with high rates of interest—and the problem of overspill making it impossible to remove families in order to clear sites for further building at lower densities.

It is considered that this problem is not capable of remedy or improvement by the reorganisation of functions of authorities.

Regulation of Buildings and Bye-laws

The construction of buildings is regulated by the Borough Council through the Borough Engineer and building inspectorate in accordance with the building byelaws. The Medical Officer of Health and the Public Health Inspectorate make systematic inspections under the Housing Act to ascertain dwellings which are unfit for human habitation but are capable of repair at reasonable cost. Notices under Section 9 of this Act are served requiring the remedying of defects, and should the owners default, the work is carried out by the Council who employ a Panel of local builders for the purpose. During the past ten years work costing £48,490 has been executed in the owners' default.

An index is maintained of all dwellings in the borough showing the permitted number of occupants for the purposes of Part IV of the Housing Act, 1957. Where overcrowding is deliberately caused, satutory action is taken, but the present housing shortage makes it impossible at present to take systematic action to eliminate overcrowding generally. The Council method of allocating houses which become available for general letting ensures that the most overcrowded families are rehoused first.

Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction and Improvement of Houses

The Borough Council make advances under both the Housing and Small Dwellings Acquisition Acts. Improvement grants are also made under the Housing Act. Before advances or grants are made, the properties are valued and inspected for certification as to fitness for human habitation and the expected life of the buildings.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Act

Prior to the passing of the National Health Service Act, 1946, the Borough exercised direct powers in the provision of services for the prevention of disease and the promotion of health in the community, and full advantage was taken by the Borough Council of the powers, obligatory and permissive, given by successive health and welfare legislation. It came, therefore, as a severe blow to the prestige of this Borough when, under the provisions of the National Health Service Act, Tottenham came to lose its full autonomy in the administration of the school health and personal health services. The newly constituted Local Health Authority had good reason, however, to be grateful to the Borough Council for the completeness of the services handed over to them in 1948. Among the buildings and services so transferred may be mentioned:—the modern and well equipped clinics and welfare centres; a residential nursery in Hertfordshire; a residential open-air school at Hayling Island—day nurseries, nursery schools and nursery classes; day special school for the physically handicapped child; day special school for the deaf child; occupational centre for the mentally handicapped; well established domicilary midwifery, health visiting, district nursing, home helps and ambulance services and a full range of specialist clinics, including dental and orthodontic services for the priority classes.

Tottenham's medical centres were well known throughout the country as model establishments and were visited by many distinguished persons from foreign and commonwealth countries who came to this country as guests of the Government to study our health services.

In 1954 the National Baby Welfare Council presented the Norah March Trophy to the Tottenham Corporation for the Pioneer maternity and child welfare work carried our by its predecessors in the early years of the century and by it prior to the National Health Service Act, 1946.

The services under the National Health Service Act are administered:—

(*a*) By the Middlesex County Council centrally.
  (1) Health Centres (S.21). (If and when provided).
  (2) Ambulances (S.27).
  (3) Prevention, Care and After Care (S.28).
  (4) Duties under Mental Acts (S.51).

(*b*) By the Middlesex County Council locally through an Area Health Committee, comprising the Boroughs of Hornsey and Tottenham, which is a sub-committee of the County Health Committee.
  (1) Care of mothers and young children, including dental care (S.22).
  (2) Midwifery Service (S.23).
  (3) Health Visitors (S.24).
  (4) Home Nursing (S.25).
  (5) Vaccination and Immunisation (S.26).
  (6) Home Help Services (S.29).

The Borough Council have no share in the administration of these personal health services except through the appointment of Members to the Area Health

Committee, and through the appointment of the Medical Officer of Health as Area Medical Officer.

In the opinion of the Council, administration of these personal welfare services over so wide an area as Middlesex, with a population of 2,269,315, is too impersonal and too inflexible. Prior to 1946, the Borough Council administered these services except those concerned with tuberculosis and mental care, and in their experience, they can only be satisfactorily administered by a public body in close contact with the population served.

The services available in Tottenham at the time of transfer included a full range of clinics and welfare centres. The transfer of the services to the Middlesex County Council in 1946 has brought no improvement in the services provided and has merely given rise to the growth of a largely bureaucratic official organisation in place of one administered by local representatives in immediate contact with the ratepayer.

A further result of the division of the environmental health services and the personal health services is to be seen in its effect on the position of the Medical Officer of Health and his Deputy. Their functions in the field of evironmental health are vital to the public health of the Borough, but since the personal health service powers were transferred to the County Council that authority have made constant endeavours (which the Borough Council have resisted) to ensure that the Medical Officer of Health shall become a County Officer whose services shall be made available to the Borough. The Council consider the division of the functions of the Medical Officer of Health very seriously and are not willing for the environmental health services under their jurisdiction to be officered by medical staff not under their immediate control.

The transfer of the personal health functions to the Borough Council is the only way in which their administration by a local authority in immediate touch with the persons using the services can be achieved.

Hospital functions. These are administered by a local Hospital Management Committee appointed by the Minister of Health. Local liaison is obtained through the membership of the Medical Officer of Health of the Consultants Medical Advisory Committee of the Group.

The transfer of personal health functions to the Borough Council would considerably strengthen the liaison between the hospital services and the public health services of the local authority.

Practitioner Dental and Pharmaceutical Services. These are managed by the Middlesex Executive Council upon which the Council has no representative. Some liaison is obtained by the Medical Officer of Health attending meetings of the local B.M.A. group meetings and periodic circular letters to medical practitioners regarding local authority services.

Administration by one Executive Council for the whole of Middlesex is too large and too impersonal and local liaison is well-nigh impossible.

Closer liaison with the hospital authorities and public health administration would be effected through decentralisation of the work at present performed by the Middlesex Executive Council.

Mental Health Services

These are administered direct by the County Council, with no local delegation of functions. Duly authorised officers of the County Council have local offices but they are supervised and controlled from the central County Offices.

A common County policy is not always best suited to local needs and transfer locally of functions under Section 28 of the National Health Service Act, 1946 is recommended.

Powers and Duties under National Assistance Acts, and the Disabled Persons (Employment) Act, 1944

(*a*) Borough Council's functions. Statutory action under Section 47 is invoked only after every effort has been taken to relieve the adverse conditions under which old people are sometimes found to be living. The Medical Officer of Health has acted as the local co-ordinating officer in ensuring that the services provided to old people are made available in cases of need. To assist the hospital to make best use of the beds in the Geriatric Wards, environmental reports are supplied on all patients awaiting admission to these wards. Burials are arranged under Section 50 whenever a death occurs where no satisfactory arrangements are made by the relatives.

The Council co-operate closely with an Old People's Welfare Committee, consisting of representatives of the Council and voluntary and official bodies concerned with the care and welfare of old people, to which they will be contributing £4,364 in 1958–59. The Committee employ a full-time paid organiser and two assistants. Services provided include:—

(1) Chiropody.
(2) Meals on Wheels.
(3) Clubs.
(4) Street Wardens.

The problems arising from old age have increased during the post war years due to several factors. It is a human, personal problem arising from loneliness, financial hardships and ill health. The only powers available to the Corporation to assist the old people in practical measure are those contained in Section 31 of the National Assistance Act, 1948.

The Borough Council should have direct powers to provide the services provided by the Old Peoples' Welfare Committee coupled with the powers to provide residential accommodation to supplement their Housing Act powers, thus enabling comprehensive provision to be made for the needs of the aged.

(*b*) County Council functions. These functions, which include the provision of residential accommodation for persons who by reason of age and infirmity are in need of care and attention, and temporary accommodation for persons in urgent need; and for promoting the welfare of the blind, deaf or dumb, and crippled persons; are administered centrally with no local delegation. An Area Welfare Officer has his office within the borough and is responsible locally for these services. There is at present no welfare or Old Persons Home in the borough, and it is usually a very long time after applying for admission before cases are admitted. Homes at considerable distance from the borough make visiting difficult. Shortage of accommodation leads to frustration since the policy of provision of accommodation is not in the hands of the persons in contact with the public.

The powers and duties of the County Council in relation to these matters should be directly conferred on the Borough Council.

Care of Children

The functions of the Children Act, 1948 are administered centrally by the County Council without delegation. An Area Children's Officer with an office within the borough is responsible locally for the services.

There is loss of personal contact due to remote control, and the service suffers from not being integrated with other personal health services.

A personal service of this nature is more suitable for administration by the Borough Council upon whom powers should be directly conferred.

Registration of Nurseries and Child Minders

This is a County Council function with local day-to-day administration by the Area Health Committee. It is a function which should follow the administration of the Maternity and Child Welfare Services, and, in the opinion of the Council, should be transferred to the Borough Council with those services.

Health Education

Health Education is undertaken by both the County and Borough Councils, the former acting under Section 179 of the Public Health Act, 1936.

It is a function which should follow administration of the local health services which, in the opinion of the Council, should be directly conferred upon them.

Notification of Infectious Diseases

Apart from the statutory notification of infectious diseases by local general medical practitioners, information regarding the occurrence of cases is obtained from:—

(1) Infectious disease hospitals who notify the Medical Officer of Health of all admissions and discharges of Tottenham patients.

(2) Weekly returns from schools to the School Medical Officer.

(3) Reports from Public Health Laboratory Service who send to the Medical Officer of Health copies of all their reports on specimens submitted from Tottenham patients.

Cases are visited by public health inspectors and steps taken to limit spread of infection:—

(1) Isolation or removal to hospital of patients.
(2) Current and terminal disinfection.
(3) Exclusion from occupation of patient and contacts as appropriate.
(4) Tracing source of infection.
(5) Where outbreaks occur in schools, the school medical and nursing staff conduct investigations at the school.

There is a liaison between the Borough Public Health Department and the Area Health Service of the County Council in dealing with the control of infectious disease.

TOWN AND COUNTY PLANNING

The County Council are the local planning authority under the Town and County Planning Act, 1947. The functions under Part III of the Act are delegated to the Borough Council under a scheme of delegation, subject to reservations and conditions as to consultation in certain respects.

Whilst the official side of delegation operates reasonably smoothly, the requirements of the scheme of delegation that copies of all planning applications received be sent to the County Council, and also the procedure in relation to applications reserved for decision by the County Council is wasteful of administrative effort.

Non-delegated functions are administered by the County Council through Area Planning Committees upon which the local authority are represented. These Area Planning Committees meet centrally at Westminster which is inconvenient to elected members and they serve no real purpose except to appear to give representation to authorities in the area.

If it is desirable to give overall functions to a county authority administering a wide area, these functions should be confined to the preparation of a development plan covering agreed foreseeable development requirements, leaving the borough council to proceed as of right with the detailed control of development within the framework of the scheme, consulting with the County authority only on matters of development which conflict with the scheme as confirmed by the Minister.

The County Council are responsible for the preparation and submission of the County Development Plan. This vast undertaking which took years to complete produced a blue print which was out of date in many respects before it was confirmed. It makes broad classifications of areas ripe for development within certain periods which in practice have produced many problems for property owners and prospective purchasers. It also introduces symbols indicating proposed development which are not firm and which give rise to confusion among members of the public. The great proportion of the redevelopment falling to be carried out for public purposes is the task of the Borough Council and this is governed by such practical considerations as finance, overspill, government policy, &c.

Development Plans drawn in such detail and making forecasts as to redevelopment as at present, especially over wide areas such as Middlesex, are an elaborate and unnecessary machinery for the control of development in an area. Even if an overall plan is prepared for a larger area, development control can only be satisfactorily administered by an on the spot authority to whom the major part in bringing the development of the town to fruition is entrusted. The divorce of preparation of the plan from financial responsibility for carrying it out creates an unreal position which is not understood by the public and gives rise to hardship and doubt.

The County Council is responsible as local planning authority for the relocation of non-conforming development, particularly industry. Until 1956 the County Council had no policy in regard to this important aspect of practical planning and accordingly offered no financial assistance towards the eradication of non-conforming users as occasion arose. In Tottenham matters arose requiring immediate attention in the field of practical planning, *e.g.* a non-conforming factory was destroyed by fire but was allowed to be rebuilt on the same site; industrial premises were vacated by the removal of the Company to a New Town but were permitted to be reoccupied by another industrial user; and other vacated non-conforming industrial premises have been allowed to be reoccupied. In all cases, in spite of representations by the Borough Council, the County Council, having no policy for the eradication of non-conforming users several years after becoming the local planning authority, refused to act. In one case of vacation of non-conforming industrial use the Borough Council, frustrated by the machinery of the County Council and desperately short of land for housing, acquired the premises at industrial use price (£50,000 for 1·31 acres) in order to use the land for urgent housing requirements.

The County Council have recently announced a policy in relation to nonconformn g uses but limiting financial responsibility to a particular sum per annum and hedg ed by conditions so that the three further applications the Borough Council have subimitted for eradication of non-conforming uses have been rejected. This theoretical approach has meant that during ten years of administration of planning powers the local planning authority's contribution towards the eradication of non-conforming industry in a borough in which, because of the early date at which it was developed, there are many non-conforming uses, is nil.

Town and Country Planning is in danger of becoming strangled by complicated paper procedures which have brought a necessary and vital local authority function into disrepute in all sections of the community.

Subject to further consideration being given to the advantage of an overall authority preparing a practical development plan, control of Town and Country Planning should be returned to Borough Councils, when all aspects of this important local authority function can be administered by one authority through one office. Decisions of the authority would be subject to appeal to the Minister and their development activities to government grant.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

These powers insofar as they are relevant in Middlesex are administered centrally by the County Council as local planning authority. They are concerned largely with the protection of footpaths.

Separation of the functions in relation to footpaths from the highway authority serves no useful purpose in the Greater London area and adds to confusion in relation to responsibility of functions.

These functions should be transferred to the Highway authority for district roads.

TRAFFIC

Construction, Maintenance and Improvement of Roads and Bridges

There are three types of highway in the Borough.

(*a*) Trunk Roads for which the highway authority with financial responsibility is the Ministry of Transport. Maintenance is by the County Council and the Borough Council under agency arrangements.

(*b*) Classified Roads. The County Council are the highway authority but, except for two lengths of highway, the Borough Council have claimed to be responsible for the maintenance of these roads under the Local Government Act, 1929.

(*c*) District Roads. The Borough Council are the responsible authority.

Bridges.

The maintenance of highways over bridges is the responsibility of the highway authority responsible for the remainder of the highway, subject to responsibility of Railway Companies, &c. responsible for the bridge. The maintenance of bridges is the responsibility of the statutory undertakers concerned.

The present system works satisfactorily from the point of view of responsibility of functions but the system of annual allocation of monies for road works by the Ministry and the County Council produce delay at the beginning of the year so that by the time a scheme is prepared and a contractor accepted some of the best months for work in the year have passed.

Administrative measures for changing the classification of roads due to the altered flow of traffic are unsatisfactory, it being left to the decision of the classified road authority to decide whether to accept classification of a highway or not. The final decision in matters of classification should be under the control of the Ministry of Transport after consultation with the authorities concerned and the Metropolitan Police.

Street Lighting

The Borough Council are responsible for all street lighting. The Ministry of Trans port make a grant in respect of approved schemes on trunk roads.

Due to rapid progress in methods of lighting and to corresponding improvements being introduced, different lighting standards apply in different boroughs. In the case of contiguous built-up areas such as exist in greater London, this is a disadvantage to road users and is prejudicial to road safety.

The remedy is to attain a uniform standard of lighting, and this can be secured by additional administrative co-ordination and exchange of information. Ministry of Transport arrangements to this end are shortly to be introduced. The creation of wider areas would, it is thought, do little that cannot be brought about by co-ordination.

Naming of Streets and Numbering of Houses

Administered by Borough Council under statutory powers. Consultations with Post Office authorities, Chamber of Commerce, &c. are undertaken prior to substantial alterations being brought into effect.

Parking Places

The designation of parking places on highways is undertaken by the Ministry of Transport after consultation with the Borough Council and Metropolitan Police. The Council provide off-street parking places which are controlled by bye-laws confirmed by the Ministry.

The parking of vehicles in highways is a growing problem which is increasingly affecting the servicing and clearing of highways as well as access to properties.

The solution or control of this problem is only possible by general legislation.

Road Safety

The Council keep a constant watch on all measures which will contribute towards greater road safety through a Town's Safety Committee upon which are represented the Police and other bodies in the town concerned with this increasing problem. A Road Safety Officer has been appointed and close co-ordination with the Highways Committee, the Police, the Schools and voluntary bodies is effected. As stated under " Parks and Open Spaces " the Council have provided a Model Traffic Area in one of their Recreation Grounds for the instruction of children in safety measures. The increasing traffic carried by the highways of the borough makes road safety a growing problem.

This is a matter which will ultimately require general legislation as the flow of vehicles on the road increases. Better roads, stricter control over dangerous driving and carelessness by road users of all kinds could contribute to greater road safety in varying degrees. The problem is not capable of amelioration by the reorganisation of local authority areas of functions.

Bus Shelters

Bus shelters are, and should be, primarily the concern of the passenger transport authority to provide shelter for waiting passengers at particular points. Borough Councils were given powers to provide such shelters in the Local Government (Miscellaneous Provisions) Act, 1953.

The siting of bus shelters is subject to the approval of the London and Home Counties Advisory Committee.

Division of responsibility is likely to arise from the granting of power to the local authorities. In the only case in the borough since the Act was passed (bus stop near T.B. Hospital served by an infrequent bus service) London Transport agreed to pay not more than 50 per cent. towards the cost of providing the shelter, thus relying on the Council to pay the remainder under the Act of 1953.

The provision of shelters should be essentially a matter for London Transport for the comfort and protection of their passengers.

Power to require these shelters to be provided in particular cases should be vested in an independent authority such as the London and Home Counties Advisory Committee.

Private Street Works

This function has been administered by the Borough Council and its predecessors primarily under local legislation obtained in 1890. The streets in the borough are now almost fully made up.

June, 1958.

Evidence Submitted by The Twickenham Borough Council

CONTENTS

Commencing on Page

Introduction and General Observations 444

Functions in the administration of which there are no significant defects. (Appendix " A ") 447

Functions in the administration of which there are defects and in each case a recommendation as to the remedy. (Appendix " B ") 453

Proposals for the better administration of Local Government functions generally. (Appendix " C ") 464

INTRODUCTION AND GENERAL OBSERVATIONS

Introduction

1. This memorandum is submitted in response to the Commission's letter of the 17th February, 1958, inviting the Corporation to put in evidence under specified headings summarised as follows:—

(*a*) A description of the functions discussed.

(*b*) An analysis of defects encountered in the administration of those functions.

(*c*) An outline of the ways in which such defects may be remedied.

2. The Corporation have availed themselves of the opportunity to deal with matters other than those especially mentioned in the letter of 17th February, 1958.

3. This memorandum is in outline at this stage. The Corporation wish later to elaborate their views and to support them by oral evidence.

Brief Particulars of the Borough

4. The Corporation first submit some particulars of a general kind about themselves as a local government unit.

5. Twickenham is a municipal borough with 44 members (11 aldermen and 33 councillors), incorporated in 1926.

6. The more important statistics are:—

Population	104,000
Area	7,014 acres
Rateable Value after new valuation list	**£1,881,557**
Electoral Divisions	Four
Wards	Eleven
Parliamentary Constituency	One co-terminous with borough boundary
Rates, 1958–59	15*s.* 4*d.* in £

Finance

7. The rates levied for the past eight years and the current year have been as follows:—

Year to 31st March	*Corporation Services*		*County Council and other Precepting Authorities*		*Capitation Grant and Contribution in lieu of rates &c. (credit)*		*Total Rate*	
	s.	*d.*	*s.*	*d.*	*s.*	*d.*	*s.*	*d.*
1951	6	2·787	13	4·655	2	5·442	17	2
1952	6	0·480	13	10·601	2	5·081	17	6
1953	6	2·262	14	1·224	2	9·486	17	6
1954	6	9·625	17	0·712	2	10·337	21	0
1955	6	7·236	16	11·321	3	0·557	20	6
1956	6	10·930	15	10·530	3	1·460	19	8
1957	4	4·791	10	7·563	1	10·354	13	2
1958	4	9·786	12	5·386	2	3·172	15	0
1959	4	10·276	12	10·803	2	5·079	15	4

8. The Corporation's gross expenditure for their own rate fund services is of the order of £¾ million per annum, but the total general rate levied is of the order of £1⅓ million for the year 1958–59.

9. For the year 1958–59 the rateable value per head of population (mid 1957) was £17 12*s.* 11*d.* and the rates levied per head of population were £12 15*s.* 9*d.* Only a few authorities in the County produced a lower figure.

10. The loan debt is £4·13 million of which £3·8 million is in respect of housing. The total expressed at per head of population is £39 18*s.* 1*d.* or at £ of rateable value £2 5*s.* 3*d.* These figures illustrate that the Corporation's financial position is stable and satisfactory although the rate has been maintained at a very modest figure.

11. The Corporation's main grant aided service is housing.

12. There has been careful planning of capital projects. A special Committee, formed in 1955, drew up a Capital Programme for many years ahead. Such a programme which divided all the known capital schemes between essential and non-essential works (the latter being works which could reasonably be deferred for a time), is reviewed annually by the Finance Committee.

Arrangement of Evidence

13. The evidence is presented in three appendices as follows:—

A. Functions in the administration of which there are no significant defects.

B. Functions in the administration of which there are defects and in each case a recommendation as to the remedy.

C. Proposals for the better administration of local government functions generally.

14. Appendices " A " and " B " deal with the services listed in Appendix " B " to the Royal Commission's letter of 17th February, 1958. Appendix " C " contains a summary of the Corporations' views on the form a reorganisation of Local Government in Greater London should take. These views were recorded by resolution dated 2nd January, 1958.

15. The following functions are not mentioned in the letter from the Royal Commission, but the Corporation will be glad to be given an opportunity of submitting evidence on them at an appropriate time:—

Food and Drugs Act.
Weights and Measures Acts.
Fertilisers and Feeding Stuffs Acts.
Registration of Births, Marriages and Deaths.
Milk and Dairies Acts.
Licensing of Theatres, Cinemas, &c.
Shops Act and Employment of Young Persons in Shops.
Children and Young Persons Acts.
Diseases of Animals Acts.
Licensing of Waste Food Boiling Plants.

Invitation

16. The Corporation confirm the invitation they extended to the members of the Commission or any of them on the 3rd March, 1958 to make an informal visit to the Borough of Twickenham so that they can obtain any information they may require as regards the Corporation's organisation.

Approved by the Corporation at their meeting on 1st May, 1958.

W. H. JONES,
Town Clerk.

Municipal Offices,
Twickenham.

16th May, 1958.

Appendix "A"

FUNCTIONS IN THE ADMINISTRATION OF WHICH THERE ARE NO SIGNIFICANT DEFECTS

1. Environmental Health

(a) Baths, Wash-houses and Bathing Places

Estimated Cost 1958–59	£10,740
Rate in the £	1·492*d.*

The Corporation derive their power from Part VIII of the Public Health Act, 1936. Under the Physical Training and Recreation Act, 1937 the Minister of Education can make grants to local authorities for providing swimming baths, bathing places &c. The Corporation have not provided wash-houses and no grant has been claimed.

The Corporation administer three open air swimming baths. There have been no difficulties in the administration of this service, which appears fully to meet the public need.

(b) Disinfestation of Premises and Articles

Estimated Cost 1958–59	£575
Rate in the £	0·080*d.*

The Corporation's powers are derived from Sections 166 and 167 of the Public Health Act, 1936. They do not provide a disinfesting station. In the few cases which arise where cleansing cannot be effected, the articles are destroyed. These powers are exercised without difficulty by the Corporation's officers acting under the general direction of the Medical Officer. They are allied to the functions which the Corporation exercise under the Prevention of Damage by Pests Act, 1949, which Act deals more particularly with rats and mice.

(c) Drainage of Trade Premises

The Corporation use their powers under the Public Health (Drainage of Trade Premises) Act, 1937, only within certain limits because the Middlesex County Council are the Sewage Disposal Authority under the West Middlesex Drainage Scheme. Trade effluent is received into the sewers maintained by the Corporation, and it passes from those pipes into the main drains provided by the County Council. All matters concerning drainage from trade premises are, therefore, dealt with by the Corporation and the County Council jointly. No difficulties have arisen in administration.

(d) Public Conveniences

Estimated Cost 1958–59	£10,530
Rate in the £	1·462*d.*

The Corporation's general power to provide public sanitary conveniences is derived from Section 87 of the Public Health Act, 1936. The Corporation have provided ten conveniences some of which include washing accommodation. Under other powers similar facilities are provided in pleasure grounds, cemeteries, burial grounds, and in buildings used by the public such as libraries, halls, &c. At Hampton Court, which is in the nature of a holiday resort during the summer months, special arrangements are made in conjunction with the Ministry of Works.

The increase in travel by road, as distinct from rail, has made greater provision necessary and the Corporation have adopted a capital programme for the expansion of the service as sites become available, especially in shopping and riverside areas.

(e) Refuse Collection and Disposal

Estimated Cost 1958-59	£81,300
Rate in the £	11·291*d.*

The Corporation's refuse collection system, which is authorised by Section 72 of the Public Health Act, 1936, is carried out on up-to-date lines using fourteen Paxit type motor vehicles with carrying capacities of 18 to 24 cu. yds. The approximate number of employees engaged on the service is fifty-five. The Corporation have constructed a new works depot at a cost of £66,600 where the fleet of vehicles for all municipal purposes is maintained.

The Corporation's Refuse Disposal Plant is at Charlton in the Sunbury Urban District. It caters also for the needs of the Urban Districts of Sunbury and Staines, who pay a tonnage charge for the refuse dealt with. The plant was opened in 1954 and cost approximately £242,575. It is easy of access from the districts served, and close to disused gravel workings, which are used as tipping areas. There is ample reserve capacity at the works for dealing with an increase in the quantity of refuse and the tipping area is estimated to be sufficient for sixty years or more.

The plant is designed to secure the maximum recovery of salvage, and the income from this source for 1958–59 is estimated at £25,000. About 40,000 tons per annum of crude refuse is received and the net cost per ton for treatment is of the order of 25*s.* This scheme of disposal has proved most satisfactory. It is economical and no practical difficulties in administration have arisen. It provides an example of an enterprise jointly undertaken by a group of local authorities.

There are only a few premises in the Borough where cesspool drainage is used. For the cleansing of such cesspools and for dealing with drains and sewers generally the Corporation operate two gully emptying machines.

The Corporation do not themselves provide household dustbins.

(f) Regulation of Buildings and Sanitation of Buildings

The Corporation derive their powers from the Public Health Act, 1936. Byelaw control extends to question of construction, space about buildings, lighting, ventilation, height and other dimensions and the provision of sanitary works and fittings. The Corporation employ four Building Inspectors with appropriate clerical staff under the direction of the Borough Engineer.

Sanitation of existing buildings is secured by the requirements of the Public Health Act, 1936 and the provisions of the Housing Act, 1957 for enforcing the repair, maintenance and sanitary conditions of houses. For the administration of these powers the Corporation have the services of a Medical Officer and Deputy. These officers are employed by the Middlesex County Council as Area Medical Officer and Deputy, but by agreement with the County Council they devote 40 per cent. of their time to the duties of Medical Officer and Deputy. A chief Public Health Inspector and five District Public Health Inspectors with appropriate clerical staff are employed.

(g) Sewerage

Estimated Cost 1958–59	£21,505
Rate in the £	2·987*d.*

The Middlesex County Council are the sewage disposal authority and they administer the West Middlesex Drainage Scheme. The Corporation are responsible for conveying the sewage to a number of connections with the main drainage system. The Corporation's drainage system is a separate one in the sense that surface water is taken to rivers, streams, &c., whereas soil sewage is conveyed to the West Middlesex Drainage Works.

The only administrative difficulty is one particular to this area, in that the Corporation are dealing with what was previously four separate sewerage systems for Twickenham, Teddington, Hampton and Hampton Wick respectively. These systems are in need of modernisation. The Corporation will effect the necessary improvement by stages. The first major scheme involves the whole of the eastern part of the borough, and that section, estimated to cost £112,000 is now in progress.

(h) Burial Grounds, Cemeteries and Crematoria

Estimated Cost 1958–59	£9,660 (Burial grounds and Cemeteries)
Rate in the £	1·341*d.*

The Corporation administer three cemeteries, and they have under their control certain closed burial grounds. They also maintain three closed churchyards. The Corporation have in hand unused ground which is estimated to be sufficient to meet the cemetery needs of the borough for over 30 years.

The Corporation sponsored the formation of the South-West Middlesex Crematorium Board, which serves Twickenham, two other boroughs and five urban districts, all in the western part of Middlesex and the only cost to the Corporation is the precept, which for the current year is £1,781 being a rate in the £ of 0·247*d.* This combination has been most satisfactory. The crematorium was erected at a cost of over £90,000 to serve a population of approaching half a million persons. It is situated just outside the boundary of the borough in the Feltham Urban District, and was opened in 1954.

(i) Parks and Open Spaces

Estimated Cost 1958–59	£47,455
Rate in the £	6·591*d.*

The Corporation have preserved unbuilt upon adequate areas of land for use as open spaces. 207 acres are controlled by the Corporation. The London County Council, with the assistance of the local authority, and other authorities, acquired Marble Hill Park, to protect the view from Richmond Hill. The Corporation make use of statutory powers to impose restrictive convenants on land within the view of Richmond Hill to prohibit building thereon. They have also protected many of the trees within the view.

A further 1,784 acres of open land comprising Bushy Park, Home Park and the grounds of Hampton Court Palace, are controlled by the Crown.

The Corporation's riverside lands are an important feature of the borough.

The Corporation contributed 25 per cent. of the cost of acquiring the Fulwell Golf Course, with an area of over 200 acres, the balance being met by the London County Council and the Middlesex County Council, because the open space has a regional character. The Corporation are under obligation, when the land ceases to be used as a Golf Course, to take a lease thereof for 999 years, and they are proposing, at an early date, to use this power to take over about one half the land. Somewhat similar arrangements were made as regards Strawberry Hill Golf Course, but in this case the London County Council were not partners and the land is still used as a golf course.

The local authority have found no difficulty in administering their powers.

(j) Physical Training and Recreation Act, 1937

Estimated Cost 1958–59	£1,535
Rate in the £	0·213*d.*

The Corporation have used the powers of this Act to provide a sports field which is not open to the public at large, but which is let in the winter months to a football club and during the summer months to local organisations having atheletic, social or educational objects. The land is also available for use as a camping site for youth organisations. This provision has met a need which could not otherwise have been satisfied, and the Corporation received a grant from the Ministry of Education.

In addition the Corporation are considering providing a sports stadium on another site at a cost of about £13,000 but this scheme is temporarily in abeyance due to financial restrictions.

(k) Prevention of River Pollution

The only rivers in the borough are the Thames and the Crane and the Corporation are not directly concerned with the steps necessary to prevent pollution thereof. They co-operate with the Port of London Authority, the Thames Conservancy and the County Council.

2. Housing

(a) Provision of Houses

Estimated Cost 1958–59	£1,020
Rate in the £	0·142*d.*

The Corporation own some 4,000 dwellings of all kinds, provided under the Housing Acts, including 1,600 built between 1918 and 1938 and 66, provided under the Housing Act of 1890. Since 1945 the Corporation have erected some 1,700 permanent houses, and they have made additional provision by temporary bungalows, conversion of existing houses into flats and by a limited number of temporary hutments. The greater part of the local authority's post-war programme has comprised the erection of dwellings on the boundary of the borough within the urban district of Feltham, where an estate of approaching 1,000 houses, with shops, a school, a church, open spaces, &c., has been built.

The local authority have exporting arrangements with new and expanded towns, particularly the new town at Bracknell. Owing to shortage of land, no further housing schemes of any magnitude can be undertaken within the borough boundaries unless inroads are made on the Green Belt area. The Corporation have accepted this situation, and the population trend indicates that the exporting policy of the local authority is having the desired results.

The Corporation are making special efforts to extend the housing provision for old people and, at the moment, they find they can best do this by acquiring and converting existing large houses.

The Corporation's Estates are managed as one unit. All rents are pooled, and the Exchequer subsidy is thus shared between all tenants except those in certain higher rented units where no subsidy is taken into account. The Corporation's main task for the future in the housing field is to provide alternative accommodation for persons displaced from slums, from temporary accommodation (bungalows and hutments) and in the course of re-development schemes. After taking into account the Exchequer subsidy, the housing estates are for all practical purposes financially self-supporting as the rate in thr £ quoted above indicates.

(b) Slum Clearance

The slum clearance problem in Twickenham is not extensive, and in 1954 it was estimated that the number of premises needing to be dealt with was 167 (since increased to 178) over the following 5 years. Up to the present time, the Corporation have been able to deal with about one half of the properties and to rehouse the displaced persons.

(c) Housing Assistance to Other Bodies or Persons

The Corporation have made full use of their powers to enable persons to borrow money for the purchase of houses for their own occupation. Since the inception of the scheme nearly 2,000 applicants have been assisted in this way. The total amount advanced has been of the order of £1,400,000 and the amount now outstanding on mortgage is £375,000. The Corporation have also made advances to a Housing Association to enable them to convert a large house into a home for Old People. They also guarantee advances by Building Societies.

The Corporation have made 125 improvement grants under the Housing Act, 1949, the total value of those grants being £25,270 mainly to owner-occupiers to enable them to modernise older houses.

(d) Regulation of Buildings and Bye-laws

As before stated, the Corporation's main control of building operations is derived from the building bye-laws, but they have other powers under the Public Health Act, 1936, as well as under various public and private Acts designed to secure the proper laying out of streets and the provision of sewers and other services. These powers appear adequate for their purpose and there are no difficulties in administration.

3. Personal Health and Welfare

Notification of Infectious Diseases

The Corporation are responsible for collecting this information under Section 144 of the Public Health Act, 1936, and no difficulties have arisen in the administration of the service.

4. TRAFFIC

(a) Street Lighting

Estimated Cost 1958–59	£55,125
Rate in the £	7·656*d.*

The Corporation are the street lighting authority for all the roads in the borough including those few which still continue to be directly maintained by the County Council. They are in process of bringing such lighting up to the Ministry of Transport standards and they have already expended some £60,000 on account of a total programme of over £200,000. The Corporation accept the need for securing resonably uniform standards for street lighting but not necessarily for uniformity in types of appliances.

(b) Naming of Streets and Numbering of Houses

These powers are exercised by the Corporation and no difficulties arise.

(c) Parking Places

While the Minister of Transport has the power to prescribe parking places on highways, the Corporation have the power to provide parking places elsewhere and have provided two such parks. They do not provide any at which paid attendants are employed. While the parking problem in Twickenham is not of serious dimensions, it is a local question, and the Corporation accept their responsibility for dealing with it.

(d) Road Safety

The Corporation have appointed a Road Safety Committee and they receive a grant (which may be discontinued under the Local Government Bill) from the Minister of Transport for their information and educational services. They co-operate closely with RoSPA and they are satisfied that the work which they undertake in this field satisfactorily meets the needs at a reasonable cost.

(e) Bus Shelters

The Corporation have themselves provided one bus shelter and by agreement, a contractor has provided a second one in consideration of advertisement rights. London Transport had, prior to the Local Authority having power to do so, provided a certain number of local shelters. The Corporation are satisfied that the present need is met and they will provide further shelters if the circumstances necessitate it.

(f) Private Street Works

The Corporation use the Private Street Works Act, 1892 for the making up of private streets. According to the circumstances, they apportion the cost, either on the frontage basis or according to the degree of benefit. The Local Authority have had no difficulty in administering this Act, but capital restrictions have prevented them from completing their programme. Of course, when existing unmade streets have been completed the amount of work arising in the future is likely to be reduced, consequent on the passing of the New Streets Acts.

Appendix "B"

FUNCTIONS IN THE ADMINISTRATION OF WHICH THERE ARE DEFECTS AND IN EACH CASE A RECOMMENDATION AS TO THE REMEDY

1. Education, Agricultural Education and Youth Employment Service

The Coporation are an Excepted District and they prepared under the Education Act, 1944, two schemes of Divisional Administration, one relating to Primary and Secondary education and the other to further education including the Youth Service, Evening Institutes and recreational, social and physical training activities for persons over school age. Such schemes provide that the Corporation shall exercise on behalf of the County Council only the functions specified. The Corporation appear to have no independent power to meet any part of the cost of exercising the functions, so that all financial matters remain within the control of the County Council, as well as all other education functions which are not specifically delegated under the schemes.

The Corporation as agents of the County Council, construct, adapt, alter, equip and maintain education offices, schools, administrative centres and other buildings and playing fields. The agency agreement is related to the scheme of Divisional Administration and especially the functions delegated therein, but does not in any way relax the terms of delegation, which require the prior approval of the County Council **in each case**, the fulfilment of such conditions as may be attached thereto, and the subsequent approval of any necessary plans. The County Council have only implemented the delegation to a very limited extent. In particular, they have withheld approval, broadly speaking, from all new constructional work of any size and they have delegated only the day-to-day maintenance work of existing buildings. This results in a duplication of organisation and a lack of co-ordination between the staff engaged on new construction and the staff who will afterwards have the duty of maintaining it.

Apart from the schemes, the Corporation as Divisional Executive, are authorised to appoint representatives on the governing body of the Twickenham Technical College, which is otherwise under the exclusive control of the County Council.

Defects

1. *The schemes of divisional administration do not give the Divisional Executive freedom to develop the services in the best interests of the children.*

2. *The schemes themselves are defective in relation to day-to-day administration and procedure.*

3. *The denial of financial independence and responsibility to the Corporation is frustrating, and gives rise to a rigid and complex form of administration.*

The foregoing faults result in:—

(*a*) Unnecessary delay in administration.

(*b*) Administrative procedure which demands an excessive amount of paper work.

(*c*) Inflexible arrangements which have been approved by the County Council for the county as a whole without regard to, or knowledge of, local conditions. Any departure from the standards laid down is subject to approval on specific recommendations to the County Council, with consequent delay.

(*d*) Complicated methods of financial control.

Specific examples of the defects referred to are as follows:—

(i) **Staffing Matters.** All advertisements inviting applications for employment even for a school cleaner must be issued by the County Council. A joint Committee must be formed representative of the County Council and the Corporation to deal with the appointment of head teachers of secondary schools. Applications for such minor matters as leave of absence, with or without salary, the granting of increments for previous service, applications for attendance at courses, decisions as to commencing salaries on scales and variations in the scheme for payment of special allowances and arrangements for first appointments, must all be referred to the County Council. No advertisements for the appointment of a clerical officer or school caretaker can be published until the vacancy has been notified amongst all the county staff.

(ii) **School Accommodation and Building Sites.** All matters concerning these questions must be referred to the County Council, and the local authority have no discretion, even in a matter of emergency. It is often difficult exactly to estimate in advance the number of school places required, but at present these matters must be considered, not only by the local committee, but by the county committee, and the latter must secure the approval of H.M. Inspector. The reservation and acquisition of building sites or playing fields are likely to concern several local and county committees, and many difficulties arise because of the lack of co-ordination between the County Council and the local authority over the allocation of land for educational purposes.

(iii) **Repair of School Buildings, Furniture and Equipment and the Supply of the Latter Items.** Much delay is caused by the time taken to approve estimates and supplementary estimates, the latter often concerning items which are urgently needed but could not be forecast when the main estimates were prepared by the local committee in November of the year preceding the financial year concerned.

(iv) **Estimates.** These are compiled taking into account local circumstances and the personal knowledge of the members of the local authority, and deletions or reductions made at county level result in considerable unnecessary correspondence, appeals, &c. The County Council require their approval to be obtained for variations, including diversion in expenditure, even when the amount concerned is within the estimates. This procedure, or the alternative of applying for suplementary estimates, causes long delay in respect of urgent work, for example, breakdowns in equipment for the school meals service.

(v) **Expenditure.** All expenditure, including that in approved estimates, is subject to a second and individual approval upon recommendations submitted to the County Council, and in fact such recommendations in some cases not only proceed from the local committee to the county committee but are again transmitted to the County Council itself. Such procedure is quite out of keeping with the financial responsibility which is conferred on the Corporation for other services. Housing is an example where capital expenditure has been of the order of £3 million and where, it is submitted the functions are exercised efficiently and expeditiously without any such elaborate machinery of administration.

(vi) **Grants.** All discretionary grants for maintenance, uniforms, meals, &c. are based on scales and regulations prescribed by the County Council, and their specific approval is needed in each case for any variation, even where the position is such that obviously there are special circumstances which justify a relaxation or which could not have been foreseen when the regulations were prepared.

The Corporation have no comments to make on the Agricultural Education Service which is not of importance in an urban area. The Youth Employment Service is obviously allied naturally to the Youth Service.

Recommended

(i) That the Corporation should exercise by direct conferment all the functions of the Local Education Authority except those reserved to a Central Authority or authorities.

(ii) That the reserved functions should be restricted to technological education and teachers' training colleges, and to any other specified functions of a regional kind.

(iii) That the powers conferred on the Corporation should include matters of finance and that they should have direct access to the Minister of Education for such approvals as are necessary for grant earning expenditure.

In the Corporation's view, the conferment of financial responsibility would remedy the major defect which frustrates the vitality of the local organisation and that change would satisfy the requirements of the Education Act, 1944, which provides in paragraph 2 of Part III of the first schedule, that schemes of divisional administration should be designed so that they would be conducive to efficient and convenient administration.

2. Environmental Health

(a) Control of Watercourses, Ditches and Ponds

The River Thames is the boundary of the Borough for some eight miles, and is under the control partly of the Port of London Authority and partly of the Thames Conservancy. The River Crane and two artificial rivers, the Longford River, and the Duke's River, run through the district. The River Crane and the Duke's River are controlled by the County Council, and the Longford River by the Ministry of Works. The Corporation are not directly concerned with their administration. The Corporation own substantial areas of land for the preservation of the amenities of these rivers and for the construction of parks on their banks.

As regards smaller watercourses, the Corporation administer powers conferred by Part XI of the Public Health Act, 1936, and particularly as regards those watercourses which are incorporated in the surface water drainage system. No difficulties of administration have arisen.

There is a particular problem as regards flooding of that part of the river Thames up river from the London County Council boundary at Hammersmith to the Teddington limit of the Port of London Authority's area. Jointly with the riparian authorities of Barnes, Brentford and Chiswick, Heston and Isleworth and Richmond the Corporation in 1953 submitted evidence to the Departmental Committee on coastal flooding (the Waverley Committee). That Committee accepted the need for a co-ordinating body which they thought should take the form of a joint committee consisting of representatives of the London County Council, the Essex and Kent River Boards, the Lee Conservancy Catchment Board, the Thames Conservancy, the County Borough Councils of East Ham, West Ham and Southend, the Port of London Authority and the Boroughs of Barnes, Brentford and Chiswick, Heston and Isleworth, Richmond and Twickenham. The executive authorities through the joint committee would have power to carry out works to prevent flooding and to require contributions from riparian owners.

Defects

1. *No authority has power at present to carry out (except on land owned by them) flood prevention works or to require riparian owners to do so.*
2. *The recommendation of the Waverley Committee has not yet been implemented.*

Recommended

> **That action between the various authorities in the estuary and tidal basin of the River Thames should be co-ordinated and the non-existence of any powers to construct flood defences between Hammersmith and Teddington should be effectively remedied by the setting up of a Joint Committee, and that the expense should be divided between the riparian owners, the rates and the exchequer, as suggested in the Waverley Report.**

(b) Mortuaries and Post-Mortem Rooms

Estimated Cost 1958–59	£2,700
Rate in the £	0·375*d.*

The Corporation derive their power from Section 198 of the Public Health Act, 1936, and have provided a fully equipped mortuary. H.M. Coroner has an unfettered discretion conferred by S.24 of the Coroners (Amendment) Act, 1926, in his use of mortuary premises. He can, consequently, use the Corporation's mortuary for bodies of persons who do not die in, or who have never lived in the Borough. As a result, the Corporation have, for some time, been receiving bodies of persons from Feltham, Sunbury-on-Thames and Staines. In Feltham, the mortuary apparently does not meet the requirements of the coroner, and at Sunbury and Staines the local authority have not provided the service. The Corporation have made satisfactory financial arrangements with the last two authorities, but they have not been able to come to terms with the Feltham Council.

Defect

It is wrong in principle that the ratepayers of one authority should bear the expense of dealing with bodies of persons who do not die nor have ever lived in the authority's area.

Recommended

> **That a local authority providing this service should have the right to recover the cost in respect of the bodies of persons who are not ratepayers and that recovery should be made from the local authority in whose district each such person last resided at any time during a period of six months before the date the body was received by the charging authority.**

(c) Street Cleansing

The Corporation are responsible for the cleansing of about 120 miles of street, of which about 38·58 miles are classified. The work has been mechanised as far as possible. The County Council however retains this function for some 7·06 miles as referred to in paragraph 5.

Defect

It is wasteful of manpower, effort and finance that two authorities should exercise street cleansing powers within one authority's area. The County Council have, against the wishes of the Corporation, retained their power to undertake this service in parts of the Hampton and Hampton Wick areas. Employees of the local authority and of the County Council in some streets work to all intents and purposes, side by side, and this continues purely for historical reasons.

Recommended

That the County Council should cease to be responsible for the cleansing of any streets in the district of a local authority which is a highway authority, because this is a service which can be administered economically at the local level, and the use of two separate organisations controlled by two separate departments cannot be justified on any reasonable grounds. (This service is of course closely connected with the construction and improvement and maintenance of roads and bridges referred to subsequently.

3. Personal Health and Welfare

(a) National Health Service Acts, (b) Mental Health Services; and (c) Registration of Nurseries and Child Minders

The following health functions have been the responsibility of the Middlesex County Council since 1948:—

(*a*) National Health Service Act, 1946:—
  (i) Health Centres.
  *(ii) Care of Mothers and Young Children.
  *(iii) Midwifery.
  *(iv) Health Visiting.
  (v) Home Nursing.
  (vi) Vaccination and *Immunisation.
  * (vii) Ambulance Service.
  (viii) Prevention of Illness, Care and After-care.
  *(ix) Domestic Help.
  (x) Lunacy and Mental Treatment Acts and Mental Deficiency Acts.

*(*b*) Education Act, 1944—School Health Service.

*(*c*) Public Health Act, 1936—Registration of Nursing Homes.

*(*d*) Midwives Acts—Local supervising authority.

(*e*) Nurseries and Child Minders Act, 1948—(this Act came into force in December, 1948).

Prior to the 5th July, 1948, the functions marked with an asterisk were carried out partly or wholly by the Corporation mainly as the authority directly responsible under the appropriate statute, or, to a very minor extent, as the result of delegation by the Middlesex County Council, *e.g.* the registration of nursing homes and the supervision of midwives. Since the 5th July, 1948, there has been no material expansion by the County Council of any of the former local services.

The County Council have endeavoured to mitigate the difficulties of remote control by establishing area committees, of which there are ten. Matters which the area committee consider, and in which they have local knowledge, are re-examined in great detail by the County Health General Purposes Sub-Committee and the County Health Committee, and, in some cases, the County Council itself. The justification for this complex arrangement is that the County Committees are concerned with the over-all plan, but the fact remains that such bodies have little or no knowledge of local conditions, with the result that local interest and initiative have not had the same stimulus as in the past.

Reference is made elsewhere in this evidence to the imperitive need to co-ordinate the control of the environmental and personal health services. With the present division of services, officers from different departments often visit the same person to investigate family circumstances. The following is an example of the complexity of the position. The Corporation's Medical Officer of Health deals with the same families, the same personal and environmental influences as he used to deal with before the 5th July, 1948, the responsibility being now shared between the Area Committee and the Corporation; in Sunbury, Staines and Feltham Urban Districts he deals with the personal health services through the Area Committee, but not the environmental services, which are dealt with by the Medical Officers of Health of three separate urban district councils; for the school health service he serves two different Divisional Executives; and for some services, such as the supervision of nursing homes, he is an assistant county medical officer. In a few functions, of which care and after-care of V.D. and other hospital cases is an example, there is a duplication with the Central Health services and a transfer of those functions to Regional Hospital Boards may be desirable.

Defect

These essentially personal services cannot be effectively or economically administered by a centralised organisation which will surely be isolated from those for whom the services are provided, and will seldom comprehend the individual requirements of a particular locality. Centralisation also involves duplication and overlapping within the organisation causing delay and frustration.

For Example:—

1. *The Corporation's Medical Officer is the Area Medical Officer of the County Council, but he is not permitted to attend meetings of the County Health Committee, at which Area Committee reports are presented. He is unable to give a first-hand personal report to the controlling committee, the result being that often imperfect accounts are presented at second and third hand which, if not actually misleading, give emphasis in the wrong places and lead to less satisfactory decisions than those which might have been given otherwise.*

2. *The Chief Officers of the County Council are seldom seen in the districts and can be consulted personally only with difficulty. The work must be delegated to officers of lesser rank who would not have been found handling that class of work at the local level. In the Corporation's administration any matter, whether important or trivial, can always reach the chief officer for his consideration for whatever action is needed.*

3. *The system is rigid, cumbersome, slow, and at times from the viewpoint of the Medical Staff heartbreaking. Initiative and experience have little chance of flourishing. Things go best where there is rigid obedience to rule, avoidance of trouble and reluctance to change. There is none capable of managing the affairs of the authority with that human understanding and flexibility so necessary in dealing with the personal services.*

4. *The Corporation are obviously fully equipped to deal with the maintenance of the relatively small number of local health service buildings, as they have for their own service an organisation which has in its charge about 4,000 dwellings, the whole of the local schools and other municipal buildings of every kind, yet the maintenance of buildings is controlled by the County Architect's department, the work being put out to various contractors.*

Recommended

(i) That the following functions should be conferred on the local authority. They are the kind which are neither susceptible of standardisation nor suitable for central co-ordination except so far as that is exercised by the appropriate Government Department in relation to grant aided expenditure.

(a) National Health Service Act, 1946:—

(i) Care of Mothers and Young Children.
(i) Midwifery.
(ii) Health Visiting.
(iv) Home Nursing.
(v) Vaccination and Immunisation.
(vi) Prevention of Illness, Care and After-care (excluding Tuberculosis, Venereal Diseases, Mental Health and Convalescent Homes).
(vii) Domestic Help.

(b) Education Act, 1944—School Health Service.

(c) Public Health Act, 1936—Registration of Nursing Homes.

(d) Midwives Acts—Local supervising authority.

(e) Nurseries and Child Minders Act, 1948.

(f) Powers and Duties under the National Assistance Acts and Disabled Persons (Employment) Act, 1944, Welfare.

(g) Care of Children.

(h) Notification of Infectious Diseases.

(ii) That the Corporation should be given power to arrange with neighbouring authorities for the formation of joint Boards for the carrying out of functions which might best be administered in that way, e.g. certain aspects of Mental Health and the Tuberculosis Service.

(iii) That some of the present services should be administered by Regional Hospital Boards, e.g. after care and follow up of V.D. cases.

(iv) That provision should be made to enable the Corporation, by joint consultation and agreement, still further to extend the administration of the local health services, as, for example, by combination with other districts.

(d) National Assistance Acts and Disabled Persons (Employment) Act, 1944

The Corporation have no powers under these Acts except in regard to one or two very small matters. They consider that the functions conferred by those Acts could better be administered by the Local Authority. Provision of housing accommodation for aged and infirm persons and for persons in emergency need thereof seems to be a natural extension of the local authority's housing powers, and they would have no difficulty in co-ordinating those functions with their present duties under the Housing Acts.

Defect

There is considerable overlapping of these particular housing functions between different authorities. This is illustrated by the following:—

1. *An elderly person may be dealt with by institutional services provided by the County Council or by the allocation of self-contained accommodation by the Corporation as the housing authority. The latter is the better provision in the majority of the cases and is certainly less expensive.*

2. *If the person housed becomes infirm, difficult questions of responsibility often arise as between the housing authority and the welfare authority and sometimes the hospital authority. The need for inpatient medical treatment is more likely to be apparent than the fine distinctions which have at present to be made between housing and welfare cases.*

3. *A person in need of housing accommodation in an emergency must first be referred to the County Council as the welfare authority although the ultimate responsibility for permanent re-housing will eventually be transferred to the Corporation.*

Recommended

(i) That Housing, National Health and Welfare, being functions so closely allied, must be administered concurrently by one authority and by one set of officers who are answerable directly to those who pay the cost.

(ii) That services under the above mentioned act fall within this class. They are personal services, and should be conferred directly upon the Corporation. They form part of the pattern of the welfare state and are but different aspects of the housing function which is the sole responsibility of the Corporation.

(Note: These services are also referred to under the heading of personal health and welfare to which functions they should be allied).

(e) Care of Children

These functions are exclusively exercised by the County Council which has divided the county into ten districts for administrative purposes, such districts being the same as those for health services. The persons concerned are already within the purview of the Corporation's public health and housing services for some purposes, and the integration of this function with those allied thereto, particularly education, would provide a more flexible and effective kind of administration. The break-up of a family, with all the human misery it involves, often stems from some defect of personal relations connected with living conditions. Such conditions can perhaps be adjusted by a housing authority, health authority, welfare authority and children authority working together. At present each such authority has its own officers, rules, areas, headquarters and to some extent its own elected members. This form of administration makes co-ordination of effort very difficult.

Defects

1. *The service is not effectively co-ordinated with the others in the same field.*

2. *The service is not administered against that background of local knowledge, which the Corporation has of the same cases in relation to other functions it carries out, especially public health, housing and education.*

3. *The service does not ensure that personal contact which is necessary with those for whose benefit the service is exercised.*

Recommended

That the functions imposed on the Children Authority should be conferred on the Corporation because they can secure that administration is personal in that no pre-conceived set of rules can be applied to every case, and the officers concerned will be in close contact with those of other services allied to family welfare.

(f) Health Education

The Corporation have concurrent powers with the County Council, and a measure of co-ordination is secured.

Defect

It is wasteful and inefficient to place administration of the service in two sets of hands. The Corporation consider that they could better administer the service in view of their local knowledge.

Recommended

That the functions of educating the public in the prevention of disease (sometimes called the preventive health services) should be conferred on the Corporation which already has wide powers under the Public Health Acts for the prevention of disease.

4. Town and Country Planning

(a) Town and Country Planning

Estimated Cost 1958–59	£6,205
Rate in the £	0·862*d.* (In addition the County Council levy a rate of 0·859*d.*)

Since 1947 the County Council have been the planning authority for the County. Under Section 34 of the Act of 1947, functions are delegated to the Corporation only so far as Part III of the Act relating to control of development is concerned.

Defects

1. *The present arrangements fail to secure that development within the overall Development Plan is vested in the authority nearest to the people to be planned. Planning legislation whether regarded as a means to secure negative or inhibiting control of the use of land or to secure the positive planning of areas in the public interest, should be vested in such authority. In general this means the Corporation who are the executive authority for carrying planning into effect. They must acquire the land and meet the cost involved especially as regards all major development schemes.*

2. *The present arrangements also fail to secure that the Corporation shall have direct contact with the Minister. The County Council as the planning authority can, without financial responsibility, withhold planning consent from the local authority in respect of their own development or redevelopment schemes, whereupon an appeal to the Minister may be necessary. This procedure causes unnecessary expense and delay. Further the local authority, being liable for the whole of the capital cost of such development, should have direct and exclusive access to the Minister who has an equal fianancial interest in such schemes.*

3. *There is now much duplication of manpower, effort and delay in obtaining decisions. So far as the County Council have reserved to themselves certain of the control powers under Part III of the Act, duplication of organisation exists.*

After the approval of a development plan by the Minister, the general pattern of planning an area is determined, and planning control within that pattern is a simple matter. Any substantial departures from the approved plan should be agreed by the Minister. Within these terms the Corporation would have no difficulty, and the further administrative machinery provided by the County Council by way of planning officers, area committees, &c. is superfluous.

The present delegation arrangements are wasteful of time, effort and money. They result in much of the day-to-day work being duplicated and the County Council's administrative organisation (which cannot be wholly avoided under the existing set-up) is of no practical benefit to those who must meet the cost of it. The fact that a single *application may have to pass through the following stages is indicative of these defects:—*

1. *Receipt by local authority.*
2. *Transmission to County authority.*
3. *Return to local authority for recommendation.*
4. *Submission to local Committee.*
5. *Transmission to County authority with recommendation.*
6. *Submission to County Area Committee.*
7. *Submission to County Planning Committee.*
8. *Transmission to the Minister of Housing if a substantial departure from Development Plan is involved.*
9. *Notification by Minister to the County Council of his decision.*
10. *Notification by County Council to the local authority of Minister's decision.*
11. *Notification of applicant of planning authority's decision.*

Only two months are allowed by the Regulations for the decision to be given; otherwise the application will be deemed to be refused. In many cases two months are hardly sufficient for the foregoing procedure even though the development involved may be quite unimportant in character and extent. Should the applicant wish to appeal he may expect a further three months to elapse from date of decision before he receives the Minister's final word.

The Corporation do not deny that some co-ordination may be necessary in regard to the Development Plan itself.

Recommended

(i) That all town and country planning functions except the preparation of the Development Plan in its final form should be conferred on the Corporation.

(ii) That as departures from the Plan are in any case reserved to the Minister for decision, he should resume his former practice of himself dealing with the authority's planning applications for their own development (which development will in the vast proportion of cases come before him in any event for loan consent purposes).

(b) National Parks and Access to the Countryside Act, 1949

The powers of this Act under Part IV regarding public rights of way are placed on the County Council.

Defect

Local knowledge is of first importance in determining the status of footpaths, bridlepaths, &c., but the Corporation have no powers under Part IV of the Act which are of any value to them.

Recommended

That the powers under Part IV of the Act should be conferred on the Corporation.

5. Traffic

Roads and Bridges

Estimated Cost 1958–59	£67,105
Rate in the £	9·320*d.* (In addition the County Council levy a rate of 5·452*d.*)

The Corporation act as agents for the County Council in the maintenance of classified roads. There are in, the borough, 28·87 miles of such roads and some 90 miles of district roads which the Corporation maintain direct. In the case of classified roads they employ the staff and workmen, provide plant and materials and let the contracts but the County Council act as the intermediary with the grant paying authority which is the Ministry of Transport. At the same time the County Council maintain their own road organisation for certain widely distributed trunk and arterial roads as well as for some roads of lesser importance.

The agency arrangement may appear desirable to secure co-ordination, but in practice it means no more that the County Council meet from the County rate that part of the cost which does not qualify for grant. In an urbanised area, the road mileage is not grossly out of proportion to the population, and the Corporation who maintained the organisation and carry out all work, would have no difficulty in assuming complete responsibility, practical and financial, so that they would be answerable directly to the Minister of Transport.

Defects

1. *It is wasteful that both the County Council and the Corporation should each maintain some roads within the borough. Prior to the extension of the borough in* 1937 *to include three adjacent small urban districts, the County Council maintained in two of those districts* 7·06 *miles of road, and against the Corporation's wishes they have continued to do so.*

2. *The district is traversed by the Chertsey arterial road which is directly maintained by the County Council although the Corporation are the lighting authority for the road and responsible for other services including pedestrian crossing, regulatory signs, &c.*

3. *The Corporation act as agents for the County Council for the improvement and widening of classified roads. Many difficulties arise because* (*a*) *the Corporation are denied access to the Ministry of Transport on questions of relative priorities and* (*b*) *there is considerable overlapping in the preparation and carrying out of even quite small improvements. For instance the centralisation in the County Council of purchases of land and of negotiations with government departments leads to a lack of effective liaison with the Corporation in the practical execution of such schemes.*

The Corporation consider their resources and organisation to be fully capable of carrying out all highway services and they deprecate the fragmentation of such services which now exists.

Recommended

That the authority responsible for the physical upkeep, maintenance and Control of Class I, II and III and District roads should also be responsible for all roads and bridges including Trunk Roads where such exist but, in the last case, as agents for the Minister of Transport.

Appendix "C"

PROPOSALS FOR THE BETTER ADMINISTRATION OF LOCAL GOVERNMENT FUNCTIONS GENERALLY

1. The Corporation has consistently held the view that Local Government in the London area requires some form of two-tier structure. Most Local Government functions have a personal impact on the people of the town and should be carried out by a lower tier authority. Such authorities need to be organised in sizeable units capable of discharging their functions efficiently and with responsibility. Delegation has been tried and has proved itself unsatisfactory.

2. In 1922 the then urban district council tendered written and oral evidence to the Royal Commission on London Government (The Ullswater Commission); they opposed the then proposals of the London County Council and they submitted, *inter alia*, the following evidence:—

(i) That the circumstances then existing in the London area might render desirable the creation of some form of central authority with respect to specified services; that the calling into existence of *ad hoc* bodies for specific purposes was not favoured and that, if it were considered necessary to re-organise and enlarge the powers and duties of local authorities in Greater London, then an elected body should be empowered to control such services.

(ii) That the interests of Twickenham were largely identical with those of the districts on the western boundary (Hampton, Hampton Wick and Teddington), all of which were riverside authorities; that a combination of Twickenham with these urban districts with the addition, if deemed advisable, of the Hanworth portion of the Staines Rural District and the Urban District of Sunbury, should be effected.

This suggestion was substantially adopted by the Minister of Health in 1937 and since 1945 what is described as the Hanworth portion of the Staines Rural district, now within the Urban District of Feltham, has been almost wholly purchased by the Corporation and developed for housing purposes.

3. In administration the enlarged Borough has proved to be a manageable unit.

4. In April, 1952 the Corporation welcomed the action of the then Chairman of the Middlesex County Council in calling a conference of all the Local Authorities in the County to consider:—

1. Whether and in what way greater and fuller delegation could be achieved within the framework of the existing law; and
2. The re-organisation of local government within the County of Middlesex.

The Corporation's representative took an active part in the examination of the question, but positive progress within the framework of existing law was difficult and no practical benefit accrued from the labour which was expended. The second question was not examined at all.

5. From 1953 to date, the Corporation has had the desirable form of local government constantly under review. It has participated in conferences and conferred with the local member of parliament and the local members of the County Council. It will be apparent that the proposals now submitted have been formulated after long and careful consideration.

6. The Corporation's positive proposals are recorded by resolution dated 2nd January, 1958 in the following terms:—

Resolved:—

(1) That, for the purposes of Local Government, London and Greater London should comprise the area for which the Royal Commission had been appointed, subject to any amendments in that boundary which the Commission consider desirable, having regard to the nature of the development immediately within and without such boundary line, and in particular, whether the approximate line of the Green Belt might offer such a convenient boundary.

(2) That in conformity with the view already expressed by the Corporation it would be necessary, in any local government structure for Greater London, to arrange that, for certain specified functions, there should be one or more central bodies of a representative nature, preferably one for which a suitable name might be the London Region Council, charged with the duty of planning and administering such services throughout the area as a whole.

(3) That such central body or bodies should be composed of members nominated thereto from the underlying local authorities, on some basis such as that adopted for, for instance, the Metropolitan Water Board.

(4) That such central body or bodies should be given precepting powers for their expenditure on the local authorities.

(5) That such central body or bodies should plan and administer the following functions only:—

Fire Brigade and Ambulance Services.
Civil Defence Services.
Main Drainage Service.
Administration of Justice.
Technological Education and Teachers' Training Colleges.
Regional Planning aspects of Town and County Planning.
Approved Schools and Remand Homes.

(6) That the disparity in the sizes of existing second tier local authorities necessitated the re-arrangement of boundaries, so that each authority should serve a population and area of reasonable size. Groupings of authorities are now made for certain services, for example, health and education, and some such groupings might afford a basis for the necessary boundary adjustments.

(7) That such local authorities of reasonable size should be given the direct conferment of all Local Government functions, subject to the Planning and administrative powers on reserved matters, as noted above in paragraph (5), of the central body or bodies.

(8) That such local authorities should be directly responsible for financing the functions exercised by them, and should receive directly appropriate government grants.

(9) That, in determining what was the reasonable size of the area to be served by each local authority, regard should be had to considerations of efficient administration.

(10) That no local authority should serve a population of less than 100,000.

7. Against the background of the other evidence in this memorandum it does not seem necessary to elaborate at this stage the foregoing conclusions, but the Corporation will be pleased to deal in more detail therewith by further written evidence or by oral evidence if desired.

Supplementary Evidence Submitted by the Twickenham Borough Council

This Memorandum is submitted in response to the letter from the Chairman of the Commission dated 19th August, 1958, and it deals with some of the Local Government functions which were not referred to in the Chairman's previous letter of the 17th February, 1958 or in the Corporation's first Memorandum of Evidence.

General Observation

The Corporation employ some 725 persons, of whom 225 are officers and 500 are workmen. They have at all times applied to their employees the salaries, wages, and conditions of service recommended by the National Negotiating Bodies. To secure the due co-ordination of all establishment matters, the Corporation have appointed a small Sub-Committee which specialises in these questions. By this means, anomalies are avoided and good relations with the employees as a whole are maintained. The Corporation also have the benefit of the advice of a Works Committee for their servants, and a Consultative Committee for the officers. In the case of these Committees, the Corporation and the employees each appoint one-half the members.

This evidence and that previously submitted illustrate the variety of functions a local authority must carry out. An up-to-date authority of reasonable size must have competent officers to deal with the wide variety of powers.

Arrangement of Evidence

As in the first Memorandum, this evidence is in two Appendices, as follows:—

(A) Functions in the administration of which there are no significant defects.

(B) Functions in the administration of which there are defects, and in each case a recommendation as to the remedy.

W. H. JONES,
Town Clerk.

Municipal Offices,
Twickenham.
November, 1958.

Appendix "A"

FUNCTIONS IN THE ADMINISTRATION OF WHICH THERE ARE NO SIGNIFICANT DEFECTS

The Corporation have not experienced difficulties in the administration of any of the following functions:—

1. Community Centres

The Corporation derive their powers to provide community centres from the Physical Training and Recreation Act, 1937, and, for Housing Estates, from the Housing Act, 1957. As regards the 1937 Act, the Corporation and the County Council have concurrent powers. Neither the Corporation nor the County Council have used their powers to provide buildings in Twickenham, but the Corporation have provided land to be used as playing fields and for camping. The powers are closely connected with the adult education service, and under the Act of 1937 the Minister of Education may make grants (as he has done to the Corporation). The providing Local Authority may also arrange for the training of wardens, teachers and leaders, and again the Ministry of Education may make grants towards the cost.

Under Housing Act powers, the Corporation have provided community buildings on two of their housing estates, and they have reserved a site on another estate for the ultimate erection of a purpose-built structure.

2. Provision of Entertainments

The Corporation's powers are derived from Section 132 of the Local Government Act, 1948. No powers under this Section are conferred on the County Council. The Corporation have not themselves directly provided entertainments, but they financially assist local societies. They also have available for letting, suites of rooms at the municipal offices and elsewhere in the Borough.

3. Information Service

The Corporation derive their powers from Sections 134 and 135 of the Local Government Act, 1948. They meet the cost of carrying on a Citizens' Advice Bureau at the municipal offices. They also issue booklets, leaflets, maps, &c., which describe the Borough and the services provided either by the Corporation or by other Authorities and Government Departments, and give general information as to local government matters affecting the area.

4. Library Service

The Corporation are the Library Authority to the exclusion of the County Council. They maintain a central library and five branch libraries with a book stock as follows:—

	Volumes
Lending Departments	84,000
Children's departments	17,000
Reference Libary	7,000
School library service	18,000
	126,000

A further branch library is shortly to be built. The net cost of the service is of the order of £40,000 a year. Including the School Library Service, which is to a limited extent subsidised by the County Council as the Education Authority, the annual book issues are over 1 million and the total number of borrowers is about 50,000. Many borrowers have tickets for more than one book, and the total number of tickets in operation approaches 90,000. These statistics show that the service is steadily expanding.

5. Pollution of the Air

The Corporation derive their powers from the Public Health Acts as amplified and extended by the Clean Air Act, 1956. The County Council have no powers under these Statutes. The question of air pollution is not of serious concern in the Borough, because there are few industrial premises of any size. The Act of 1956 has enabled control by Smoke Control Area Orders to be exercised over the use of raw fuel in domestic appliances. The Corporation have already taken preliminary steps to secure reliable information which will enable them to decide in due course whether there is need for a Smoke Control Order for a part or parts or the whole of the Borough, and in this matter, they are acting in close co-operation with neighbouring districts.

6. Appointment of Coroners

Although Coroners carry out their duties in the name of the Queen, they are appointed by County or County Borough Councils. In Middlesex, the appointments are made by the County Council. The County is divided into two Coroner's Districts The Corporation consider that it will be convenient if these appointments continue to be made by some central authority or authorities, or by the Lord Chancellor.

7. Local Taxation Service

This service is mainly concerned with matters relating to the licensing of motor vehicles and the drivers thereof. There are certain other forms of licences, for example, for the keeping of dogs, storage of explosives, &c., which are normally administered by the same staff. The County Council exercise these functions in the County of Middlesex. The Corporation consider that it will be convenient if these functions continue to be carried out by some central authority or authorities.

8. Inebriates Acts, 1879-1900

The Local Authorities under these Acts are Borough Councils and elsewhere the County Councils. There are no homes or retreats for inebriates within the Borough, so that no occasion has arisen for the exercise of these functions by the Corporation.

9. The Rent Acts

The Corporation have powers under the Rent Acts to give information, to prosecute and to issue certificates of disrepair.

10. Persons in Need of Care and Attention

The Corporation have duties under the National Assistance Act, 1948, in the interests of any such person or for preventing injury to the health of, or serious nuisance to, other persons, to remove persons in need of care and attention from the premises in which they are residing to a suitable hospital or other place and their detention and maintenance therein.

11. Development Areas

The redevelopment of war damaged areas and areas where the conditions are such that clearance and rebuilding are essential, are subjects as regards which the Corporation derive their powers from the Town and County Planning Act, 1947, and the Housing Act, 1957. The Corporation have been especially active in relation to war damaged areas (usually known as " blitzed " areas) and they have undertaken proposals of this kind in relation to three sites which the Minister has declared under Section 1 of the Town and Country Planning Act, 1944, to be areas where he is satisfied that they need to be laid out afresh and redeveloped as a whole. Such areas are, therefore, subject to compulsory purchase. In relation to areas of obsolete development (usually known as " blighted " areas) the Corporation are also undertaking a major redevelopment in the centre of the Borough. It is important to note that these operations are entirely financed by the Local Authority except to the extent that they receive grant in relation to " blitzed " areas. Under these powers, the Corporation have acquired extensive areas of land parts of which they have already redeveloped. The Corporation have experienced no difficulty in carrying through these operations, although progress has from time to time been delayed by financial restrictions. The estimated total capital outlay is £200,000 to be spread over a programme period of 10 years.

12. Good Rule and Government Bye-laws

The Corporation make full use of their power to make Good Rule and Government and Other Bye-laws. They are very numerous and have been gradually added to over the years as expeience has required under changing conditions. It is under these powers that the Corporation control such matters as street music, projecting signs, noisy loudspeakers and gramophones, deposit of litter, riding of bicycles, &c., on footpaths, loading of vehicles, fouling of footpaths by dogs, &c. These Bye-laws are enforceable by the Police as well as by the Local Authority, and there is close co-operation with the Police in securing that they are complied with.

13. Miscellaneous Functions

The following powers and functions are exercised as a matter of day-to-day administration, and it is not thought necessary to weary the Commission with detailed descriptions.

Civic Restaurants (none now in use in the Borough).
Control and supervision of common lodging houses.
Control and supervision of factories.
Control of caravans and moveable dwellings.
Control of hairdressers and barbers premises.
Control and supervision of street trading.
Destruction of pests.
Disposal of dead bodies.
Dissemination of health information.
Food hygiene regulations.
Licensing of game dealers.
Matters concerning ancient monuments.
Means of escape in case of fire.
Rag Flock and other Filling Materials Act, 1951.
Sale of heating appliances under the Heating Appliances (Fireguards) Act, 1952.
Slaughter houses.
Small Lotteries and Gaming Act, 1956.
Storage of petroleum, &c.
Upkeep of public clocks.
Upkeep and maintenance of war memorials.

The Local Authority are the recipients of valuable gifts of real and personal property which the donors wish to be preserved for the good of the community. The Corporation have private act powers in regard to this matter, apart from the general provisions in Section 268 of the Local Government Act, 1933.

Appendix "B"

FUNCTIONS IN THE ADMINISTRATION OF WHICH THERE ARE DEFECTS, AND IN EACH CASE A RECOMMENDATION AS TO THE REMEDY

1. Food and Drugs Act, 1955

Under this Act, functions are conferred on two distinct types of authority *viz:*—

(*a*) The "Local Authority" which deals with sanitary questions relating to the sale of food for human consumption; precautions against contamination; food poisoning; provisions relating to markets, slaughter houses, &c.; measures for preventing the contamination of milk, and the registration of milk distributors and certain dairy premises not being dairy farms.

(*b*) The "Food and Drugs Authority" which is concerned with the composition of food and drugs, the additions which are not to be made to milk, liquids which are not to be sold as milk, artificial cream, &c., all with a view to securing that food and drugs are sold only in a pure and genuine condition. The Food and Drugs Authority are required to appoint a Public Analyst. They are the licensing authority in respect of places where milk is heat treated although the local authority issues all other licences under the Milk (Special Designations) Orders referred to in Section 8.

The Corporation are the Local Authority for the purposes of the Act, but the County Council is the Food and Drugs Authority. The County Council has refused to delegate any of their powers to any of the Local Authorities. Although the Local Authority may not be the Food and Drugs Authority, they may, with a few minor restrictions, institute proceedings under any Section of, or any Regulation made under, the Act.

In exercising the functions of a Local Authority under the Food and Drugs Act, 1955, the Corporation's Public Health Inspectors work side by side with the officers of the County Council. The White Paper on Functions proposed an automatic right to delegation for authorities of 60,000 or more of the functions assigned to Food and Drugs authorities.

Defects

1. *The present arrangements involve unnecessary duplication and expense.*

2. *The Corporation's officers need to refer certain matters to the County Council, and the County Council need to refer other matters to the Corporation, although all such questions concern the functions conferred by a single Act of Parliament.*

Recommended

That the Corporation be empowered to exercise all the functions of the Food and Drugs Act, 1955.

2. Fertilisers and Feeding Stuffs Act, 1926

This Act confers functions on Councils of Counties and County Boroughs and authorises them to appoint an Agricultural Analyst and such inspectors and official samplers as may be necessary. The Act imposes statutory requirements as regards the ingredients of specific fertilisers and feeding stuffs. Its provisions are therefore allied with those in the Food and Drugs Act, 1955. In the White Paper on Local Government, it was suggested that an automatic right of delegation should be given to County Districts with a population of 60,000 or more.

Defect

The inspection and sampling of fertilisers and feeding stuffs is not a service which requires a separate organisation, and can well be administered as part of the powers and duties relating to the sale of goods generally.

Recommended

That the Corporation be empowered to exercise all the functions of the Fertilisers and Feeding Stuffs Act, 1926, and the Regulations made thereunder.

3. Weights and Measures Acts, 1878–1936

These Acts and the Regulations made thereunder impose functions on Local Authorities in relation to weighing and measuring appliances so as to secure uniform accuracy in the apparatus used. They too are closely allied to those under the Food and Drugs Act, 1955. The administering authority is required to provide local standards of measures and weights and these are verified by the Board of Trade. The allocation of these functions between different types of Local Authorities depended on the situation which existed in 1878. Twickenham did not then qualify. Outside the County of London, 56 Non-County Boroughs are Weights and Measures Authorities, and a number of them have populations of less than 60,000. The White Paper on functions proposed an automatic right to delegation of all weights and measures functions to authorities of 60,000 or more. The Corporation are of opinion that they could efficiently and conveniently carry out the duties and that one set of Inspectors could deal with the service in conjunction with the inspections of shops which are made by their officers for the purposes of the Food and Drugs Act, 1955, the Shops Act, 1950 and the Public Health Acts.

Defect

The verification of weights and measures is not a service which requires a separate organisation and can well be administered as part of the powers and duties relating to the sale of goods generally.

Recommended

That the Corporation be empowered to exercise all the functions of the Weights and Measures Acts, 1878–1936 and under the Regulations made thereunder.

4. The Diseases of Animals Act, 1950

This Act was a consolidating measure. A Borough is the administering Authority unless according to the census of 1881 it had a population of less than 10,000 or unless it is a Metropolitan Borough. For the remainder of the country, the County Council is the Local Authority. In the White Paper it was suggested there should be an automatic right to the delegation of these functions to districts with populations of 60,000 or more. Twickenham is not an administering authority. This is quite anomalous in that, for example, the adjacent Borough of Richmond exercises the functions merely on account of its population in 1881. The functions can clearly be conveniently administered by the Local Authority side by side with their other regulatory powers. The Act is brought into operation almost entirely as the result of Orders made by the Minister of Agriculture, Fisheries and Food, and it is that Minister who confers on the administering authorities power themselve to make prescribed regulations.

Defect

The duties involved do not require a separate organisation and can well be administered as part of the public health functions of the Corporation.

Recommended

That the Corporation be empowered to exercise all the functions of the Diseases of Animals Act, 1950 and the Orders made thereunder.

5. Waste Food Sterilising Plants

The Licensing of these plants was, under the White Paper, to be regarded as part of the Diseases of Animals functions which would be directly conferred on County District Councils. The power, which is conferrred on the County Council is derived from an Order made by the Minister of Agriculture, Fisheries and Food under the Diseases of Animals Act, 1950 (The Diseases of Animals (Licensing of Waste Food Sterilising Plant) Order, 1954, S.I. 1954 No. 1689). Under the Agriculture (Miscellaneous Provisions) Act, 1954, the Local Authorities are empowered to collect kitchen or other waste for use as animal feeding stuffs with or without processing. Many Local Authorities have operated such a service for many years, and they have considerable experience in the organising and administration of waste food collection services. Quite clearly, the functions relating to the sterilisation of waste food should be dealt with by the Local Authority's Public Health Inspectors because this is a public health service, and the Local Authority are already concerned under the Public Health Acts with the premises at which the boiling process is carried out. The White Paper on functions envisaged these powers becoming part of the Diseases of Animals functions which would be delegated to all local authorities with a population of 60,000 or more.

Defect

The present arrangements involve a duplication of administration which can be avoided if the functions are conferred on the Corporation.

Recommended

That the functions relating to the Licensing of Waste Food Boiling Plants should be exercised by the Corporation.

6. Smallholdings and Allotments Acts, 1908–1926 and the Allotments Acts, 1922–1950

The functions are divided as between allotments on the one hand and smallholdings on the other. The Local Authority is the responsible authority for providing allotments and allotment gardens. County Councils and County Borough Councils are the responsible authorities for smallholdings and cottage holdings. Smallholdings and allotments appear to be complementary to each other, and can best be provided together.

Defect

The present separation in the administration of smallholdings and allotments results in duplication which can be avoided if the functions are conferred on one Authority.

Recommended

That the Corporation be empowered to exercise all functions connected with the provision of smallholdings and allotments.

7. Births and Deaths Registration Acts, and Marriage Acts

These Acts, which involve functions connected with the registration of births, marriages and deaths, are supervised by the Registrar General and are administered by the County Council to the exclusion of the Local Authorities. In fact, they must be substantially decentralised so that offices are available where the public require them. As the Registrar General prescribes his requirements in considerable detail, there is no advantage in a second tier of central direction.

Defect

The present arrangements involve unnecessary centralisation and any necessary supervision could be more effectually provided if the officers concerned were employed by the Local Authority.

Recommended

That the Corporation be empowered to exercise all functions connected with the registration of births, marriages and deaths.

8. Milk and Dairies

The County of Middlesex is one where all milk sold by retail for human consumption must be specially designated. The supervision of production and distribution of milk is complicated in that it is shared between the Ministry of Agriculture, Fisheries and Food, the Agricultural Executive Committee, the County Council and the Local Authority. Broadly speaking, under the Milk and Dairies Regulations, 1949, the Ministry of Agriculture, Fisheries and Food deal with the registration of dairy farms and of dairy farmers and the local authority registers all persons carrying on the trade of distributor in their district and all premises within their district which are used as dairies not being dairy farms. The powers which the County Council have in the matter derive from the fact that they are the Food and Drugs authority for the County of Middlesex for by reason of the Milk (Special Designation) (Pasteurised and Sterilised Milk) Regulations, 1949, the licensing of pasteurising and sterilising establishments was transferred from local authorities to food and drugs authorities although local authorities continue to deal with all other dealers' licences and supplementary licences. Further, under the Milk (Special Designation) (Raw Milk) Regulations, 1949, local authorities remain responsible for the granting of dealers licences in respect of tuberculin tested milk.

The Corporation issue each year about 110 licences while the County Council in 1957 issued 30 licences in respect of pasteurised and sterilised milk. The Local Authority retain functions connected with milk production in so far as they relate to diseases communicable to man. Samples of milk are taken by the County Council and by the Local Authority. Similarly, prosecutions concerning offences regarding milk are taken by both authorities. The White Paper on functions provided for an automatic delegation to authorities with a population of 60,000 or more of functions concerning the prohibition of sale of tuberculous milk.

Defect

There appears to be no justification for the present division of powers as between County Council and Local Authority, a position which arises due only to the peculiar circumstances in which the County Council are at present the Food and Drugs authority to the exclusion of the Local Authority who are qualified to be the Food and Drugs authority for their particular area.

Recommended

That the Corporation be empowered to exercise all functions connected with milk and dairies other than those functions reserved to the Ministry of Agriculture, Fisheries and Food.

9. Licensing of Theatres and Cinemas, and the Licensing of Music and Dancing

The White Paper proposes an automatic right to delegation of these powers to districts of 60,000 or more. The present legislation does empower the County Council to delegate functions in relation to theatres and cinemas to County District Councils or to Justices of the Peace in Petty Sessions. There is no such delegation in Middlesex. In a built-up area there may be some advantage in securing uniform administration by a central body or bodies as regards the licensing conditions for theatres, music halls, cinemas and racecourses but the control of music and dancing, which necessitates the licensing of many small all-purpose buildings, could more conveniently be the duty of the Local Authority who already have functions in regard to those buildings under the Public Health Acts. They also have certain powers under those Acts as regards the design and layout of new buildings for those purposes.

Defect

There is no necessity for a central organisation to deal with the licensing of premises for music and dancing and that service can better be administered by the Corporation.

Recommended

That the Corporation be empowered to exercise the functions relating to the licensing of buildings used for music and dancing, other than theatres, music halls and cinemas.

10. Shops Act, 1950 and Young Persons (Employment) Act, 1938 Children and Young Persons Act, 1933

The functions conferred by the Shops Act, 1950 and the Young Persons (Employment) Act, 1938 are exercised by the Corporation. Certain difficulties arise as regards Part II of the Children and Young Persons Act, 1933, which confers powers as to the employment of children on the County Council as the Local Education Authority. The County Council have delegated to Excepted districts some of these functions but have required that in carrying them out, the Corporation shall only employ County officers, with a result that the Corporation's Shops Acts Inspector and the County Council's officers work side by side. A similar position arises as regards the street trading bye-laws made by the County Council under the Act of 1933, but in this case the delegation by the County Council is under the Local Government Act, 1933, and the delegated powers are not exercised by the Corporation as a Divisional Executive. There appears to be no justification for this complicated state of affairs. The White Paper on functions provided that these powers should be delegated with education functions to authorities with a population of 60,000 or more.

Defect

The present arrangements involve unnecessary duplication and administrative complication in that County officers only can be employed on a service which in all other respects is administered by the Corporation's own Inspector.

Recommended

That the Corporation be empowered to exercise all functions which relate to the employment of children and young persons in shops or elsewhere.

11. Children Act, 1948

The functions under this Act are exclusively conferred on the County Council and the Corporation accept the view that in the main it may be desirable for such powers to be exercised by some central body or bodies. There are, however, provisions in Part V of the Act which relate to child life protection and are in effect an extension of provisions in the Public Health Act and the Adoption of Children (Regulation) Act, 1939. These powers, broadly speaking, involve the supervision of persons who receive children for nursing and maintenance for reward. These are in effect personal health powers and the Corporation consider that they can best be administered in the light of local knowledge.

Defect

That intimate local knowledge is not available if child life provisions are administered by a central authority.

Recommended

That the powers in Part V of the Children Act, 1948 should be conferred, with the connected powers referred to in that Part, on the Corporation.

12. Mental Health Service

The functions in relation to mental defectives so far as Local Authorities are concerned are mainly to be found in the Mental Deficiency Acts, 1913–38, especially the Act of 1913, which was amended by the National Health Service Act, 1946 whereby specific functions were conferred on the Local Health Authorities, that is to say, County Councils and County Borough Councils. A further change has been effected by Section 46 of the Local Government Act, 1958 which provides that the functions of the County Council shall, so far as they relate to a County District for which a scheme under that Act is in force, be exerciseable by the Council of that District on behalf of the County, that is to say, their functions under, *inter alia*, the Lunacy and Mental Treatment Acts, 1890–1930 and the Mental Deficiency Acts, 1913–38. Such a scheme may be made by the Council of any County District having a population of 60,000 or more. The functions of the County Council as the Local Health Authority are mainly conferred by the Act of 1913 but there are some associated provisions in the National Health Service Act, 1946, particularly Section 51 (2). It is submitted that Parliament has accepted the principle that these services can best be administered by the Local Authority rather than by the Local Health Authority but it is suggested that in the case of districts with populations substantially in excess of the minimum of 60,000 the statutory scheme should provide for conferment rather than delegation.

Defect

That these services which are essentially personal in nature cannot be effectively administered by a central organisation.

Recommended

That the Corporation be empowered to exercise all the functions under the Lunacy and Mental Treatment Acts, 1890–1930 and the Mental Deficiency Acts, 1913–38 referred to in Section 46 of the Local Government Act, 1958.

13. Local Land Charges

The system of registration for local land charges was established by Section 15 of the Land Charges Act, 1925. The original purpose was to provide for registration of a few well-defined charges acquired by Local Authorities and each type of Local Authority therefore kept through the agency of a registrar (in the Act called " the proper officer ") their own register, Since 1925, numerous additions have been made to the list of the locally registerable instruments, the character of the register itself has been radically altered and it is now used for recording many other so-called local land charges (the majority of which are required to be entered in the District Register). On any dealing with land, a purchaser will search in the registers. Under the present system he has to make two separate searches, one in the County Council's register and one in the Local Authority's register, and there is no clear line of demarcation between the two registers. This matter was considered by a Departmental Committee who in December 1951 recommended that outside the County of London, the County registers should be absorbed by the District registers on the grounds:—

> First, that the number of entries was far less in the county register than in the district register, so that the operation of transferring them would be simpler. Secondly, that there are great advantages in placing the register as close to the land as possible; the district registrar is personally acquainted with most of the land in his district, and when an inspection is necessary (as it sometimes is for the purpose of identification) he can make it without loss of time.

Defect

The present duplication of registers is unnecessary and wasteful of time and money.

Recommended

That the recommendation of the Departmental Committee be implemented.

14. Nursing Homes

Powers to register Nursing Homes are contained in Part VI of the Public Health Act, 1936 and these functions are exercisable by the Councils of Counties and County Boroughs. The County Council have power to delegate these functions and such delegation to the Corporation was in operation prior to the passing of the National Health Service Act, 1946 when the County Council revoked it. In the Corporation's view, this service is closely associated with functions relating to personal health which have been dealt with in more detail in the first part of the Corporation's evidence, when they drew attention to the unsuitability of such services for centralised organisation and recommended that the housing, national health and welfare functions should be administered concurrently by one authority and by one set of officers who were answerable directly to those who pay the cost.

Defects

1. *This service, being essentially of a personal nature, cannot be effectively or economically administered by a centralised organisation.*
2. *This service is one where intimate local knowledge is desirable.*

Recommended

That the Corporation be empowered to exercise the function of registering Nursing Homes.

15. Sale of Poisons

The County Council is the Local Authority for the purposes of the Pharmacy and Poisons Act, 1933. The Home Secretary of course maintains a list of substances which are to be treated as poisons for the purposes of the Act. There seems no reason why the functions conferred by this Act should not be carried out by the Local Authority in conjunction with their powers under the Public Health Acts and the Food and Drugs Act, 1955.

Defect

The duties involved do not require a separate organisation and can well be administered as part of the public health and/or food and drugs functions of the Corporation.

Recommended

That the Corporation be empowered to exercise the functions conferred on the County Council under the Pharmacy and Poisons Act, 1933.

16. Protection of Animals, Birds, &c.

The Corporation are the authority which carries out the duties imposed by the Riding Establishments Act, 1939 and are the licensing authority under the Pet Animals Act, 1951. The County Council are the licensing authority under the Performing Animals (Regulations) Act, 1925, and they have functions under the Protection of Birds Act, 1954. The Corporation employ a qualified veterinary surgeon to inspect riding establishments and in relation to pet animal shops, the duties devolve on the Public Health Inspectors.

Defect

There appears to be no justification for the separation of functions under these acts, all of which the Corporation could conveniently combine.

Recommended

That the Corporation be empowered to exercise the functions conferred on the County Council by the Performing Animals (Regulations) Act, 1925 and the Protection of Birds Act, 1954.

17. Other Licensing Functions

The County Council are responsible for the registration of nursing agencies. The Corporation deal with licences for massage and special treatment establishments, and the County Council are the licensing authority for the employment agencies, boxing and wrestling entertainments, and for imposing conditions under the Hypnotism Act, 1952 in the granting of licences for dancing, singing, music or other public entertainment of like kind. The Corporation take the view that all licensing functions of this kind can best be administered by the Local Authority.

Defect

There appears to be no justification for the separation of different licensing functions, all of which can well be administered by the Corporation.

Recommended

That the Corporation be empowered to exercise all licensing functions in relation to nursing and employment agencies and boxing and wrestling entertainments.

Evidence Submitted by The Uxbridge Borough Council

STATEMENT

submitted by the

COUNCIL OF THE BOROUGH OF UXBRIDGE

in response to a letter dated 17th February, 1958, and addressed to the Worshipful the Mayor of Uxbridge by the Chairman of the Royal Commission on Local Government in Greater London.

The following evidence which is submitted by the Council of the Borough of Uxbridge is divided into parts as follows:—

Paragraphs

Part I Description and Character of the Borough 1–8

Part II Local Government History 9–13

Part III Particulars of the Borough and of its Population 14–19

Part IV Constitution and Organisation of the Council and their Committees 20–26

Part V Administrative Organisation of the Council 27–84

Part VI Education 85–95

Part VII Environmental Health 96–145

Part VIII Housing 146–168

Part IX Personal Health and Welfare 169–188

Part X Town and Country Planning 189–191

Part XI Traffic 192–202

Part XII General 203–210

Part XIII Appendices.. .. ..

In preparing this evidence for submission to the Royal Commission the Corporation have thought it advisable to survey the whole of the local government functions within the Borough in some detail. In the result, certain functions are mentioned (particularly in Parts VII to XI of the evidence herewith) which are outside those included in Appendix B to the letter from the Chairman of the Royal Commission. For example, they feel that although Food and Drugs administration was not specifically mentioned in the Appendix to the letter from the Royal Commission, it is nevertheless an important aspect of both environmental and personal health administration which should be the function of the local Council concerned and for this reason, details have been included in the evidence.

PART I

DESCRIPTION AND CHARACTER OF THE BOROUGH

1. The Parish and Borough of Uxbridge is situate on the northwest boundary o the Administrative County of Middlesex of which it forms a part. The greatest length of the Borough is approximately 6 miles and its greatest breadth 3½ miles. Uxbridge is 12 miles from Watford, 14½ miles from London, 8 miles from Windsor, 6½ miles from Slough and 40 miles from Oxford.

2. The Borough is bounded on the north by the County of Hertford, on the east by the Urban District of Ruislip-Northwood and the Borough of Ealing, on the south side by the Urban Districts of Hayes and Harlington, and Yiewsley and West Drayton, and on the west by the Counties of Hertford and Buckingham, the western boundary being formed by the River Colne, parallel to which run the River Frays

and the Grand Union Canal. It is situate on rising ground and rises from 95 feet above sea level (Newlyn) in the south, to 337 feet above sea level in the north.

3. **Geology.** The geological formation of the Borough is extremely interesting. The existence of large areas of sand and gravel, particularly in the flood plain of the River Colne, has led to the establishment of a large number of firms engaged in specialised industries in the way of extraction of mineral deposits and the manufacture of precast concrete products. To the south the sub-soil is brick earth overlying deposits of sand and gravel. The high silica content of the flints facilitates the manufacture of the well-known Uxbridge Flint Bricks. A wide belt of clay runs along the centre of the Borough giving place to the chalk hills lying to the north which have given rise to a number of local industries, such as the production of distempers and agricultural lime. In regard to the aftermath of these extractive industries, the Corporation have in a number of cases acquired for open space purposes the lagoons or dry pits remaining after extraction or have utilised a number of them for controlled tipping of refuse, the land being subsequently restored for agricultural or recreational purposes. In giving consent to mineral workings, the Corporation have sought to impose conditions to ensure proper after-treatment.

4. **Character of the Borough.** The Borough of Uxbridge, to a greater extent than most districts in the Greater London Area, possesses the elements of a self-contained provincial town. It is the focal centre of business, industry and transport in north-west Middlesex and a considerable portion of east Buckinghamshire. It is classified in the County of Middlesex Development Plan approved by the Minister under the Town and Country Planning Act, 1947, as a regional shopping centre with a catchment area far wider than the boundaries of the Borough. It is the headquarters of many firms in the wholesale and distributive trades and contains a large number of thriving industries which draw much of their labour from the residential zones in the town, although, like its neighbours in the London region, it supplies a proportion of the workers in the main businesses and industrial centres in the metropolis.

5. Branch offices of several Government Departments are already established here and there is a permanent block of Government offices on land adjoining the Uxbridge Underground Station, which land was sold by the Corporation to the Ministry of Works for this purpose. Many of these Departments are responsible for greater areas than that of the Borough: —such as Her Majesty's Inspector of Taxes, Inland Revenue (Uxbridge District), is also responsible for Ruislip-Northwood, Yiewsley and West Drayton and parts of the Rural District of Eton (Fulmer, Gerrards Cross, Denham and Iver); Her Majesty's Collector of Taxes, Inland Revenue, is also responsible for Harmondsworth, Ruislip, Eastcote, Northwood, Denham, Gerrards Cross, Harlington, Hayes, Southall and Northolt; the Ministry of Labour and National Service Youth Employment Bureau is also responsible for Yiewsley and West Drayton; the National Assistance Board is also responsible for Hayes and part of Harlington, Northwood, Ruislip and part of Northolt. The local administrative offices of the Middlesex County Council are established in Uxbridge and serve a much wider area of Middlesex than the Borough of Uxbridge. The Aeronautical Inspection Directorate of the Air Ministry have established a Test House at Harefield where much important test and research work is carried on.

6. **Courts.** The Borough is within the area of the Middlesex Quarter Sessional Division. It is also within the Uxbridge Petty Sessional Division which comprises Uxbridge and the Hayes and Harlington, Ruislip-Northwood and Yiewsley and West Drayton Urban Districts. A Petty Sessional Court at which cases from the whole of the Division are heard is held on six days each week at the Court House, Harefield Road, Uxbridge, together with occasional courts as required.

7. **Ecclesiastical Parishes.** The Borough consists of eight Ecclesiastical Parishes and is included in the Rural Deanery of Uxbridge, the Archdeaconry of Middlesex and the Diocese of London.

8. **The Royal Air Force Station, Uxbridge.** Uxbridge is known to many thousands of past and present members of the Royal Air Force as Headquarters, Royal Air Force Station, Uxbridge. The Royal Air Force Station, Uxbridge, which has recently assumed control also of the former Royal Air Force Station, Hillingdon, occupies some 180 acres of land in the centre of the Borough and includes within its ground the Royal Air Force Stadium at which many international athletic events are held. The Central Bands of the Royal Air Force and of the Women's Royal Air Force are stationed in Uxbridge. In addition to the Royal Air Force Station, Uxbridge, No. 4 Maintenance Unit Royal Air Force which occupied some 67 acres of land was situate within the Borough as a permanent supply and stores depot for a large area, but has recently been taken over by the United States Air Force.

PART II

LOCAL GOVERNMENT HISTORY

9. Under the provisions of Section 21(1) of the Local Government Act, 1894, the Uxbridge Urban Sanitary Authority which was formed in 1849, was created an Urban District Council from the 8th November, 1894.

10. **Former Areas included in Borough.** By virtue of the Uxbridge and Yiewsley Urban Districts (Extension) Order, 1928, made by the Middlesex County Council on the 3rd day of December, 1928, and confirmed by the Minister of Health on the 16th day of February, 1929, *sub nom*, the Middlesex (Uxbridge and Yiewsley) Confirmation Order, 1929, the then existing Urban District of Uxbridge was extended so as to include such part of the Uxbridge Rural District as comprised the whole of the parishes of Harefield and Ickenham and parts of the parishes of Cowley and Hillingdon East together with part of the then existing Urban District of Yiewsley. By the same Order the former Uxbridge Rural District Council was dissolved and that District abolished.

11. By virtue of the Middlesex Review Order, 1934, made by the Minister of Health under Section 46 of the Local Government Act, 1929:—

(*a*) Part of the Urban District of Ruislip-Northwood was transferred to what was then the Ickenham Parish of the Uxbridge Urban District.

(*b*) Part of the Urban District of Uxbridge comprising a portion of the same Parish of Ickenham was transferred to the Urban District of Ruislip-Northwood.

12. **Formation of Borough.** The Borough of Uxbridge was created by Royal Charter dated 29th March, 1955, which became effective on 23rd May in that year. The Charter incorporated the inhabitants of the former Uxbridge Urban District under the style and title of " The Mayor, Aldermen and Burgesses of the Borough of Uxbridge ".

13. From the details given above it will be seen that the Borough has a long historical background and, in fact, was the oldest district in the County of Middlesex by virtue of its formation as the Uxbridge Urban Sanitary Authority in 1849 and was formed many years before the majority of districts and boroughs within the County of Middlesex.

PART III

PARTICULARS OF THE BOROUGH AND OF ITS POPULATION

14. The Borough is at present 10,240 acres in extent, with a rateable value as at 1st April, 1958, of £981, 011, and a population at the 1951 census, of 55,944, the Registrar General's estimate for mid-1957 being 60,780. The number of hereditaments at 1st April, 1958, was made up as follows:—

Domestic	16,966
Commercial	1,532
Crown properties	52
Miscellaneous	421

15. **General Rate.** The General Rate for the Borough for the current year is 16*s.* 10*d.* in the pound. At Appendix I of this evidence is set out a Classification of the Rated Hereditaments within the Borough as at 1st April, 1958. At Appendices II and III of this evidence is given a Statement of Rateable Values and Rate Products and a Statement showing General Rate Levied to meet the requirements of precepting Authorities and the Uxbridge Council for the period 1929–59.

16. An estimate based on the area of undeveloped land available for building, and the number of houses which may be erected thereon, indicates that a potential population of at least 67,000 will be reached within the next fifteen years. This figure is confirmed by the Local Planning Authority in its Draft Report of Survey of the County of Middlesex Development Plan, 1951.

17. **Rate of Development.** From the details which are given in this evidence it will be seen that there has been rapid development throughout the Borough since 1929 when the former Urban District was extended. The population has increased from 26,275 to 60,780, the rateable value has increased from £208,878 to £981,011 and the number of inhabited houses has increased from 6,431 to 16,966. The increases since 1929 when the former Urban District was extended, to 1st April, 1958, are as follows:—

	Increase	*Percentage Increase*
Population	34,505	131·32
Rateable Value	£772,133	369·65*
Inhabited houses	10,535	163·81

* See Appendix II.

18. **Character of Population.** The population is mainly of a permanent residential class and, whilst a number of persons are employed in the Metropolis, a considerable proportion carry on business locally in the various important shopping centres or in the industries which are carried on in the district such as brick and concrete product manufacturing, extraction of sand and gravel, paints, varnishes, distempers and printers inks, timber products and joinery manufacture, general engineering and the preparation of foods and drinks. In the field of horticulture certain of the firms established in the Borough have a world-wide reputation, and it is believed that one of them is the largest supplier of cut flowers and has one of the largest areas of horticultural glass in the country. One of the largest maunfacturers of cash control equipment in the world, is established in the Borough and produces many types of machines for the control of cash and prints many millions of tickets per day.

19. **Uxbridge Industrial Estate.** The Corporation have established an Industrial Estate on and adjoining the site of the former Uxbridge sewage works which became redundant in 1936 when the West Middlesex Main Drainage works were established at Modgen. Immediately after the war the Corporation were faced with the problem of a large number of industries which had grown up over the years and which were situated in residential and other non-industrial zones. They recognised that these industries could only be relocated if a suitable site were developed for this purpose and accordingly a scheme for an Industrial Estate was provided in 1945 and was approved by the Board of Trade and the then Minister of Town and Country Planning. Although the estate is primarily intended for firms already established in Uxbridge, a number of outside industrialists have been admitted in special circumstances. On the site covering 26 acres there are 31 firms including Chemical Engineers, Building and Engineernig Contractors, Plating firms, Manufacturers of concrete products and General Engineers. The development of the estate has involved a considerable amount of civil engineering work; the first stage work comprised the reconstruction of a 24 in. diameter brick barrel soil sewer draining the township of Uxbridge, and the construction of a section of the surface water drainage system. Subsequently the second stage works have been completed and these included additional soil and surface water sewers, the latter having a 30 in. diameter outfall to the River Colne, and the construction of roads. At the same time as the development of the Corporation's Industrial Estate, an adjoining owner has developed 15 acres of land as a Trading Estate and the layout of the two estates has been arranged so as to give convenient road access and, in addition, the main sewers enable facilities to be available to factories established on the Trading Estate.

PART IV

CONSTITUTION AND ORGANISATION OF THE COUNCIL AND THEIR COMMITTEES

Wards

20. Under the terms of the Charter of Incorporation, the Borough comprises nine Wards and it is provided that three Councillors shall be elected for each Ward of the Borough as follows:—

Name of Ward	Number of Councillors
Colham	3
Cowley	3
Harefield	3
Hillingdon Central	3
Hillingdon East	3
Hillingdon North	3
Ickenham	3
Uxbridge North	3
Uxbridge South	3

In addition, the Charter of Incorporation provides that there shall be nine Aldermen making a total Council Membership of 36.

Committee Organisation

20. (*a*) The Council appoint ten Standing Committees as follows:—

Committee	Membership
Alottments	16 members of the Council and 8 co-opted members
Civil Defence	14 members of the Council
Finance & Establishment	20 members of the Council
General Purposes	16 members of the Council
Housing	18 members of the Council
Local Safety	20 members of the Council and 10 co-opted members
Parks & Open Spaces	16 members of the Council
Public Health	16 members of the Council
Redevelopment	14 members of the Council
Works & Town Planning	16 members of the Council

The Mayor and the Deputy Mayor are *ex-officio* members of all Standing Committees with the exception of the Allotments, Civil Defence, Local Safety and Redevelopment Committees.

21. The Council also appoint the following Committees:—

Committee	Membership
Joint Staff	10 members of the Council and 10 members of the staff.
Joint Works	10 members of the Council and 10 representatives of the Council's workmen.

22. Many of the Committees appoint Sub-Committees to which are delegated powers in respect of matters of detail. Each Committee and the Council meet once in a period of approximately six weeks, or more frequently as required.

Standing Orders

23. The Corporation have made Standing Orders to secure a proper participation by the several Committees of the Council in their work whilst ensuring adequate control by them in all matters of importance. These Standing Orders have been amended from time to time as required.

Year Book

24. The Corporation publish a Year Book which gives Standing Orders and extracts from the Local Government Act, 1933, which affect the rights and duties of members, together with information as to membership of Committees, representation on other Bodies, statistical information and details of various public organisations within the Borough.

Public Relations

25. In these days of publicity-consciousness, local authorities are becoming increasingly interested in the technique of public relations work. The Local Government Act, 1948, conferred important powers in this respect and the Council have always been strongly " public relations " minded. Facilities are given to the Press in reporting our meetings, and members of the Council and Officers are available to put themselves before the public on many occasions in the way of lectures, Brains Trusts, Quizzes, and things of that kind, and the Alderman and Councillors have

willingly and freely submitted themselves to cross-examination of their conduct of public affairs. As an instance of this consciousness, the Council recently held their sixth Annual Delegate Conference at which representatives from 90 local Organisations were invited to attend and to bear from the Councillors a full report on various spheres of activity of the Council. Two of the Sessions were a Brains Trust and a "Free for All" Discussion at which members of the public and representatives of organisations were enabled to criticise the Council or make suggestions to them as to their conduct of Council affairs in the future. In March of this year the Council organised (as an experiment) a "Welcome to Citizenship" ceremony to which young people who will attain the age of 21 during this year were invited to attend. The Ceremony took the form of an Exhibition illustrating the work of the various Departments of the Council, and a speech of welcome by the Mayor and the presentation of a certificate to each person attending. The ceremony was attended by nearly 90 young persons and aroused considerable interest. It was considered to be a most successful venture and is likely to be repeated in future years.

26. The Corporation have a Road Safety Organiser and Public Relations Assistant who has available a 16 m.m. (sound) film projection equipment for showing films of topical interest to local organisations and societies. A tape recorder is available which can be used in conjunction with this equipment. They issue a Guide Book to the Borough which is revised from time to time and have a panel of speakers (both Members and Officers) who lecture to local organisations on most topics of local government interest.

PART V

ADMINISTRATIVE ORGANISATION OF THE COUNCIL

Existing Council Offices

27. The Departments of the Council are housed in separate buildings which were at one time private residences but which in the main adjoin each other, some means of communication between the various offices having been provided where possible:—

Department	Office
Town Clerk	265 High Street, Uxbridge. 266 High Street, Uxbridge. 267 High Street, Uxbridge.
Borough Treasurer ..	264 High Street, Uxbridge.
Borough Surveyor.. ..	263 High Street, Uxbridge.
Public Health	259 High Street, Uxbridge.
Parks	259 High Street, Uxbridge.

28. None of these offices has adequate accommodation for meetings of the Council when members of the public are present, and the Local County Offices of the Middlesex County Council are used for this purpose. The Council, however, hold their Committee meetings in Committee rooms at 265 High Street, Uxbridge.

New Civic Centre

29. The Corporation have engaged the services of an eminent Architect for the preliminary design of a new civic centre to cost approximately £500,000. This centre will comprise Municipal Offices, with ample space for Council chamber and committee rooms, a large assembly hall, a car park and public gardens. The Council are prepared to proceed with this scheme as soon as loan sanction and consent of the Ministry of Housing and Local Government are available for work of this magnitude. The Corporation already own the land on which the new civic centre is to be

built. The site adjoins the existing County Council Local Offices and when development is completed the combined site will form a comprehensive centre of administration in the District.

Chief Officers

30. The Corporation have permanent full-time officials at the head of each of the administrative departments. Every one of these officials has had previous experience (in some cases considerable experience) of municipal boroughs, and all of them in greater or less degree have established reputations in local government administration well outside Uxbridge.

Organisation of Departments

31. The Corporation, with the assistance of the Chief Officers, have created an efficient organisation for the execution of the duties imposed upon the various Departments. The Council maintain a constant and close review of the whole of the administrative organisation with a view to ensuring the maximum efficiency in the work of the authority.

Town Clerk's Department

32. Under the Town Clerk and the Deputy Town Clerk (who is also a Solicitor) comprises an administrative section, a legal section, a land charges section and a housing section which deals with the day-to-day administration of lettings, tenancies and applications for tenancies of Council houses. There is also in the Department a Road Safety Organiser, and a Civil Defence Officer. There is a large degree of flexibility both between the sections and between the staff within those sections. Details of the staff are set out below together with a short note on each of the sections of the department.

Permanent Staff	Salary
Town Clerk	—
Deputy Town Clerk	—
Assistant Solicitor	APT IV
Chief Committee Clerk	APT III
Committee Clerk	APT II
Committee Clerk	APT II
General Clerk	Higher Gen. Div.
Chief Conveyancing Clerk	APT II
Conveyancing Clerk	APT II
Conveyancing Clerk	APT II
Legal Assistant	APT I
Housing Manager	APT III
Housing Investigation & Welfare Officer (female)	APT I
Housing Clerical Assistant	APT I
2 Housing Clerical Assistants (female)	Higher Gen. Div.
Road Safety Organiser/Administrative Assistant	APT I
Civil Defence Officer	APT III
Civil Defence Clerk/Typist (female)	Shorthand-typist scale
Senior Shorthand Typist (female)	Clerical I
7 Shorthand Typists (female)	Shorthand-typist scales
Filing Clerk (male)	Higher Gen. Div.
2 General Clerks (1 male and 1 female)	Higher Gen. Div.
3 Junior Clerks (all female)	1 Higher Gen. Div. 2 Gen. Div.

Total Staff (excluding Town Clerk and Deputy Town Clerk):
Permanent: 31 (15 males and 16 females)
Temporary: Nil.

Administrative Section

34. This Section is housed at 265 High Street, Uxbridge, which contains the main office of the Department. The staff of the Section is as follows:—

1 Chief Committee Clerk
2 Committee Clerks
1 General Clerk
1 Senior Shorthand Typist (female)
2 Shorthand Typists (female)
4 General office clerks (all female)
1 Filing clerk (male).

35. The Committee Clerks are responsible for the preparation of agenda and reports of Committees and for dealing with correspondence and other matters arising out of such Committees where such matters are not the concern of other Sections of the Department. To assist in the dictation of reports, &c. dictaphones are employed, nine such machines being used in the Town Clerk's Department.

36. All meetings of the main Committees are attended by the Town Clerk or his Deputy and the appropriate Committee Clerk, who is responsible for preparing the draft reports of meetings which, after approval by the Town Clerk, are printed and circulated to all members of the Council, Chief Officers and to the Press prior to the Council Meeting. These minutes run to some 1,200 pages of print each year.

37. Full details of the Committees of the Council are set out in the Evidence and the Committees for which each Committee Clerk is responsible are as follows:—

(i) **Chief Committee Clerk:—**
Council Meeting.
General Purposes Committee.
Finance & Establishment Committee.
Joint Staff Committee.
Joint Works Committee.

(ii) **Committee Clerk No. 1:—**
Works & Town Planning Committee.
Redevelopment Committee.
Civil Defence Committee.

(iii) **Committee Clerk No. 2:—**
Allotments Committee.
Parks & Open Spaces Committee.
Public Health Committee.
Local Safety Committee.

38. Each Committee Clerk is also responsible for the various Sub-Committees set up from time to time by his Committee. He is also responsible for the lettings and tenancies of the various facilities under the control of his Committee, for example, allotments, sports and recreation pitches and the Swimming Pool.

39. The General Office Staff is responsible for the despatch of mail, the duplicating work of the Department and for dealing in the first instance with all enquires. In addition, the main telephone switch-board which deals with most of the incoming and outgoing calls of the Council, is installed in and operated by the staff of the General Office. The automatic internal exchange is housed at 259, High Street, Uxbridge.

40. The Filing Clerk is responsible for the whole of the filing system of the Department, with the exception of the Housing Section.

41. The three shorthand typists carry out all the typing work of the Section, and in addition the senior shorthand typist is responsible to the Chief Committee Clerk for the ordering of stationery and other materials required by the Department.

Legal Section

42. This Section is accommodated at No. 267 High Street, Uxbridge, and comprises an Assistant Solicitor, three conveyancing clerks and one legal assistant who is also responsible for Local Land Charges (the four last mentioned officers being unadmitted) together with three shorthand typists. The Section is responsible, under the close supervision of the Town Clerk and of his Deputy, for all the legal work of the Council, including Conveyancing, Compulsory Purchase Orders, applications for loan consents and the resultant mortgages with the Public Works Loan Board, and advances under the Small Dwellings Acquisition Acts, applications for which are now being received at the rate of about seventeen per month. All the drafting of contracts for works to be done and for materials to be supplied to the Council are dealt with by this Section. Other matters, such as applications for Ministerial consent to various Council projects, and improvement grants under the Housing Act, 1949, come within the province of this Section.

43. As Solicitor of the Council the Town Clerk is in addition to the ordinary conveyancing work, responsible for all Court work, and either the Town Clerk, Deputy Town Clerk or the Assistant Solicitor regularly appears in the County Court and the Magistrates' Court in connection with proceedings instituted by the Council such as actions for recovery of possession of Council houses, summonses under the various Bye-laws, and applications for Orders and penalties under the Housing and Public Health Acts. On occasions proceedings in relation to diversion of highways, &c. are brought before Quarter Sessions and the Town Clerk of course acts on behalf of the Council in such proceedings. In addition to Court proceedings there are from time to time appeals under the Town and Country Planning Act, 1947, or the Control of Advertisement Regulations, 1948, thereunder, to the Ministry of Housing and Local Government and either the Town Clerk, Deputy Town Clerk orAssistant Solicitor appear on behalf of the Council at such Appeals. There are also Inquiries held by the Minister in relation to objections received to Compulsory Purchase Orders and the like.

Local Land Charges Section

44. This Section is also accommodated at No. 266 High Street, Uxbridge, and comprises in addition to the legal assistant referred to under the Legal Section a Land Charges Clerk and a shorthand typist. An average of six requisitions for Searches per day are received together with the usual numerous supplementary enquiries.

Housing Administration

45. The administration of housing is carried out by a section of the Department of the Town Clerk. This section is housed at 267 High Street, Uxbridge and comprises:—

1 Housing Manager (A.I. Hsg.).
1 Male Assistant.
2 Female Assistants.
1 Investigation and Welfare Officer (Female).
1 Shorthand typist.

As a matter of convenience, the Housing Manager also acts as Committee Clerk to the Housing Committee.

46. The section deals with the day to day administration and management of all the Council's properties, and in addition is responsible for the very important

task of investigating applications for accommodation. A points scheme is being operated, and the assessment of points is dealt with by the Housing Section. The Housing Manager deals with most of the correspondence concerning housing matters, and is responsible for the preparation of reports for submission to the Housing Committee and its Sub-Committees. There is a waiting list at the moment of 1,173 families on the ordinary waiting list.

47. A separate points scheme is operated by the Council in connection with the one-bedroom dwellings which are provided for aged people. These dwellings are allocated to persons of pensionable age and the number of applications on the waiting list is 163.

Registration of Electors

48. The Clerk of the Middlesex County Council is the Electoral Registration Officer for the purposes of the Representation of the Peoples Acts, 1948 and 1949, within the District. The Town Clerk is required by the Electoral Registration Officer under such Act to prepare the Electors Lists and also at the request of the Registration Officer he acts as his Deputy in the settling of claims and objections thereto for the Uxbridge Parliamentary Division. The Chief Committee Clerk, with the assistance of other members of the staff, is responsible to the Town Clerk for the preparation of the Electors List and other work in connection with the registration of electors.

Elections

49. The Clerk of the Middlesex County Council is the Acting Returning Officer for Parliamentary Elections for the Uxbridge Constituency and is the Returning Officer for County Council Elections. The Aldermen for the various wards are the Returning Officers for the Borough Council Elections and the Town Clerk is appointed Deputy Acting Returning Officer and Deputy Returning Officer for the Parliamentary and County Council Elections within the Borough. The organisation of the elections is carried out by the Town Clerk's staff under his supervision.

Road Safety Section

50. A full-time Road Safety Officer is responsible for organising Road Safety events, propaganda, &c. in the District. He has available a 16 m.m. (sound) film projection equipment for use in connection with road safety. This equipment is also available for use in connection with the Council's public relations activities.

Civil Defence

51. During the second world war (1939–45) the Corporation were responsible, under the Middlesex County Council, for the administration and operation of Civil Defence. The Borough received at least its share of attention from the enemy; and the Civil Defence services, under the Council's direction, performed their difficult functions to the satisfaction not only of the neighbourhood but also of the various Government Departments which were responsible for supervision, &c. Two members of the Wardens service were awarded the George Medal for the parts they played during the war.

52. In addition to the functions directly conferred upon them as a County District Council under the Civil Defence Act, 1948, and the Regulations made thereunder, the Corporation have accepted from the Middlesex County Council the delegation of the functions of the County Council under the said Act and Regulations for the recruitment of volunteers in the Borough and the organisation of their basic training; and also the following functions:—

(1) The collection of intelligence on the results of hostile attack and the distribution of such intelligence to persons and authorities with functions connected therewith.

(2) The control and co-ordination of action at a place where casualties, damage or a cause of danger results from hostile attack.

(3) The rescue of persons from damaged buildings and debris.

(4) (*a*) The detection and identification of radiation and chemical agents.
  (*b*) Warning the public of the presence of such agents.
  (*c*) Decontamination.
  (*d*) The cleansing of unwounded persons.

(5) Instruction of and advice to the public in connection with the matters aforesaid.

(6) Emergency feeding and rest centres.

53. This Section is accommodated at the Civil Defence Headquarters, Belmont Road, Uxbridge, and comprises a Civil Defence Officer and a clerk/typist. The Civil Defence Officer of the Uxbridge Sub-Division of the Middlesex Division of the Civil Defence Corps is also the part-time Civil Defence Officer of the Yiewsley and West Drayton Sub-Division of the Middlesex Division. He is responsible to the Town Clerk for training and recruitment of Civil Defence volunteers within the Borough.

54. The Council have laid down that the Town Clerk is the Chief Executive Officer, followed by the Borough Treasurer and the Borough Surveyor in that order. As such he is the mouthpiece of the Council and the natural channel through which the policy of the Council is carried into effect by the various officers concerned. It is his duty to co-ordinate the various services of the Council so as to avoid overlapping and to prevent any course of action being taken by one Department without consideration of its effect on another Department. In order to do this there has to be a close liaison between the Town Clerk and the other Chief Officers of the Council and in practice the relationship between the Chief Officers of the Council is one of understanding and co-operation which enures to the benefit of officials and the public alike. The Council have adopted the Joint Negotiating Committees' recommendations for Clerks of Local Authorities and for the other Chief Officers.

Borough Treasurer's Department

55. Under the Borough Treasurer the Deputy Borough Treasurer, controls the collection of rates, rents and other income, financing of capital works, valuation of houses for advances under the Small Dwellings Acquisition Acts, the negotiation of purchases, sales and leases of land and other properties, the payment of accounts and wages and the accountancy and audit work of the Council. The utilisation of mechanical aids and modern methods have in recent years facilitated the prompt balancing of the Council's accounts.

56. The following is a statement of the permanent and temporary staff employed in the Department of the Borough Treasurer:—

Permanent Staff	Salary
Borough Treasurer	—
Deputy Borough Treasurer	—
1 Senior Accountancy Assistant	A.P.T. IV
1 Accounts Clerk	A.P.T. I
2 Accounts Clerks	(1) Clerical (1) Higher General
1 Accounts Clerk (Female)	Clerical II
1 Chief Collector and Rating Officer	A.P.T. III
1 Senior Collector and Rating Officer	Clerical III
5 Collectors and Rating Officers	Clerical II
1 Cashier	A.P.T. III

Temporary Staff	Salary
1 Assistant Cashier	Clerical II
1 Clerical Assistant (Female)	General Division
2 Shorthand Typists (Female)	Shorthand-typists scale.
1 Comptometer Operator (Female)	Machine Operators' Scale
Temporary Staff	Salary
13 Rent Collectors (part-time)	Daily rate
1 Typist (part-time) (Female)	5*s.* 0*d.* per hour.

Total staff (excluding Borough Treasurer and Deputy Borough Treasurer):—

Permanent: 18 (13 males and 5 females).

Temporary: 14 part-time (5 males and 9 females).

The Council's Method of Accounting and Financial Control

57. The Council's accountancy system aims at promptly producing accurate results with the minimum number of entries and at economy in staffing. By a systematic division of detailed operations amongst the staff, and the use of self-balancing accounts, useless checking and " calling over " is avoided.

58. The issue of receipts for cash simultaneously makes the original cash account entry for direct posting to personal accounts. The use of the " Duplicate Posting System " ensures facsimile entries and facilitates automatic checking of rents and rates. The minimum of cash is kept in the offices, daily bankings are made without deduction, and withdrawals of cash for wages are made only a few hours before payment. When possible payments are by " crossed cheque "—for example, a cheque is drawn on the Postmaster General for National Insurance Stamps.

59. Payments to contractors and tradesmen for work done and goods supplied are, in the first instance, certified by heads of departments and are then checked in the Treasurer's Department for arithmetical accuracy and provision therefore is included in the annual estimates. The accounts when checked are listed and, together with the Schedule, are submitted to the Accounts Sub-Committee of the Finance and Establishment Committee for examination. Later the same evening the Sub-Committee report to the Finance Committee for final approval. An " Order " is given to the Treasurer authorising payment of the accounts, signed by three members of the Council and countersigned by the Town Clerk. These authorised payments are then made by cheque signed by the Treasurer.

60. Since the Council carries a considerable mortgage debt on account of deferred revenue expenditure, the accountancy system is designed to effect the greatest economy in the use of money, *viz.* the elimination of a " Working Balance ", unprofitable reserves and dormant bank balances. Economy is also effected by reducing permanent borrowing, by restricting the number of loans; by paying capital expenditure out of revenue and by short-term and day-to-day loans. At Appendices VIII and IX are given statements showing the outstanding Loan Debt of the Council and details of the loan repayments since 1939.

61. By promptly rendering accounts and rate demands a substantial proportion of money due is received early in each half-year. By spacing the dates for receipt of Small Dwellings payments by borrowers, payments from private street works frontagers, tenants' rents, &c. a steady flow of cash is made available to meet both the weekly wages bill and the monthly drain of payments. The loan debt and charges for interest are subjected to frequent review both by the Treasurer and the Finance Committee. Repayment of loans and interest is arranged to coincide with the

receipt of government grants and is planned to fall due at dates when cash is available.

62. Rate Books, rate demand notes and tenants' rent cards are addressed on an electrically-operated Hayward Addressograph machine. A Burroughs electric calculator is used for checking arithmetical calculations and totals. Two Burroughs Adding Machines are used for listing accounts for payment and general additions. A Halsby protectograph is used for writing cheques.

63. The accounting system results in the Rate Books, Rentals, and the Treasurer's Cash Account &c. being kept up-to-date and these accounts are promptly balanced a few hours after the close of the accounting period. Final accounts are prepared on the income and expenditure basis. The whole of the accounts of the Council have for many years been balanced by the end of June so that District Audit at Uxbridge is amongst the first to be completed in this audit district.

64. The general financial control is not merely concerned with cross checking, but in controlling and phasing expenditure so as to avoid as far as possible upward fluctuations in Rates and Rents. The Treasurer or his Deputy attend all meetings of spending Committees and draw attention to proposals for expenditure not included in the annual estimates. The Standing Orders of the Council provide that any expenditure so approved by a spending Committee must be submitted for the approval of the Finance Committee before expenditure is incurred. Statements comparing expenditure with estimates are submitted to the Finance Committee at intervals during the financial year. At each meeting of the Finance Committee the Treasurer reports in writing the amount of the Bank Balance and outstanding cheques. A report as to the hours and cost of workmen's overtime is also given at such meetings and attention drawn to the comparable figures for the previous year

65. Attention is drawn from time to time to anomalies in legislation &c.. which throw an unfair burden on the district, and Uxbridge on occasions have drawn attention to inequalities.

66. The staff of the Treasurer's Department work happily together as a team and the personnel engaged on accountancy, rating and the collection of income are interchangeable when pressure of work so requires. This arrangement has the further benefit of encouraging spontaneous and informal effort by all members of the staff. To conserve man power, men over retiring age are employed as part-time rent collectors, and nine women likewise assist part-time in the department. The staff are encouraged to take the professional examinations of the Institute of Municipal Treasurers and Accountants, and of the Association of Rating and Valuation Officers.

Borough Surveyor's Department

67. Under the Borough Surveyor and Architect and the Deputy Borough Surveyor the Department comprises the following sections, each under a qualified sectional head: Civil Engineering, Architectural, Development, Building Maintenance, Public Cleansing, Highways and Works, Baths, Clerical and Costing and Clerk of Works. Details are as follows:—

Designation	Salary
Engineer, Surveyor and Architect	—
Deputy Engineer and Surveyor	—

Designation	Salary

ENGINEERING SECTION

1 Chief Assistant Engineer	A.P.T. IV
3 Senior Assistant Engineers	Spec. Eng.
1 General Engineering Assistant	Spec. Eng.
1 General Engineering Assistant	A.P.T. II
2 Junior Engineering Assistants	A.P.T. I (1 vacancy)
2 Junior Engineering Assistants	A.P.T. I (one on National Service)
1 Acting Junior Engineering Assistant	A.P.T. I
1 Electrical Engineering Assistant	A.P.T. I
1 Draughtsman	(Part-time)

ARCHITECTURAL SECTION

1 Chief Assistant Architect	Spec.
2 Architectural Assistants	Spec.
1 Contracts Clerk	Clerical I

DEVELOPMENT SECTION

1 Town Planning Assistant	A.P.T. III
1 Chief Building Inspector	A.P.T. III
1 Assistant Building Inspector	A.P.T. I
1 Building Assistant	A.P.T. I
1 Clerk	Clerical I

BUILDING MAINTENANCE SECTION

1 Building Maintenance Officer	A.P.T. III
1 Assistant Building Maintenance Officer	A.P.T. II
1 Clerk	A.P.T. I
1 Clerk	Higher General
1 Clerk (Acting)	Higher General

PUBLIC CLEANSING SECTION

1 Cleansing Superintendent	A.P.T. III
1 Cleansing Foreman	Misc. VI
1 Clerk	Higher General

HIGHWAYS AND WORKS SECTION

1 Works Assistant	A.P.T. III
1 Works Foreman	Misc. VI
1 Clerk	Misc. IV

BATHS SECTION

1 Baths Superintendent	A.P.T. III

CLERICAL AND COSTING SECTION

1 Chief Cost Clerk	A.P.T. II
1 Senior Cost Clerk	A.P.T. I
1 Cost Clerk	Clerical I plus £30
1 Clerk	Higher Gen. (Part-time)
1 Junior Clerk	Gen. Div.
1 Senior Enquiry Clerk	Higher Gen.
1 Junior Enquiry Clerk	Higher Gen.
1 Secretary/Supervising Shorthand Typist	Clerical I
3 Shorthand Typists	Shorthand Typist Scale

Designation	Salary
OUTSIDE STAFF—CLERK OF WORKS	
1 Clerk of Works	Misc. IV—£39 spl. addition
3 Clerks of Works	A.P.T. I

Total Staff (excluding Engineer, Surveyor and Architect and Deputy Engineer and Surveyor) at present employed:—

49 (40 males and 9 females)

Manual Employees. 236 full-time plus 20 part-time.

---

68. Dealing with the various sections in the Department there are:—

(*a*) *Civil Engineering*

This section deals with the design, preparation of the specifications and bills of quantity and supervision of contracts for schemes of road improvements, private street works and soil and surface water drainage; the layout of large open spaces with such facilities as a running track; roads and sewers on the Council's housing estates; redevelopment schemes and the design and construction of a depot to accommodate the highways, public cleansing, building maintenance and public lighting sections.

(*b*) *Public Lighting*

All electrically lit street lamps are erected and maintained by this section. It operates from a depot in Rockinhgam Parade, Uxbridge. The officer in charge is the Electrical Engineering Assistant mentioned above in details of staff.

(*c*) *Architectural*

All the Council's housing estates and redevelopment schemes, parks lodges, public conveniences and other buildings are designed and supervised during erection, by this section.

(*d*) *Development*

Plans for the erection of new houses, factories, shops &c. are dealt with under the Building Bye-laws and Town Planning Regulations in this section. About 70 applications are dealt with each month. Proposals in relation to improvement grants are also examined in this section.

(*e*) *Building Maintenance*

The Building Maintenance Officer and a staff of four are housed at No. 259 High Street, Uxbridge. This section deals with the maintenance of all Council property including houses, offices and other buildings.

(*f*) *Public Cleansing*

The Public Cleansing Superintendent, the foreman and clerk are accommodated at the public cleansing depot, Harlington Road. The collection of household refuse and its disposal and the emptying of cesspools is the responsibility of this section. To reduce costs in this service three larger type collection vehicles have been purchased recently to replace four of the older type that have been in use for a number of years.

(*g*) *Highways and Works Management*

This section deals with the maintenance and improvement of roads and sewers in the district by direct labour and contract.

(*h*) *Baths*

There is a Superintendent who resides at the Swimming Pool, Park Road, Uxbridge. He has a permanent staff of two men. The Superintendent also manages the slipper baths at Waterloo Road, Uxbridge.

(*i*) *Clerical and Costing*

This section is engaged upon filing of correspondence and recording costs of direct labour work.

(*j*) *Clerks of Work*

These men are engaged upon site supervision of the various civil engineering and architectural contracts in course of progres.

Additional information on the work of the Department is given in the Evidence.

The Public Health Department

69. The Public Health Department of the Corporation is lodged in part of No. 259 High Street, Uxbridge, where it is conveniently situated near the other main offices of the Corporation and the Middlesex County Council Local County Offices which include the office of the Area Health Department.

70. The staff of the Department consists of:—

Designation	Salary
Medical Officer of Health	—
Chief Public Health Inspector	—
Deputy Chief Public Health Inspector ..	Grade A.P.T. III
2 Public Health Inspectors	Grade A.P.T. III
2 Public Health Inspectors	Grade A.P.T. II
Chief Clerk	Grade A.P.T. II
1 Pupil Public Health Inspector	General Division
3 Clerks	General Division

Manual Employees

1 Disinfector-Handyman.
3 Rodent Operators.
1 Cleaner (Part-time).

71. The Department is responsible for the control of infectious diseases; supervision and control of food and food premises under the Food and Drugs Act; work in connection with housing under the Housing, Rent and Public Health Acts, and the various functions imposed on the Corporation mainly by the Public Health Acts.

72. The Department is also responsible for the administration of the Shops Act, Petroleum Acts and Regulations, Prevention of Damage by Pests Act, 1949, Pet Animals Act, 1951, Heating Appliances (Fire Guards) Act, 1952, and the Clean Air Act, 1956, and Regulations made thereunder. An indication of the way these duties are carried out is given in the Annual Report of the Medical Officer of Health for the year 1956, a copy of which is attached.

Parks Department

73. Under the Parks Superintendent the Deputy Parks Superintendent is responsible for the administration and maintenance of parks, open spaces, recreation grounds, cemeteries, allotments and golf course.

Details are as follows:—

Permanent Staff	Salary
Parks Superintendent	—
Deputy Parks Superintendent	A.P.T. II
1 Cemetery Supervisor	Misc. IV
1 Golf Professional	Misc. III
1 Female Clerk/Typist	Higher General

Manual Employees

5 Foremen
1 Foreman Nursery
1 Foreman Driver
3 Drivers
4 Gardeners—1st Class
3 Gardeners—2nd Class
15 Garden Labourers
8 Garden Youths
1 Handyman

Cemetery

2 Gravediggers
3 Labourers
1 Mortuary Attendant
1 Gardener—1st Class

Golf Course

1 Gardener—2nd Class
1 Driver
2 Youths

Patrolmen

6

Total Staff: 4 males and 1 female.
Total Manual Employees: 58.

74. The work in the Parks Department is decentralised so as to provide for different areas, in each of which there is a foreman in charge of workmen who are responsible for a given area, as follows:—

Area	Parks and Open Spaces for which responsible	Workmen
Uxbridge 1	Fassnidge Memorial Recreation Ground Rockingham Recreation Ground Manor Waye Recreation Ground Uxbridge Common Cowley Mill Road and Bridge Road—land Land at Austin Waye Land at Long Bridge Honeycroft Hill Rest Gardens Swimming Pool Gardens The Cedars Allotments in the area	1 Foreman 1 2nd Class Gardener 2 Youths 4 Labourers 1 Handyman

Area	Parks and Open Spaces for which responsible	Workmen
Uxbridge 2	Vine Street Rest Gardens Nicholls Corner George Square Ground at the rear of the Council Offices Ground at the rear of Middlesex County Council Offices, High Street, Uxbridge Allotments in the area	1st Class Gardener
Cowley	Cowley Hall Recreation Ground Nine Elms Housing Estate—land Allotments in the area	1 Foreman 1 2nd Class Gardener 1 labourer
North Hillingdon and Ickenham	Hillingdon Court Park Hercies Road Rest Gardens Midhurst Gardens Land at Windsor Avenue Land on the Oak Farm Housing Estate Land at Lynhurst Crescent Land on The Larches Housing Estate Ickenham Green Ickenham Marsh River Pinn—Riverside Walk Madfield Covert Swakeleys Drive Tennis Courts Swakeleys Lake Allotments in the area	1 Foreman 5 Labourers 1 Youth 1 1st Class Gardener 1 Driver
South Hillingdon	Connaught Recreation Ground Coney Green Land at Dawley Avenue Land at Collingwood Road Land at Nelson Road Moorcroft Green Caravan Site Colham Green Violet Farm Housing Estate Evelyns Housing Estate—land Allotments in the area	1 Foreman 1 Labourer 2 Youths
Harefield	Church Hill Children's Playground Moorhall Chapel Open Space Mount Pleasant Open Space Mount Pleasant Sports Ground Taylor's Meadow The Dell, Park Lane Harefield Green Watts Common Northwood Road Housing Estate Ash Grove The Dell, Moorhall Road Allotments in the area	1 Foreman 1 1st Class Gardener 1 2nd Class Gardener 1 Labourer

Area	Parks and Open Spaces for which responsible	Workmen
Harefield Place Golf Course	Harefield Place Golf Course	1 2nd Class Gardener 1 Driver 2 Youths
Uxbridge and Hillingdon Cemeteries	Uxbridge Cemetery Hillingdon Cemetery	2 Gravediggers plus 1 part-time 3 Labourers plus 1 part-time 1 1st Class Gardener
Transport	All areas	1 Foreman Driver 3 Drivers 1 Youth
Nursery	All areas	1 Foreman 1 1st Class Gardener 2 Apprentices 3 Labourers 2 Youths
Patrolman	Uxbridge, Cowley and Hillingdon South	1 Patrolman
	Ickenham, Hillingdon North	1 Patrolman
	Harefield	1 Patrolman
	Cowley Hall Recreation Ground	1 Patrolman and Games Money Collector
	Fassnidge Memorial Recreation Ground	1 Patrolman
	Hillingdon Court Park	1 Patrolman

The last four patrolmen on the foregoing list are employed on general maintenance during the winter months and patrol only at the weekends.

75. By means of this decentralisation the foremen in charge of a gang is responsible for the whole of the area in his charge, and it is thereby possible to avoid overlapping of duties.

76. Both the Parks Superintendent and Deputy Parks Superintendent have cars and are in receipt of car allowances enabling them to cover the whole of the Borough and ensure adequate supervision of the work of the Department.

77. The Parks Central Depot is situated at the Hillingdon House Farm, Honeycroft Hill where there is a nursery for the production of summer and winter bedding plants, herbaceous plants, trees and shrubs. This nursery is one of the most modern in the country, and embodies many revolutionary features. One foreman, one 1st class gardener, 2 apprentices, 2 labourers and two youths are employed in the nurseries in connection with the propagation of plants for the whole of the Borough.

78. To give some idea of the large number of plants dealt with by the Department during the course of a year, the following figures show the approximate number of plants propagated during the past year:—

Herbaceous Plants	Summer Bedding Plants	Winter Bedding Plants	Decorative Plants (Ferns, &c.)	Bulbs	Trees and Shrubs
1,500	55,000	25,000	12,500	12,500	6,000 (excluding hedging plants of which about 10,000 are distributed annually)

79. The majority of the plant is located in the Uxbridge Central area, but it is available for use in all parts of the Borough. Smaller items of plant are based on the stores attached to the Parks Lodges in various parts of the Borough and the nursery.

80. In addition to the formal parks and sports and recreational grounds, the Parks Development is responsible to the Corporation for the maintenance of roadside gardens and rest gardens of which there are many scattered over the Borough.

Local Fuel Office

81. Under the Local Fuel Overseer and two assistants is responsible for the administration of the Coal Distribution Order 1943 (as amended) and the Retail Coal Prices Order 1941 in relation to the distribution of coals, cokes, anthracites and boiler fuels, not only within the district but also for an area which includes the Urban Districts of Hayes, Ruislip-Northwood and Yiewsley and West Drayton.

Staff Conditions

82. The Corporation have adopted the National Scheme of Conditions of Service of the National Joint Council for Local Authorities' Administrative, Professional, Technical and Clerical Services for their Administrative Staff who number 133, made up of 114 full time plus 19 part-time officers, and an establishment has been drawn up in respect of each Department.

Manual Employees

83. In the absence of Trading Undertakings all employees of the Council are governed as to wages and conditions of service by the National Joint Council for Local Authorities' Services (Manual Workers) or other appropriate wage regulating body. The Council at present employ approximately two hundred and ninety-eight full time and twenty-one part time manual employees.

Relations with Staff and Employees

84. The Council's relations with their staff and employees, already cordial, have been improved by the setting up in recent years of a Joint Staff Committee and a Joint Works Committee, the former comprising equal numbers of representatives of the Council and the Officers, and the latter equal numbers of representatives of the Council and the workmen. Meetings of these joint Committees are held regularly and have served excellently to enable each side to appreciate the other's point of view, and have also been a very convenient means of arriving at agreed interpretations of such matters as National Awards in relation to salaries, working conditions, and the like.

PART VI

EDUCATION

85. The Middlesex County Council are the Local Educational Authority for the Borough. By virtue of the Middlesex County Council (Divisional Administration) Schemes, 1945 and 1949, the North-West Middlesex Divisional Executive exercise on behalf of the County Council within the Borough the functions relating to primary

and secondary education, and by virtue of the Middlesex (Further Education) Scheme of Divisional Administration, 1950, the functions relating to further education and the supplementary and ancillary functions specified in that Scheme.

86. The North-West Middlesex Divisional Executive consists of twenty-nine members of whom eight are appointed by the County Council, four are co-opted members and seven are appointed by the Council, the remaining members being appointed by the Urban District Councils of Ruislip-Northwood and Yiewsley and West Drayton which are the remaining County Districts comprised in the Division.

87. The Offices of the North-West Middlesex Divisional Executive are situate in the Borough at High Street, Uxbridge, and have twenty-four school departments within the Borough together with a further thirty-eight departments within the Division. The Medical Officer of Health is also the School Medical Officer for the Division.

88. There are twenty-four schools in the Borough with a school roll (as at 1st January, 1958) of 9,403. There are six Primary Infants' Schools and five Primary Junior Mixed Schools, two Primary Junior Mixed and Infants, five Secondary Modern and one Secondary Grammar. There are in addition five voluntary schools: four Juniors and Infants and one All-age. There are four evening Institutes within the Borough. Pupils between the ages of 13 and 16–17 follow extended technical courses at Secondary Modern Schools, as follows:—

Harefield	Commerce
	Agriculture and Horticulture
Abbotsfield	Building
	Engineering
Evelyns	Commerce
	Engineering
Greenway	Commerce
Swakeleys	Pre-Nursing
	Pre-catering
	Commerce

89. An Educational Development Plan for the Division is at present being considered by the Minister of Education. This Plans provides for the extension and improvement of educational facilities within the Borough and a brief summary of the proposals is set out in Appendix IV.

The School Health Service and Ancillary Services

90. The School Health Service provides for regular medical and dental examination of all pupils attending schools and establishments maintained by the County Council. Special attention is paid to the needs of children suffering from some handicap. Specialist examination is available for such children and where necessary the appropriate type of special educational treatment is recommended to the local Education Committee. In this district all school children have a routine medical examination three times during their school life and intermediate examinations are made of those children found to be suffering from any defect. Very careful testing is made of the eyesight, including a test of colour vision. The hearing also is carefully checked and all children have an accurate test carried out by means of an audiometer operated by a trained technician, three times during their school life. The County Council has made available—now in association with the Regional Hospital Board—specialist clinics for those ophthalmic and orthopaedic cases which need specialised care. There is also a chiropody clinic available for the treatment of certain foot

conditions occurring in school children. Speech therapy is available for cases of speech defect and in this connection the most up-to-date electronic recording and other equipment is available. Finally, for the examination and assessment of maladjusted children, the services of a fully-staffed Child Guidance Clinic are available.

91. The school dental service aims at providing an annual examination of each school child and subsequently carrying out any treatment found necessary. There is such a shortage of dentists at the moment, however, that it is not possible to carry out anything like this very desirable aim, but the most urgent work in the school service and in the priority service referred to earlier is being carried out, with the limited staff available. It is fortunate that the district has the full time services of an orthodontic surgeon, so that this side of the work, at least, is being properly dealt with.

92. At an early date, it is hoped to establish in Uxbridge an orthoptic clinic primarily for the treatment of cases of squint, so as to save affected children the long, expensive and tiresome journey to the London Eye Hospitals, to which they now have to travel and make frequent attendances.

93. The school health service is also concerned with the cleanliness of pupils, the adequacy of their clothing; the securing of hygienic conditions, and the minimising of epidemics in schools. Great stress is laid on securing that every opportunity is taken to introduce some facet of health education.

Agricultural Education

Youth Employment Service

94. These services are administered directly by the Middlesex County Council as the local Education Authority. The Agricultural Education Service is administered centrally; the Youth Employment service in part centrally, and in part locally, through a Youth Employment Bureau and local Youth Employment Committee in the Borough.

Defects in the present arrangements

95. The Corporation have had the opportunity of a sight of the evidence which is to be submitted to the Royal Commission by the Middlesex Excepted Districts Association. This Association which includes all the excepted districts in the County of Middlesex is submitting evidence on behalf of their members in which the unsatisfactory state of the present arrangements is described and suggestions are made for improvements. These suggestions include direct conferment on county districts of most education functions. The Corporation fully concur in and support the Association's evidence.

PART VII

ENVIRONMENTAL HEALTH

General

96. Environmental health services in the Borough are almost entirely the concern of the Borough Council, whilst the personal health and welfare are almost entirely the concern of the Middlesex County Council. Because of this division, the evidence describes the present arrangement in two separate parts. In spite of this separation, however, the relation between two parts has, in recent years, been very close as the Borough Medical Officer of Health has also been the Area Medical Officer of the Middlesex County Council which is responsible for a good deal of the personal health and welfare services.

97. In considering the environmental health services, it is important to realise that because of the very long history of Uxbridge and its importance as a centre of communication together with its rapid growth during the 20th Century, the Borough now exhibits a remarkable mixture of old and new. The vital statistics of the Borough are fully set out in the Annual Report of the Medical Officer of Health for the year 1956, and it is not proposed to repeat all the figures and facts given therein. It is, however, worth commenting on the infant mortality rate which has always been accepted as one of the pointers to the health and sanitary condition of a district. In 1900, the infant mortality rate was 173 per 1,000 live births. In 1956, the rate was 15·4 which compares very favourably with the figure of 23·8 per 1,000 live births for England and Wales. The remainder of the vital statistics can be considered satisfactory, the corrected birth rate being 16·4 and the corrected death rate 10·6, both per 1,000 of the population. The figures for England and Wales for the same year are 15·7 and 11·7 respectively.

Food and Drugs

98. Although this subject is not mentioned specifically in the Appendix to the letter from the Chairman of the Royal Commission, the Corporation feel that this is a part of Local Government Administration which has a direct bearing on environmental and personal health within the Borough. In Uxbridge, the Middlesex County Council are the Food and Drugs Authority for the purpose of taking samples, but by virtue of Section 68 of the Food and Drugs Act, 1938, regular sampling of food stuffs for bacteriological and other examination is carried out by the Corporation's Public Health Department and during the past four years, 115 samples have been taken of food stuffs other than milk as set out wbelow:—

Year	No. of Samples Taken
1954	39
1955	23
1956	36
1957	17
Total	115

99. In addition, during the same period, 120 samples of milk have been taken by the Public Health Department of the Corporation for bacteriological examination. Since the transfer of powers from the local authority to the Minister of Agriculture, Fisheries and Food, in October, 1950, milk sampling has been confined to the routine examination of school supplies.

Food Hygiene

100. In the matter of food control and food hygiene, the Corporation have in recent years been extremely active. In May, 1949, an Additional Public Health Inspector was appointed to carry out work in this field. The Corporation were one of the first Authorities to adopt the Clean Food Bye-laws which became operative in this Borough on 9th April, 1950. The basis of the work of food hygiene has been in andividual approach to the food trader and food handler at his place of work, together with efforts to educate all concerned on the importance of this subject. As a long term policy in this field of education, use has been made of health visitors who are also school nurses; they give lectures to the school leavers so that each child has some idea of the importance of his or her efforts in this matter. They also give frequent talks to mothers in the clinics and give advice in the home as opportunity offers.

Laboratory Services

101. In order to facilitate the rapid examination of ice-cream and school milk supplies the Corporation have equipped a small laboratory within the Public Health Department and routine examinations of these food supplies are made. All material for pathological examination is submitted to the laboratories of the Public Health Laboratory Service of the Ministry of Health.

Baths, Wash-houses and Bathing Places

102. The Corporation own an Open Air Swimming Pool and Cafe which is considered one of the finest in the country and is situated on the Hillingdon House Farm Estate, Park Road, Uxbridge. It was constructed at a cost of £25,350, and opened in 1935. The Pool is 220 ft. long and 60 ft. wide with a diving area of 90 ft. by 45 ft. Cubicle accommodation is provided for both sexes, and the purification process was modernised in 1946, when break-point chlorination was introduced. The average number of bathers using the Pool annually is 120,000 The Pool regularly attracts Olympic and International Teams and its popularity is apparent from the fact that during 1957 it was used by no fewer than 150,685 bathers in addition to spectators.

103. The Corporation also own slipper baths at Waterloo Road, Uxbridge, with six cubicles available for persons of either sex.

Control of Watercourses, Ditches and Ponds and Prevention of River Pollution

104. Rivers are under the jurisdiction of the Middlesex County Council or of the Thames Conservancy. The County Council are responsible for the Yeading Brook which enters the Borough from South Ruislip and leaves at the boundary with the Urban District of Hayes and Harlington in the south of the Borough. The Rivers Colne, Frays and Pinn are maintained by the Thames Conservancy. The River Colne enters the Borough from Rickmansworth in the north, and forms the western boundary of the Borough and of the County of Middlesex with the Counties of Hertford and Buckingham. The River Frays is an artificial river fed from the Colne in the Ickenham Ward of the Borough and leaving the Borough at its southern boundary with the Urban District of Yiewsley and West Drayton. The River Pinn enters the Borough at its boundary with Ruislip and likewise passes into Yiewsley and West Drayton to the south.

105. The Grand Union Canal is the responsibility of the Docks & Inland Waterways Executive of the British Transport Commission and flows from north to south of the Borough, its course running roughly parallel to that of the River Colne. The Executive are also responsible for the Canal feeder which, in turn, runs parallel to the Yeading Brook. The canal and its navigable connecting waters provides mooring for a small number of boats and other craft which are used as permanent or part-time living accommodation. Fifty canal boats which have been built and registered in Uxbridge are still operating.

106. In order to provide some relief from the mosquito nuisance each year many of the watercourses, lakes, ponds, ditches, &c. throughout the Borough are treated by the staff of the Public Health Department with a larvicide during the summer months and in other cases where offensive conditions are found to exist, the matter is referred to the appropriate Authority.

107. There are extensive gravel deposits in the Colne Valley and the extraction of sand and gravel is carried out on a large scale within the Borough. It is estimated that as a result of present and past workings of this nature, there now exists an area of open water within the Borough of approximately 124 acres.

Disinfestation of Premises and Articles

108. In 1935, the Corporation provided a steam disinfector plant for use in connection with slum clearance schemes and cases of infectious disease. The plant is maintained in a state of operational efficiency and is used for disinfection following the occurrence of certain diseases and disinfestation as required. The post-war years have witnessed a marked reduction in the prevalence of verminous conditions and the Corporation have taken every opportunity to strengthen this position not only by providing a complete disinfestation service in respect of Council and private properties, but, in addition, all Council houses which become vacant and new Council houses, when handed over, are treated with a residual insecticide.

Drainage of Trade Premises

109. Trade effluents are dealt with jointly by the two Councils under the Public Health (Drainage of Trade Premises) Act, 1937, and in a number of cases appropriate agreements have been duly completed.

Mortuaries and Post-Mortem Rooms

110. An up-to-date Mortuary was erected in 1953, at Kingston Lane, Uxbridge, adjoining the Uxbridge Cemetery. The accommodation comprises a two-table fully equipped post-mortem room with Pathologist's suite adjoining, a modern cold room with refrigeration plant, a viewing chapel, reception, waiting and staff rooms and toilets. In the design of the new building the advice of leading pathologists was obtained and its cost was £8,580. The Borough is within the area covered by the West Middlesex Coroner who centralises his post-mortem examinations and Coroner's Courts at three points within the West Middlesex Area. Uxbridge is one of these points. Between 500 and 600 bodies pass through the Mortuary annually.

Public Conveniences

111. Public conveniences were provided by the Corporation prior to 1939 at Windsor Street, Uxbridge; Connaught and Coney Green Recreation Grounds, Hillingdon; and Park Lane, Harefield; in addition to a number of conveniences in open spaces intended primarily for users of the open spaces. Since 1945, public conveniences have been provided at Long Lane, Ickenham, and Western Avenue, Hillingdon, a special feature being a central compartment in which the whole of the plumbing and flushing systems are contained and which can be heated if required, thus minimising the risk of wilful damage and frozen pipes. A further convenience is now in course of construction at Cowley Hall Recreation Ground, Cowley.

Refuse Collection

112. The collection of house refuse from approximately 16,000 premises is undertaken by the Corporation and eleven mechanical vehicles are employed on this work. In addition, a separate collection of waste paper from schools, shops and certain industrial premises is made, one vehicle being wholly employed on this work. A collection of trade refuse is undertaken and a reasonable charge is made for this service. The total expenditure on these services for 1958 is estimated at £42,800. Fifty-two men are engaged on this work.

Refuse Disposal

113. Refuse is disposed of by means of controlled tipping at worked-out sand or gravel pits within the area acquired by the Corporation (in some cases with the assistance of the County Council) ultimately for open space purposes. The Corporation undertake the disposal of refuse from the adjacent Borough of Harrow and

Urban District of Ruislip-Northwood, the total population including Uxbridge being one-third of a million persons. Disposal is by controlled tipping in a disused sand pit 62 acres in extent, the process being almost entirely mechanised. One bulldozer, two angledozers and two scrapers are employed, one machine being used for spreading and consolidating the refuse, whilst the others are employed in preparation of areas for future tipping and in covering the filled areas with overburden. Experimental sowings with selected grasses have already proved successful and by this method a large area of derelict land will be restored for agriculture or recreation. In preparing the scheme for the development of these sites, the Corporation employed an aerial survey, thereby enabling an accurate contour plan of the sites to be available in a matter of weeks with consequent economies in cost and time. The Corporation are already considering the purchase or utilisation of other disused sand workings in the area for an extension of their controlled tipping operations.

Regulation of Buildings and Sanitation of Buildings

114. The Corporation are the local authority for the purpose of these matters under the Public Health Act, 1936, Part III. A modern code of Building Bye-laws is in force and the Public Health Department is responsible through the Health and Housing Committees for the systematic inspection of the Borough to discover any conditions which contravene provisions of the Housing Act, Public Health Act, Clean Air Act and local Bye-laws made thereunder, and to initiate action to secure the remedying of the defects found. Further details are contained in the Annual Report of the Medical Officer of Health for the year 1956 which is attached as an Appendix hereto.

Sewage Disposal

115. The Corporation are a constituent authority of the West Middlesex Sewage Disposal District formed under the Middlesex County Council Act, 1931, and sewage is taken by gravitation to the Modgen Sewage Works of the Middlesex County Council for treatment. No sewage has been treated in this Borough since 1936 when the West Middlesex sewage disposal scheme came into operation. The Corporation own three sewage farms and works which no longer receive any sewage. The disused farm at Uxbridge has now been converted into an industrial estate. The site of the Ickenham sewage works is intended for inclusion in an area of open space and the remainder of the sewage works land at Cowley will be developed shortly as a Council Housing Estate.

Foul Sewerage

116. A number of trunk sewers have been constructed by the Middlesex County Council together with six points where connections can be made to the local sewerage system comprising approximately 81·5 miles of foul sewers for which the Corporation are responsible.

117. A number of properties which are situate in the more remote areas of the Borough are still drained by means of cesspools, and the Corporation provide a regular emptying service by means of a modern mechanical emptier owned by them. Seventy-two cesspools still remain within the Borough but it is the Corporation's policy wherever possible to provide main drainage facilities and so to reduce this number.

Sewage Pumping Stations

118. At Dew's Farm, Harefield, there is a Pumping Station which raises the sewage from the Harefield Ward with a population of about 5,650, to a high level sewer. The pumps are operated by three electric motors and one diesel engine with a total

output of 113 horse power, the pumping capacity being 1,350 gallons per. minute There is also a Pumping Station at Ferndale Crescent, Cowley, which serves 90 houses. There are two pumps each driven by a 3·6 horse-power electric motor, and having a pumping capacity of 160 gallons per minute.

Surface Water Drainage and Disposal

119. With the exception of some of the older properties, the Borough is drained by a separate system, surface and storm water being carried by separate sewers. These sewers discharge into rivers either directly or through intervening watercourses, and the Corporation have spent many thousands of pounds in enlarging or culverting these watercourses to take the increased flow arising from new development. There is a total length of some 61·5 miles of surface water sewers and culverts vested in the Corporation. Over the last few years, several large surface water drainage schemes have been completed to prevent flooding in the Borough. These comprise the North Hillingdon Drainage Scheme costing £43,400, the South Hillingdon Drainage Scheme costing £20,300, and the Vine Street Surface Water Sewer costing £18,100. The East Hillingdon Surface Water Drainage Scheme has just been started and it is estimated that this will also cost £18,100.

Street Cleansing

120. The Corporation undertake the cleansing of all Class III and District roads at frequent intervals, and a weekly service is provided in the case of residential streets by means of a mechanical road-sweeping-sprinkler machine.

121. Street gullies are regularly cleared and sealed by a mechanical gully emptier owned by the Corporation.

Burial Grounds and Cemeteries

122. By Article 12 of the County of Middlesex, Urban District of Uxbridge (Union of Parishes) Confirmation Order, 1937, the Burial Acts, 1842 to 1906, are in force in the Borough and the Corporation are the Burial Authority. The Hillingdon Cemetery Joint Committee appointed for the purposes of the Burial Acts for the Parishes of Hillingdon East, Hillingdon West and Yiewsley, was dissolved by the Order and their properties and liabilities transferred to the Corporation. The following cemeteries and burial grounds are owned by the Corporation:—

Uxbridge Cemetery, Kingston Lane, Hillingdon, which is 5·60 acres in extent and of which 4·00 acres were purchased in 1853 and 1·60 acres were purchased in 1900 under the Burial Act, 1852.

Hillingdon Cemetery, Hillingdon Hill, Hillingdon, which is 12·73 acres in extent and of which 4·09 acres were purchased in 1866, 2·44 acres in 1890 and 6·20 acres in 1924. These lands were purchased under the Burial Acts, 1852 and 1906.

123. The above are adjacent and are administered together, two lodges having been erected in the grounds for the staff.

124. Of the above Cemeteries, some 2 acres remain vacant, a small portion of which is temporarily used as allotments. There are at present one consecrated chapel and one waiting room.

125. The Cemeteries contain about 12,000 graves, 300 of which are planted by the Corporation twice a year at the expense of the relatives.

126. The general maintenance of the Cemetery includes the care of trees and shrubs, hedge trimming, grass cutting, weeding roads and pathways, levelling

neglected graves, removing surplus soil, wreaths and dead flowers and raising sunken graves.

127. There are 1¾ acres which have been laid out as a lawn cemetery giving people a choice as to the maintenance of their graves.

128. Between 300 and 350 new graves are dug every year. This includes the removal of soil, timbering the sides and laying drains to dispose of water where necessary. As the plots extend, so fresh roadways and paths have to be made.

129. A certain amount of patrol duty has to be performed, also the closing and opening of gates and dealing with enquiries. Each new grave has to be marked out and checked, the Ministers notified of burials, registers kept and fees collected in respect of burials, purchase of graves, planting and memorials.

Crematorium

130. The Corporation, jointly with the Ruislip-Northwood Urban District Council, have erected on the boundaries of the Borough, a Crematorium which was opened in December, 1957. The services of a specialised firm of Architects were employed for the preparation of the plans. The building comprises a Chapel, cloisters, and a Garden of Rest. At present there are two furnaces, but a further one can be installed in the existing building. Provision has been made in the scheme for erecting another Chapel with ancillary works.

Parks and Open Spaces and Powers and Duties under the Physical Training and Recreation Act, 1937

131. The situation of the Borough in the Green Belt Ring has presented exceptional opportunities for the preservation of land for open spaces. Before the passing of the Green Belt Act the Corporation availed themselves at every opportunity of preserving land for this purpose, and have readily joined the Middlesex County Council, and sometimes the London County Council, in the extension of this policy. The Uxbridge plan has been first to acquire and pay for the land and in later years to concentrate on its development. Approximately £100,000 has been provided by the Corporation for this purpose, in the main without recourse to loan; 2,178·67 acres of land having been purchased by the Borough Council and the Middlesex County Council for these purposes. In addition, the planning policy pursued by the Corporation in conjunction with the Middlesex County Council (now the Local Planning Authority) has aimed at the preservation of further land as open space land, not to be built upon, the major portion of which is situated in the northern part of the Borough. The Corporation's policy in regard to the acquisition or reservation of such land has resulted in there being within the Borough 5,812 acres of land on which building is restricted.

132. From the figures given above, it will be seen that not only does the Borough provide open spaces for the use of its own inhabitants, but it provides a lung for the more densely populated Metropolitan Boroughs and inner London districts and amongst the facilities available in the Borough, it should be noted that, owing to the number of lakes, rivers and canals, available, Uxbridge is a local fishing centre.

133. The Hillingdon House Farm Estate which comprises some 160 acres surrounds the Swimming Pool. Four fields have been released from agriculture and plans have been approved for a Sports Stadium. On the above open spaces, the Corporation have provided 19 tennis courts, 21 football pitches, 12 cricket pitches, 4 hockey pitches and 3 bowling greens. A plant propagation nursery has been established at Hillingdon House Farm.

134. The Corporation provide a camping site for use by organisations and this site has been in use for many years. It is not available to the general public, but is reserved for such youth organisatoins as may make application to the Corporation.

135. The Parks Department has during the past year carried out experimental sowing of land reclaimed by filling with refuse collected both from the Borough itself and from the Borough of Harrow and Urban District of Ruislip-Northwood. Initially approximately one acre of filled ground was covered with ashes and then surfaced with nine inches of sub-soil which had been excavated from an adjoining site now in use for tipping purposes. This was then seeded with various selected mixtures and the results have proved very satisfactory. Commendation has been received from the Ministry of Agriculture Fisheries and Food and from the Middlesex Agricultural Executive Committee in connection with the works already executed and it is hoped to reclaim many more acres for open space, agricultural use, or forestry. In consultation with the Forestry Commission several varieties of trees have been tried, many, especially willows and poplars, having been successful.

136. The Parks Department is responsible for all floral displays for civic purposes and a stock of suitable plants is maintained at the Nursery at Honeycroft Hill.

137. The Department exercises a general supervision of the Borough with regard to diseased and dangerous trees in highways and on Council housing estates, together with the maintenance of grass verges on these estates.

Allotments

138. The Corporation are the allotments authority for the Borough, and have provided a total of 44·37 acres of land for permannet allotment purposes comprising 794 allotments. In addition, certain land acquired for other purposes is used temporarily for allotments. Land has been leased from private owners for allotment purposes, and during the war years much additional land was taken under the provisions of the Cultivation of Land (Allotment) Order, 1939, for temporary allotment purposes. The present area of land owned by the Corporation and used temporarily for allotment purposes amounts to 7·72 acres comprising 147 allotments and the privately owned land temporarily used for allotment purposes comprises a further 13·44 acres comprising 223 allotments. In addition, there are approximately 203 privately owned and let allotments on 13·5 acres of land, making a total of 1,367 allotments on 79·03 acres.

Bird Sanctuary

139. The Corporation have provided a bird sanctuary adjoining the Golf Course, which is managed by a local Natural History Society and which, with the assistance of the Parks Department, has also been developed as an area in which many varieties of British trees and plant life may be observed. Assistance is given to the Society in the manual work required at the Sanctuary, and the Sanctuary is available for inspection by organised parties or individuals on application to the Secretary of the Natural History Society.

Children's Playgrounds

140. The Corporation have endeavoured to provide children's playgrounds on their post-war housing estates and in addition small children's playgrounds are scattered throughout the area. The King George V Children's Playing Field at Ickenham was opened in 1951 as a memorial to His Late Majesty King George V. Uxbridge is one of the very few towns in Britain which has provided playground facilities up to the standard recommended by the National Playing Fields Association, and it is true to say that every child can find a playground within a quarter of a mile of its home.

Riverside Walk

141. A feature of the parks and open spaces within the Borough is the River Pinn Riverside Walk which extends from Western Avenue to the boundary with Ruislip-Northwood Urban District, covering an area of 110 acres and a distance of some 3½ miles. This walk is available as a country walk to persons in all parts of the Borough and is used by a great number of people during the course of the year. The Corporation's intention is to complete the walk throughout the remainder of the Borough and the major clearance of scrub and undergrowth will be completed in the next twelve months.

Summer Entertainments

142. The Parks Department is responsible for the supervision of sports meetings, fairs, entertainments and functions held in the parks. A bandstand is situate in the Fassnidge Memorial Recreation Ground and the Department possess two collapsible stands. The Corporation have purchased amplifying equipment for use in connection with band concerts in the parks.

143. The Corporation have an annual programme of entertainments in the parks during each summer. This generally consists of band concerts, old time dancing, Punch and Judy shows and the like at various parks throughout the Borough. As mentioned in paragraph 8 above, Uxbridge is fortunate in having the Central Bands of the Royal Air Force and the Women's Royal Air Force stationed at the Royal Air Force Station, Uxbridge, and it has been able to secure the services of first class military bands on favourable terms. In addition to the band concerts which are held in the Park throughout the summer season, the Corporation arrange regular open-air old time dances which are extremely popular with the residents of Uxbridge, and give much enjoyment both to the dancers and spectators.

Port Health Functions

144. For several years in the post-war period, Northolt Airport was used by British European Airways and other civilian services as an import terminal. Consequently, the Corporation became a Port Health Authority and carried out its functions at the Airport in connection with the Public Health (Imported) Food Regulations, 1937, and when required, carried out other duties such as disinfection or disinfestation of aircraft. Northolt Airport has since reverted to the Royal Air Force, but should it again be used for civilian services, either permanently or as a temporary emergency measure, experienced staff are available in the Public Health Department to deal with the work involved.

Defects in The Present Arrangements

145. As regards the Environmental Services there are two main defects:—

(*a*) The Borough Council ought to be the Food and Drugs Authority. This is because the Borough Council's officers have the necessary local knowledge and the necessary ability to take all action required under the Food and Drugs legislation. The present system of having to go to the County Public Control department is cumbersome, time wasting and often results in action being taken too late.

(*b*) The present position in which the Borough Council has no control over milk production is unsatisfactory, particularly as there are several farms in the Borough. The existing set-up again results very often in action being much too late to be effective.

PART VIII

HOUSING

Provision of Dwellings

146. Prior to 1946 the Corporation had erected 1,558 houses. The Corporation's post-war housing programme illustrates the extent to which the Corporation have utilised their powers in regard to the provision of houses. To date 4,274 Council dwellings have been completed and the following is a summary of the type of accommodation available on the various Council housing estates:—

Type	Number of Dwellings		
	Erected pre 1946	Erected post 1946	Total
Parlour Type			
4 bedrooms	10	68	78
3 bedrooms	385	1,085	1,470
2 bedrooms	—	531	531
Non-Parlour Type			
5 bedrooms	4	—	4
4 bedrooms	22	—	22
3 bedrooms	873	—	873
2 bedrooms	216	—	216
Flats			
2 bedrooms	—	669	669
1 bedroom	8	95	103
Aged Persons' Bungalows			
1 bedroom	40	137	177
Shops with Flats Over			
3 bedrooms	—	35	35
2 bedrooms	—	2	2
Temporary Bungalows			
Arcon—2 bedrooms ..	—	94	94
Total	1,558	2,716	4,274

147. The following statement shows the number of permanent dwellings erected during each of the post-war years:—

Year ended 31st March, 1947	48
„ „ 31st March, 1948	200
„ „ 31st March, 1949	210
„ „ 31st March, 1950	348
„ „ 31st March, 1951	403
„ „ 31st March, 1952	253
„ „ 31st March, 1953	200
„ „ 31st March, 1954	260
„ „ 31st March, 1955	236
„ „ 31st March, 1956	159
„ „ 31st March, 1957	124

Miscellaneous Properties

148. During 1950, the Corporation erected five park-keeper's lodges in various Recreation Grounds and one lodge at the Harefield Place Golf Course for the Golf Professional. A further lodge at The Avenue Open Space, Ickenham, is in course of erection. In addition to accommodation provided under the various Housing Acts, the Corporation own and let 112 houses of varying types. Thirty-two of these dwellings have been acquired by the Corporation under the default provisions of the Small Dwellings Acquisition Acts and the remainder have been acquired from time to time under the Corporation's progressive policy of buying land and buildings as they come on to the market in order to facilitate redevelopment of obsolete areas and to acquire land for future road widening purposes.

149. On existing contracts there are 56 houses in course of construction and the Corporation are justifiably proud of their housing record, their total of 2,716 houses built since the end of the war ranking very high among local authorities in the country.

150. In the early stages of post-war housing the Corporation concentrated on standard types of semi-detached three-bedroom houses which could be built quickly by such labour as was then available. With the expansion of professional staff, designs were prepared for both larger and smaller types of dwellings and greater regard was paid to aspect. All recent schemes include some terraces of four or six houses to avoid monotony and to obtain better grouping on each individual site.

In Appendix V details are given of all Council houses together with the normal rents charged. The Corporation are anxious to maintain the exceptionally low level of rents despite the rapid increase in development and maintenance costs. Roads and sewers are being laid at Cowley in anticipation of a further 82 dwellings being erected in the very near future. This estate will be extended over 11 acres when the Corporation's disused sewage works at Cowley are demolished. It is anticipated that the construction of houses will start on this latter part early next year. The Corporation also hope to start the development of about 10 acres of land btween Breakspear Road and Northwood Road, Harefield. This is in addition to the development of small parcels of land with aged persons' bungalows and flats. All buildings on housing estates are designed by the Corporation's Architectural Staff without the assistance of outside consultants.

151. On the west side of High Street and Church Hill, Harefield, there is a number of old properties which the Corporation are purchasing as opportunity allows so that the whole area may be cleared of these dwellings and redeveloped in accordance with a comprehensive scheme.

152. In addition to their own housing porgramme, the Corporation have adopted a principle of purchasing land and selling plots to persons wishing to erect houses of their own design and by their own builders. This has already happened in Sweetcroft Lane, Dean Close and Chapter Close, Hillingdon. The largest undertaking in this field is on the Marlborough Estate, Ickenham, where 10 acres of land were acquired. Roads and sewers, excluding footpaths, costing £19,300 have recently been constructed. On this estate, there are 53 building plots of which the majority have already been sold. The cost of this development will be recovered in the sums charged to the purchasers of the plots.

Municipal Shops

153. In the case of municipal housing estates which are remote from existing facilities, shops are being provided by the Corporation. Already six shops at the Dawley Court Estate, seven shops at the Violet Farm Estate, seven shops at the Nine Elms Estate and fifteen at Sutton Court Road, Hillingdon, have been built. The Corporation have also erected an additional four shops at the junction of Station Road and High Street, Cowley, as part of a redevelopment and road widening scheme which involved the demolition of three old and dilapidated shop properties. The shops on the various estates provide for the basic trades of fishmonger, butcher, greengrocer, grocer, chemist, and tobacconist and confectioner together with, in certain cases, an ironmonger. The shops which are of modern design include a garage and store and for the first seven years, the rents, including the maisonettes, range from £150 to £210 per annum exclusive of rates. The erection of more shops is under consideration by the Corporation on a new estate known as the Cowley Manor Estate which will eventually contain approximately 360 new dwellings, and in the High Street, Harefield, there will be sufficient space for the erection of five or six shops on the site of the Corporation's now disused Maintenance Depot which has been moved to other premises.

Garages on Council Housing Estates

154. The Corporation have erected 370 garages on their various estates in small or large blocks as required and a further 77 are proposed. In the planning of all but the smallest estates, provision is made for open spaces, children's playgrounds, allotments, and, in some cases, land has been reserved for the erection at a later date of a Meeting Hall or, if required, the erection by the County Council of a Community Centre.

155. In the planning of the post-war housing estates provision has been made for areas to be set aside either as rest gardens or as children's playgrounds, and most recent estates are designed to have ornamental gardens and the areas between the houses and the road being laid out as greensward, the mowing and maintenance of which is carried out by the Parks Department. In an endeavour to cut down the rising cost of fencing for Council housing estates some 10,000 hedging plants are distributed annually by the Department to tenants of Council houses in order that they may establish a satisfactory hedge, thus doing away with the necessity for repairs or replacement of fences.

156. The Corporation are conscious of the need for guidance to be given to tenants of their Council houses, and to this end have appointed a Housing Welfare Officer, and have issued to each tenant of their Council houses a Tenant's Handbook which sets forth information and suggestions as to the efficient maintenance and care of Council properties.

Soil Laboratory

157. The widely differing physical characteristics of the sub-soil encountered in the Borough have led to the establishment by the Corporation of a small soil laboratory. Numerous cases are recorded in Middlesex of the settlement of buildings and the failure of road foundations and this laboratory has already saved far more than its initial cost in the design of road and building foundations. A soil survey with hand auger is undertaken and the samples tested in the laboratory to provide a basis for the design of foundations for each housing estate or road.

Private Enterprise Building

158. The number of dwellings built by private enterprise within the Borough from January, 1931 to December, 1957, is 7,756, made up as follows:—

1957	330
1956	293
1955	371
1954	358
1953	167
1952	56
1951	57
1950	117
1949	40
1948	18
1947	85
1946	230
1945	4
1942	7
1941	4
1940	98
1939	727
1938	855
1937	816
1936	587
1935	330
1934	377
1933	502
1932	522
1931	530
	7,481
Flats above shops	163
Flats	112
	7,756

159. In addition to the above, 55 war destroyed houses have been rebuilt.

160. The Corporation have established a section of the Borough Surveyors, Department which undertakes, the repair of all Council properties including Council houses. The total number of properties maintained by that section is nearly 4,400, which include both pre-war and post-war houses, requisitioned properties, houses in possession under the provisions of the Small Dwellings Acquisition Acts, and other properties in the ownership of the Council including public buildings, parks lodges, &c. A staff of building operatives and labourers is permanently employed in addition to the supervisory staff and a separate depot with workshops and stores has been established.

Slum Clearance

161. The Corporation have energetically attacked the problem of insanitary houses within the area and completed extensive slum clearance schemes during the period from 1932 to the outbreak of war in 1939. This policy has been continued in post-war years when considerable progress has been made in dealing with individual unfit houses and clearance areas.

162. In August, 1955, following a comprehensive survey of the area to ascertain the extent of the problem, the Corporation's five-year programme was submitted to the Ministry of Housing and Local Government; the total number of houses involved was 350 which number is now being dealt with. The following table shows the number of houses in respect of which action has been completed:—

	No. of Houses	Total Houses
1932-39:—		
68 Clearance Areas	524	
Individual unfit houses	97	
	——	621
1946–58:—		
2. Clearance Areas	26	
Individual unfit houses:—		
1947 – 1		
1948 – 0		
1949 – 2		
1950 – 6		
1951 – 7		
1952 – 7		
1953 – 6		
1954 – 25		
1955 – 28		
1956 – 16		
1957 – 68		
1958 – 10		
——	176	
	——	202
		823
Number of houses included in the five-year programme, and not yet dealt with		214
Total number of houses dealt with since 1932 on completion of present programme		1,037

163. Because of the substantial progress made in slum clearance in pre-war years, much of the problem in Uxbridge has now been overcome with the result that no large areas of slums now exist. In these circumstances, the Corporation have, since the war, concentrated on the problem by dealing with the remaining properties mainly as individual unfit houses, and the figures given above reflect the considerable progress which has been made. In addition, since 1946, in fourteen instances, parts of buildings have been closed as being unfit for human habitation. Concurrently with securing the demolition of houses incapable of repair, during the period since 1932, 2,686 houses have been rendered fit following action by the Corporation under the Public Health and Housing Acts.

Private Enterprise Building

158. The number of dwellings built by private enterprise within the Borough from January, 1931 to December, 1957, is 7,756, made up as follows:—

1957	330
1956	293
1955	371
1954	358
1953	167
1952	56
1951	57
1950	117
1949	40
1948	18
1947	85
1946	230
1945	4
1942	7
1941	4
1940	98
1939	727
1938	855
1937	816
1936	587
1935	330
1934	377
1933	502
1932	522
1931	530
	7,481
Flats above shops	163
Flats	112
	7,756

159. In addition to the above, 55 war destroyed houses have been rebuilt.

160. The Corporation have established a section of the Borough Surveyors, Department which undertakes, the repair of all Council properties including Council houses. The total number of properties maintained by that section is nearly 4,400, which include both pre-war and post-war houses, requisitioned properties, houses in possession under the provisions of the Small Dwellings Acquisition Acts, and other properties in the ownership of the Council including public buildings, parks lodges, &c. A staff of building operatives and labourers is permanently employed in addition to the supervisory staff and a separate depot with workshops and stores has been established.

Slum Clearance

161. The Corporation have energetically attacked the problem of insanitary houses within the area and completed extensive slum clearance schemes during the period from 1932 to the outbreak of war in 1939. This policy has been continued in post-war years when considerable progress has been made in dealing with individual unfit houses and clearance areas.

162. In August, 1955, following a comprehensive survey of the area to ascertain the extent of the problem, the Corporation's five-year programme was submitted to the Ministry of Housing and Local Government; the total number of houses involved was 350 which number is now being dealt with. The following table shows the number of houses in respect of which action has been completed:—

	No. of Houses	Total Houses
1932-39:—		
68 Clearance Areas	524	
Individual unfit houses	97	
		621
1946–58:—		
2. Clearance Areas	26	
Individual unfit houses:—		
1947 – 1		
1948 – 0		
1949 – 2		
1950 – 6		
1951 – 7		
1952 – 7		
1953 – 6		
1954 – 25		
1955 – 28		
1956 – 16		
1957 – 68		
1958 – 10		
	176	
		202
		823
Number of houses included in the five-year programme, and not yet dealt with		214
Total number of houses dealt with since 1932 on completion of present programme		1,037

163. Because of the substantial progress made in slum clearance in pre-war years, much of the problem in Uxbridge has now been overcome with the result that no large areas of slums now exist. In these circumstances, the Corporation have, since the war, concentrated on the problem by dealing with the remaining properties mainly as individual unfit houses, and the figures given above reflect the considerable progress which has been made. In addition, since 1946, in fourteen instances, parts of buildings have been closed as being unfit for human habitation. Concurrently with securing the demolition of houses incapable of repair, during the period since 1932, 2,686 houses have been rendered fit following action by the Corporation under the Public Health and Housing Acts.

Midwifery

174. A complete domicilliary midwifery service is organised on an area basis; great emphasis is placed on the ante-natal care of patients and every inducement to see that the most complete ante-natal care is available—whether by local authority doctor, general practitioner, hospital out-patient department or midwife. Midwives are encouraged to see that all their booked patients have the most complete examination during their pregnancy and that full information is obtained about the blood groups, rhesus factor and any other relevant matter. In 1957, 360 confinements took place at home.

Health Visiting

175. Health visitors undertake home visiting for the purpose of giving advice as to the care of young children, persons suffering from illness and expectant and nursing mothers and " as to the measures necessary to prevent the spread of infection ". In this district the health visitors also act as school nurses. A great deal of " selective" visiting is done rather than a lot of " routine " repetitive work. Great emphasis is placed on health education.

Home Nurses

176. Home Nurses undertake the nursing of persons in their own homes. While much of their work deals with the nursing of cases of acute illness under the direction of the general practitioner, a very considerable part of their time is occupied in looking after the chronic sick and particularly the chronic aged sick. Most of the nurses in the Uxbridge Borough work from their own homes, but in one case—at Harefield, the County Council has provided a house for the home nurse who, in that particular case, combines the duties of district nurse and midwife.

Prevention of Illness—Care and After Care

177. The County Council scheme includes provision for the admission of suitable cases to holiday or rest homes. These are usually cases recovering from an acute illness, who do not need any medical or nursing care. The care and after-care of tuberculosis families is dealt with through the appropriate Chest Clinic and these cases can be provided with garden shelters, suitable clothing and extra nourishment.

Domestic Help

178. Domestic help can be made available for households where this is required owing to the presence of a person who is ill, expectant mother lying in, mentally defective, aged, or a child not over school age. Originally intended as an emergency service, it is increasingly found that more and more time is being devoted to caring for aged and the chronic sick. The Home Help service in this district is being instrumental in making possible the domicilliary care of a large number of patients who would otherwise need hospital beds. There is close liaison with various voluntary agencies.

Vaccination and Immunisation

179. Adequate arrangements are in existence for the vaccination of infants and for the immunisation of children against diphtheria, whooping cough and poliomyelitis. The necessary procedures can be carried out either in any of the various clinics or by the general practitioner.

Ambulance Services

180. The Ambulance Services are not delegated to the control of the Area Committee but are organised on a County basis in association with the Fire Service.

Mental Health Service

181. This service is not delegated to the Area Committee but a considerable amount of work is done in this field particularly through the School Health service, in the ascertainment and care of persons suffering from mental defect. There is in the district an occupation centre over which certain supervisory functions are carried out. Much emphasis is placed on preventive mental health work both in the child welfare clinics and in the school health service. This preventive work is becoming an important part of the personal health services.

Powers and Duties under the National Assistance Acts, and the Disabled Persons Employment Act, 1944

182. Every effort is made, both by the Corporation and the Middlesex County Council in co-operation with local voluntary bodies, to ensure the relief of the adverse conditions under which old people are sometimes found to be living. The Corporation co-operate closely with an Old People's Welfare Committee consisting of representatives of the Council and voluntary and official bodies concerned with the care and welfare of old people.

183. Burials are arranged by the Corporation under Section 50 whenever a death occurs where no satisfactory arrangements are made by the relatives.

Care of Children

184. In order to carry out the County Council's functions as Children's Authority, the County has been divided into ten areas co-incident with the ten health areas. There is in each area an Area Children's Officer and the necessary staff required to carry out the statutory functions under the general direction of the County Children's Officer. The main functions carried out are as follows:—

(*a*) **Reception of Children into Care.** This is done where it appears necessary in the interests of the welfare of any child under the age of 17 who has no parent or guardian, or is abandoned or lost, or whose parent or guardian is prevented for the time being or permanently by incapacity or other circumstances from providing for his proper accommodation, maintenance and up-bringing.

(*b*) **Assumption of Parental Rights.** This is done in those cases where a child has no parent or guardian or who has been abandoned or whose parent or guardian is incapable or caring for him because of permanant disability or is unfit to have the care of the child.

(*c*) **Committal of Children to the Care of the Council.** Courts have power to commit children brought before them to the care of the County Council and arrangements are made for the accommodation of these children.

(*d*) **Provision of Accommodation.** Every effort is made to board out children in care with foster parents unless this is impracticable or undesirable for the time being, having regard to the interests of the child. Where this is so, a child is placed in a children's home and a number of such homes have been provided in the area. Boys and girls over compulsory school age may be accommodated in hostels.

(*e*) **After-Care.** Arrangements are in existence for the after-care of children who have left the care of the local authority or the voluntary organisation after reaching school age and who are under 18.

(*f*) **Child life protection.** Children received by foster parents for reward are kept under supervision with their foster homes for so long as is necessarye

(*g*) **Children and Young Persons coming before the Courts.** These are ths duties specified under the provisions of the Children's and Young Person'. Act, 1933, relating to children and young persons coming before the courts.

(*h*) **Adoptions.** When the County Council is appointed guardian *ad litem*, its functions are exercised through the Children's Committee and the Children's Officer. In addition, the Children's Officer visits any child about whom notice of adoption has been given, together with the premises of the prospective adopter, until such time as an Adoption Order is made.

(*i*) **Places of Safety.** Provision has been made in the various children's homes for the accommodation of children ordered to be removed to a place of safety under various statutory provisions.

(*j*) **Children in Voluntary Homes.** Children in voluntary homes are visited from time to time in the interests of the well-being of the children therein.

(*k*) **Approved Schools and Remand Homes.** There are available in the County two approved schools and two remand homes.

Registration of Nurseries and Child Minders

185. This is a County Council function which is administered by the Area Health Committee. In the opinion of the Corporation, it is a function which would follow the administration of the maternity and child welfare services which it is suggested should be transferred to the Corporation with those services.

Notification of Infectious Diseases

186. The Medical Officer of Health of the Borough is the Officer to whom these notifications are given and the Borough Council are the Local Authority for the purpose of the relevant provisions of the Public Health Acts.

Health Education

187. The Corporation from time to time exercises its powers in regard to this matter as do the Middlesex County Council. No separate description of this service is included here, but the matter is referred to in general terms under the various headings under Environmental and Personal Health Services.

Defects in the Present Arrangements

188. As regards the Personal Health Services, the main defect in the present arrangement stems from the fact that the Area Committee has really no executive power and as a result of the reference of practically every matter to the County Public Health Committee, there is an unavoidable time lag resulting in frustration. Further, the separation of the Personal Services into three distinct departments of Health, Children and Welfare, results in an unnecessary number of persons visiting families and also, of course, in an unnecessary multiplication of administrative personnel with resulting unnecessary expense.

PART X

TOWN AND COUNTRY PLANNING

189. By the County of Middlesex (Delegation of Planning Functions) Scheme, 1948 (as amended), the Middlesex County Council have delegated to the Corporation the exercise of their functions under Part III of the Town and Country Planning Act, 1947. These functions represent an important part of the Corporation's work and the Corporation act upon their own responsibility in many of the aspects of town and country planning as applied to the Borough.

Defects in the Present Administration

190. The delegation, however, is subject to the right of the Middlesex County Council to "except" any application from consideration by the Local Authority on purely technical grounds irrespective of its importance. The Corporation feel most strongly that now that the County Development Plan has been approved by the Minister, the only planning applications which should be excepted by the County Council in future would be applications which are in respect of development which is not in accordance with the approved Development Plan. It will be seen from the Appendix VI hereto that the Corporation suggests that the only planning function remaining with the County Council would be the revision of the County Development Plan. The Corporation wish to associate themselves in every way with the evidence of the Group, and feel that Town and Country Planning is an excellent example of the working of delegation (as opposed to direct conferment of powers) to the detriment of efficient Local Government in the area.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

191. These powers which are largely concerned with the protection of footpaths are administered centrally by the County Council, as Local Planning Authority. The Corporation feel that the separation of the functions in relation to footpaths from those of the Highway Authority serves no useful purpose in Middlesex and adds to confusion in relation to responsibility of functions.

PART XI

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

192. Class I and Class II roads are maintained by the Middlesex County Council but on the establishment of Class III roads in April, 1946, the Corporation exercised their right to claim and accordingly these roads are maintained by the Borough Council, the cost of maintenance being refunded by the County Council. The lengths of repairable highways within the Borough are:—

	Miles
Trunk roads maintained by the Middlesex County Council as agents for the Ministry of Transport and Civil Aviation	3·0
Class I and II roads maintained by the Middlesex County Council	14·5
Class III roads maintained by the Corporation under agreement with the Middlesex County Council whereby the County Council reimburse the cost ..	15·95
District roads maintained by the Corporation ..	58·0
Total repairable highways in the Borough:	91·45

193. Practically the whole of the road maintenance is carried out by direct labour, a separate section of the Borough Surveyor's Department under experienced officers being engaged in this work. This section of the Department has become highly mechanised in an endeavour to offset rising costs and the difficulty in recruiting labour. The plant includes four lorries, two diesel rollers, a mechanical shovel, a gully exhauster and other smaller items of mechanical plant.

194. During recent years, several Class III roads have been widened and improved at road junctions. Colham Green Road, Hillingdon, has been reconstructed at a cost of £13,200 and Short Hill, Harvil Road, Harefield, has been realigned and widened at a cost of £7,400. On District Roads, Glebe Avenue, Ickenham, has been reconstructed and widened at a cost of £14,800 and Bawtree Road, Uxbridge, has been reconstructed at a cost of £3,500.

Depots

195. The Corporation operate two principal and a number of subsidiary Depots. The Waterloo Road Depot at Uxbridge comprises garages and workshops for the Highways and Works section and includes a residence for the Foreman of this section. Garages and stores for the Public Cleansing Section are provided at Harlington Road Depot, together with mechanical workshops for the maintenance of the whole of the Corporation's transport fleet comprising some fifty-one vehicles, together with other mechanical plant. The Corporation are considering the provision of a central depot on a site already in their possession for all their outside Departments, the buildings to include garages, workshops for mechanical engineers, building craftsmen and public lighting staff, a central stores administration and accommodation for supervisory officers. The buildings and yard at Park Place, Harefield, formerly used by a building contractor, have been purchased and adapted as a sub-depot for Highways and Building Maintenance Sections so that a site used for this purpose in High Street, Harefield, can be redeveloped with shops.

Street Lighting

196. On the extension of the former Urban District in 1929, the predominant method of street lighting was by means of gas. During the succeeding ten years the Corporation pursued a progressive policy of lighting improvement and a number of schemes on conversion from gas to electricity were carried out by way of loan. When public lighting was resumed after the second world war, there were 869 gas lamps and 366 electric lamps. The Corporation have since continued their prewar policy of improving the standard of street lighting and in addition rapid postwar building development has involved the provision of many new lamps. The improvement of existing lighting installations has been effected partly out of revenue and partly by way of loan. While the number of gas lamps has been reduced to 572, the number of electric lamps in lighting has been increased to 2,100. The whole of the planning, erection and maintenance of street lighting is undertaken by a specialist section of the Borough Surveyor's Department. Eight operatives, provided with two-tower wagons and a fully equipped workshop van are employed and a small public lighting depot and workshop is in use. The Corporation have almost completed a programme for the relighting of their principal traffic routes to conform with the recommendations of the Departmental Committee on street lighting. At the present time a length of 0·6 miles is being brought up to Group " A " standard and only a further 0·4 miles remains to be done in the near future.

Naming of Streets and Numbering of Houses

197. This is administered by the Corporation under its statutory powers. Consultations with the Post Office Authorities, Chamber of Trade, &c. are undertaken prior to substantial alterations being brought into effect and great care is taken to ensure so far as is possible that names selected for new streets are phonetically different to existing street names.

Parking Places

198. The Corporation have provided eight car parks in the Borough; seven of these are in the centre of Uxbridge Town and provide parking facilities for 366 cars. The largest car park is at Baker's Road, Uxbridge, which at present accommodates 226 cars and will be extended during the present year to make provision for a further 56 cars. It is interesting to note that when the County Planning Officer had a survey made, principally in 1956, he found that the provision of public parking in Uxbridge Town Centre amounted to 341 vehicles which was 66 per cent. of the maximum number of vehicles parked in Uxbridge Town from Mondays to Fridays and 50 per cent. of this number on Saturdays. Similar investigations were carried out by him in twenty-one shoppping centres in the County and, as a result, he came to the conclusion that Uxbridge was one of the few places where public parking space was relatively well provided. A further car park with a public convenience has been provided at Western Avenue, adjacent to Hillingdon Circus. This serves a large local shopping centre and Hillingdon Underground Station. All the Council's car parks are free.

Road Safety

199. The Corporation have established a Road Safety Committee for the Borough, the membership of which is widely representative of all bodies having an interest in the matter. The Corporation keep a constant watch on all measures which will contribute towards greater road safety and a Road Safety Officer has been appointed.

Bus Shelters

200. The Corporation feel that bus shelters are and should be primarily the concern of the Passenger Transport Authority to provide shelter for waiting passengers at particular points. The siting of the shelters is subject to the approval of the London and Home Counties Traffic Advisory Committee, but the Corporation feel that the provision should be essentially a matter for the London Transport Executive for the comfort and protection of their passengers.

Private Street Works Act, 1892

201. The Private Street Works Act, 1892, has been adopted by the Corporation and is in force in the Borough. A large programme of private street works was undertaken by the Corporation prior to 1939, and, subject to the limitations imposed by national economy, the Corporation are endeavouring to carry out works under the Act, in such of the private streets as necessitate such work. Since 1945, twenty-five streets have been made up and provisional apportionments served in respect of a further four streets within the Borough. In a number of cases agreements have been entered into with building developers for new streets to be made up by them to a specification approved by the Corporation, and under the agreements the Corporation take over streets at the expiration of six months from the date of completion of the works to their satisfaction.

Defects in the Present Arrangements

202. The Corporation fully suport the views of the ten authorities as set out in the evidence of the Group and wish to stress the criticism that duplication of work is involved in the examination and approval of estimates which have already been prepared by fully competent Corporation officers and examined and approved by the Corporation. They suggest that this duplication of effort could well be disposed with and the responsibility for the maintenance and improvement of County roads conferred directly on the present " claiming " Authorities.

PART XII

GENERAL

203. The Corporation is one of a group of ten medium-sized Middlesex Local Authorities who have met together on several occasions and agreed to submit evidence jointly to the Royal Commission. This evidence submitted on behalf of the Group by the Town Clerk of Acton, is fully supported by the Corporation and is hereafter referred to as " the evidence of the Group ". The evidence of the Group gives particulars of the areas, populations, &c. of the Authorities submitting the statement and goes on to suggest that various of the functions listed in Appendix " B " to the letter from the Chairman of the Royal Commission, dated the 17th February, 1958, are now being satisfactorily administered by the various District Councils in their own right and that these functions should remain the responsibility of the local Councils. The Corporation have given careful thought to the broad outlines of principle which they feel should be adopted in any redistribution of functions and are satisfied that they have the capacity both from a financial point of view and from the point of view of trained staff to administer the various functions which they later suggest should be transferred to their care.

204. In considering any revision of functions, the Corporation have had regard to the whole field of Local Government within the Borough, and, although some of the functions mentioned are not contained in Appendix " B " to the letter from the Chairman of the Royal Commission, it is felt that the general survey of the position should include all functions which impinge upon Local Government administration. With this in mind, the Corporation have drawn up a list of Local Government functions and of the Authorities which they suggest should be responsible for the administration thereof. The list which is set out at Appendix VI hereto, is divided into three portions—(*a*) Powers which are at present and which would continue to be exercised by the Corporation; (*b*) Powers which are at present exercised in whole or in part by the Middlesex County Council (including those powers which are exercised by the Corporation in some areas and by the County Council in others) which it is considered in all cases should be exercised directly by the Corporation; and (*c*) Powers which would thus remain exercisable by the County Council.

205. The Corporation are of the opinion that the divisions of these functions as between first and second tier Authorities should be on the basis that the Middlesex County Council in an appropriate form should continue in existence for an area corresponding substantially with the present administrative area and are firmly of the view that the functions allocated to the second tier Authorities should be conferred as of right by Parliament and exercised by such second tier Authorities for their own area.

206. The Corporation wish to express their strongest approval and support to the remarks contained in the evidence of the Group in relation to delegation. Experience of the administration of delegated services has shewn all the defects listed in paragraph 4 of the Evidence of the Group. They feel that paragraphs 12 and 13 of the report of the Association of Municipal Corporations on Local Government Reorganisation issued in June, 1957, and which are reproduced in the Appendix to the evidence of the Group should carry their full support.

207. There is one further matter on which the Corporation feel very strongly and that is their present lack of influence over the Precepts which are levied upon them by the Middlesex County Council and by the Metropolitan Police. They feel that it is a serious defect in Local Government that a Local Authority such as the Middlesex County Council should be able to demand from District Councils,

large sums of money for projects which are not necessarily in accordance with the views of the local District Council and although they have no concrete proposal to offer at this stage, the Corporation would be glad of an opportunity of elaborating and illustrating this point in due course if it will be of assistance to the Royal Commission.

208. In the field of environmental and personal health services the Corporation are of the opinion that the division between the two Authorities of these services leads to complicated administrative difficulties. The Corporation fully support the views set out in Appendix I of the evidence of the Group. In the opinion of the Corporation Health, Welfare and the services provided under the Children's Act, all have such a large content of health matters—either physical or mental—that the most economical way of providing these services would be to integrate them and run the services as one department with one set of home visitors and one set of administrative officers (instead of three). It has always been accepted that health visitors are general purpose social workers and except for a very few specialised functions, they are well able to carry out all the home visiting services required.

209. The above evidence which has been prepared in response to the request of the Chairman of the Royal Commission deals only with the broad principles which the Corporation respectfully suggest might be adopted in an endeavour to remedy some of the defects in the organisation of local government within the Borough. They will be glad of an opportunity of elaborating and illustrating these points in due course if this will be of assistance to the Royal Commission.

210. In the letter of 25th February, 1958, from The Worshipful the Mayor of the Borough of Uxbridge addressed to the Chairman of the Royal Commission on Local Government in the Greater London Area it was stated " With reference to your paragraph 8, we should of course be delighted to welcome you and any of your friends if you would care to pay us a visit, at any time. No doubt your Secretary would make the formal arrangements with our Town Clerk beforehand."—The Corporation fully endorse this invitation and are only too willing to co-operate and to have their principal officers co-operate in a visit to the whole or any part of their organisation.

JOHN POOLE.
Town Clerk.

Council Offices,
265 High Street,
Uxbridge,
Middlesex.

APPENDIX I

Classification of Rated Hereditaments 1st April, 1958

The following gives details of the rated hereditaments in the Borough:—

Classification	Number	Rateable Value £	Percentage of Rateable Value Per cent.
1. Domestic:—			
(a) Houses and Flats—Rateable Value			
£25 or under	3,302	70,688	7·21
£26 to £40	10,200	317,625	32·37
£41 to £60	3,009	141,420	14·42
£61 and over	390	28,786	2·93
(b) Agricultural	65	1,790	0·18
	16,966	£560,309	57·11
2. Commercial:—			
(a) Shops, Houses and Shops, Offices and Banks	772	112,022	11·42
(b) Warehouses, Stores and Workshops	158	28,168	2·87
(c) Garages and Car Parks	38	8,764	0·89
(d) Lock-up Garages	502	2,607	0·27
(e) Miscellaneous	62	2,221	0·23
	1,532	£153,782	15·68
3. Licensed Premises	67	12,124	1·24
4. Cinemas	3	4,949	0·50
5. Public Utility Undertakings	6	16,171	1·65
6. Industrial Hereditaments	136	51,529	5·25
7. Crown Properties	52	124,410	12·68
8. Sports Grounds and Golf Courses	18	2,463	0·25
9. Social Clubs, Community Centres and Public Halls	20	1,594	0·16
10. Local Authority Schools	17	31,683	3·23
11. Private Schools	7	2,392	0·25
12. Municipal and County Council Offices	8	4,492	0·46
13. Miscellaneous	139	15,113	1·54
GRAND TOTAL	18,971	£981,011	100·00

APPENDIX II

Statement of Rateable Values and Rate Products

(1) Year	(2) Rateable Value at 1st April	(3) Rate in the £ Levied		(4) Gross Rate Income For Year	(5) Net Product of a Penny Rate
	£	*s.*	*d.*	£	£
1958	*981,011	16	10	—	—
1957–58	*955,509	16	0	—	3,980 (Estimated)
1956–57	*930,786	13	10	703,272	4,192
1955–56	487,777	22	0	537,744	2,008
1954–55	470,563	22	6	538,929	1,972
1953–54	456,310	22	6	519,429	1,898
1952–53	448,482	19	0	430,762	1,863
1951–52	438,537	18	6	410,612	1,818
1950–51	422,222	18	0	391,341	1,780
1949–50	418,293	17	6	361,231	1,660
1948–49	445,599	17	8	358,996	1,699
1947–48	433,532	18	10	413,841	1,805
1946–47	431,715	13	6	289,607	1,755
1945–46	430,606	13	6	291,761	1,771
1944–45	426,700	13	6	290,036	1,760
1943–44	409,041	13	6	293,219	1,778
1942–43	406,032	13	6	281,871	1,710
1941–42	392,502	13	8	283,671	1,698
1940–41	381,292	13	2	250,314	1,556
1939–40	356,322	12	4	228,425	1,515
1938–39	335,358	11	8	199,405	1,400
1937–38	312,654	11	0	175,940	1,307
1936–37	294,734	10	10	159,995	1,206
1935–36	285,717	10	2	142,395	1,142
1934–35	275,902	10	8	144,482	1,105
1933–34	242,714	11	4	133,011	968
1932–33	227,646	11	5	127,231	915
1931–32	222,215	11	8	123,556	875
1930–31	202,951	12	0	121,489	838
1929–30	208,878	12	0	116,517	845

*New Valuation on List 1.4.56

APPENDIX III

Statement showing General Rate Levied to Meet the Requirements of Precepting Authorities and The Uxbridge Council for the Period 1929-1959

(1)	(2) Total Rate Levied		(3) Uxbridge Council		(4) Middlesex County Council		(5) Metropolitan Police		(6) Superseded* Precepting Authorities
	s.	*d.*	*s.*	*d.*	*s.*	*d.*	*s.*	*d.*	*d.*
1958–59	16	10	4	2·0	11	1·75	1	6·25	
1957–58	16	0	3	8·5	10	8·25	1	7·25	
1956–57	13	10	3	4·0	9	0·75	1	5·25	
1955–56	22	0	6	4·0	13	9·0	1	11·00	
1954–55	22	6	5	9·5	14	8·5	2	0·00	
1953–54	22	6	5	8·5	14	9·0	2	0·50	
1952–53	19	0	5	1·400	12	0·600	1	10·000	
1951–52	18	6	4	11·921	11	10·079	1	8·000	
1950–51	18	0	4	10·000	11	6·000	1	8·000	
1949–50	17	6	5	3·380	10	6·000	1	8·330	0·290
1948–49	17	8	4	8·850	11	6·900	1	4·000	0·250
1947–48	18	10	4	6·260	12	10·500	1	3·240	2·000
1946–47	13	6	2	10·050	9	4·270	1	1·000	2·680
1945–46	13	6	2	6·210	9	8·290	1	0·500	3·000
1944–45	13	6	3	5·750	8	8·500	1	0·500	3·250
1943–44	13	6	3	3·220	8	10·800	1	1·000	2·980
1942–43	13	6	3	4·330	8	11·000	1	0·000	2·670
1941–42	13	8	3	3·130	9	2·000	1	1·000	1·870
1940–41	13	2	2	11·510	8	10·000	1	2·630	1·860
1939–40	12	4	2	10·690	8	3·500		11·900	1·910
1938–39	11	8	2	8·680	7	9·750		11·500	2·070
1937–38	11	0	2	7·819	7	2·550		11·504	2·127
1936–37	10	10	2	6·225	7	1·774		11·014	2·987
1935–36	10	2	2	6·062	6	5·267		11·539	3·132
1934–35	10	8	3	2·771	6	1·247		11·392	4·590
1933–34*	11	2	3	6·474	6	6·105		11·105	2·316
1932–33*	11	4	4	0·728	6	1·118		11·230	2·924
1931–32*	11	6	4	2·826	5	11·857		11·752	3·565
1930–31*	11	10	4	1·622	6	4·571	1	0·289	3·518
1929–30*	11	10	5	8·130	3	9·180	1	0·170	16·520

---

* During the years 1929–30 to 1933–34 a Special Burial Rate (Maximum 2d.) was levied in the Parishes of Hillingdon West and Uxbridge.

† Column 6—Superseded Precepting Authorities
consisted of Uxbridge Joint Hospital Board,
West Middlesex Assessment Committee,
Uxbridge & Yiewsley Joint Drainage Committee,
Uxbridge Board of Guardians.

APPENDIX IV

Educational Development Plan

The Development Plan for the North-West Middlesex Divisional Executive, which was revised in 1957, provides for the extension and improvement of educational facilities by:—

(*a*) The replacement of Belmont Road Infants' School by a 1 form-entry Junior and Infants' School with Nursery Class at The Hermitage, Belmont Road, Uxbridge.

(*b*) The replacement of Hillingdon Primary Schools by a 2 form-entry Junior and a 2 form-entry Infants and Nursery School at Harlington Road, Hillingdon, and a 1 form-entry Junior, Infants and Nursery School at Pole Hill, Hillingdon.

(*c*) An additional 2 form-entry Infants School on the St. Laurence C.E. School site in Worcester Road, Cowley, to replace the old building.

(*d*) A new 1 form-entry Junior, Infants and Nursery School at Church Hill, Harefield.

(*e*) A new 2 form-entry Junior and 2 form-entry Infants and Nursery School at Ryefield Avenue, Hillingdon.

(*f*) An additional 4 form-entry Secondary School for Girls at Clifton Gardens, Hillingdon.

(*g*) The replacement of the Greenway and Swakeleys Secondary Schools by a 3 form-entry Girls' Schools and a 3 form-entry Boys' School at the Hillingdon House Farm site, Park Road, Uxbridge.

(*h*) The extension of Harefield Secondary Modern School to 3 form-entry with an additional 1 form-entry boarding pupils.

(*i*) A new 3 form-entry Roman Catholic Secondary School at Ickenham.

(*j*) The adaptation of Evelyns Secondary Modern Mixed School to a 4 form-entry Boys' School, a new 4 form-entry Girls' School to be provided at Clarke's Meadow.

(*k*) An extension to Bishopshalt Secondary Grammar School to provide appropriate accommodation for 4 form-entry.

(*l*) A new 4 form-entry Mixed Grammar School at Ickenham.

(*m*) Nursery classes will be attached to the following existing Primary Schools:—

Harefield Primary School.
Oak Farm Primary School, Hillingdon.
Breakspear Primary School, Ickenham.
Glebe Primary School, Ickenham.
Whitehall Primary School, Uxbridge.

(*n*) The establishment of five further Nursery Schools as follows:—

1 Nursery School of 80 places at Harefield.
1 Nursery School of 120 places at North Hillingdon.
1 Nursery School of 120 places at Cowley.
1 Nursery School of 40 places at Uxbridge.
1 Nursery School of 40 places at Ickenham.

(*o*) All existing Schools which are to be retained will be brought into conformity with the Ministry of Education Building Standards.

APPENDIX V

Rents of Council Houses

Normal weekly rents charged (inclusive of rates) for Council houses as from 31st March, 1958, are as follows:—

Type of Accommodation	Erected Pre 1946 s. d.	Erected Post 1946 s. d.
Non-Parlour Houses		
5 Bedrooms	28 6	—
4 „	27 6	—
3 „	24 6 and 25 6	—
2 „	22 6 and 23 6	—
Parlour Houses		
4 Bedrooms	28 6	37 6
3 „	27 6	34 6 and 35 6
2 „	—	32 0 and 33 0
Flats		
2 Bedrooms	—	31 0 and 32 6
1 „	19 0	23 6 to 26 0
1 Bedroom Recessed	—	24 6 and 25 0
Aged Persons Bungalows	16 3	19 3
Temporary Bungalows	—	27 0
Garages	—	9 0

Additional rent of 1*s.* 0*d.* per week is payable on certain houses erected prior to 1946 where hot water systems have recently been installed. In cases of permitted sub-letting an additional charge of 5*s.* 0*d.* per week is levied.

Some tenants of post 1946 flats are paying an additional 1*s.* 0*d.* and 1*s.* 6*d.* per week in respect of sound proofing and in other cases an additional 6*d.* is payable for the installation of a kitchen radiator.

APPENDIX VI

Powers which would Continue to be Exercised by the County District Councils in Middlesex

No.	Function	Statutory Power
1	Allotments	The Small Holding and Allotments Act, 1908. The Land Settlement (Facilities) Act, 1919. The Small Holding and Allotments Act, 1926. The Agricultural Land (Utilisation) Act, 1931, Part II. The Allotments Acts, 1922–1950. The Agriculture Act, 1947. The Agricultural Holdings Act, 1948 (An Allotment may be an Agricultural Holding, see Sedgeman v Stevens, 1951).
2	Baths and Wash-houses	Public Health Act, 1936, Part VIII. Towns Improvement Clauses Act, 1847, Sections 136–141. Town Police Clauses Act, 1847, Section 69.
3	Burial Grounds	Cemetery Clauses Act, 1847. Burial Acts, 1852–1906. Disused Burial Grounds Act, 1884. Open Spaces Act, 1887, Section 4. Open Spaces Act, 1906, Sections 6, 9, 10, 11 and 12.
4	Car Parks	Public Health Act, 1925, Section 68. Restriction of Ribbon Development Act, 1935, Section 16. Road Traffic Act, 1930, Section 90.
5	Cemeteries	Cemetery Clauses Act, 1847. Public Health (Interments) Act, 1879.
6	Civic Restaurants	Civic Restaurants Act, 1947.
7	Cleansing and Watering of Streets	Public Health Act, 1875, Section 148. Public Health Act, 1925, Sections 13–19 and 21–35. (This is an adoptive Act which is in force in Hendon). Local Government Act, 1933, Section 249. Public Health Act, 1936, Sections 76–78 and 81 and 82.
8	Community Centres	Physical Training and Recreation Act, 1937. Housing Acts, 1936–1956.
9	Crematoria	Public Health (Internments) Act, 1879. Cremation Acts, 1902–1952.

No.	Function	Statutory Power
10	Provision of Entertainments	Public Health Act, 1925, Section 70. Local Government Act, 1948, Section 132.
11	Housing	Housing Acts, 1936–1956. Housing Rents and Repairs Act, 1954. Local Government (Miscellaneous Provisions) Act, 1953, Section 10. Small Dwellings Acquisition Acts, 1899–1923. Requisitioned Houses and Housing (Amendment) Act, 1955. Housing (Rural Workers) Acts, 1926–1942. Housing Act, 1930. Housing Act, 1935.
12	Information Service	Local Government Act, 1948, Sections 134–136.
13	Markets, Abattoirs and Cold Stores.	Markets and Fairs Clauses Act, 1847. Diseases of Animals Act, 1950. Markets and Fairs (Weighing of Cattle) Acts, 1887–1926. Food and Drugs Act, 1955. Protection of Animals Act, 1911. Slaughter of Animals Act, 1933. Public Health (Meat) Regulations, 1924. Slaughter of Animals (Amendment) Act, 1954. Slaughterhouses Act, 1954.
14	Mortuaries	Public Heath Act, 1936, Section 198.
15	Notification of Diseases	Infectious Diseases (Prevention) Act, 1890. Public Health Act, 1936, Part V.
16	Parks and Recreation Grounds	Public Health Act, 1875, Section 164. Public Health Acts Amendment Act, 1890, Sections 44 and 45. Public Health Acts Amendment Act, 1907, Section 76 and 77. Public Health Act, 1925, Section 56. Local Government Act, 1948, Section 132. Physical Training and Recreation Act, 1937. Section 4. Open Spaces Act, 1906. Recreation Gounds Act, 1859. Commons Acts, 1876–1889. Housing Act, 1936, Section 80.
17	Physical Training and Recreation Act, 1937.	The whole Act.

No.	Function	Statutory Power
18	Rates Collection	Poor Relief Act, 1843. Poor Relief Act, 1814. Parish Notices Act, 1837. Distress for Rates Act, 1849. Poor Rate Assessment and Collection Act, 1869. Rating and Valuation Act, 1925. Local Government Act, 1929. Money Payments (Justices Procedure) Act, 1935. Rating and Valuation (Miscellaneous Provisions) Act, 1955.
19	Refuse Collection and Disposal	Public Health Act, 1936, Sections 72–76 and 79–82.
20	Sewerage and Sewage Disposal (except Main Drainage)	Public Health Act, 1936, Part II.
21	Shops Inspection (other than employment of young Persons)	Shops Act, 1950. Heating Appliances (Fireguards) Act, 1952.
22	Small Lotteries	Small Lotteries and Gaming Act, 1956.
23	Street Lighting	Public Health Act, 1875, Section 161.

Powers which are at present exercised in whole or in part by the Middlesex County Council (including those Powers which are exercised by County District Councils in some Areas and by the County Council in others) which it is considered in all cases should be exercised directly by the County District Councils Concerned

No.	Function	Statutory Power
1	Education (Primary, Secondary, Further and Technical)	Education Acts, 1944–1953. School Crossing Patrols Act, 1954.
2	Personal Health Services	National Health Service Act, 1946, Part III. Public Health Act, 1936, Part VI relating to nursing homes and laboratories. Public Health Act, 1936, Part VII relating to notification of births and child life protection. Midwives Acts, 1936–1951. Nurseries and Child Minders Regulation Act, 1948. Pharmacy and Poisons Act, 1933. Pharmacy and Medicines Act, 1941. Pharmacy Act, 1954. Education Act, 1944, Sections 34 and 57.

No.	Function	Statutory Power
3	Town and Country Planning (with exception of Revision of the County Development Plan) and Control of Building Operations	Town and Country Planning Acts, 1947, 1951, 1953 and 1954. Public Health Acts, 1875–1932. Public Health Act, 1936, Part II. Housing Acts, 1936–1956. Factory Acts, 1937–1948.
4	Art Galleries and Museums (See Note 1)	Public Libraries Acts, 1892–1919.
5	Civil Defence	Civil Defence Acts, 1937–1948.
6	Diseases of Animals (See Note 2)	Poultry Act, 1911. Diseases of Animals Act, 1935, Section 17. The Animals Act, 1948 (other than Part I). Agriculture (Miscellaneous Provisions) Act, 1949. Pet Animals Act, 1951. Protection of Birds Act, 1954. Diseases of Animals Act, 1950. Agriculture (Miscellaneous Provisions) Act, 1954, Sections 10 and 11.
7	Food and Drugs	Food and Drugs Act, 1955.
8	Footpath functions under the National Parks and Access to the Countryside Act, 1949.	Sections 27 and 29–34 of that Act.
9	Highways and Bridges	Highways Acts, 1835–1885. Public Health Acts, 1875–1932. The provisions of the Local Government Acts, 1888, 1894 and 1929 relating to highways and bridges. Private Street Works Act, 1892. Development and Road Improvement Funds Act, 1909. Roads Improvement Act, 1925. Road Traffic Acts, 1930–1956. Restriction of Ribbon Development Act, 1935. Rights of Way Act, 1932. Trunk Roads Acts, 1936–1946. Special Roads Act, 1949. Sections 39–58 of the National Parks Act, 1949. The Highways (Provision of Cattle Grids) Act, 1950. Public Utilities Street Works Act, 1950. New Streets Act, 1951. Local Government (Miscellaneous Provisions) Act, 1953, Sections 4, 7 and 9. Agriculture (Improvement of Roads) Act, 1955.

No.	Function	Statutory Power
9	Highways and Bridges—continued	Towns Improvement Clauses Act, 1847, Sections 1–5 and 64–83. Town Police Clauses Act, 1847, Sections 1–5 and 21–29. Bridges Acts, 1530–1929.
10	Libraries (see Note 1)	Public Libraries Acts, 1892–1919.
11	Licensing of Theatres and Cinemas, Music and Dancing Licences	Theatres Act, 1843. Cinematograph Act, 1909. Celluloid and Cinematograph Film Act, 1922. Sunday Entertainments Act, 1932. Cinematograph Act, 1952. Middlesex County Council Act, 1944, Part XIII.
12	Milk and Dairies	Food and Drugs Act, 1955. Milk and Dairies Regulations, 1949.
13	Nuisances and Sanitary Matters	Public Health Acts, 1875–1932. Public Health Act, 1936. Housing Act, 1936. Local Government (Miscellaneous Provisions) Act, 1953. Housing Repairs and Rents Act, 1954. Clean Air Act, 1956. Rivers Pollution Prevention Act, 1876, Section 7. Rivers (Prevention of Pollution) Act, 1951. Rag Flock, &c. Act, 1951. Slaughter of Animals Acts, 1933–1954. Agriculture (Miscellaneous Provisions) Act, 1954. Pests Act, 1954. Towns Improvement Clauses Act, 1847. Town Police Clauses Act, 1847.
14	Prevention of Pests	Destructive Insects Act, 1877. Destructive Insects and Pests Acts, 1907 and 1927. Prevention of Damage by Pests Act, 1949. Pests Act, 1954.
15	Registration of Births, Deaths and Marriages	Various Births and Deaths Registration Acts and Marriage Acts.
16	Small Holdings Fertilisers and Feeding Stuffs	Small Holdings and Allotments Act, 1908. Land Settlement (Facilities) Act, 1919. Small Holdings and Allotments Act, 1926. Agricultural Land (Utilisation) Act, 1931. Agricultural (Fertilisers) Act, 1952. Fertilisers and Feeding Stuffs Act, 1926.

No.	Function	Statutory Power
16	Small Holdings Fertilisers and Feeding Stuffs—	Agriculture (Miscellaneous Provisions) Acts, 1949, 1953 and 1954. Agricultural Act, 1947. Livestock Industries Act, 1937.
17	Shops Inspection (Employment of Young Persons)	Young Persons (Employment) Act, 1938.
18	Small Dwellings Acquisition Acts (see Note 3)	Small Dwellings Acquisition Acts, 1899–1923.
19	Welfare	National Assistance Act, 1948 (except Sections 29, 30, 37–41, 47(10) and 62). Children Act, 1948 (Part V).
20	Weights and Measures	Weights and Measures Acts, 1878–1936. Sale of Food (Weights and Measures) Act, 1926. Weights and Measures (Metric System) Act, 1897.
21	Any other services there may be which are not mentioned above and for which large non-county boroughs are the local authorities.	Betting and Lotteries Act, 1934. Pool Betting Act, 1954. Representation of the People Acts, 1948 and 1949.

Powers which would thus remain Exercisable by the County Council in the County Districts Concerned

No.	Function	Statutory Power
1	Approved Schools	Children and Young Persons Acts, 1932–1952. Public Health Act, 1936, Sections 206–220.
2	Remand Homes	Children and Young Persons Acts, 1933 to 1938. Criminal Justice Act, 1948, Sections 48–49. Children Act, 1948.
3	Fire Brigade	Fire Services Act, 1947.
4	Ambulance Services	National Health Service Act, 1946, Sections 24 and 76. National Assistance Act, 1948, Section 47(10). National Assistance (Amendment) Act, 1951, Section 24.

No.	Function	Statutory Power
5	Administration of Justice	Justices of the Peace Act, 1949. Probation Acts. Summary Jurisdiction Acts. Quarter Sessions Acts. Criminal Justice Act, 1948. Children and Young Persons Acts, 1932–1952. Children Act, 1948, Section 60.
6	Coroners	Coroners Acts, 1887–1954.
7	Local Taxation Licensing	Various Finance and other Acts.
8	Mental Health Services	Mental Deficiency Acts, 1913 to 1938. Lunacy and Mental Treatment Acts, 1890 to 1930. National Health Service Act, 1946, Section 50. Education Act, 1944, Sections 9, 33, 34 and 57.
9	Handicapped Pupils	Education Act, 1944, Section 33.
10	Welfare of the Blind	Blind Persons Act, 1938. National Assistance Act, 1948, Sections 29, 30 and 62. Determination of Needs Act, 1941. Pensions and Determination of Needs Act, 1943.
11	Welfare of the Deaf and Dumb	National Assistance Act, 1948, Sections 29, 30 and 62.
12	Welfare of Children	Children Act, 1948.
13	Welfare of Old People	National Assistance Act, 1948, Sections 31 and 37–41.
14	Town and Country Planning (Revision of the County Development Plan) but see *ante*.	Town and Country Planning Act, 1947.
15	Main Drainage	Middlesex County Council Act, 1944, Part IV.

Note 1. Some authorities are not at present library authorities, and therefore do not have powers relating to libraries, art galleries or museums.

Note 2. It is understood that at present, only two District Councils in Middlesex operate these powers.

Note 3. Some authorities do not exercise powers under The Small Dwellings Acquisition Acts.

APPENDIX VIII

Loan Repayments

During the years from 1st April, 1929 (when the former District was extended) to the 31st March, 1957, loan repayments out of revenue totalled £1,777,886 and in addition a further £285,988 was provided from revenue during this period to meet the cost of capital works normally chargeable to the loan account. Particulars of the outstanding loan debt, amounts raised and repaid, together with the revenue expended on capital works for the past twenty-eight years are shown hereunder:—

(1) Year ended 31st March	(2) Outstanding Debt at Commencement of each Year	(3) Loans Raised during Year	(4) Loan Repayments	(5) Capital Expenditure out of Revenue
	£	£	£	£
1958	5,216,420	—	—	—
1957	5,127,695	235,570	146,845	23,834
1956	4,706,307	562,800	141,412	10,535
1955	3,902,023	931,900	127,616	9,719
1954	3,504,204	511,859	114,040	5,744
1953	3,058,626	530,405	84,827	12,977
1952	2,697,432	135,212	74,018	10,727
1951	1,957,070	803,130	62,768	24,372
1950	1,607,610	416,730	67,270	10,042
1949	1,293,875	362,283	48,548	5,985
1948	1,101,322	239,704	47,151	4,016
1947	1,070,386	70,263	39,327	6,838
1946	1,154,318	—	83,932	6,624
1945	1,243,914	—	89,596	55,827
1944	1,291,240	—	47,326	38,637
1943	1,364,567	—	73,327	27,220
1942	1,401,781	8,403	45,617	10,153
1941	1,450,891	877	49,987	5,881
1940	1,426,160	66,870	42,139	3,424
1939	1,312,619	156,256	42,715	1,487
1938	1,277,539	75,300	40,220	1,704
1937	1,266,178	48,750	37,389	590
1936	1,159,391	142,074	35,287	2,580
1935	1,092,212	107,000	39,821	435
1934	1,079,303	43,820	30,911	1,952
1933	974,580	138,200	33,477	1,193
1932	976,079	34,000	35,499	557
1931	925,840	133,584	83,345	2,251
1930	887,772	51,544	13,476	684
		£6,106,534	£1,777,886	£285,988

APPENDIX IX

Loan Debt

The outstanding Loan Debt of the Council as at 31st March, 1958, was £5,628,718 summarised hereunder:—

		Debt per head of population (60,780 at Census 1957)	Debt per £ of Rateable Value (£981,011 at 1st April 1958)
Remunerative Debt:—	£	£ s. d.	£ s. d.
(1) Housing—Land, Houses, Roads and Sewers	3,956,952		
(2) Small Dwellings Advances	1,404,762		
(3) Open Air Swimming Pool	8,498		
(4) Allotments	37		
(5) Land leased to Industrial Firms	13,860		
(6) Private Street Works	9,133		
(7) Crematorium	38,800		
(8) Caravan Site, Moorcroft Green	4,133		
Total Remunerative Debt	£5,436,175	89 8 10	5 10 10
Unremunerative Debt:—			
(9) Sewerage and Sewage Disposal	96,669		
(10) Parks, Pleasure Grounds, &c.	34,431		
(11) Highways and Bridges	2,398		
(12) Public Conveniences	2,138		
(13) Transferred Services—Fire Service	636		
(14) Public Offices	26,501		
(15) Mortuary	240		
(16) Depot and Plant	3,428		
(17) Street Lighting	26,102		
Total Unremunerative Debt	£192,543	3 3 4	3 11
TOTAL DEBT	£5,628,718	92 12 2	5 14 9

Evidence Submitted by The Wembley Borough Council

INTRODUCTORY

Wembley, incorporated in 1937, is a Middlesex Borough with an estimated present population of 127,500, and a rateable value of £2,700,000. A 1*d.* rate produces approximately £10,900. Wembley, in relation to population, is the sixth largest non-County Borough in England and Wales. Its population and rateable value exceed those of a very large number of County Boroughs, including Huddersfield, Norwich, Oldham, East Ham, Preston, Gateshead, Walsall and Reading.

In respect of each of the Financial Years 1949–50 to 1955–56 inclusive, the rate in the £ levied by the Borough Council was as under:—

	Borough Council requirements	*Middlesex County Council Precept*	*Police Precept*	*Total Rate in the £*
	s. d.	*s. d.*	*s. d.*	*s. d.*
1949–50	4 8	10 5	1 9	16 10
1950–51	4 11	11 5	1 8	18 0
1951–52	4 0	12 0	1 8	17 8
1952–53	3 10	12 0	1 10	17 8
1953–54	4 0½	14 9	2 0½	20 10
1954–55	4 2	14 8	2 0	20 10
1955–56	4 4½	13 8½	1 11	20 0

In respect of each of the years 1956–57, 1957–58, the rate was, and in respect of 1958–59, will be as under:—

1956–57	2 6¼	9 0½	1 5¼	13 0
1957–58	2 7¾	10 8	1 7¼	14 11
1958–59	2 6¼	11 1½	1 6¼	15 2

These three latter rates were, or will be, levied on the revised Valuation List. If levied upon the rateable value of the Borough as it existed immediately prior to the coming into operation of the new List, the three rates would have been as under:

	Borough Council requirements	*Middlesex County Council Precept*	*Police Precept*	*Total Rate in the £*
	s. d.	*s. d.*	*s. d.*	*s. d.*
1956–57	4 3½	15 5	2 5½	22 2
1957–58	4 4	17 5½	2 7½	24 5
1958–59	4 2	18 4½	2 6	25 0½

It will be seen that the rate which will be levied by the Borough Council for their own purposes for 1958–59 will, in effect, be no less than 6*d.* in the £ below the rate levied in 1949–50, notwithstanding the major increases in costs with which the Borough, in common with other local authorities, has been faced.

What follows is a statement of evidence submitted in response to paragraph 4 of the letter of the Chairman of the Royal Commission, dated the 17th February, 1958.

EDUCATION

I. The Borough Council are the Divisional Executive for the Borough and act in pursuance of the Wembley Education (Divisional Administration) Scheme, 1945, the Wembley Education (Divisional Administration) (Varying) Scheme, 1948, and the Wembley (Further Education) Scheme of Divisional Administration, 1950. Functions, for example in regard to advanced Technical Education, Training of Teachers and University Scholarships, not the subject of the above Schemes, are exercised directly by the Middlesex County Council as the local education authority.

The defect in these arrangements is that the delegation to the Borough Council effected by the Schemes is so fettered that it loads to considerable duplication and delay.

II. The Schemes, while purporting to delegate to the Borough Council many of the functions of the Local Education Authority, do so subject to conditions which not only materially diminish the content of the delegation, but create an administrative system which is not readily adjustable to local needs. While it is recognised that a measure of control by the Local Education Authority is inseparable from the arrangements as they now exist, the conditions, in a number of instances, give to the Local Education Authority an unnecessarily meticulous control over the actions of the Divisional Executive. The implementation of this control requires an undue amount of reference to the County Education Committee and inevitably results in a great deal of unnecessary and expensive duplication of administration and frequently material delays.

III. In the opinion of the Borough Council, the defect in the present arrangements would be remedied by the direct conferment upon the Borough of all the functions relating to education comprised in the three Schemes referred to under Heading I. Alternatively, if the present structure of education administration must be retained, then the defect can be remedied only if the present delegation of functions is stripped of many of the conditions now hampering its smooth administration. In short, only if the delegation can, in truth, be " free and unfettered ".

Agricultural Education and Youth Employment Services

I. These services are administered directly by the County Council as the local education authority. The Agricultural Education Service is administered centrally; the Youth Employment Service in part centrally and in part locally through Youth Employment Bureaux and a local Youth Employment Committee.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

I. The Borough Council have provided two open-air Swimming Pools. (Public Health Act, 1936, Part VIII). The Middlesex County Council have not, in Wembley, exercised the power in this respect given to them by the Physical Training and Recreation Act, 1937.

Control of Watercourses, Ditches and Ponds

I. The statutory provisions dealing with watercourses, ditches, ponds, &c., are contained in the following:—

(*a*) Public Health Act, 1936, Part XI, Sections 259–265 inclusive;

(*b*) The Middlesex County Council Act, 1944, Part V, (Protection of Streams).

The Borough Council are the local authority for the purpose of the provisions of the Public Health Act, 1936, relating to these matters.

Part V of the Middlesex County Council Act, 1944, confers upon the Middlesex County Council wide powers in regard to streams within the County for the purpose (*inter alia*) of maintaining the banks of the streams, the free flow of the streams, and for the prevention of flooding. Section 144 authorises a local authority in the County, with the approval of the County Council, also to take steps to prevent obstruction to streams, and Section 160 authorises such a local authority to contribute towards expenditure incurred by the County Council.

The powers vested in the County Council by the Act of 1944 are permissive only, and this is regarded by the Borough Council as a defect in the present arrangements.

II. The principal stream in the Borough is the Wealdstone Brook, a tributary of the River Brent, having its sources in Harrow and running through the Borough.

Because of the development of those parts of Harrow and Wembley within the watershed of the Wealdstone Brook, the amount of surface water discharged into the stream has materially increased. As a consequence material erosion of the banks of the stream has occurred and in some cases, following heavy rainfall, the lands adjoining the stream have been flooded. In respect of this the riparian owners have had no ready redress, and cannot require the County Council to exercise their powers. While it may be argued that this is not necessarily a defect in the organisation of local government, it is a matter which requires attention.

III. In the opinion of the Borough Council the defect would be remedied if the County Council were placed under an obligation, in appropriate instances, to exercise the powers now vested in them.

Disinfestation of Premises and Articles

I. The Borough Council are the local authority for this service. (Public Health Act, 1936; Section 167).

Drainage of Trade Premises Act

I. In pursuance of Part IV of the Middlesex County Council Act, 1944, the Middlesex County Council are the sewage *disposal* authority in respect of that part of Middlesex in which Wembley is situate. The sewage of the Borough is conveyed through the Borough Council's sewers to the trunk sewers of the County Council. The provisions of the Public Health (Drainage of Trade Premises) Act, 1937, are, in consequence, exercised jointly by the County Council and the Borough Council, and agreements with occupiers of trade premises for the reception into the sewers of trade effluents, are tri-partite agreements in which the parties are the occupiers of the trade premises and the two local authorities. The Borough Council have not, in these arrangements, encountered any defect.

Mortuaries and Post-Mortem Rooms

I. The Borough Council, who are the local authority for this service (Public Health Act, 1936, Section 198), are providing a modern Mortuary and Post-Mortem Room to replace an older building.

Public Conveniences

I. The Borough Council are the local authority for the provision of public conveniences (Public Health Act, 1936: Section 87). The number they have provided is not adequate, and they are taking steps to provide additional conveniences. The Middlesex County Council have not, within the Borough, exercised the powers given to them by sub-section (2) of Section 87.

Refuse Collection and Disposal

I. The Borough Council operate a regular weekly collection of house refuse and regular collections of trade refuse. In 1936 the Council provided a modern Refuse Disposal Plant. The collection and disposal is under the direction of the Director of Public Cleansing, a Chief Officer of the Council.

Regulation of Buildings and Sanitation of Buildings

I. The Borough Council are the local authority in respect of these matters (Public Health Act, 1936, Part II). A modern Code of Building Bye-laws is in force.

Sewerage and Sewage Disposal

I. As had been stated under the heading " Drainage of Trade Premises ", the Middlesex County Council are the sewage *disposal* authority, and sewage from premises in the Borough passes through the public sewers of the Borough Council to the trunk sewers of the Middlesex County Council. A number of agreements exist with neighbouring authorities as to the reception into the sewers of the Borough Council of the drainage from certain premises in the area of the neighbouring authority and vice versa. The above arrangements function smoothly, and there is no defect to which the Borough Council desire to draw attention.

Street Cleansing

I. The Borough Council cleanse all streets of the Borough except those County Roads which are directly maintained by the Middlesex County Council, in regard to which the County Council employ their own street orderlies (Public Health Act, 1926, Section 77).

The Council regard the employment by the County Council of their own staff for the cleansing of these County Roads as a defect in the present arrangements.

II. The total length of the roads in the Borough is 143 miles. The Borough Council undertake the cleansing of 128½ miles, (including the mileage of the roads which they maintain on behalf of the County Council). It is only in regard to 14½ miles of County Roads (See further under Traffic: Construction &c., of Roads Page 547) that the County Council exercises the function.

III. Section 77 of the 1936 Act contemplates that the Borough Council may undertake the cleansing of *all* streets in the Borough. It would appear that at some date in the past the predecessors of the Borough Council made an arrangement with the County Council in pursuance of Section 77 (2) (*a*) of the Act under which the County Council exercises the functions in regard to the 14½ miles of highway referred to above. In 1936 and again in 1950, endeavours by the Borough Council to secure a modification of this arrangement were unsuccessful. The Borough Council are of the opinion that they should undertake the cleansing of all roads in the Borough.

Burial Grounds, Cemeteries and Crematoria

I. The Borough Council are the local authority in respect of these services. They have two burial grounds established under the Burial Acts, and a cemetery at Carpenders Park, four miles north of the Borough. This Cemetery was established in 1954 under the Public Health (Interments) Act, 1879. The Borough Council have not established a crematorium.

Parks and Open Spaces

Powers and Duties under the Physical Training and Recreation Act, 1937

I. The Borough Council exercise their functions in regard to these matters in pursuance of the Public Health Acts, the Act of 1937, the Local Government Act, 1948, and certain provisions of the Middlesex County Council Acts of 1944 and 1956. The Middlesex County Council are empowered by their Act of 1944 to acquire land for these purposes, and to contribute towards the cost of the acquisition of such lands by local authorities in the County. The powers of the Borough Council and the Middlesex County Council have been exercised liberally in regard to the Borough, and in a number of instances lands have been acquired as the result of joint action. It is the practice in regard to all parks, open spaces, &c., whether acquired by the Borough Council or the County Council, for their day-to-day maintenance and administration to be undertaken by the Borough Council.

Prevention of River Pollution

I. The Middlesex County Council are the local authority for the purposes of the Rivers (Prevention of Pollution) Act, 1951.

HOUSING

Provision of Houses

I. The Borough Council are the local authority for this purpose (Housing Act, 1957, Part V), and have erected 2,736 houses and flats, and 341 temporary bungalows.

Slum Clearance

I. The Borough Council are also the local authority for this purpose (Housing Act, 1957, Parts II and III). Wembley is a modern town and the number of houses required to be dealt with is small.

Assistance to other Bodies or Persons to facilitate the Acquisition, Construction and the Improvement of Houses

I. (a) Assistance to Facilitate the Acquisition of Houses

The Middlesex County Council, in pursuance of the Housing Act, 1949, make advances to persons acquiring houses in the Borough. The Borough Council have not undertaken the making of these advances or of advances under the Small Dwellings Acquisition Act, 1899. They have sold approximately 250 of the houses erected by them under the Housing Acts to the tenants of those houses and, in connection therewith, have in the majority of these cases, agreed to a payment of part of the purchase price being secured by mortgage of the house (Housing Act, 1957, Section 104).

(b) Assistance in Regard to the Construction of Houses

The County Council, in pursuance of the Housing Act, 1949, make advances for this purpose.

(c) Improvement of Houses

Neither the County Council nor the Borough Council have made advances for this purpose.

Regulation of Buildings and Bye-laws

I. As is stated earlier, the Borough Council are the local authority for the purpose of these matters (Public Health Act, 1936, Part II). A modern Code of Building Bye-laws is in force.

PERSONAL HEALTH AND WELFARE

(*a*) Powers and Duties under the National Health Service Acts.

(*b*) Mental Health Services.

(*c*) Powers and Duties under the National Assistance Acts.

(*d*) Care of Children.

(*e*) Registration of Nurseries and Child Minders.

I. Except in regard to certain miner functions under the National Assistance Act, 1948, *e.g.*, Section 31 (Contributions to old people's organisations) Section 47. (Removal to suitable premises of persons in need of care and attention) and Section 50 (Burial or Cremation of the Dead) in pursuance of which the Borough Council are the local authority, the Middlesex County Council are the Local Authority for the purpose of the above services, and the present arrangements for the carrying out of their functions are as under:—

(a) Powers and Duties under the National Health Service Acts

The services administered by the County Council as the Local Health Authority in pursuance of Part III of the National Health Service Act, 1946, are the following:—

(i) Health Centres. S.21.

(ii) Care of Mothers and Young Children. S.22.

(iii) Midwifery. S.23.

(iv) Health Visiting. S.24.

(v) Home Nursing. S.25.

(vi) Vaccination and Immunisation. S.26.

(vii) Ambulance Services. S.27.

(viii) Prevention of Illness; Care and After Care. S.28.

(ix) Domestic Help. S.29.

The County Council have not established any Health Centres in pursuance of Section 21 of the Act.

The other services, except the ambulance service, are administered under the direction of the County Council's Health Committee and the County Medical Officer of Health. The County Council have divided the County into ten areas and in respect of each area annually appoint an Area Health Committee which exercises certain of the functions of the County Council's Health Committee. Area No. 6 comprises the Boroughs of Willesden and Wembley. The members of this Committee number 20, consisting of seven members nominated by the Willesden Borough Council, six by the Wembley Borough Council and seven by the County Council. Each Area is staffed by an organisation under the direction of a local Area Medical Officer of Health.

The ambulance service is administered by the Fire Brigade Committee of the County Council.

(b) Mental Health Services

These services, so far as they are Local Government services, are administered by the Health Committee of the County Council and the County Medical Officer of Health. The administration is centralised except that the County is divided into five divisions, in each of which there is a Divisional Office and attached thereto Authorised Officers. Wembley is part of the Central Division comprising the Boroughs of Acton, Hendon, Wembley and Willesden, and the Divisional Office is situated in Willesden.

(c) Powers and Duties under the National Assistance Acts

The services for which the County Council are the Local Authority for the purposes of the National Assistance Act, 1948, include the provision of residential accommodation under Section 21 of the Act, and ancillary arrangements, welfare arrangements for disabled persons (blind, deaf, dumb, crippled persons, &c.) and the registration of disabled persons' or old persons' homes, and disabled persons' charities. The County Council administer the services through their Welfare Committee and the Department of the County Welfare Officer.

The administration is centralised, except that in regard to domiciliary visiting the County is divided into 10 areas co-terminous with the areas referred to in (*a*) above. In each area there is an Area Welfare Officer.

(d) Care of Children

The Middlesex County Council are the Local Authority for the purposes of the Children's Act, 1948. The service is administered centrally by the Statutory Children's Committee and the Children's Officer of the County Council, except that in this instance also there is a division of the County into 10 areas co-terminous with the areas referred to in (*a*) and (*c*) above. In respect of each area there is a Children's Area Office.

(e) Registration of Nurseries and Child Minders

The Middlesex County Council, as the Local Health Authority, administer the provisions of the Nurseries and Child Minders Regulation Act, 1948, through their Health Committee and the Area Health Committees. In some measure there stands referred to the latter Committees the day-to-day administration of the Act, but to a material degree the administration is centralised.

It is asserted that the arrangements referred to above are defective in the following respects:—

(1) The centralised administration which exists in regard to each of these services has created in each case an organisation which is too complex, and in regard to which the control from the County Council's Offices at Westminster is too remote from the areas in which the services are provided.

(2) The centralising of control has made it necessary for the County Council to impose standards of service which are largely uniform throughout the County, and are not sufficiently flexible to meet particular local needs.

(3) The domiciliary care of mental patients is not linked with the other domiciliary services of the County Council.

(4) The administration of the functions concerning the welfare of disabled persons is not under the direction of the County Medical Officer of Health.

II. All the defects referred to above are related to the organisation of Local Government.

Prior to the coming into force of the National Health Service Act, 1946, the Borough Council were responsible for the personal health services which were by that Act transferred to the County Council. The services were administered under the direction of one or two Committees of the Borough Council and the local Medical Officer of Health, except in the case of the Ambulance Service which was administered as a part of the Fire Brigade Service.

The administration of these personal health services was then free from elaboration, and the members of the Borough Council, and their Committees, were able easily in regard to the services to comprehend the needs of the Borough. They were able readily to control the measure and quality of the services provided, and if emergency action were necessary it was possible for this action to be taken speedily.

Under the present arrangements it is inevitable that the County Council should impose a large measure of centralised control. Apart from the remoteness of the members of the County Council from the public which is inseparable from this, it does, in addition, require the imposition of standards of service and an organisation which cannot always pay due regard to any special need of the locality in which the service is provided, and at the point at which the services are provided it is not always possible speedily to make adjustments, for example in regard to staffing, which emergencies make desirable.

III. It is asserted that the defects referred to would be remedied if, subject to what is said below, the Borough Council became the Local Authority for the services in the place of the Middlesex County Council. If this change were made the services would be administered directly by a Committee or Committees of the Borough Council and their local Medical Officer of Health. The duplication of administrative effort and the consequential additional cost which is inevitable under the present arrangments, for example, in regard to the personal health services, would be avoided. The standards of service would more readily conform to local needs. All the domiciliary services, including the home care of mental patients and the preventative aspect of that service, and the welfare of disabled persons, would be under the intimate direction of the local Medical Officer of Health and his staff.

The Borough Council are of the opinion that the Ambulance Service for the County might continue to be administered centrally, and that in regard to the Care of Children, it might be that that service should continue to be administered centrally by the Statutory Children's Committee and the Children's Officer of the County Council.

Notification of Infectious Diseases

I. The Medical Officer of Health of the Borough is the Officer to whom these notifications are given, and the Borough Council are the local authority for the purpose of the relevant provisions of the Public Health Acts.

Health Education

I. The County Council and the Borough Council from time to time exercise their powers in regard to this matter. The County Council have not established Health Centres for the purposes (*inter alia*) of Section 21 (1) (*f*) of the National Health Service Act, 1946.

TOWN AND COUNTRY PLANNING

Town and Country Planning

I. The County of Middlesex Development Plan prepared in pursuance of the Town and Country Planning Act, 1947, was approved by the Minister of Housing and Local Government on the 19th June, 1956. The Middlesex County Council as the

Local Planning Authority have delegated to the Borough Council certain of their powers and duties under Part III of the Act.

The defects encountered by the Borough Council in regard to the present arrangements are that the delegation is not free and unfettered, involves an expensive control over the actions of the Borough Council far more detailed than the circumstances warrant, and tends unnecessarily to increase the number of consultations which an applicant for planning permission is required to seek with local authority technical officers.

II. The defects complained of above are directly attributable to the organisation of local government in the area. Prior to the approval by the Minister of the County Development Plan there was justification for the County Council retaining in their hands a measure of control over the day-to-day administration of planning in the area. The County Development Plan established basic principles to be followed in regard to any development of land which might be proposed. Notwithstanding this, the County Council still retain the same measure of control over the Borough Council as they did before the approval of the Development Plan.

The functions of the County Council as the Local Planning Authority are administered by the Planning Committee of the County Council and by four Area Planning Committees, the membership of each of which is composed in part of Members of the County Council and in part of Members of the Local Authorities in the area served by the Committee. The Borough Council have their own Planning Committee which reaches decisions upon all planning applications other than those "excepted" from the scheme of delegation by the officers of the County Council. These "excepted" applications are first considered by the officers of the Borough Council and reported upon by them to the Planning Committee of the Borough Council. Any decision of the Planning Committee of the Borough Council is submitted to the Area Planning Committee as a recommendation of the Borough Council along with a report upon the application prepared by the officers of the County Council.

The Borough Council regard the present arrangements as defective for the following reasons:

(*a*) The arrangements unnecessarily add materially to the burden of administrative work which the officers of the Borough Council are called upon to perform.

(*b*) The intervention of the County Council in local planning has resulted in the administration being excessively expensive.

(*c*) Prior to the coming into force of the Act of 1947 an applicant for planning permission was able to obtain any informatin he desired regarding his application, and to give all the explanations required by the Borough Council (the then Planning Authority) by the making of one visit to the Town Hall. Under the present arrangements the applicant for planning permission sometimes finds himself required to undertake a number of separate consultations with the officers of the Borough Council and of the County Council.

III. The defects analysed above would be remedied if there were a direct conferment upon the Borough Council of the functions of the local planning authority under Part III of the Act of 1947, and any functions ancillary thereto. Alternatively, if it were decided that the County Council must remain the Local Planning Authority, the defects would be remedied only if there were delegation which was, in fact, free and unfettered.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

I. The County Council are the local authority for carrying out the provisions of the Act of 1949 in their limited application to the Borough.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

I. There are in the Borough the following lengths of highways repairable by the inhabitants at large:—

	Mileage
Unclassified Roads	112·36
Trunk Road (Edgware Road)	1·59
Classified Roads	
Class I	15·36
Class II	4·47
Class III	9·00
TOTAL	143 (approx.)

The Trunk Road along the centre of which is the boundary between Hendon and Wembley, is maintained in part by the County Council and in part by the Hendon Borough Council as the agents of the Minister of Transport. The County Council themselves maintain, as highway authority, a number of the Classified Roads, the aggregate length of which amounts to 14½ miles. In regard to the residue, these are maintained by the Borough Council either as "claimed" roads or as agents of the Middlesex County Council.

The Borough Council regard as unnecessary the existence of a separate road maintenance organisation for the purpose of the 14½ miles of road retained by the County Council.

In regard to the present arrangements for the maintenance by the Borough Council of the "claimed" Roads, inevitable duplication of administration arises, and the Borough Council regard this as a defect in the present arrangements.

II. Under the present arrangements it is necessary for any expenditure upon either the maintenance (including the cleansing) or the improvement of the "claimed" or "agency" Roads to receive the approval of both the Borough Council and the County Council. If the expenditure is of a nature requiring the approval of the Minister of Transport, such approval normally involves the employment of the Officers of both the Borough Council and the County Council. The accounts of the Borough Council concerning the County Roads maintained by them are audited both by the County Council Auditors and the District Auditor. The road maintenance organisation of the County Council operates entirely separately from the road maintenance organisation of the Borough Council. These obvious defects in the present arrangements are attributable to the organisation of Local Government.

III. The Borough Council are of the opinion that these defects should be remedied by the conferment directly upon them of the function of maintaining all the County Roads in the Borough.

Street Lighting

The Borough Council are the lighting authority in regard to all streets in the Borough.

Naming of Streets and Numbering of Houses

The Council as the local authority for these purposes exercise the functions as occasion requires.

Parking Places

The Borough Council are the local authority for the purpose of providing parking places on land other than a street. At the instigation of the Borough Council, parking places have been established by the Minister of Transport (London Traffic Act, 1924) in streets in the Borough.

Road Safety

I. The Borough Council have established a Road Safety Council for the Borough, the membership of which is widely representative of all bodies having an interest in the matter, including the Police. The Borough Council do not exercise any detailed control over the activities of the Road Safety Council other than an insistence that those activities be closely related to the estimates of expenditure approved by the Borough Council and the Minister of Transport. The arrangements work well in practice.

Bus Shelters

I. Bus Shelters are provided by the London Passenger Transport Board and by the Borough Council (London Passenger Transport Act, 1934, S.104; Local Government (Miscellaneous Provisions) Act, 1953).

Private Street Works

The Private Street Works Act, 1892, is in force in the Borough, and the powers of the Borough Council are exercised thereunder as occasion requires.

The above statement has so far dealt with those services which will first receive the consideration of the Commission (Paragraph 3 of the letter of the Chairman of the Commission). Because from time to time the administration in Middlesex of the Food and Drugs Acts has received the special consideration of the local authorities in the County, the Borough Council submit the observations upon that subject which follow. When in due course the Commission decide to examine the position in relation to other services the Borough Council would like an opportunity of considering the desirability of submitting their views in regard to those other services.

FOOD AND DRUGS ACT, 1955

I. Each of the Borough and District Councils of the County are in their respective areas the " local authority " for certain of the provisions of this Act.

Section 83 of the Act, re-enacting provisions of the Food and Drugs Act, 1938, provides, *inter alia*, that in a Non-County Borough or Urban District in which the population, according to the last published Census is 40,000 or upwards, the Council of the Borough or District shall be the " Food and Drugs Authority ". This is subject to the further provision that where in any case the Council of a Borough or Urban District would accordingly become the Food and Drugs Authority, the Minister may direct that the County Council shall nevertheless continue to be the Food and Drugs Authority. There are two such directions in force in regard to Middlesex, one made by the Minister in 1939, and the other made by him in 1953, the effect of which, combined with the other provisions of the Section, is that the County Council are the Food and Drugs Authority throughout the County. The County Council administer their functions centrally under the direction of their General Purposes Committee and the Chief Officer of the Public Control

Department of the County Council. For the purposes of the Act the County is divided into three Divisions, each having attached to it a Divisional Chief Inspector, and Inspectors. It is asserted that the Food and Drugs provisions of the Act should be administered by the Borough and Urban Districts in the County, and the fact that this is not so is a defect in the present arrangements.

II. Of the 26 Borough and Urban Districts in the County all but four have a population exceeding 40,000. Nine of the Authorities have a population exceeding 100,000. In these circumstances there is clearly a strong *prima facie* case for the revocation by the Minister of the directions made by him in 1939 and 1953. The defect is one related to the organisation of local government.

III. The defect would be remedied in part if the directions were revoked by the Minister of Health in pursuance of the powers given to him by Section 83(3) of the Act. In such an event the 22 Local Authorities with populations exceeding 40,000, including the Wembley Borough Council, would become the Food and Drugs Authorities in their respective areas, and the administration of the service would be localised in those areas.

In regard to the four remaining Authorities, each of which has a population exceeding 20,000, the Minister might direct, in pursuance of Section 83(3) of the Act, that they should be the Food and Drugs Authorities.

KENNETH TANSLEY,
Town Clerk.

Wembley.
June, 1958.

Evidence Submitted by The Willesden Borough Council

INTRODUCTORY

Willesden was incorporated as a borough in 1933. It has an area of 4,634 acres and estimated population of 174,100 and a total rateable value of £2,800,000. A rate of one penny in the £ is estimated to produce £11,100. Willesden has the fourth largest population of non-county boroughs in England and Wales, and it is bigger in population and rateable value than the majority of county boroughs including Bolton, Derby, Middlesborough, Salford, Stockport, Swansea, West Ham and Wolverhampton.

Willesden is a fully developed urban area having a large concentration of industry, including a sizeable part of the Park Royal Industrial area. Large portions of the Borough are covered with small terrace type housing.

The General Rate levied by the Borough in each of the last ten years was as follows:—

	Borough Council requirements		*Middlesex County Council Precept*		*Police Precept*		*Total rate in the £*		*Net rate income*
	s.	*d.*	*s.*	*d.*	*s.*	*d.*	*s.*	*d.*	£
1949–50	5	3	9	6	1	9	16	6	1,297,444
1950–51	5	4	10	6	1	8	17	6	1,422,298
1951–52	5	4	11	0	1	8	18	0	1,461,801
1952–53	5	4	11	0	1	10	18	2	1,488,120
1953–54	5	9½	13	8	2	0½	21	6	1,750,945
1954–55	5	9	13	6	2	0	21	3	1,756,210
1955–56	6	3	12	6	1	11	20	8	1,718,824
1956–57	4	2¾	8	4	1	5¼	14	0	2,036,558
1957–58	4	10¾	9	10	1	7¼	16	4	2,205,500
1958–59	5	6¾	10	3	1	6¼	17	4	2,308,800

What follows is a statement of evidence submitted in response to paragraph 4 of the letter of the Chairman of the Royal Commission, dated the 17th February, 1958.

EDUCATION

I. The present school population in maintained schools in Willesden (Form 7 Schools 1958) was 22,200. The number of schools being 1 Nursery, 43 Primary, 22 Secondary and 2 Day Special.

Prior to the Education Act, 1944 the Borough Council was a Part III Education Authority, and responsible for all elementary education. Throughout the first half of this century it built up a highly regarded and efficient system of education using its powers to the full.

The Borough also contains the Willesden Technical College and the Kilburn Polytechnic, two of the largest institutions of their kind in the County.

Under the Education Act, 1944 the Borough Council are now the Divisional Executive for the Borough and act in pursuance of a Scheme of Divisional Administration. Functions, for example in regard to advanced Technical Education, Training of Teachers and University Scholarships, not the subject of the above Scheme, are exercised directly by the Middlesex County Council as the local education authority.

The defect in these arrangements is that the delegation to the Borough Council effected by the Scheme is so fettered that it leads to considerable duplication and delay.

II. The Scheme, while purporting to delegate to the Borough Council many of the functions of the Local Education Authority, do so subject to conditions which not only materially diminish the content of the delegation, but create an administrative system which is cumbersome and consequently not sensitive to local needs. While it is recognised that a measure of control by the Local Education Authority is inseparable from the arrangements as they now exist, the conditions, in a number of instances, give to the Local Education Authority an unnecessarily meticulous control over the actions of the Divisional Executive. The implementation of this control requires an undue amount of reference to the County Education Committee and inevitably results in a great deal of unnecessary and expensive duplication of administration and frequently material delays.

III. In the opinion of the Borough Council, the defect in the present arrangements would be remedied by the direct conferment upon the Borough of the functions relating to education comprised in the Scheme referred to under Heading I. In this connection the Borough Council supports the views which are expressed by the Middlesex Excepted Districts' Association, of which the Borough Council is in membership.

Agricultural Education and Youth Employment Services

I. These services are administered directly by the County Council as the local education authority. The Agricultrual Education Service is administered centrally; the Youth Employment Service in part centrally and in part locally through Youth Employment Bureaux and a local Youth Employment Committee.

ENVIRONMENTAL HEALTH

Bath, Wash-houses and Bathing Places

I. The Borough Council have provided two open air Swimming Pools. (Public Health Act, 1936, Part VIII). The Middlesex County Council have not, in Willesden, exercised the power in this respect given to them by the Physical Training and Recreation Act, 1937.

Control of Watercourses, Ditches and Ponds

I. The Statutory provisions dealing with water-courses, ditches, ponds, &c., are contained in the following:—

(*a*) Public Health Act, 1936, Part XI, Sections 259–265 inclusive;

(*b*) The Middlesex County Council Act, 1944, Part V, (Protection of Streams).

The Borough Council are the local authority for the purpose of the provisions of the Public Health Act, 1936, relating to these matters.

Part V of the Middlesex County Council Act, 1944, confers upon the Middlesex County Council wide powers in regard to streams within the County for the purpose (*inter alia*) of maintaining the banks of the streams, the free flow of the streams, and for the prevention of flooding. Section 144 authorises a local authority in the County, with the approval of the County Council, also to take steps to prevent obstruction to streams, and Section 160 authorises such a local authority to contribute towards expenditure incurred by the County Council.

II. The powers vested in the County Council by the Act of 1944 are permissive only, and this is regarded by the Borough Council as a defect in the present arrangements.

The principal streams in the Borough are the River Brent, Mitchell Brook and Harlesden Brook. The latter two have been largely culverted.

Disinfestation of Premises and Articles

I. The Borough Council are the local authority for this service. (Public Health Act, 1936, Section 167).

Drainage of Trade Premises Act

I. The main sewage from far the greater part of the Borough is disposed into the London County Council sewers but a small part (known as the Brent area) drains into the sewers of the Middlesex County Council for eventual disposal at Mogden. A small part of this sewage passes also through Wembley, Ealing and Acton sewers before reaching the Middlesex County Council main sewers. The Middlesex County Council has also a Neasden Valley sewer project in mind for construction in the future.

As regards that part of the Borough draining into the London County Council sewers, drainage of trade effluent is controlled by agreements between the trader and the two Councils made under the Public Health Act. It is shortly proposed to adopt the Public Health (Drainage of Trade Premises) Act, 1937 and thereafter agreements will be made under this Act.

As regards that part of the Borough draining into the Middlesex County Council sewers, drainage of trade effluent is controlled by agreements between the trader and the two Councils based on the Public Health (Drainage of Trade Premises) Act, 1937.

No defects in this system are encountered but there are limits to the volume of effluent which may be drained by the Borough Council into the sewers of the two County Councils.

Mortuaries and Post-Mortem Rooms

I. The Borough Council, who are the local authority for this service (Public Health Act, 1936, Section 198), provided many years ago an efficient Mortuary and Post-Mortem Room. An adjoining Coroner's Court was also specially built.

Public Conveniences

I. The Borough Council are the local authority for the provision of public conveniences (Public Health Act, 1936, Section 87). The number they have provided is not adequate, and they are taking steps to provide additional conveniences. The Middlesex County Council have not, within the Borough, exercised the powers given to them by sub-section (2) of Section 87.

Refuse Collection and Disposal

I. The Borough Council operate a regular weekly collection of house refuse and regular collection of trade refuse under the direction of the Borough Engineer and Surveyor. Disposal of refuse after collection has been by controlled tipping at the Council's tip alongside the North Circular Road in the Borough. Use of this will be discontinued in September, 1958 when arrangements come into force by which the refuse will be carted to Yiewsley and West Drayton and tipped there. The agreement covering this is with the Urban District Council and will last, in the first place, for 12 years.

Regulation of Buildings and Sanitation of Buildings

I. The Borough Council are the local authority in respect of these matters (Public Health Act, 1936, Part II). A modern Code of Building Bye-laws is in force.

Sewerage and Sewage Disposal

I. As had been referred to under the heading "Drainage of Trade Premises", the London County Council and the Middlesex County Council are the sewage *disposal* authorities, and sewage from premises in the Borough passes through the public sewers of the Borough Council to the trunk sewers of the London and Middlesex County Councils. A number of agreements exist with neighbouring authorities as to the reception into their sewers of drainage from certain premises in the Borough and vice versa. The above arrangements function smoothly, and there is no defect to which the Borough Council desire to draw attention.

Street Cleansing

I. The Borough Council cleanse all streets of the Borough and also all County Roads except the North Circular Road which is cleansed by the County Council.

The total length of the roads in the Borough is 115 miles.

II. Section 77 of the 1936 Act contemplates that the Borough Council may undertake the cleansing of *all* streets in the Borough. The Borough Council are prepared to undertake the cleansing of all roads in the Borough.

Burial Grounds, Cemeteries and Crematoria

I. The Borough Council are the local authority in respect of these services. They have two burial grounds established under the Burial Acts, and a lawn cemetery at Kingsbury in the adjoining Borough of Wembley, immediately to the north of the Borough. The Borough Council have not established a crematorium, but have an agreement with N.W. London Crematorium Ltd. whereby the Borough Council operates for the benefit of its residents, a Borough Cremation Service at charges to the public fixed by the Council.

Parks and Open Spaces

Powers and Duties under the Physical Training and Recreation Act, 1937

I. The Borough Council exercise their functions in regard to these matters in pursuance of the Public Health Acts, the Act of 1937, the Local Government Act, 1948, and certain provisions of the Middlesex County Council Acts of 1944 and 1956. The Middlesex County Council are empowered by their Act of 1944 to acquire land for these purposes, and to contribute towards the cost of the acquisition of such lands by local authorities in the County. In a number of instances lands have been acquired by the Borough Council with a contribution from the County Council. It was made a condition of these contributions that the then Urban District should never apply for County Borough status. Breach of the conditions make the contribution repayable. One park in the Borough is owned and administered by the London County Council to whom it was given on trust for the public. The Council have a policy of making use of the parks in conjunction with its developing entertainment policy. Entertainment now costs some £20,000 per annum and the parks are involved in such events as the Annual Carnival, Annual Regatta, Annual Horticultural Show (at each of these events attendances have exceeded 20,000) and such other occasions as concerts, beauty competitions, sports, &c.

Prevention of River Pollution

I. The Middlesex County Council are the local authority for the purposes of the Rivers (Prevention of Pollution) Act, 1951.

HOUSING

Provision of Houses

I. This has been the Council's main preoccupation since the end of the last war. It took several forms—the restoration of war damage (some £5m was spent on this); building prefabricated bungalows; requisitioning; maintenance of general housing standards by repair notices under the Public Health and Housing Acts (the Council has some 20 Public Health Inspectors); in-filling by new buildings on bomb cleared sites; redevelopment and slum clearance. Concurrently the Council has always co-operated in the development of new and expanded towns.

The Council closed its housing waiting list a year ago when it had some 11,000 families listed.

The Borough Council are the local authority for this purpose (Housing Act, 1957, Part V), and have erected 2,333 houses and flats, and 499 temporary bungalows.

Requsisitioning was heavily resorted to during and after the war. A total of 1,608 families was at one time housed in requisitioned houses. Action under the Requisitioned Houses and Housing (Amendment) Act, 1955 is being taken in an endeavour to solve the whole problem by 1960. As a result of offers by owners to take back requisitioned houses with the Council's tenants in and efforts by the Council to empty requisitioned houses, the number of families in requisitioned properties has been reduced to 843. The Council is now in the middle of a policy of buying up those houses still under requisition which the owners will sell and also any suitable vacant houses in the Borough for use in rehousing tenants from requisitioned houses which the owners will not sell. The cost of this purchase scheme is likely to exceed £750,000 and a loan sanction of £300,000 to start the scheme has already been issued by the Ministry of Housing and Local Government, and partially used.

Slum Clearance

I. The Borough Council are also the local authority for this purpose (Housing Act, 1957, Parts II and III).

The southern and western parts of Willesden are the oldest parts of the Borough and parts of these areas are becoming obsolescent. A survey of slums was made under Section 1 of the Housing Repairs and Rent Act, 1954 as a result of which a programme was prepared by the Borough Council and approved by the Minister of Housing and Local Government for demolishing within five years the following unfit houses:—

Individual houses	250
Houses in clearance areas	297
	547

As each of the above houses is occupied by some three families rehousing is a great problem.

The Council are dealing with clearance areas by purchase so that they can themselves demolish and use the cleared sites for providing new houses which can, in turn, be used for further slum clearance. Despite this there is an overspill from slum clearance which is a very serious and difficult matter to overcome.

Redevelopment

I. The Borough Council are the authority under the Town and Country Planning Act, 1947 for actually carrying out general redevelopment although the Middlesex County Council (in consultation with the Borough Council) is the authority for protecting it by appropriate provisions in the County Plan.

The Borough Council are now carrying out the South Kilburn Redevelopment Scheme. This comprises an area of some 61 acres. The scheme provides for retaining the existing predominantly residential character of the area though a displacement of an estimated number of 2,250 persons is anticipated to provide improved school facilities, open spaces and better living conditions for the 4,000 persons who will be accommodated in the area when redevelopment is completed.

Redevelopment is proceeding on the basis of outright purchase, demolition and complete rebuilding by the Council. Up to the present time some £1,000,000 has been spent, and building contracts for further blocks of flats valued at roughly £550,000 are being prepared. When completed the whole scheme will cost several millions of pounds and continue for another ten to fifteen years.

The area of the above scheme is defined in the approved Middlesex Town Plan as one of comprehensive development.

The Borough Council would have liked the Middlesex Town Plan to have designated several other areas of the Borough as ones of comprehensive development. This was not however found possible in the first plan and remains for future action. The Borough Council (in collaboration with the County Council) is now actively surveying the Stonebridge and Lower Place areas (about 80 acres) for possible redevelopment.

New Towns

I. Some 1,680 families have gone from Willesden to the new towns (mainly Hemel Hempstead). As accommodation vacated has been filled up at once (except where sons and daughters have got married, lived with their parents for a time and then moved to a new town) it is difficult to estimate the usefulness in a direct way of new towns to Willesden. Futhermore there has been a gradual falling of the total population.

Assistance to other Bodies or Persons to facilitate the Acquisition, Construction and the Improvement of Houses

I. (a) Assistance to facilitate the acquisition of houses

The Borough Council, in pursuance of the Housing Act, 1949, make advances to persons acquiring houses in the Borough. The Borough Council have also undertaken the making of these advances under the Small Dwellings Acquisition Act, 1899. They have not agreed to sell any Council houses.

(b) Improvement of houses

The Borough Council have made advances for this purpose, and also for repairs.

Generally as to advances under (a) and (b) above current high interest rates are restricting action; advances are restricted for the time being to houses valued at not more than £2,500 and to applicants who are facing eviction under the Rent Act, 1957 or occupying requisitioned premises, or are buying the freehold of a house of which they already own the leasehold.

Regulation of Buildings and Bye-laws

I. As is stated earlier, the Borough Council are the local authority for the purpose of these matters (Public Health Act, 1936, Part II). A modern Code of Building Bye-laws is in force.

PERSONAL HEALTH AND WELFARE

(*a*) Powers and Duties under the National Health Service Acts.

(*b*) Mental Health Services.

(*c*) Powers and Duties under the National Assistance Acts.

(*d*) Care of Children.

(*e*) Registration of Nurseries and Child Minders.

I. Except in regard to certain minor functions under the National Assistance Act, 1948, *e.g.* Section 31 (Contributions to old people's organisation) Section 47, (Removal to suitable premises of persons in need of care and attention) and Section 50 (Burial or Cremation of the Dead) in pursuance of which the Borough Council are the local authority, the Middlesex County Council are the local authority for the purpose of the above services, and the present arrangements for the carrying out of their functions are as under:—

(a) Powers and Duties under the National Health Service Acts

The services administered by the County Council as the Local Health Authority in pursuance of Part III of the National Health Service Act, 1946, are the following:—

(i) Health Centres. S.21.
(ii) Care of Mothers and Young Children. S.22.
(iii) Midwifery. S.23.
(iv) Health Visiting. S.24.
(v) Home Nursing. S.25.
(vi) Vaccination and Immunisation. S.26.
(vii) Ambulance Services. S.27.
(viii) Prevention of Illness; Care and After Care. S.28.
(ix) Domestic Help. S.29.

The County Council have not established any Health Centres in pursuance of Section 21 of the Act. They have however built at a cost of some £36,000 the new Pound Lane Clinic in Willesden. This is only one of four clinics the Borough Council planned to build when the County Council became the Health Authority ten years ago.

The other services, except the ambulance service, are administered under the direction of the County Council's Health Committee and the County Medical Officer of Health. The County Council have divided the County into ten areas and in respect of each area annually appoint an Area Health Committee which exercises certain of the functions of the County Council's Health Committee. Area No. 6 comprises the Boroughs of Willesden and Wembley. The members of this Committee number 20, consisting of seven members nominated by the Willesden Borough Council, six by the Wembley Borough Council and seven by the County Council. Each Area is staffed by an organisation under the direction of a local Area Medical Officer of Health.

The ambulance service is administered by the Fire Brigade Committee of the County Council.

(b) Mental Health Services

These services, so far as they are Local Government services, are administered by the Health Committee of the County Council and the County Medical Officer of Health. The administration is centralised except that the County is divided into five divisions, in each of which there is a Divisional Office and attached thereto Authorised Officers. Willesden is part of the Central Division comprising the Boroughs of Acton, Hendon, Wembley and Willesden, and the Divisional Office is situate in Willesden.

(c) Powers and Duties under the National Assistance Acts

The services for which the County Council are the Local Authority for the purposes of the National Assistance Act, 1948, include the provision of residential accommodation under Section 21 of the Act, and ancillary arrangements, welfare arrangements for disabled persons (blind, deaf, dumb, crippled persons, &c.) and the registration of disabled persons or old persons homes, and disabled persons charities. The County Council administer the services through their Welfare Committee and the Department of the County Welfare Officer.

The administration is centralised, except that in regard to domiciliary visiting the County is divided into ten areas co-terminous with the areas referred to in (*a*) above. In each area there is an Area Welfare Officer.

(d) Care of Children

The Middlesex County Council are the Local Authority for the purposes of the Children's Act, 1948. The service is administered centrally by the Statutory Children's Committee and the Children's Officer of the County Council, except that in this instance also there is a division of the County into ten areas co-terminous with the areas referred to in (*a*) and (*c*) above. In respect of each area there is a Children's Area Office.

(e) Registration of Nurseries and Child Minders

The Middlesex County Council, as the Local Health Authority, administer the provisions of the Nurseries and Child Minders Regulation Act, 1948, through their Health Committee and the Area Health Committees. In some measure there stands referred to the latter Committees the day-to-day administration of the Act, but to a material degree the administration is centralised.

II. It is asserted that the personal health and welfare arrangements referred to above are defective in the following respects:—

(1) The centralised administration which exists in regard to each of these services has created in each case an organisation which is too complex, and in regard to which the control from the County Council's Offices at Westminster is too remote from the areas in which the services are provided.

(2) The centralising of control has made it necessary for the County Council to impose standards of service which are largely uniform throughout the County, and are not sufficiently flexible to meet particular local needs.

(3) The domiciliary care of mental patients is not linked with the other domiciliary services of the County Council.

(4) The administration of the functions concerning the welfare of disabled persons is not under the direction of the County Medical Officer of Health.

All the defects referred to above are related to the organisation of Local Government.

Prior to the coming into force of the National Health Service Act, 1946, the Borough Council were responsible for the personal health services which were by that Act transferred to the County Council. The services (including ambulance service) were administered under the direction of one or two Committees of the Borough Council and the local Medical Officer of Health.

The administration of these personal health services was then free from elaboration, and the members of the Borough Council, and their Committees, were able easily in regard to the services to comprehend the needs of the Borough. They were able readily to control the measure and quality of the services provided, and if emergency action were necessary it was possible for this action to be taken speedily.

Under the present arrangements it is inevitable that the County Council should impose a large measure of centralised control. Apart from the remoteness of the members of the County Council from the public which is inseparable from this, it does, in addition, require the imposition of standards of service and an organisation which cannot always pay due regard to any special need of the locality in which the service is provided, and at the point at which the services are provided it is not always possible speedily to make adjustments, for example in regard to staffing, which emergencies make desirable.

III. It is asserted that the defects referred to would be remedied if the Borough Council became the Local Authority for the services in the place of the Middlesex County Council. If this change were made the services would be administered directly by a Committee or Committees of the Borough Council and their local Medical Officer of Health. The duplication of administrative effort and the consequential additional cost which is inevitable under the present arrangements, for example, in regard to the personal health services, would be avoided. The standards of service would more readily conform to local needs. All the domiciliary services, including the home care of mental patients and the preventative aspect of that service, and the welfare of disabled persons, would be under the intimate direction of the local Medical Officer of Health and his staff.

The care of foster children should be a function of the Borough Council and similarly the medical supervision of the special training schools at Neasden and Bertie Road. Furthermore the medical supervision of children at the children's homes in Barretts Green Road, Nicoll Road and Prout Grove which is delegated to the County Council area organisation should be administered by the Borough Council.

Notification of Infectious Diseases

I. The Medical Officer of Health of the Borough is the Officer to whom these notifications are given, and the Borough Council are the local authority for the purpose of the relevant provisions of the Public Health Acts.

Health Education

I. The County Council and the Borough Council from time to time exercise their powers in regard to this matter. The County Council have not established Health Centres for the purposes (*inter alia*) of Section 21(1)(*f*) of the National Health Service Act, 1946.

TOWN AND COUNTRY PLANNING

I. The County of Middlesex Development Plan prepared in pursuance of the Town and Country Planning Act, 1947 was approved by the Minister of Housing and Local Government on the 19th June, 1956. The preparation of this Plan was done by the Middlesex County Council in consultation with district councils.

II. The functions of the County Council as the Local Planning Authority are administered by the Planning Committee of the County Council and by four Area Planning Committees, the membership of each of which is composed in part of members of the County Council and in part of members of the local authorities in the area served by the Committee. The Borough Council have their own Planning Committee which reaches decisions upon all planning applications other than those "excepted" from the scheme of delegation by the officers of the County Council. "Excepted" applications are as follows:—

(*a*) Those considered to be of particular interest by reason of liability to prejudice the Development Plan.

(*b*) Those likely to give rise to liability for compensation.

(*c*) Those affecting any county or trunk road or any land within 220 feet of the centre thereof.

These "excepted" applications are first considered by the officers of the Borough Council and reported upon by them to the Planning Committee of the Borough Council. Any decision of the Planning Committee of the Borough Council is submitted to the Area Planning Committee as a recommendation of the Borough Council along with a report upon the application prepared by the officers of the County Council. If agreement as to how the application should be dealt with is not reached to the satisfaction of all concerned the application eventually goes to the County Planning Committee for final decision and the Borough Council may appear before the County Planning Committee to press its views on how the application should be dealt with. The final decision in these cases however rests with the Middlesex County Council, as indeed does the selection of which applications fall within the three categories of "excepted" applications.

In general terms the Borough Council regards the division of functions between the Local Planning Authority and the Borough Council as reasonably satisfactory and as having worked satisfactorily over the past years.

The Borough Council would not oppose more complete and effective delegation of functions to them but they realise that the overall interest of the County Council can safeguard matters of regional importance which are also of great interest to district councils.

III. It may well be that the present functions carried out by the Borough Council as delegated functions could be conferred upon the Borough as of right or that existing duplication of administrative work may be remedied by fuller delegation.

The Council takes the view that the County Council, in addition to its general supervision of development under the Development Plan, must take an active part in positive implementation of such Plan. In this way the expense involved in such implementation, which for historical reasons must be greater in some areas of the County than in others, can be fairly spread over the whole County.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

I. The County Council are the local authority for carrying out the provisions of the Act of 1949 in their limited application to the Borough.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

I. There are in the Borough the following lengths of highways repairable by the inhabitants at large:—

	Mileage
Unclassified Roads	84
Trunk Roads (Edgware Road)	1¾
(North Circular Road) ..	3½
Classified Roads	
Class I	10
Class II	5½
Class III	11
	115¾

The Edgware Trunk Road, along the centre of which is the boundary between Willesden on one side and Hendon and Hampstead on the other, is maintained in part by the Borough Council and in part by the Hendon and Hampstead Borough Councils as the agents of the Minister of Transport. The North Circular Trunk Road is maintained by the Middlesex County Council as agent for the Minister of Transport. The Borough Council maintains all the Classified Roads as "claimed" roads, and also the unclassified roads.

II. The Borough Council regard as unnecessary the existence of a separate road maintenance organisation for the purpose of the 3½ miles of road maintained by the County Council as Ministry of Transport agents.

Under the present arrangements it is necessary for any expenditure upon either the maintenance (including the cleansing) or the improvement of the "claimed" roads to receive the approval of both the Borough Council and the County Council. If the expenditure is of a nature requiring the approval of the Minister of Transport, such approval normally involves the employment of the Officers of both the Borough Council and the County Council. The accounts of the Borough Council concerning the County Roads maintained by them are audited both by the County Council Auditors and the District Auditor. The road maintenance organisation of the County Council operates entirely separately from the road maintenance organisation of the Borough Council. These obvious defects in the present arrangements are attributable to the organisation of Local Government.

III. The Borough Council are of the opinion that these defects should be remedied by the conferment directly upon them of the function of maintaining all the County Roads in the Borough.

Street Lighting

I. The Borough Council are the lighting authority in regard to all streets in the Borough.

Naming of Streets and Numbering of Houses

I. The Council as the local authority for these purposes exercise the functions as occasion requires.

Parking Places

I. The Borough Council are the local authority for the purpose of providing parking places on land other than a street. At the instigation of the Borough Council, parking places have been established by the Minister of Transport (London Traffic Act, 1924) in streets in the Borough.

Road Safety

I. The Borough Council have established a Road Safety Committee for the Borough, the membership of which is widely representative of all bodies having an interest in the matter, including the Police. The arrangements work well in practice.

Bus Shelters

I. Bus shelters are provided by the London Passenger Transport Board and by the Borough Council (London Passenger Transport Act, 1934, S.104; Local Government (Miscellaneous Provisions) Act, 1953).

Private Street Works

I. The Public Health Act, 1875, is in force in the Borough, and the powers of the Borough Council are exercised thereunder as occasion requires.

R. S. FORSTER,
Town Clerk.

Willesden.
June, 1958.

Evidence Submitted by The Wood Green Borough Council

CONTENTS

Page
Explanatory Notes 562
Education 562
Environmental Health 564
Housing 568
Personal Health and Welfare 571
Town and Country Planning 572
Traffic 574
General Observations 575
Statistics 576

EXPLANATORY NOTES

Defects

The question of defects in present arrangements, an analysis thereof, and the Council's views on suggested remedies, have all been incorporated under a joint heading of II and III at the end of each main function.

Definitions

Throughout this Statement, the following expressions have the meanings assigned to them:—

"The Council" means the Wood Green Borough Council.
"The County Council" means the Middlesex County Council.

Statutory Powers

Generally speaking no reference has been made at this stage to the statutory powers under which the various services are carried out.

EDUCATION

I. A Description of Present Arrangements

(a) Education

This is a function carried out by the County Council. Wood Green is not an excepted district under the Education Act, 1944, there being a Divisional Executive responsible direct to the County Council for local education matters.

The total membership of the said Divisional Executive is 23—made up as follows:—14 members appointed by the Council and six members and three co-opted members by the County Council.

There is a Divisional Education Officer and staff appointed by the County Council, and the Department is in the Council's new Town Hall, a lease having been granted to the County Council of this and other accommodation in the building for a period of 21 years, with an option to renew for a further seven years.

There are 11 schools in the Borough (including Grammar, Secondary Modern and Church Schools) and 6,721 pupils were on the roll at the various schools within the Borough as at 25th April, 1958, sub-divided as follows:—

(i) Infants' Schools ..	1,291
(ii) Primary Schools ..	2,640
(iii) Secondary Modern Schools	1,300
(iv) Grammar Schools	1,490

As regards technical education, suitably qualified boys are transferred at the age of 13 plus to Enfield and Tottenham Secondary Technical Schools for Engineering and Building Trade courses, whilst girls of the same age are transferred to Edmonton Secondary Technical School for Needletrade courses. Additionally a small number of boys and girls are transferred to Tottenham Secondary Technical School for commercial courses.

Facilities are provided for " Further Education " at the Wood Green Evening Institute, the headquarters of which is at Glendale Grammar School. Classes are held at nine annexes within the Borough. There were 1,650 students enrolled for the 101 classes arranged for the 1957–58 session. There is also a Preliminary Technical Course designed to prepare students for entry to more advanced courses at Technical Colleges.

(b) Agricultural Education.—Not applicable.

(c) Youth Employment Service

The County Council as the local Education Authority is responsible for this service in Wood Green.

There is a Youth Employment Committee, the members of which hold office for three years. The constitution provides for a wide representation of interests—members being appointed by the County Council, Divisional Executive, Teachers, Employers and employee organisations and others interested in the welfare of boys and girls. The Regional Controller, Ministry of Labour and National Service, the duly nominated H.M. Inspector of Schools, and the Manager of the local Employment Exchange, are also invited to attend the meetings of the Committee.

This Committee meets at least three times a year, and submits reports both to the County Education Committee and to the local Divisional Executive.

There is a Youth Employment Bureau, accommodation for which is provided in the Council's new Town Hall. The staff comprises a Youth Employment Officer and a clerical assistant.

As in the case of other County Youth Employment Bureaux, there are visits to schools; the progress of persons placed in employment is kept under review; and information and advice is given from time to time.

The Bureau accepts young persons for registration on the Disabled Persons (Employment) Register, and every effort is made in regard to placing for special training and/or for suitable employment.

The Bureau is also responsible for dealing with claims for unemployment benefit and the issue of National Insurance cards to all young persons under 18 years of age.

II and III. Defects, &c.

(a) Education and (c) Youth Employment Service

Prior to the Education Act, 1944, the Council was for many years a Part III Authority, being responsible for elementary education. It also carried out the duties relating to the employment of children.

The Council owned five schools, two of which were built between the wars. Its education functions were carried out efficiently and economically.

Moreover, the Council was in close touch with the day-to-day running of the schools, and was in a position to deal with matters expeditiously, more particularly those which affected other services for which the Council was responsible, *e.g.*, swimming and recreational facilities.

With the appointment of a Divisional Executive, however, many matters hitherto dealt with on the spot have to be referred to the County Council or are the subject of a recommendation to be adopted subsequently by the County Education Committee. This inevitably leads to delay—quite apart from the fact that the remoteness and lack of personal touch on the part of the County Council is not conducive to efficiency and good understanding with local parents.

The Council considers, therefore, that the remedy for these defects is that it should be entrusted with the same powers and duties as are being sought by the Middlesex Excepted Districts Association.

Finally, there would be no difficulty in taking over the staff of the Divisional Executive as, as already stated, they occupy offices in the Council's new Town Hall, and it should also be noted that the majority of the members of the Divisional Executive are members of the Council.

ENVIRONMENTAL HEALTH

I. A Description of Present Arrangements

(a) Baths, Wash-houses and Bathing Places

The Council owns both indoor and open-air baths.

The indoor establishment comprises a swimming pool 100 ft. by 30 ft. together with slipper baths and a laundry for washing towels and slips.

The open-air bath, which adjoins one of the Council's recreation grounds, comprises a swimming pool 165 ft. by 92 ft. and provides accommodation for 776 men and 762 women. Equipment and facilities include an international diving stage, sunbathing terraces, floodlighting, car park and cafe, and, in addition, there is a children's paddling pool 40 ft. by 27 ft.

The Council does not own any wash-houses, nor are there any bathing places.

(b) Control of Watercourses, Ditches and Ponds

There are two watercourses in the Borough, both of which were culverted some thirty years ago. They are maintained by the Council as public surface water sewers (see also " Sewerage and Sewage Disposal " and " Prevention of River Pollution ").

The only ditches remaining in the Borough are situated on Council property (allotments). They are cleansed and kept in repair as part of the allotments maintenance.

(c) Disinfestation of Premises and Articles

Disinfestation of Premises and Articles is carried out by the Council. As far as articles are concerned, if it is considered that steam disinfestation is required, they are conveyed to the Council's disinfecting station where the requisite work is carried out.

(d) Drainage of Trade Premises

At the present time there is only one agreement in force.

As to the disposal of trade effluents see under " Sewerage and Sewage Disposal ".

(e) Mortuaries and Post-Mortem Rooms

There are no mortuaries nor post-mortem rooms situate within the Borough. The Council some years ago discontinued the use of its own Mortuary and entered into an agreement with the Prince of Wales's Hospital in the adjoining Borough of Tottenham for the use of the mortuary there, when required, and this arrangement has proved quite satisfactory.

(f) Public Conveniences

The Council has provided four public conveniences in the Borough, and accommodation is provided for both sexes. Additionally, free washing facilities are provided at Lordship Lane Convenience which is situated opposite Wood Green Tube Station.

There is at the present time a fifth convenience under construction in Noel Park Road, just off the main shopping centre.

(g) Refuse Collection and Disposal

Household refuse is collected weekly, and trade and other refuse more frequently as required. Collection is by way of a relay system, whereby an animal horse draws an 18 cubic yard container from house to house. At appropriate points in the Borough, a mechanical horse is substituted and the container is then conveyed to the Council's Refuse Destructor.

The animal horses and drivers are hired under contract from a local contractor. The mechanical horses belong to the Council.

At present this system appears to be the most economical and efficient, having regard to concentration of properties in the Borough and is one of the cheapest in Greater London.

The Refuse Destructor at Western Road was modernised in 1956 at a cost of some £70,000. It includes a rotary screen for separation of dust, a magnetic separator and picking belt and paper baling machines. Salvage with a market value is separated and sold. Residual refuse is destroyed in an incinerator comprising one 4-cell top feed grate mechanically fed, and there is a stand-by unit of one 4-cell back feed grate, hand fed. The resultant gases pass through water tube boilers, the steam from which is used in the indoor baths, to which reference has already been made, for the purpose of operating the laundry, space heating the building, heating the pool, and providing hot water for the slipper baths.

The residual screenings and clinker from the Destructor are used and will continue to be used for a number of years, in connection with a comprehensive scheme for the re-development of New River Playing Fields, which includes extensive provision of football and cricket pitches, tennis courts and a sports stadium.

Now that the Refuse Destructor has been modernised, it would be possible by converting the 4-cell hand-fed stand-by feed grate into a mechnically fed one, to accept additional refuse from adjoining local authorities where difficulty might be experienced in disposing of same.

(h) Regulation of Buildings and Sanitation of Buildings

This function is carried out jointly by the Borough Engineer and the Medical Officer of Health.

Broadly speaking, the part of the service relating to new buildings and structural alterations in existing buildings lies within the province of the Borough Engineer, and the part of the service relating to the sanitation of existing buildings is the responsibility of the Medical Officer of Health.

(i) Sewerage and Sewage Disposal

The Borough is drained under the separate system. Two main culverted water courses traverse the Borough, the Muswell Stream and the Moselle Brook. The sewers are adequate for normal rainfall and only very exceptional downpours cause any flooding in the Borough, mainly due to storm water from an adjoining area of Hornsey.

The disposal (including trade effluents) is by way of an arterial sewerage system under the control of the Tottenham and Wood Green Joint Drainage Committee (set up under Section 2 of the Tottenham and Wood Green Sewerage Act, 1891) and thence into the sewerage system of the London County Council.

The County Council is, however, by virtue of its Act of 1944, to be the responsible authority for the disposal of sewage in the East Middlesex sewerage district which includes the area of the Council, and on completion of the County Council's Deephams Works at Edmonton in or about 1960, it is anticipated that the functions of the Joint Drainage Committee will cease.

(j) Street Cleansing

With the exception of the High Road, to which reference is made below, all streets in the Borough are swept at least once each week, but certain thoroughfares are swept more frequently, according to their importance and usage. Gulleys are cleansed, flushed and re-sealed at least three times per annum. There is an efficient system of gritting and shingling during frosty weather and icy conditions, and similar arrangements apply with regard to snow clearance.

The above arrangements apply to the 39·17 miles of classified and district roads.

The High Road is directly maintained and cleansed by the County Council, and further reference is made thereto under Headings II and III of "Traffic (Construction, Improvement and Maintenance of Roads and Bridges) ". (*See page 575*).

(k) Burial Grounds, Cemeteries and Crematoria

Although the provision of the above is the duty of the Council, the functions are carried out by the Tottenham & Wood Green Burial Board, which was constituted under the Burial Acts of 1852 and 1853, to provide a Cemetery for the districts of Tottenham and Wood Green. The members of the Board are appointed triennially by the respective Borough Councils.

The Board's cemetery is situated in Church Lane, Tottenham and is approximately 45 acres in extent. Additionally, 49 acres of land for burial purposes have been acquired at Enfield, where a crematorium has been established.

The Board carries out its duties satisfactorily.

(l) Parks and Open Spaces

The area of the parks and public open spaces owned by the Council is 207 acres 2 roods, sub-divided as follows:—Recreation Grounds—145 acres, 3 roods; Public Gardens—31 acres, 2 roods; and Allotments—30 acres, 1 rood. There are the usual facilities for games, organised and otherwise, and for children, band concerts, &c.

In addition to the above, there are also 154 acres of public open space in the Borough, comprising the major part of Alexandra Park, owned by the Trustees of the Alexandra Park and Palace; the remainder of the Park lies within the Borough of Hornsey. The Council, in common with the County Council and a number of other local authorities, contribute towards the expenses of the Trustees in maintaining the Palace and Park.

There are also just over two acres of open space in the Borough, part of a larger area known as the Boundary Playing Fields, which are controlled by the Edmonton and Southgate Borough Councils.

In connection with the provision of some of the public open spaces, substantial contributions were received from time to time from the County Council, towards the cost of acquiring same.

Wood Green is justly noted for the excellence of its parks, open spaces and gardens, and the Council has received many compliments thereon, not least a number from persons passing through the Borough.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937

The Council has not so far taken advantage of the powers given by this Act, which empowers both county and county district councils to provide gymnasia, holiday camps, playing fields and community centres, although the matter has been under consideration in connection with the possible use of the old Town Hall as a community centre. No decision has yet been reached on this matter.

(n) Prevention of River Pollution

Pollution of the two watercourses in the Borough which are part of the river system under the control of the Lee Conservancy Catchment Board, is very rare, but, when it does occur, adequate facilities exist for the tracing of the cause, which usually proves to be an unauthorised connection of soil drain to surface water drain. The duties in this connection are carried out jointly by the Borough Engineer and Medical Officer of Health, and close co-operation exists both between the two Departments and the Lee Conservancy Board.

(o) Port Health Functions

Not applicable.

II and III. Defects, &c.

The preceding services under " Environmental Health " are operated satisfactorily, no defects have been encountered and, with the following exceptions, the services are purely local in character, and should therefore be administered by locally elected representatives.

The exceptions are:—

(b) Control of Watercourses, Ditches and Ponds and
(n) Prevention of River Pollution

These are partly local and to a degree part of a wider service connected with the River Lee.

(i) Sewerage and Sewage Disposal

In this case the " first tier authority " should be the responsible authority for trunk sewers, and also for the County Council's sewage disposal works at Deephams, Middlesex.

(k) Burial Grounds and Crematoria

As already stated under this heading, this is carried out by a Joint Board; it is an arrangement which is common amongst local authorities in Middlesex; and it is a good example of how two local authorities can join together sucessfully to carry out a specific duty.

HOUSING

I. A Description of Present Arrangements

(a) Provision of Houses

Prior to the 1939 war, the Council erected 262 houses, and, despite the almost fully built-up nature of the Borough, 473 houses and flats have been built since the war, including 32 dwellings for elderly persons.

There are three small schemes totalling 22 dwellings either under construction or due to be commenced in the near future.

At the request of the Government, 166 temporary houses were erected on public open space immediately after the war. Of these 21 have now been demolished and the tenants re-housed; 56 are due to be demolished by March, 1960, and the remaining 89 by August, 1965. Under present circumstances there appears to be no possibility of re-housing the 56 and 89 tenants by the due dates so as to enable the temporary houses in question to be demolished, and the County Council has been requested to include a clause in its next General Powers Bill for power to extend the use of the temporary houses on public open space.

During the war and post-war period, when requisitioning powers were available, many houses were requisitioned in an attempt to alleviate to a small extent the housing shortage in the Borough. These properties are due to be released from requisition by the 31st March, 1960. The Council has made every endeavour (*a*) to get owners to accept licensees as statutory tenants; (*b*) to help licensees, where possible, to purchase; (*c*) to re-house the licensee when circumstances permitted; and (*d*) to purchase, where possible.

Despite these efforts, 67 properties, comprising 106 units are still under requisition, and to release these by March, 1960, is an impossible task.

The Council has also under requisition a Halfway House, comprising eight units, for the temporary accommodation of families evicted from premises within the Borough.

There are 1,198 applicants on the Council's Waiting List for housing accommodation many of whom are in urgent need of accommodation.

During the period since the war the Council has endeavoured, on many occasions, to acquire land outside the Borough either by agreement or by way of compulsory purchase order, but, for a variety of reasons, has so far been unsuccessful. A compulsory purchase order has recently been made by the Council on some ten acres of land at Cheshunt, Hertfordshire, in respect of which a public inquiry will be held in July next.

Under Circular 29/53 of the Ministry of Housing and Local Government, which dealt with the Industrial Selection Scheme, the Council entered into agreements with a number of new and expanded towns.

In November, 1957, the Council made representations to the Middlesex Borough and District Councils' Association regarding a proposed New Town for Middlesex, with a view to a Conference of Authorities interested in the proposal being convened. Wood Green's Member of Parliament also raised the matter by way of a Question in the House of Commons to the Minister of Housing and Local Government.

Subsequently, a Conference was held in March, 1958, between the County Council and the County District Councils, to discuss the question, and it was decided that, in the first instance, the County Council should approach the Minister of Housing and Local Government to ascertain if he would agree to such a project. When the Minister's reply is received a further conference between the County Council and the Middlesex Authorities is to be held.

The Council has constantly had under review the provision of accommodation for elderly persons, and it is only shortage of land which has rendered it impossible for it to provide accommodation to the extent desired. However, provision for this type of accommodation is being made in the Slum Clearance scheme referred to under that heading, and also in the proposals for the land at Cheshunt.

(b) Slum Clearance

Prior to 1939, the slum problem in Wood Green was small, and the Council was only concerned to take action in respect of one area which involved the erection of 18 houses for the displaced families.

Immediately following the issue of Ministry of Housing and Local Government Circular 30/54, in which local authorities were asked to take up once more the question of slum clearance, the Council made a survey of its area to assess the problem confronting it, and proposals for dealing with approximately 166 slum properties were approved by the Minister of Housing and Local Government.

A start was at once made on one of the major slum areas. This area could only be dealt with in stages in order that the land made available at each stage could be developed by the erection of dwelling accommodation to absorb the families to be displaced from the properties in the next succeeding stage, those in the first stage being re-housed mainly in Council flats originally intended for applicants on the Housing Waiting List.

The Council has obtained approval to Phase I of this scheme, the properties have been acquired, and development by the erection of blocks of maisonettes and flats will shortly be commenced. Plans are well advanced for the succeeding phases and within the next few months proposals will be submitted to the Minister for the purchase and clearance of 85 properties and subsequent redevelopment of the cleared areas by the erection of dwellings.

Additionally, the Council will be dealing with a large number of unfit houses by way of its proposals for the Commerce Road Redevelopment Area which is referred to under " Town and Country Planning ". (*Page 573*).

(c) Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

From 1923 to 1956, the Council made extensive use of its powers under the Small Dwellings Acquisition Acts. Since then the making of advances for house purchase has been carried out under Section 4 of the Housing Act, 1949. Advances have been made on 1,354 properties and £710,779 remained outstanding on mortgage, as at 31st March, 1958.

With certain limited exceptions, *e.g.* persons wishing to buy houses by reason of having received a notice to quit under the Rent Act, 1957, the Council suspended the making of advances under Section 4 of the Housing Act, 1949, on the 23rd October, 1957, owing to the prevailing high interest rates. The Council will, however, be considering in the near future, the question as to whether such suspension shall be lifted.

Loans and grants have also been made under Sections 4 and 20 of the Housing Act, 1949, to enable owners to carry out repairs, improvements and conversions.

(d) Regulation of Buildings and Bye-laws

The Council's Building Bye-laws are based upon the Model Bye-laws SeriesIV Buildings issued by the Ministry of Housing and Local Government. For the purposes of Part II of the Public Health Act, 1936, the prescribed period for passing or rejection of plans is five weeks in the case of plans deposited less then three clear days before the meeting of the appropriate Committee.

The Committee concerned has executive power to deal with such applications.

II and III. Defects, &c.

(a) Housing

The defects which the Council desires to mention are:—

(i) the delay before schemes are actually commenced; (ii) there is still too much detailed supervision by the Ministry of Housing and Local Government as to the types, &c., of buildings to be erected; (iii) the inadequacy of powers to provide more housing accommodation for many areas in Middlesex, including Wood Green; (iv) the limited statutory powers which the Council has in regard to provision of accommodation for elderly persons; and (v) the comparative failure in the system for re-housing of families from the Council's area in new and expanded towns.

On (i) the Council considers that there should be a speeding up of the procedure, particularly in the length of time which elapses between a public inquiry and the decision of the Minister. Moreover if greater latitude could be given to the Council under (ii) it would enable an earlier start to be made with the actual building works.

On (iii) the Council considers that the first tier authority should be given concurrent housing powers with the second tier authorities, which would enable the former authority, with its greater resources, to obtain sites, particularly out-county, for the benefit of the second tier authorities.

With regard to (iv) the Council has power to provide housing accommodation only for elderly persons. These people often require, in addition, care and attention, falling short of medical attention, and it would be to their benefit if the power now possessed by the County Council under Section 21 of the National Assistance Act, 1948, could also be exercised by the Council.

On (v) the Council considers that the Industrial Selection Scheme has not been a success, one of the reasons being that families are re-housed without going through the machinery set up under the Scheme. In fact, many families have obtained accommodation without the knowledge of the Council, simply by reason of their industrial occupation, whilst persons of similar occupation remain on the Council's Waiting List.

Furthermore, any benefit obtained by the Council has been completely nullified by reason of the influx of persons from other local authority areas, and to remedy this, the Council should be given power to control the re-occupation of premises vacated by the transfer of the occupants to new and expanded towns, thus enabling applicants on the Council's waiting list to be re-housed in such vacated premises, where suitable.

(b) Slum Clearance

Whilst, generally speaking, the present procedure is satisfactory, the Council considers that there is such a great need for speeding up procedure so that there is a much narrower gap between the time when a scheme is first mooted and when the actual building begins. The suggested remedies under "Housing" *supra*, also apply here, but, in addition it is suggested that the expedited completion procedure under the Town and Country Planning Act, 1947, should also apply to acquisitions under Part III of the Housing Act, 1957.

(c) Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

The only comment the Council desires to make under this heading is in relation to the making of grants for works of conversion, &c., pursuant to Section 20 of the Housing Act, 1949. It is considered that greater latitude should be given to local authorities in dealing with applications for grants.

PERSONAL HEALTH AND WELFARE

I. A Description of Present Arrangements

(a) Powers and Duties under the National Health Service Acts

This heading includes a considerable and diverse number of duties, &c., care of mothers and young children; care and after care; immunisation and vaccination; provision of a health visiting service; home nursing service; domiciliary midwifery service; day nursery; domestic help and ambulance services. Personal health and welfare, except for the ambulance service (for which the County Fire Service is responsible), is a service carried out out by the County Council through a number of Area Health Committees.

The staff required for the home nursing, domiciliary midwifery, and domestic help services is housed in the Council's new Town Hall.

(b) Mental Health Services

The services under this heading are provided by the County Council, being operated centrally, there being no delegation of powers whatever. The Council is of the opinion that this is a service which should continue to be administered by the County Council or equivalent first tier authority, subject to the comment made under Heading II and III on next page.

(c) Powers and Duties under the National Assistance Acts, and the Disabled Persons (Employment) Act, 1944

The services for which the County Council is the responsible authority under the above heading, include the provision of residential accommodation under Section 21 of the Act; welfare arrangements for diasbled persons (blind, deaf, dumb, crippled persons, &c.) and the registration of disabled persons or old persons' homes; and disabled persons' charities.

Under Section 31 of the National Assistance Act, 1948, the Council has for some years contributed towards the cost of a Meals on Wheels Service operated by the local Woman's Voluntary Services. It has also for the past three years made contributions to the Wood Green Old People's Welfare Committee, on which it is represented, and this Committee is extremely energetic in providing facilities for elderly people.

Section 47, and the National Assistance Amendment Act, 1951, relate to the removal to suitable premises of persons in need of care and attention. On this, every effort is made by the Council to persuade individuals where they are either a danger to themselves or to other people, and who should be cared for in a home or institution, to agree to a voluntary removal. This is seldom easy and requires a great deal of time and patience.

Section 50 of the 1948 Act requires the Council to undertake the burial or cremation of any person who has died when it is known that no suitable arrangements for the disposal of the body are being made otherwise than by the local authority. In connection with the duties under this section, the Council has entered into a Contract with a local funeral director to undertake these burials.

(d) Care of Children

The care of children under the Children Act, 1948, is a County service carried out by the Children's Department of the County Council.

(e) Registration of Nurseries and Child Minders

This is a service carried out by the County Council—See heading II and III.

(f) Notification of Infectious Diseases

Notification of infectious diseases is made to the Council's Medical Officer of Health, and such action is taken as appears necessary to him. The fees for the notifications are paid by the Council to the Medical Practitioners quarterly.

(g) Health Education

Health Education is carried out jointly by the Council and the County Council and has always been a feature of public health administration in the Borough. Use is made of the provision of film shows, health talks, articles in the local press, the circulation of the magazine *Better Health*, the display of posters and leaflets in the Public Health Department Area Health Office, Clinics and Libraries, and on the Council's official notice boards. In addition special campaigns have been held from time to time.

The co-operation between the two local authorities in regard to this service has been extremely good.

II and III. Defects, &c.

The Council considers that the Ambulance and Mental Health Services are such that they should continue to be administered by the County Council, subject, in the latter case, however, to the service being considerably expanded so as to cope more efficiently with the increasing demands being made upon it.

In respect of the other services under 1(*a*) (Powers and Duties under the National Health Service Acts), (*d*) (Care of Children), (*e*) (Registration of Nurseries and Child Minders), and (*g*) (Health Education), the duties involved are purely of a local character, and having been transferred to the County Council in 1948, have become over-centralised and remote. They should, therefore, be returned to the Council.

TOWN AND COUNTRY PLANNING

I. A Description of Present Arrangements

(a) Town and Country Planning

The then Minister of Health approved the Wood Green Planning Scheme on the 17th July, 1939, and it became operative on the 6th January, 1940. The Scheme covered the whole of the Borough and included detailed provisions relating to the reservation of lands; streets and building lines; building restrictions and use of land; general amenity and convenience; the maintenance, use, alteration, extension and replacement of existing buildings, and continuance of existing use of land; and plans, approvals and appeals. The principal material date for the purposes of the scheme was the 22nd February, 1922. The Planning Scheme was, in substantially the same form, except for bringing it up to date, incorporated in the County Development Plan. In regard to the relative merits of the Scheme *vis-a-vis* the County Development Plan, it is felt that the Scheme was easier to operate as the written clauses were used and explained to applicants.

When the County Council became the Local Planning Authority under the Town and Country Planning Act, 1947, a number of planning functions under Part III of the Act were delegated to the Council, which arrangement was the subject of a Delegation Agreement. Under this Agreement the County Council retained the right to deal with "excepted" applications irrespective of the importance of such applications. These "excepted" applications are dealt with, insofar as Wood Green is concerned, by the North Area Planning Committee, which consists of members of the County Council and representatives from Local Authorities in the North area.

The Scheme of Delegation also provides that there shall be prior consultation with the County Council before (*a*) any Statutory Order is made (*e.g.* Tree Preservation Order); or (*b*) any enforcement notice is served.

The Council in common with the other county districts bears its own cost of administration.

Under the appropriate provisions of the 1947 Act, proposals are well advanced for the redevelopment of the Commerce Road area in the Borough. The area may be divided into two parts (*a*) the Commerce Road Area; and (*b*) the Bounds Green Industrial Area.

The Commerce Road area comprises 30·8 acres of mixed residential, industrial and commercial use. The Bounds Green Industrial area comprises 4·6 acres of land which will be developed in order to relocate industries from the Commerce Road area.

The proposals were submitted as Amendment No. 2 to the County Development Plan early in 1957, to the Minister of Housing and Local Government for approval. A Public Inquiry was held by the Minister on the 1st July, 1957, and it is to be expected that his decision thereon will be received very shortly.

(b) Powers and Duties under the National Parks and Access to the Countryside Act, 1949

Under section 35(4) of the Act, the necessary steps were taken by the County Council, as the appropriate authority, to exclude this Borough from the survey provisions of the Act by reason of it being fully developed.

A delegated agreement was also entered into between the two authorities whereby the powers under Section 89 relating to the planting of trees and treatment of derilict land, were delegated by the County Council to the Council, subject to the reservation in respect of land abutting on existing and proposed trunk and classified roads, and to prior consultation in certain circumstances.

The Council has not so far exercised any of the powers contained in Sections 39 to 50 of the Act, relating to the creation of rights of way by agreement or by compulsory powers, the diversion and closure of public footpaths and as to the liability for repair of public paths.

II and III. Defects, &c.

(a) Town and Country Planning

The Council is of the opinion that there is a defect in the present organisation by reason of the day-to-day details of planning being dealt with by two authorities, *viz*:—the County Council and the District Council, thus leading to increased costs by reason of wasteage of time and manpower.

Moreover, there is, under the delegation agreement, a right of appeal by a county district council to the County Planning Committee where a decision of an Area Planning Committee differs from the recommendation of the district council concerned upon the " excepted " application for planning permission.

This procedure is cumbersome, leads to delay and causes friction, particularly when it is realised that there are some members of the County Planning Committee who are, in effect " Judges in their own cause ", having also been members of the Area Planning Committee which made the original decision.

The Council submits that the remedy for the above defects is that it should be given power to exercise the functions under Part II of the 1947 Act, in relation to the preparation of the Town Map, and Part III of the Act, subject to prior consultation with the local planning authority where there is a substantial departure from the Development Plan.

Another defect to which the Council wishes to refer is the demolition of properties, particularly residential dwellings, without the necessity of obtaining planning permission, it having been held by the Minister of Housing and Local Government in 1955 that " demolition " does not constitute " development " within the meaning of the 1947 Act.

It follows, therefore, that residential property could be demolished at a time when there is still a serious shortage and, that, subsequently an application for planning permission could be made for the erection of new premises, other than residential property.

This happened in Wood Green with a consequent loss of six houses.

The Council considers that this defect should be remedied by an amendment of existing planning legislation requiring that demolition, where it is intended that there should be subsequent development, should necessitate applying for planning permission.

(b) Powers and Duties under National Parks and Access to the Countryside Act, 1949

In the view of its limited application so far as Wood Green is concerned, the the Council has no observations to offer in respect of the present arrangements.

TRAFFIC

I. A Description of Present Arrangements

(a) Construction, Improvement and Maintenance of Roads and Bridges

The mileage of public streets and private streets in the Borough is shown in the statistics (see page 576).

The mileage of County roads within the Borough in respect of which the Council have " claimed " to exercise the functions of maintenance and repair is 7·88 miles.

The High Road, which is the most important County road in the Borough is not a " claimed " road. There are no trunk roads in Wood Green.

(b) Street Lighting

The lighting of streets in the Borough is the responsibility of the Council. Modernisation of street lighting was commenced in 1935. All main roads are lit by discharge lamps and this has been extended to local traffic arteries. Side roads are graded off.

(c) Naming of Streets and Numbering of Houses

This is a function for which the Council is responsible, and care is taken to see that street names are not confusing to the public or postal authorities, either phonetically or by postal districts. Re-numbering is carried out if and when development renders it necessary.

(d) Parking Places

The Council, as the Highway Authority, has provided streets parking places in strategic parts of the Borough, particularly in the vicinity of the High Road.

This thoroughfare probably constitutes the best shopping centre in North London, with the result that the parking problem is an acute one. It is, however, kept constantly under review, minor alterations, one way streets, and similar improvements being introduced in an endeavour to keep pace with what is a constantly growing problem.

(e) Road Safety

The Council has always been keenly interested in the problem of road safety; has taken an active part in all National campaigns from time to time; and has appointed part-time Road Safety Officer.

Additionally there is a Road Safety Committee which is a Committee of the Council; there is also an Advisory Committee consisting of persons nominated by local bodies and organisations catering for the welfare of residents.

(f) Bus Shelters

Bus shelters in the Borough have been provided by the London Transport Executive, or its predecessors.

Whilst the Council has statutory powers to erect bus shelters in suitable positions in the Borough, in common with a number of other Middlesex County District Councils, it considers that the responsibility for the provision of such shelters is one for the body providing the public passenger service, *i.e.*, the London Transport Executive.

(g) Private Street Works

As Wood Green is a fully built-up Borough only two private streets exist at the present time and so far as is known neither of these is likely to be made up and taken over in the immediate future.

II and III. Defects, &c.

The only defects under this function relate to " (*a*) Construction, Improvement and Maintenance of Roads and Bridges ".

The Council submits that it is a defect in the present arrangements that there should be two local authorities responsible for roads in the Borough, particularly as the Council undertakes the maintenance and improvement of the main part.

The remedy for such defect is that the Council should take over the whole responsibility for the maintenance and improvement of all roads within its area, it being satisfied that it is able to perform this service efficiently and economically.

Alternatively, if this is not conceded, the Council desires to draw attention to the anomalous position in regard to the High Road. Admittedly, the Council did not " claim " it upon the coming into force of the Local Government Act, 1929, but, nevertheless, it considers that the time has arrived when, if it is not to take over classified or main roads, it should be allowed to " claim " the High Road, particularly when it is realised that this thoroughfare, under a different name, traverses the adjoining Boroughs of Southgate and Tottenham, where it is a " claimed " road.

In the opinion of the Council it is uneconomic to have the County Council administer this one road in the Borough. Moreover, in the Council's opinion its maintenance and cleansing is not carried out as efficiently as it might be, a state of affairs for which the Council is often blamed by members of the public.

The Council has made representations to the County Council on two occasions recently to be made responsible for the maintenance and cleansing of the High Road, but the County Council has not agreed thereto.

GENERAL OBSERVATIONS

I. JOINT STATEMENT BY CERTAIN MIDDLESEX LOCAL AUTHORITIES

A number of medium-sized local authorities appointed representatives to consider whether a joint statement should be submitted on their behalf.

Such a statement has now been prepared for adoption by the local authorites concerned and will be forwarded to the Commission by the Town Clerk of Acton on behalf of those Authorities adopting it.

The Council desires to state that it is in complete agreement with the views and proposals contained in such joint statement and these must be read in conjunction with the Council's own Outline Statement.

In the circumstances there may be duplication under some headings in the two statements, but every endeavour has been made to keep this to a minimum.

2. NEW CIVIC CENTRE

As already stated, the Council has a new Town Hall comprising the Council and Members' suite and office accommodation, some of the latter being leased to the County Council. The building was opened to the public on the 21st January last.

The Civic Centre scheme as a whole comprises three phases, the above being Phase I. Phase II will be an Assembly Hall, with an adjoining small hall, and incorporating a restaurant, and an underground car park. The question of the preparation of plans and an approach to the Minister of Housing and Local Government will be under consideration by the Council in the near future. Phase III will comprise a modern Public Library.

The Council therefore desires to emphasis that not only has it the necessary financial resources, technical staff and equipment with which to carry out the additional functions sought in the preceding pages and in the Joint Statement, but also it has the first post-war Town Hall in Middlesex, in which is also housed the County Council staff for some of those services (including Registration of Births, Deaths and Marriages) which the Council considers are essentially local in character and therefore are services which should be carried out by the Council.

STATISTICS

Population	49,500 (Est. 1957)
Rateable Value	£814,595
Area	1,606 acres
Product of 1*d*. Rate	£3,210
Number of Assessments	16,511 (31st March, 1958)
General Rate—Year ending 31st March, 1959.. ..	18*s*. 1*d*.
Rateable Value per head of population	£16 9*s*. 2*d*.
Mortgage Debt of Corporation at 31st March, 1957	£2,412,116
Number of Local Government Electors	36,817
*Number of Parliamentary Electors	60,559
*(The Wood Green Constituency comprises the Borough of Wood Green and three Wards of the Borough of Tottenham)	
Mileage of Public Streets and Private Streets ..	40·69 miles
Private Streets	0·08 miles

A. BARNETT,
Town Clerk and Solicitor.

Town Hall,
Wood Green, N.22.
June, 1958.

Evidence Submitted by The Feltham Urban District Council

The Council desire to draw attention to the following facts in connection with the Urban District, which they trust will illustrate to the Commission the large volume of work which has been undertaken by them and has been rendered necessary by the extremely rapid development of the District during the inter-war years and in the period following the second world war:—

1. PETITION FOR CHARTER OF INCORPORATION

The Urban District Council petitioned Her Majesty the Queen to grant a Charter incorporating the District as a Municipal Borough in September, 1954 and an Inquiry was held into the Petition in July, 1956. The Council have not received a decision upon their Petition which still lies with the Privy Council.

2. GENERAL INFORMATION

The Council desire to submit the following general information in connection with their District:—

Constitution of the Urban District Council

The Urban District Council and Sanitary Authority of Feltham was established under the Local Government Act, 1894, by an Order made by the Middlesex County Council on the 10th August, 1903, and confirmed by an Order of the Local Government Board on 19th December, 1903. Its area was that of the Parish of Feltham.

The making of subsequent Orders by the Minister of Health had the following effect on the area of the Urban District:—

Area as Constituted on 10th August, 1903 ..	1,790 acres
Area as determined by the Order of 24th February, 1930	5,089 ,,
Area as determined by the Order of 23rd February, 1934	4,929 ,,
Area as determined by the Order of 26th March, 1936	4,933 ,,
Area as determined by the Order of 11th February, 1937	4,925 ,,

Description of District

The population of the District is largely of a permanent residential class engaged in local industry or in business in the adjoining towns or in London. The development of the District was extremely rapid during the inter-war years and there is every probability that it will continue until all the residential sites which are available have been used.

There are, at the present time, only some eighteen Urban Districts in England and Wales with a population greater than that of the Urban District of Feltham, and the population and Rateable Value of the District is comparable with that of many Municipal Boroughs, and of a number of County Boroughs.

The following table illustrates the growth of the District:—

	Number of inhabitants	*Total Number of hereditaments in Valuation List (at 1st April)*
1911 Census	9,749	
1931 Census	16,316	4,164
1941	36,620	10,731
1951 Census	44,861	12,150
1958	50,000	15,650

Rateable Value

The rapid increase in the Rateable Value of the Urban District during recent years is shown in the following table:—

Year as at 1st April	*Rateable Value*
	£
1931	127,118
1941	258,120
1951	322,718
1958 (after re-assessment)	892,329

The following statement gives an analysis of the hereditaments in the District included in the Valuation List as at 1st April, 1958:—

Type of Hereditament	No. of hereditaments	Rateable Value
		£
Domestic	13,926	426,874
Commercial	1,128	100,558
Licensed Premises	25	6,908
Entertainment and Recreational.. ..	24	3,264
Public Utility	6	51,306
Educational and Cultural	16	28,120
Industrial	119	171,141
Miscellaneous	406	104,158
	15,650	892,329

Electoral Representation

The Urban District is in the Feltham Borough Constituency, which also includes the Cranford and Hounslow Heath Wards of the Borough of Heston and Isleworth. The Constituency was brought into being on 15th February, 1955.

The Clerk of the Urban District Council of Feltham is the Electoral Registration Officer and the Acting Returning Officer for Parliamentary Elections within the

Constituency. The electorate of the Constituency, according to the February 1958 Register of Electors, is 52,937 and is comprised as follows:—

	Electorate
Feltham Urban District	32,813
Cranford and Hounslow Heath Wards of Borough of Heston and Isleworth ..	20,124
	52,937

The Urban District possesses two County Electoral Divisions and the electorate of the Divisions, according to the Register of Electors published in February, 1958, was as follows:—

Feltham North Division	14,074
Feltham South Division	18,765
	32,839

ADMINISTRATION OF JUSTICE

Feltham is in the Spelthorne Petty Sessional Division, which comprises the Urban Districts of Feltham, Staines and Sunbury-on-Thames and part of the Borough of Twickenham and a Court House and Office accommodation for the Magistrates' Clerk is provided at Hanworth Road, Feltham.

EDUCATION

The Middlesex County Council are the Education Authority and the Urban District is within the area of the South-West Middlesex Divisional Executive for Education. The area of the Executive comprises the Urban Districts of Feltham, Sunbury and Staines, and the Offices are at Ashford, Middlesex.

The Executive are responsible for Youth Services within the district.

INSANITARY PREMISES

The majority of houses in the district are of modern construction but the Council have dealt steadily with unfit houses over a number of years and the following Table shows the number which have been closed by action Under the Housing Acts and the number of persons displaced since 1930:—

Demolition Orders Made	Houses demolished as result of informal action	Closing Orders made	Houses closed by agreement with owner	Number of Persons displaced
265	31	8	9	932

In addition, 11 Clearance Orders have been made involving a total of 56 premises and displacing 132 people.

HOUSING

Up to the commencement of the Second World War the Council had provided 1,188 dwellings under the Housing Acts and since the end of the war they have erected 2,081 permanent dwellings and 150 prefabricated houses.

In addition the Council have also provided by way of conversion of an existing building, 10 flats for old people at the David Henry Waring Home, Bedfont.

The Council do not operate any scheme whereby assistance is given to other bodies or persons to facilitate the acquisition, construction or improvement of Houses, having regard to the fact that the Middlesex County Council exercise powers under the Small Dwellings and the Housing Acts within the district for the loan of monies for these purposes.

TOWN PLANNING

The Urban District Council became Members of the West Middlesex Joint Town Planning Committee in 1922, and in June of that year a Resolution to prepare a Town Planning Scheme for the whole of the District was passed. A Resolution to plan the portion of the former Staines Rural District, which was eventually added to the Urban District in 1930, was passed by the Staines Rural District Council in March, 1925. A resolution to plan the Built-up Areas in the Urban District was passed on 28th Janauary, 1935.

The Urban District Council engaged Messrs. Adams, Thompson and Fry, and later Messrs. Longstreth Thompson, as Planning Consultants and the Scheme prepared by the latter was that approved by the Council on the 26th October, 1936.

The West Middlesex Joint Planning Committee, which comprises the Boroughs of Heston and Isleworth, and Twickenham, and the Urban Districts of Feltham, Staines and Sunbury-on-Thames, ultimately appointed Messrs. W. R. Davidge and Partners as Consultants to the Committee, and this arrangement continued until the year 1948.

The Middlesex County Council became the Planning Authority under the Town and Country Planning Act, 1947.

The County Council have delegated the exercise of their functions under Part III of the Town and Country Planning Act, 1947, to all County Districts with certain reservations.

PARKS AND OPEN SPACES

The Feltham Urban District Council, with a degree of financial support by the Middlesex County Council, have pursued a policy for many years of acquiring land for Open Space purposes to form part of the Green Belt area surrounding the Metropolis, and the Greater London Plan designated Feltham as one of the areas in which land should be acquired by Local Authorities for this purpose.

The Council own the freehold of some 107 acres of Parks and Recreation grounds at the present time and a further 194 acres of open space land have been purchased by the Middlesex County Council with substantial financial contributions from the Feltham Urban District Council and are now leased to the Urban District Council and managed by them.

The Council provide Cricket Tables, Football Pitches, Tennis Courts, Bowling Greens, Putting Greens, Paddling Pools and children's playground equipment on the various Recreation Gounds under their control.

HIGHWAYS

The total mileage of roads in the Urban District (including private streets but excluding service roads) is 57·61 miles.

The Great South West Road (A.30) passes through the northerly part of the District. It was completed by the Middlesex County Council in 1925, and is a Trunk Road and the main route from London to Staines, Virginia Water and Portsmouth and also to Windsor and Ascot. The Chertsey Arterial Road, Hanworth (A.316) was completed in 1937.

The Middlesex County Council exercise delegated powers in respect of trunk roads within the Urban District.

Certain Class I, Class II and Class III roads are maintained at the present time by the Middlesex County Council, and others are maintained by the District Council under an Agency Agreement, as mentioned below:—

Trunk Road under control of Middlesex County Council:—		2·20 miles
Maintained by Middlesex County Council:—		
Class I	6·25 miles	
Class II	0·60 ,,	
Class III	3·75 ,,	
		10·60 miles
Maintained by District Council as Agents for County Council:—		
Class I	4·85 miles	
Class II	1·30 ,,	
Class III	1·99 ,,	
		8·14 miles
Unclassified roads maintained by Urban District Council		34·5 miles

The mileage of private streets in the district still unadopted is 3·75.

Cleansing of the whole of the classified roads maintained by the District Council is undertaken by workmen of the District Council, and the Middlesex County Council undertake the maintenance of the roads for which they are responsible by means of a separate staff and possess a separate Depot in the District.

SEWERAGE AND SEWAGE DISPOSAL

Up to the late 1920's sanitation in the Urban District, which consisted only of the Parish of Feltham, was by pail closet and cesspool.

The Council received a report from consultants in 1924 regarding the provision of sewers in the district, and in 1928 a scheme was put in hand which provided for a system of gravity sewers draining to a number of pumping stations, which pumped sewage to a disposal works on the eastern side of the District. The sewers and disposal works were designed with a view to the possibility of neighbouring authorities, as then constituted, discharging into them by arrangement with the Council and, in fact, the Staines Rural District Council formulated and commenced a scheme for draining the Parish of Hanworth into the Works.

In 1930 the Feltham Urban District was extended to include the Parishes of Hanworth and Bedfont, and the scheme for sewering for Hanworth was completed and from time to time fresh areas were sewered on the lines of the original scheme, *viz.*, networks of gravity sewers draining to pumping stations.

In 1932 the West Middlesex Main Drainage Scheme was completed, and two sewers were made available to take the discharge from the Urban District at sufficient depth to allow of gravitation from any part of the district, and a branch sewer provided by the scheme rendered the disposal works redundant. Advantage was immediately taken of this to dispense with a number of pumping stations in the vicinity of the sewers.

The West Middlesex Drainage system is the responsibility of the West Middlesex Drainage Committee. This system, through its purification works at Mogden, Isleworth deals with the treatment and disposal of sewage from the whole of the Urban District. The Committee are responsible for the construction of main sewers for the conveyance of sewage to the outfall point at Mogden from the connecting points in the district.

Plans were put in hand in 1939 for the laying of a deep sewer from the West Middlesex Sewer to cut out further pumping stations, thus reducing running costs, and this was partly constructed when the outbreak of war caused the work to be discontinued. Additional work on this particular scheme has been carried out in recent years when found necessary.

REFUSE COLLECTION AND DISPOSAL

The removal of house refuse is carried out by the Council. Dustbins from all dwelling houses in the district are emptied weekly by the Council's staff, the cost of renewal being borne by the General Rate Fund.

Refuse is disposed of at the Council's tip by a system of controlled tipping and six motor vehicles are used in the collection. The amount of refuse collected and tipped is approximately 19,600 tons per annum.

From 1948 to 1954 the Council dealt with the whole of the household refuse from the Urban District of Staines, amounting to approximately 7,400 tons per annum.

The Council's policy has been to secure worked out gravel pits and to fill them with household refuse in a suitable manner and to restore the gravel pits to proper use. They have dealt with 22 acres of land at Bedfont in this way and it has been brought into use for school playing fields. They propose to use the site of the present tip for Open Space purposes when it is filled, and have made arrangements with certain Sand and Gravel Merchants operating in the District for tipping in gravel pits owned by them, in the future.

BURIAL GROUNDS, CEMETERIES AND CREMATORIA

The Council's Cemetery is situated at Feltham and a smaller Cemetery is maintained by them in the Parish of East Bedfont.

The average rate of burials during the last ten years in both the Cemeteries has been approximately 190 per annum, and it is estimated that sufficient land has been provided for burial purposes for some sixteen years.

The Council are members of the South-West Middlesex Crematorium Board and were one of the Local Authorities originally concerned in its formation in 1944. The membership of the Board has since been extended by the addition of other County Districts, so that it now includes (in addition to the Urban District of Feltham) the Boroughs of Heston and Isleworth, Southall and Twickenham, and the Urban Districts of Hayes and Harlington, Staines, Sunbury-on-Thames and Yiewsley and West Drayton, the total population within the Board's area being approximately 470,000. The Crematorium has been built on a site within the Urban District in Hounslow Road, Hanworth.

MORTUARIES AND POST-MORTEM ROOMS

The Council provided a mortuary many years ago at Feltham Cemetery and refrigeration equipment sufficient to accommodate six bodies was installed in 1948, when the whole of the premises were brought up to date.

A post-mortem room is provided and the Council have at the present time placed before the Ministry of Housing and Local Government a scheme for the complete rebuilding of the Mortuary which has been given approval in principle.

ALLOTMENTS

The Council have seven permanent allotment sites which total 78·462 acres of land and provide 1,030 plots, each plot averaging 10 rods. In additiion there are a number of temporary allotment sites.

M. W. COUPE,
Clerk of the Council.

Council Offices,
Feltham, Middlesex.
June, 1958.

Evidence Submitted by The Friern Barnet Urban District Council

EDUCATION

1. The Middlesex County Council are the local education authority for the District. The Education Committee of the local education authority have appointed a sub-committee which is known as the Friern Barnet District Education Sub-Committee. The sub-committee consists of seventeen persons, nine of whom are appointed by the District Council, four by the County Council and four are co-opted by the sub-committee to include at least one woman and one teacher. The order of reference and delegation is laid down in a scheme prepared by the County Council.

2. The Sub-Committee have their own Clerk and Staff and the District Council have made office accommodation available in this Town Hall.

3. It is believed that Potters Bar is the only other District in the County where similar conditions exist, the other Districts being either within a Divisional Scheme or Excepted Districts.

4. The District has one secondary modern school, nine primary schools and four private schools including the Friern Barnet Grammar School.

Defects.

Remote Control

5. The main defect of delegated responsibility as at present applied is that recommendations made by the District Sub-Committee for Friern Barnet schools are decided upon elsewhere. Considerable discretion is left in the locality, but there are large areas, especially in connection with minor capital expenditure, where decisions involving relatively small amounts are taken only after the long passage of recommendations through sub-committees of the Middlesex Education Committee (and perhaps other Committees) and the County Council. The appointment of heads of primary and secondary schools is by a joint committee procedure with the County Council. Special items of furniture, apparatus and equipment must be separately and specifically approved. Leave of absense for teachers cannot be granted locally. Although assistant teachers may be appointed locally, the payment to them of special allowances must be the subject of special recommendations.

Uniformity

6. Any deviation from the standards set centrally—whether in the appointment of teachers or the cleaning of schools—to suit special conditions in Friern Barnet must be argued at length, often over many months and then with little or no success.

Delays

7. Because of the procedures outlined in paras. 5 and 6, considerable delays are often caused, even if the local recommendation is finally accepted. These delays are especially noticeable in connection with capital expenditure on building work.

Duplication of Work

8. Because of the procedure of reference which has been devised, and the system of controls which has been imposed, it would seem that there is a serious duplication of work at local and county levels. The multiplicity of forms and

returns required centrally, and the large number of sections and sub-sections of the central office involved in dealing with small matters of administrative business, give the impression locally that unnecessary work is being performed at county level.

Proposed Remedies

9. The basic remedy for the defects mentioned is to allow the District Sub-Committee greater power, not only to make recommendations but to reach decisions and to carry them out.

10. While not maintaining that the District Council should have County Borough or near County Borough status in education matters, it is considered that the scheme of delegation, and the procedures used to operate it, could be improved. For instance, the appointment of heads of primary and secondary schools might be left to the District Sub-Committee. Some of the delay over school building projects might be eliminated by a closer working arrangement with the County or Area Architect. Some of the maintenance work at schools might be undertaken by the District Engineer and Surveyor with economy, speed and efficiency. Local decisions might more readily be taken and local administration made more free if financial controls were eased. " Delegation " generously interpreted, might mean that eventually free and responsible local decision and action could be taken within an agreed " global " figure for expenditure and subject to a minimum of controls and direction.

Agricultural Education

11. Arrangements for agricultural education in Middlesex are made by the Middlesex County Council in conjunction with the nearby county areas of Hertfordshire, Bedfordshire and Buckinghamshire.

12. It is understood that very few students seek placement in university departments of agriculture, or in farm institutes, or ask for the necessary experience in farm work before proceeding to such courses.

Youth Employment Service

13. The Middlesex County Council as Local Education Authority have undertaken to exercise the powers of Section 10 of the Employment and Training Act, 1948. The functions of the County Council are exercised by the County Education Commitee.

14. Youth Employment Committees have been appointed, the Committee for this area covering the Borough of Finchley and the Urban District of Friern Barnet with offices in Finchley.

15. The Committee consists of three Members appointed by the County Council, two by the Finchley Divisional Executive, one by the Friern Barnet Education Sub-Committee, three teachers, five employers, five workers and two others interested in the welfare of boys and girls.

16. Committees are required to meet at least three times a year, to report to the Education Committee and to keep Divisional Executives and District Sub-Committees informed as to the progress of the service.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

17. The District Council are the responsible authority under Part VIII of the Public Health Act, 1936. There is no known demand for baths, wash-houses and bathing places and accordingly no such facilities are provided.

Control of Watercourses, Ditches and Ponds

18. The District Council are the responsible authority under Part XI of the Public Health Act, 1936.

19. The only open watercourse of any importance in the District is the Bounds Green Brook, most of the other watercourses or ditches having been culverted as building has proceeded, in some cases with the financial assistance of the District Council.

(See also heading " Prevention of River Pollution ".)

Disinfestation of Premises and Articles

20. The District Council are the responsible authority under the Public Health Act, 1936, and the Prevention of Damage by Pests Act, 1949.

21. The verminous dwelling presents no problem in this District as the number of cases is very small. Where infestations occur the occupiers are supplied with materials and carry out disinfestation themselves under the advice and supervision of the public health staff.

22. The furniture and effects of families to be rehoused by the District Council are, in some circumstances examined and when necessary treated in the process of removal by one of the specialist disinfestation companies.

23. The Distict Council employ a full-time rodent operative in connection with their duties under the Prevention of Pests Act, 1949. In addition to dealing with specific complaints by householders, surveys of the District are made for the detection of unreported infestations, and treatments of the District sewers are carried out twice year.

24. The arrangements for this service are satisfactory and adequate to meet the demands of this aspect of environmental health.

Drainage of Trade Premises

25. As Friern Barnet is a mainly residential area no difficulties arise in the operation of the Public Health (Drainage of Trade Premises) Act, 1937.

26. As the District is within the East Middlesex Sewerage District, Section 90 of the Middlesex County Council Act, 1944, makes it clear that the County Council are an interested authority for the purposes of the Act, of 1937 and that they have power to enter into agreements with owners and occupiers of trade premises in relation to the disposal of trade drainage. Agreement is reached with the County Council on the terms and conditions of any such Agreement and the proportion of any sum payable by the owner or occupier to the County Council.

Mortuaries and Post-Mortem Rooms

27. The District Council are the responsible authority under Section 198 of the Public Health Act, 1936.

28. By arrangement with the Local Authority for the adjoining District, the Finchley Borough Council, dead bodies are taken to the mortuary maintained by that Authority. The number of bodies removed to the mortuary in the course of a year is about twenty-five and an agreed fee is paid by the District Council to the Borough Council.

29. The arrangement is adequate to meet the needs of the District.

Public Conveniences

30. The District Council are the responsible authority under the Public Health Act, 1936.

31. The Council have provided a modern public convenience for both sexes in the central part of the District and there are conveniences in the Parks and Recreation Grounds. Proposals are in hand for the provision of two further conveniences.

32. The District Council have not found it necessary to make bye-laws.

33. Although the County roads in the District are " claimed " County roads under a co-ordination agreement with the Middlesex County Council, the consent of the County Council must, by agreement, be obtained to any public convenience provided in or under any County road.

Refuse Collection and Disposal

34. The District Council operate, by direct labour, a once weekly system of collection of house refuse. Salvage is normally collected at the same time as house refuse. Salvage is sold under contract.

35. Special collections of trade refuse are made on request and on payment.

36. For some years disposal of refuse was by controlled tipping resulting in the development of a Recreation Ground owned by the District Council. Disposal is now made, under Agreement, by the Tottenham Borough Council on agreed terms which are beneficial to both parties, and as a long term policy, enquiries are being made as to the possibility of tipping in other areas.

Regulation of Buildings and Sanitation of Buildings

37. All the buildings in the District have a piped wholesome supply of water inside the premises, and all are drained into sewers.

38. The investigation of housing conditions and of matters in connection therewith which are likely to be prejudicial to health together with subsequent action to bring about improvements, is a function of the Public Health Committee.

39. Inspections of premises are carried out by public health staff as a part of the survey of the sanitary circumstances of the District which is continuously in progress, or as a result of specific complaints.

40. The Public Health Committee have delegated powers to deal with conditions requiring urgent consideration, for example, in connection with drainage, sanitary conveniences, verminous premises and generally to secure the abatement of nuisances.

Sewerage and Sewage Disposal

41. The whole of the District (with the exception of one small area, sewage from which is ejected to a gravitation sewer) is sewered by gravitation on the separate system, *i.e.*, separate sewers for foul sewage and surface water.

42. Close co-operation is maintained with adjoining authorities and inter-district drainage agreements are entered into for the most economical drainage of properties on the District Boundaries.

43. Surface water is discharged into the Bounds Green Brook which passes through the District and the Pymmes Brook within the Urban District of East Barnet.

44. The District Council have their own Sewage Disposal Works which were extended and modernised in 1937. The District is, however, one of the areas comprising the East Middlesex Sewerage District (see the Middlesex County Council Act, 1944). The Middlesex County Council are responsible for carrying out the East Middlesex Sewerage scheme which is designed to dispose of the sewage of all the constituent authorities, the cost being borne by the ratepayers of the areas concerned. The powers were conferred on the Middlesex County Council by the Middlesex County Council Act, 1938, and work is now proceeding, the anticipated date of completion being 1965. The sewage from this District has not yet been taken into the Scheme and the District Council's sewage disposal works are still operated by the District Council but the cost is reimbursed by the Middlesex County Council.

Street Cleansing

45. The sweeping and cleansing of highways is carried out by a direct labour force assisted by a Lewin Mechanical Sweeper and Collector. Main roads in shopping areas are swept daily, other main roads two or three times a week, and other roads once a week. In shopping areas cleansing is also carried out on Saturday and Sunday mornings.

46. The cleansing of gullies is carried out by contract, gullies on district roads being cleansed three times a year and those on classified roads four times a year.

Burial Grounds, Cemeteries and Crematoria

47. The only burial ground in the District is a small churchyard attached to the Parish Church. There are no cemeteries or crematoria in the District, the nearest being:—

Great Northern London Cemetery, New Southgate, N.11.
Highgate Cemetery, Swains Lane, N.6.
St. Marylebone Cemetery, East End Road, N.2.
St. Pancras and Islington Cemetery, East Finchley, N.2.
Golders Green Crematorium, Hoop Lane, N.W.11.
St. Marylebone Crematorium, East End Road, N.2.
Great Northern Crematorium, New Southgate, N.11.

48. Local authorities in Middlesex have extended powers to maintain burial grounds conferred by Section 48 of the Middlesex County Council Act. 1956.

Parks and Open Spaces

49. The District Council own approximately 63 acres of Parks and Recreation Grounds and the North Middlesex Golf Course of 76·26 acres which is leased to the North Middlesex Golf Club (1928) Limited.

50. The Parks and Recreation Grounds provide considerable sports and recreational facilities including tennis courts, bowling green, 9-hole golf course, putting greens, football and cricket pitches, a running track and playground for children.

51. In allocating pitches perference is given to local clubs and schools.

52. Refreshments for the public are provided under contract in two Parks. There is a bandstand in one Park and a series of six band concerts have been arranged for this year. Deck chairs are available and a conservatory has recently been erected and is open to the public.

53. In the Bethune Recreation Ground where the main recreational facilities are provided, a pavilion has been erected recently containing public conveniences,

dressing rooms and hot and cold showers; provision has been made for extensions to include a cafe.

54. The Alexandra Palace and Park, owned and administered by the Alexandra Palace Trustees, although just outside the District, are extensively used by residents. The District Council contributed towards the purchase and make an annual contribution towards maintenance. The District Council appoint one Member as a Trustee.

55. By the Middlesex County Council Act, 1944, the Middlesex County Council have power to and do make contributions to local authorities towards the cost of acquiring and laying out land as open spaces or spaces for public use and recreation.

56. The District Council own 55 acres of land used as permanent allotment gardens, leased to and managed by local Allotment Holders Associations, the Associations being represented on the District Council's Allotments Committee.

Powers and Duties under the Physical Training and Recreation Act, 1937

57. The District Council have not found it necessary to acquire or lay out any land or buildings under the provisions of this Act.

Prevention of River Pollution

58. This District is within the Lee Catchment Area. The Group of five Middlesex authorities are represented on the Board by one Member. Briefly, the functions of the Lee Conservancy Catchment Board are:—

Land Drainage Act, 1930. Powers to carry out works of maintenance and improvement on watercourses which are designated as " main river ".

Lee Conservancy Acts, 1868–1938. These Acts relate only to the River Lee and watercourses which are direct or indirect tributaries of the River Lee.

River Boards Act, 1948. Powers to carry out measurement and recording of rainfall and flow of rivers and to obtain information about discharges thereto and abstractions therefrom.

Rivers (Prevention of Pollution) Act, 1951. Enforcement of powers for prevention of pollution.

59. Reference to the watercourses in this District is made under the heading " Control of Watercourses, Ditches and Ponds ". No defects in the present procedure have been experienced by the District Council.

HOUSING

Provision of Houses

60. The District Council's housing estates comprise 515 houses, 593 flats and 64 temporary bungalows. 132 houses and all the flats have been erected since the War. 40 pre-war houses have been conveyed to the occupiers under a Tenant Purchase Scheme. 30 pre-war houses have been leased to tenants for terms of 99 years, facilities being given for payment of premiums over periods up to 20 years.

61. The District Council at one time employed their own architectural staff but more recently, in order to obtain greater variety of design and layout, have engaged the services of a number of Architects. All the District Council's post-war schemes have been architect designed. Dwellings are not erected by direct labour.

62. Maintenance is carried out by direct labour under the supervision of the Engineer and Surveyor.

63. Two areas aggregating approximately 22 acres in extent have been defined as areas of comprehensive development under the Town and Country Planning Act, 1947, for the purpose of dealing with conditions arising from obsolete development and for the relocation of population and commercial use. These proposals are now before the Ministry of Housing and Local Government; they envisage the demolition of approximately 279 dwellings and the erection of 338 dwellings.

64. It is the duty of the Middlesex County Council under Section 21 of the National Assistance Act, 1948, to provide temporary accommodation for homeless persons.

65. The District Council are an "exporting" authority, being linked with the new and expanded towns shown in circular No. 29/53 issued by the Ministry of Housing and Local Government on the 6th May, 1953.

66. The District is largely built up and there are few if any, areas of any appreciable size available for large scale housing projects. The District Council in association with the other Middlesex Borough and District Councils and the Middlesex County Council are considering the possible provision of a new town for Middlesex.

67. Housing authorities are under a duty to provide accommodation for persons, including old persons, in housing need. Many such old persons also need some degree of care and attention, often falling far short of medical attention. For the housing authority to provide the requisite care and attention, it is necessary to enter into a joint arrangement with the County Council. This involves joint responsibility for finance and management, which is difficult to arrange and inconvenient to operate when the combination is between a county council and a borough or district council.

68. The District Council would welcome the conferment on them of power to provide the necessary care and attention, falling short of medical care but including the provision of such services as cleansing and domestic help. (They already have power under Section 7 of the Housing Act, 1949, to provide meals and laundry.)

Slum Clearance

69. Measures to deal with the local problem are taken by the District Council through the Public Health and Housing Committees. The Public Health Committee investigate the extent to which it may be necessary to remove unfit dwellings and the Housing Committee make available out of existing resources, or by new schemes, replacement units of housing accommodation.

70. The District Council's proposals for dealing with unfit dwellings in Friern Barnet, prepared in 1955, provided for the demolition of 76 houses within a period of five years. Thirty-five of these dwellings have already been dealt with, and provision has been made, by way of a housing scheme now under active consideration, for a further twenty-five dwellings to be available for the rehousing of families from unfit houses in the course of the next eighteen months.

71. The District Council are also seeking to deal with two areas of obsolete housing, containing more than 200 dwellings, as areas to be comprehensively redeveloped under the provisions of the Town and Country Planning Act. (Referred to in more detail under the previous heading.)

72. Surveys of housing conditions which are a function of public health staff, provide information by which the District Council can keep the requirements of the District in this aspect of housing constantly in view.

Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses

73. Under the Housing (Financial Provisions) Act, 1924, the District Council pay subsidies in respect of twenty houses.

74. The District Council advances monies under Section 4 of the Housing Act, 1949, are prepared to guarantee repayment of advances by Building Societies under Section 5 of the Act and to make improvement grants under Section 20 of the Act.

75. The District Council do not advance money under Section 4 of the Act in respect of property outside the District as it is found that adjoining local authorities operate the provisions of the Act in their own districts and the Middlesex County Council operate a similar scheme throughout the County.

Regulation of Buildings and Bye-laws

76. The District Council are the responsible authority for the provisions contained in Sections 53 to 71 of the Public Health Act, 1936, bye-laws made thereunder and certain local provisions relating to buildings contained in the Middlesex County Council Acts. Section 15 of the Public Health Acts Amendment Act, 1907, is in operation in the District. New Building Bye-laws were made in 1953. The Public Health (Buildings in Streets) Act, 1888, is also applied and the District Council have decided to make a bye-law under Section 24 of the Clean Air Act, 1956.

77. Plans deposited in accordance with Bye-laws stand referred to the same Committee of the Council which deals with Planning applications and to which Committee the powers of the District Council have been delegated. The Engineer and Surveyor is the responsible Officer and applicants are encouraged to seek his advice at the early stage of their proposals.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

78. The powers and duties carried out in Friern Barnet under the National Health Service Acts include a widely different number of functions, *e.g.*, Care of Mothers and Children (including dental care), Immunisation and Vaccination, provision of a Health Visiting Service, a Home Nursing Service, a Domiciliary Midwifery Service a Home Help Service and a Day Nursery. These services are provided in the Urban District of Friern Barnet by the Middlesex County Council.

79. One especially built clinic (Holly Park Clinic) is the centre which deals with the main portion of Friern Barnet. Clinics are also provided in church halls in the North and South Wards of the District (All Saints' Church, Whetstone, and Methodist Church, Pembroke Road). A Medical Officer is attached for duty at each of these clinics, with an adequate staff of Health Visitors and Clinic Clerks. There is a Dental Officer attached to Holly Park Clinic. The Home Nursing, Domiciliary Midwifery, Home Help and Day Nursery services in Friern Barnet are provided as part of the services operated in Health Area No. 2 of the County of Middlesex. The Area Medical Officer for Health Area No. 2, is in day-to-day charge of these services. The Area Medical Officer also happens to be Medical Officer of Health for the Urban District of Friern Barnet.

80. The County Council have divided the County into ten areas and appointed

an Area (Health) Committee for each area. Friern Barnet is included in Area No. 2, the constitution and representation being:—

	Representatives *District Council*	 *County Council*
Friern Barnet Urban District	2	6
Southgate Borough	4	
Wood Green Borough	3	
Potters Bar Urban District	2	

81. At least one of the Members appointed by the District Council must be a person nominated by the District Council to serve on the District Education Sub-Committee. In addition, the Committee must include the following persons not being Members of the County Council or of the District Council:—

One representative of each appropriate Hospital Management Committee.
One with knowledge and experience of Home Nursing.

Mental Health Services

82. Mental Health Services are provided in Friern Barnet by the Middlesex County Council. There is no delegation of powers, even to Area Health Committees, the service being operated centrally.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

83. The functions of these Acts are carried out by the following bodies:—

Disabled Persons (Employment) Act, 1944

By the Ministry of Labour and National Service.

National Assistance Act, 1948

Part II. By the National Assistance Board.

Parts III and IV. By the Middlesex County Council with the exception of Sections 47 and 50.

Section 47—Removal to suitable premises of persons in need of care and attention. By the District Council. Every effort is made to persuade individuals who are either a danger to themselves or to other people and who should be cared for in a home or institution to agree to voluntary removal. This is seldom an easy job, taking up a great deal of time and requiring infinite patience.

Section 50—Burial or cremation of the dead. By the District Council. The District Council have made suitable arrangements with a local funeral director.

Care of Children

84. Arrangements for the care of children are carried out in Friern Barnet by the Children's Department of the Middlesex County Council. The machinery exists for contact between the Public Health Department and the Department of the Area Children's Officer.

Registration of Nurseries and Child Minders

85. These duties are carried out by the Middlesex County Council.

86. The registration of nurseries and child minders is strictly comparable to the powers and duties under the National Health Service Acts.

Notification of Infectious Diseases

87. Notifications of infectious diseases are made to the Medical Officer of Health and such action as appears necessary taken concerning them. The requisite fees for the notifications are paid to the Medical Practitioners each quarter.

Health Education

88. Health education in Friern Barnet is carried out jointly by the District Council and the Middlesex County Council. Health education has always been a feature of public health administration in Friern Barnet. Use is made of the provision of film shows, health talks, articles in the local press, the circulation of the magazine *Better Health*, the display of posters and leaflets in the Public Health Department, Area Health Office, clinics and libraries, together with special campaigns which have been held from time to time.

TOWN AND COUNTRY PLANNING

89. The Local Planning Authority under the Town and Country Planning Act, 1947, are the Middlesex County Council, but from the " appointed day " under the Act, their powers and duties under Part III have been delegated to District Councils subject to working arrangements laid down in delegation agreements.

90. The County Council appointed a County Planning Committee and divided the County into four areas each under the jurisdiction of an Area Planning Committee. Each constituent District Council appoint one Member to the Area Planning Committee and the County Council appoint an equal number of Members.

91. The working arrangements are:—

Applications for planning permission to be sent to District Council;

District Council to send copy to County Council;

Within seven days County Council to notify District Council if any application is " excepted ".

Non-excepted applications to be determined by District Council;

District Council to make recommendations to County Council on " excepted " applications;

" Excepted " applications and recommendations thereon to be determined by Area Planning Committee;

Decision of Area Planning Committee to be notified to District Council;

Within seven days of notification County Council or District Council may give notice to the other of objection, and the application shall then stand referred to County Planning Committee; County Planning Committee before reaching decision must give District Council opportunity to be heard;

Applications relating to control of advertisements and applications under Section 17 not to be sent to County Council except in special circumstances;

Appelate proceedings to be conducted by District Council except in specified circumstances;

Development by Local Authority or Statutory Undertaker to be considered by Area Planning Committee who will make recommendations to County Planning Committee;

For purposes of uniformity County Council have prepared standard conditions;

Each District Council to pay their own administrative expenses.

92. Within the limited delegation the working arrangements are satisfactory, but the District Council consider that when a Development Plan has been approved there should be automatic and complete delegation to District Councils to deal with all applications with the exception of those not in accordance with the Development Plan.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

93. The County Council have delegated to the District Council powers under Section 89 of the Act (Planting of trees and treatment of derilect land) subject to conditions as to prior consultation in certain cases. No occasion has arisen to operate this provision.

94. There are no National Parks (Part II) or Public Rights of Way (Part IV) in the District.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

95. The District Council are a " claiming authority " under the Local Government Act, 1929, and are therefore the authority for the exercise of the functions of maintenance and repair of all roads in the District with the exception of the North Circular Road which is a Trunk Road and is maintained by the County Council as Agents for the Minister of Transport. The exercise of functions in relation to " claimed " roads is subject to a " co-ordination " agreement between the District Council and the County Council. This agreement lays down the working arrangements in relation to estimates, tenders, supplies, accounts and payments and similar matters.

96. In addition to the general law there are many provisions in the Middlesex County Council Acts relating to highways.

97. The District Council consider that the Ministry of Transport could with advantage indicate advance approval of highway grants for a period of say three years or, if that is impossible, well in advance of each financial year, so that the District Councils would have more time in which to formulate their own estimates.

98. The District Council also consider that they might be given power to make reciprocal arrangements with other public authorities. For instance, the District Council have facilities available for maintaining, with greater economy, the roads within the grounds of Friern Hospital, which is in the District, if they had the statutory power to do so.

Street Lighting

99. All streets in the District are lit by electricity, the suppliers of electricity being the Eastern Electricity Board. All-night lighting is in operation throughout the whole District.

100. In 1952 the District Council took over from the Electricity Board the maintenance of street lamps. An electrician and a street lamp attendant are engaged on this service using an extending tower wagon. Scouting of all main roads is carried out nightly and of residential roads on alternate nights. This has resulted in economies and greater efficiency.

101. Following a survey of street lighting in the District a comprehensive scheme was prepared to bring the lighting into conformity with the requirements of the Ministry of Transport Departmental Committee Report on Street Lighting

as supplemented by British Standard Code of Practice C.P.1004, Part I, 1952 and Part II, 1956. The scheme provided for main road lighting by 140 watt sodium vapour lamps, Class III and other roads of minor traffic importance by 45 and 60 watt sodium vapour lamps and the remainder of the roads by metal filament lamps. Main road lighting has been improved accordingly. The other roads were placed in four categories according to the condition of existing lighting and a considerable part of the improvement in these categories has been completed.

102. The Ministry of Transport contribute towards the cost of lighting the North Circular Road, a trunk road.

103. The District Council have expressed willingness to take part in a conference of lighting authorities in the London area to be convened by the Ministry of Transport to discuss methods of securing greater uniformity and continuity of street lighting on major traffic routes in the London area with particular reference to the formation of a standing consultative committee.

Naming of Streets and Numbering of Houses

104. Powers are contained in Sections 64 and 65 of the Towns Improvement Clauses Act, 1847 (incorporated with the Public Health Act, 1875) and Sections 17, 18 and 19 of the Public Health Act, 1925, which have been adopted.

105. Where new development is taking place the name of the street and the numbers of the properties are agreed at an early stage in the development. When a street has to be re-numbered it is the practice in the District Council to give occupiers 28 days' preliminary notice before serving the statutory seven days' notice.

Parking Places

106. No official parking places have been provided by the District Council.

107. In main shopping areas service roads have been or are being provided as and when the opportunity arises, and in approving new development the District Council endeavour to ensure that adequate parking space is provided off the highway either by means of a service road or by private parking space within the curtilage of the development.

Road Safety

108. Road Safety duties are controlled by a Committee consisting of six Members of the District Council and other persons representative of Transport, Police, Education and local organisations.

109. A part-time Officer acts as Road Safety Organiser.

110. The Committee are responsible for the conduct of all road safety matters including propaganda, and advise the District Committee on matters relating to road safety, The Committee arrange child training schemes including cycle training, cycling proficiency tests, lectures, film shows and demonstrations.

111. Their expenditure is controlled by the District Council to whom they submit yearly estimates. One half of the approved expenditure is reimbursed by the Ministry of Transport.

'Bus Shelters

112. In addition to the London Transport Executive's power to supply 'bus shelters' the District Council have similar powers under Sections 4 to 7 of the Local Government (Miscellaneous Provisions) Act, 1953.

113. The London Transport Executive have recently announced that their policy for the time being is to be confined to the maintenance and renewal of existing shelters and to contributions to the capital cost of shelters erected by the Local Authority where there is a traffic need.

114. As a result of this decision, the District Council are now finding it necessary to consider the desirability of purchasing and erecting shelters for persons using the Transport Executive's 'buses.

Private Street Works

115. The District Council have adopted the Private Street Works Act, 1892. The mileage of private streets in the Districts is less than one mile.

116. The Middlesex County Council Act, 1944, enables local authorities to carry out repairs to private streets the cost of which will not exceed £100 if the local authority consider that such repairs are necessary to obviate or remove danger to any passenger or vehicle.

FINANCE

117. The District Council note that, concurrently with the above services, the Royal Commission will consider the general aspect of finance and administration. The District Council wish to submit the following outline observations.

118. All financial administration is centralised in the Treasurer's Department which is responsible to the Council through the Finance Committee for conducting and controlling the finances of the Council in accordance with a code of financial regulations.

119. There is close co-operation with the Departments responsible for the technical administration of the services provided by and delegated to the District Council previously listed and described in the evidence.

120. The Department is organised on modern lines and staffing and organisation and method are constantly under review. In recent years the fullest use of machine and other modern methods and equipment has been made.

121. The following table shews the rateable values &c. and rates levied for the past six years:—

Year	Rateable Value	Rate Levied in the £	
		Friern Barnet	Average for Middlesex
	£	*s.* *d.*	*s.* *d.*
1953–54	293,388	20 10	21 7
1954–55	295,243	20 4	21 5
1955–56	298,232	19 10	20 8
1956–57	*435,727	14 –	13 11
1957–58	*423,201	16 –	15 11
1958–59	*426,024	16 2	16 5

*After Re-valuation operative from 1st April, 1956

122. The rate levy for Friern Barnet as measured by rates per head of population shews a lower cost per head than the average for the County.

Year		*Rates levied per Head of Population* *Friern Barnet* £ s. d.	*Average for Middlesex* £ s. d.
1953–54	..	10 15 9	10 18 9
1954–55	..	10 12 5	10 19 9
1955–56	..	10 6 3	10 15 11
1956–57	..	10 14 3	12 13 0
1957–58	..	11 8 6	13 13 2
1958–59	..	11 15 0	14 5 9

123. Over the past 20 years the District Council have never had occasion to reject a proposed project or expansion of service on the grounds that resources were insufficient to meet the resulting capital and revenue costs.

124. The District Council have adequate financial resources to continue to carry out and to maintain high standards of operation for the services under their jurisdiction and still allow for extension of the range of services to meet the needs of the population.

125. Personnel employed in the year 1957–58 comprised 67 administrative and Clerical Staff and 123 Manual Workers, a number sufficient to maintain the high standard of the range of services provided.

126. In this connection it is fully realised that the number of personnel employed is a very real factor in the efficiency, operation and cost levels of the public services. In fact, since the year 1951–52 the Ministry of Housing and Local Government have recognised this principle by the inclusion of a separate table in the Annual Epitome of Accounts rendered by local authorities for the purpose of comparing the expenditure on wages and salaries with the total revenue expenditure of local authority rate fund and trading accounts.

127. For the year 1955–56 the comparable figures, *i.e.* excluding those services which the District Council do not operate, were:—

		Total Expenditure £	*Salaries and Wages* *Amount* £	*% of total expenditure*
All local authorities	..	534,920,000	212,600,000	40
Friern Barnet	..	276,000	90,000	33

GENERAL OBSERVATIONS

128. The District Council do not consider that there are major defects in the structure of local government in the Greater London Area. There is real criticism as to the extent to which District Councils in Middlesex, with their general size and standing, do not, either by direct conferment or delegation, exercise many of the functions of local government and there is real feeling that such District Councils should be given greater powers.

129. There are undoubtedly a number of matters in which the Greater London Area can be said to have a common interest, but the District Council do not consider that this calls for a complete re-casting of the local government structure or for the setting up of a special authority to deal with the whole of the Greater London Area. The interests and needs of the Metropolitan Boroughs are by no

means, for example, similar to those of towns in or near the Green Belt areas, though they may have certain problems of a common or complementary nature.

130. It is understood that, in the main, with the exception of the City of London and the County Boroughs of Croydon, East Ham and West Ham, the system of local governemnt is the two-tier system. The District Council consider that the two-tier system in its present form with the Middlesex County Council is more suited to the Greater London Area and offers a better arrangement for co-operation and consultation than would a system, for example, of co-terminous county boroughs.

131. The present two-tier system should ensure that there is the maximum possible exercise of functions by District Councils substantially within their present boundaries by direct conferment and where there are functions which require to be exercised over a wider field than the County District, there should be effective delegation or claiming schemes laid down or provided for by statute.

132. In June, 1953, the District Council submitted a Petition to Her Majesty the Queen for a Grant of a Charter Incorporating the Urban District of Friern Barnet as a Municipal Borough.

133. The Grounds for the Petition were in the following terms:—

> " Your Petitioners believe that the granting of a Charter of Incorporation would increase civic interest amongst the inhabitants of the District; give encouragement to the local bodies in their work on behalf of the District; promote the status, powers and responsibilities of the elected representatives, thereby furthering the development and improvement of the District; intensify the civic and local patriotism already existing within the District and which they regard as an important factor in the realm of good local government; and raise the dignity of the District to that enjoyed by its Middlesex neighbours, and to which it would appear to be justly entitled by its historical associations, its enterprise and the efficiency of its administration."

134. A Public Inquiry was later held in the District at which evidence was given by many persons and on behalf of many organisations which demonstrated overwhelming enthusiasm and unanimous support for the District Council's Petition; in fact there was no opposition. The evidence then submitted is available for perusal by the Royal Commission.

139. In August, 1956, the District Council were informed by H.M. Privy Council Office that the Petition had been deferred " until it has been decided whether changes affecting your area will result from any re-organisation of local government".

136. Of the eleven Petitions decided upon by H.M. Privy Council at that time, nine were refused, including two in the Greater London area (one of them in Middlesex), while the remaining two, including that of Friern Barnet, were deferred.

137. In the light of these decisions, the District Council concluded that the case made out in their Petition and at the Public Inquiry was a sound one. They, therefore, await with confidence the conclusions of the Royal Commission so that they can pursue the question of their Petition for a Charter of Incorporation.

138. The District Council repeat the invitation already extended to the Commission (in a letter dated 7th March, 1958), to visit the area. The District Council would welcome such a visit.

EDWARD G. HUBBARD,
Clerk and Solicitor.

Town Hall,
Friern Barnet,
London, N.11.
May, 1958.

Evidence Submitted by The Hayes and Harlington Urban District Council

CONTENTS

Chapter *Page*

General 599

II. Present arrangements within the Urban District of Hayes and Harlington for carrying out certain local government functions 600

III. Arguments in support of the two-tier system of local government in a conurbation 620

IV. The Joint Statement submitted separately on behalf of ten " medium-sized " County District Councils in Middlesex 623

V. Additional observations on the proposals and representations contained in the Joint Statement 629

VI. Number of staff employed by the Council on the 1st April, 1958 .. 632

CHAPTER I

General

Hayes and Harlington is an Urban District in West Middlesex with a still rising population of over 67,000. Its area is 5,159 acres and its increasing rateable value of £1,057,276 gives an estimated product of the penny rate of £4,300. The District itself is a Parliamentary Borough for election purposes returning one member to the House of Commons; it returns two members to the Middlesex County Council and is an Excepted District for Education purposes and accordingly the Council, consisting of 24 members, are themselves the Divisional Executive for Education for the District.

The Hayes and Harlington Urban District is a combination of residential and industrial areas, many of the numerous industries being of national and international importance with London Airport lying in part within the District. It is important to emphasise that Hayes and Harlington is not a dormitory town, for a large percentage of the people who live in the District also find their employment there; indeed from an analysis it is known that of the number of insured population of Hayes and Harlington over half also find their employment in the town.

The Council have petitioned the Privy Council for a Charter of Incorporation and the Public Inquiry with regard thereto was held in May, 1956; as yet there has been no decision on the Council's application and it is understood from the Ministry of Housing and Local Government that decisions on outstanding applications for Borough Status are not to be proceeded with for the time being having regard to the present question of Local Government Reorganisation.

The Urban District Council of Hayes and Harlington together with nine other local authorities in the County of Middlesex within the population range of 50,000–75,000 have joined in submitting a statement to the Royal Commission on behalf of all ten local authorities to which they all subscribe.

This joint statement has been sent separately to the Royal Commission but included herein is a copy of that statement together with additional arguments and submissions in support and extension thereof as forming part of the complete reply of the Hayes and Harlington Urban District Council to the letter received from the Royal Commission date 17th February, 1958.

CHAPTER II

Present Arrangements within the Urban District of Hayes and Harlington for Carrying Out Certain Local Government Functions

In this Chapter a brief description is given, in accordance with the Commission's request, of the present arrangements within the Urban District of Hayes and Harlington for carrying out the local government services (excluding education) which are specified in paragraph 3 of the letter from the Chairman of the Royal Commission dated the 17th February, 1958. A separate page has been used for each of the main functions comprised in these services and the order in which they have been dealt with is that given in Appendix " B " to the Chairman's letter, *i.e.*:—

ENVIRONMENTAL HEALTH

Control of Watercourses, Ditches and Ponds.
Disinfestation of Premises and Articles.
Drainage of Trade Premises.
Mortuaries and Post-Mortem Rooms.
Public Conveniences.
Refuse Collection and Disposal.
Regulation of Buildings and Sanitation of Buildings.
Sewerage and Sewage Disposal.
Street Cleansing.
Burial Grounds.
Cemeteries.
Crematoria.
Parks and Open Spaces.
Powers and Duties under the Physical Training and Recreation Act, 1937.
Prevention of River Pollution.

HOUSING

Provision of Houses.
Slum Clearance.
Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses.
Regulation of Buildings and Bye-laws.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts.
Mental Health Services.
Powers and Duties under the National Assistance Acts.
Powers and Duties under the Disabled Persons (Employment) Act, 1944.
Care of Children.
Registration of Nurseries and Child Minders.
Notification of Infectious Diseases.
Health Education.

TOWN AND COUNTRY PLANNING

Town and Country Planning.
Powers and Duties under the National Parks and Access to the Countryside Act, 1949.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges.
Street Lighting.
Naming of Streets and Numbering of Houses.
Parking Places.
Road Safety.
Bus Shelters.
Private Street Works.

Environmental Health

CONTROL OF WATERCOURSES, DITCHES AND PONDS

A. Enabling Statutes

Land Drainage Act, 1930.
Public Health Act, 1936.

B. Brief description of service provided by Council

All open watercouses forming part of the surface water drainage system are inspected regularly and cleared, cleansed and maintained as required. Other ditches and ponds are inspected by the Public Health Inspectors at regular intervals, particularly during the summer, and appropriate action taken to remedy any unsatisfactory condition that may be found to exist.

In appropriate cases action is taken under Section 262 of the Public Health Act, 1936 to secure the piping-in of ditches immediately adjoining proposed new development.

C. Whether service provided by any other authority

Yes. Middlesex County Council and British Transport Commission.

D. Brief description of service provided by other authority

(*a*) The Middlesex County Council, as rivers authority, are responsible for the Yeading Brook and the River Crane, both of which flow through the Urban District. They also are responsible, as highway authority, for classified roads within the Urban District and for such ditches and ponds as form part of the surface water drainage system for such roads.

(*b*) The British Transport Commission are responsible for a canal feeder which however is no longer used for its original purpose.

E. Representation of Council on other authority

No direct representation.

DISINFESTATION OF PREMISES AND ARTICLES

A. Enabling Statutes

Public Health Act, 1936.
Prevention of Damage by Pests Act, 1949.

B. Brief description of service provided by Council

Under the 1936 Act, the Council provide a service for the eradication of bugs, fleas &c. from premises and articles by liquid or gaseous methods. A service is also provided under the 1949 Act for the destruction of rats, mice and other rodents on land or premises. Both services are administered by the Public Health Department.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

DRAINAGE OF TRADE PREMISES

A. Enabling Statutes

Public Health (Drainage of Trade Premises) Act, 1937.
Middlesex County Council Act, 1944.

B. Brief description of service provided by Council

The Council accept trade effluent from trade premises under agreements which prescribe the maximum rate of flow, charges for treatment, nature of the effluent, &c. The volume of effluent from one particular area recently necessitated the laying of relief sewers at a cost of approximately £39,000.

Under the Middlesex County Council Act, the County Council have provided a sewage disposal works at Mogden and laid trunk sewers for the reception of soil sewage from the individual district councils in West Middlesex. All the main soil sewers within the Urban District discharge into these trunk sewers and for this reason the County Council are a party to all trade effluent agreements relating to the reception of trade effluent from premises within the Urban District.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

MORTUARIES AND POST-MORTEM ROOMS

A. Enabling Statute

Public Health Act, 1936.

B. Brief description of service provided by Council

The Council provided a new mortuary in 1939.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

PUBLIC CONVENIENCES

A. Enabling Statute

Public Health Act, 1936.

B. Brief description of service provided by Council

The Council have provided public conveniences, with accommodation for both sexes and washing facilities, on three sites near the principal public transport interchange points and shopping centres. A further seven unattended conveniences for both sexes have also been provided in various recreation grounds and open spaces.

The Council have made bye-laws regulating the use of these conveniences.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

REFUSE COLLECTION AND DISPOSAL

A. Enabling Statute

Public Health Act, 1936.

B. Brief description of service provided by Council

The Council collect approximately 14,000 tons of refuse each year from some 20,000 residential and business premises (including premises in those parts of London Airport which lie within the Urban District) and also, as required from industrial premises. A regular weekly collection service is maintained with special arrangements for London Airport and business premises. Discarded domestic articles are generally collected free of charge either by the normal refuse collection service or by special collection when necessary. In addition unauthorised deposits from unfenced vacant land adjoining highways are collected by the Council. Refuse is disposed of by controlled tipping on land within the Urban District.

A separate house-to-house salvage service, particularly for the collection of kitchen waste and paper, is provided for all domestic premises (except those in the rural areas in the southern part of the District) and waste food containers are distributed to householders. Clean paper is also collected free from trade premises. A salvage incentive bonus scheme is in operation.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

REGULATION OF BUILDINGS AND SANITATION OF BUILDINGS

A. Enabling Statutes

Public Health Acts, 1875–1932.
Public Health Act, 1936.
Housing Acts, 1936–56.
Factories Acts, 1937–48.
Shops Act, 1950.

B. Brief description of service provided by Council

An inspectoral service is provided for all premises within the Urban District; this involves over 20,000 inspections each year. Where appropriate and necessary informal or statutory action is taken.

Maximum grants are made under Section 47 of the Public Health Act, 1936, towards the cost of substituting water closets for pail closets and financial assistance is also given in connection with the abolition of cesspools.

Inspections are made, on behalf of the County Council, of all premises licenced or proposed to be licenced for public entertainment.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

SEWERAGE AND SEWAGE DISPOSAL

A. Enabling Statutes

Public Health Act, 1936.
Middlesex County Council Acts, 1944 and 1956.

B. Brief description of service provided by Council

(*a*) **Sewerage.** The Urban District is sewered on the separate system, wholly by gravitation.

(i) **Soil Sewage**—Local main sewers, constructed between 1930 and 1939, are adequate for planned development although minor extensions will be required as development proceeds. By agreement, soil sewage from the Borough of Ealing is received into the local main sewers at three points on the northern boundary of the Urban District.

(ii) **Surface Water Drainage**—Piped surface water sewers discharge to the Yeading Brook, the River Crane, the Grand Union Canal and the Canal Feeder, either directly or through intervening natural watercourses. Surface water is also received from the Boroughs of Ealing and Uxbridge. Extensive improvement schemes have been undertaken during recent years and further work is proceeding and is programmed. Piped sewers are regularly inspected, maintained and cleansed and a small gang of ditchers is regularly employed in clearing, cleansing and maintaining those open watercourses receiving surface water drainage.

(*b*) **Sewage Disposal.** Under the Middlesex County Council Acts, the County Council have constructed trunk sewers in West Middlesex for the reception of soil sewage and have provided a sewage disposal Works at Mogden for its treatment. All soil sewage from the Urban District is discharged into these trunk soil sewers and after treatment at Mogden, the effluent is discharged into the River Thames. The Council also provide a service for the emptying of cesspools and pail closets although every encouragement, both financial and practical, is given to property owners to improve sanitation.

C. Whether service is provided by any other authority

Yes. Middlesex County Council.

D. Brief description of service provided by other authority

The Middlesex County Council, as highway authority, maintain certain surface water sewers required to drain trunk and classified roads. These drain either into sewers vested in the District Council or into natural watercourses which are maintained by the County Council.

E. Representation of Council on other authority

No direct representation.

STREET CLEANSING

A. Enabling Statute

Public Health Act, 1936.

B. Brief description of service provided by Council

The Council carry out the systematic emptying of street gullies and cleansing of streets in one Class I road (re-classified from Class III) and in all Class III and District roads including unadopted streets which have been surfaced. Mechanical sweeper collectors are used and over 56 miles of carriageways are dealt with in this manner. Street orderlies are employed for the remainder of the carriageways and for footways and footpaths. Gullies are normally cleansed and sealed at intervals of four months, a combined Cesspool Exhauster/Gully Emptier being used for this purpose. Frost gritting and snow clearing are also undertaken when necessary.

C. Whether service provided by any other authority

Yes. Middlesex County Council.

D. Brief description of service provided by other authority

The Middlesex County Council, as highway authority, undertake the cleansing of all trunk and non-claimed classified roads within the Urban District including 0·33 miles of unclassified roads which are not district roads maintainable by the District Council.

E. Representation of Council on other authority

No direct representation.

BURIAL GROUNDS

A. Enabling Statutes

Burial Acts, 1852–1906.
Disused Burial Grounds Act, 1884, as amended by the Open Spaces Act, 1887.
Open Spaces Act, 1906.

Middlesex (Feltham, Hayes, Staines and Sunbury-on-Thames) Confirmation Order, 1940.

B. Brief description of service provided by Council

The Council maintain three burial grounds, one at Harlington Parish Church, one at Victoria Lane, Harlington and one at Cherry Lane, Harlington. Since 1936, the burial ground at Cherry Lane, which caters for all denominations has been used for nearly all new burials and subsequent re-openings. The others are used for re-openings only.

Grants of exclusive right of burial are issued in respect of each of these burial grounds and grave maintenance is also undertaken.

C. Whether sevice provided by any other authority

Yes. By church authorities at parish churchyards in the Urban District.

D. Brief description of service provided by other authority

No information available.

E. Representation of Council on other authority

Not applicable.

CEMETERIES

A. Enabling Statutes

Public Health Acts.

B. Brief description of service provided by Council

The power to provide cemeteries has not been exercised by the Council within the Urban District.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

CREMATORIA

A. Enabling Statutes

Cremation Act, 1902.
South West Middlesex Crematorium Act, 1947.

B. Brief decription of service provided by Council

This service is not provided by the Council alone. (see C, D and E below).

C. Whether service provided by any other authority

Yes. By South West Middlesex Crematorium Board.

D. Brief description of service provided by other authority

The Board has provided a new crematorium at Hanworth, Middlesex.

E. Representation of Council on other authority

The Board was set up under Section 29 of the South West Middlesex Crematorium Act, 1947 by the South West Middlesex Crematorium Order, 1950 as confirmed by Ministry of Health Provisional Order Confirmation (South West Middlesex Crematorium Board) Act, 1950, the constituent authorities being the Boroughs of Heston and Isleworth, Southall and Twickenham and the Urban District Councils of Feltham, Hayes and Harlington, Staines, Sunbury-on-Thames and Yiewsley and West Drayton. Each constituent authority appoints one member to the Board for each 30,000 population of its area. The Act requires that the constitution shall be reviewed at intervals of five years so as to relate membership to population and the first of these reviews took place in 1951.

PARKS AND OPEN SPACES

A. Enabling Statutes

Public Health Acts, 1875 and 1925.
Open Spaces Act, 1906.
Recreation Grounds Act, 1859.
Commons Acts, 1876–89.
Local Government Act, 1948.
Housing Act, 1957.

B. Brief description of service provided by Council

The powers contained in these Acts enable a local authority to provide public walks and pleasure grounds, parks and open spaces, facilities for organised sport, bandstands and various buildings ancillary to the use of open spaces, and entertainments. The Council have exercised these powers to the full, having provided 480 acres of open space and made facilities available for organised games of all kinds including football, rugby, cricket, tennis, bowls, putting, hurling, gaelic football, archery, cycle polo, hockey, netball and American football. Eleven children's playgrounds with equipment have been established and water fountains and conveniences are also provided. An open air concert parlour and one bandstand have been constructed and are in regular use during the summer.

C. Whether service provided by any other authority

Yes. By the Cranford Park Joint Committee.

D. Brief description of service provided by other authority

The Joint Committee is responsible for the administration of some 148 acres of open space known as Cranford Park. About 130 acres of this Park lie within the Urban District.

E. Representation of Council on other authority

The Committee is a joint committee of the Urban District Council and the Heston and Isleworth Borough Council, each council appointing members on the basis of one representative for every complete £200,000 rateable value. At the present time, the Council appoint five members to the Joint Committee.

POWERS AND DUTIES UNDER THE PHYSICAL TRAINING AND RECREATION ACT, 1937

A. Enabling Statute

Physical Training and Recreation Act, 1937.

B. Brief description of service provided by Council

Under this Act, which provides for the development and encouragement of physical training and recreation and social activities, the Council have carried out the acquisition and layout of land, provided ancillary buildings and equipment and undertaken the management of playing fields and grounds such as pitches for organised team games, tennis courts, bowling greens and children's playgrounds. A sports stadium offering full athletic facilities in accordance with A.A.A. requirements has recently been provided, also a permanent ground and pavilion let on lease to the town's Cricket Club.

The Council are desirous of providing the District with a covered swimming bath and, after considerable site investigations, have decided on a site. Technical data and other information are being collated preparatory to the execution of sketch plans.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

PREVENTION OF RIVER POLLUTION

A. Enabling Statute

Rivers (Prevention of Pollution) Act, 1951.

B. Brief description of service provided by Council

Although the main provisions of this Act are the responsibility of the Middlesex County Council as river authority for the area, the District Council cause periodical inspections to be made of all watercourses under their control to ensure that the provisions of the Act which prohibit, without consent the bringing into use of any new outlet for the discharge of trade or sewage effluents into a stream or the making of any new discharges, are being complied with. Contraventions affecting streams and rivers controlled by the County Council are brought to the attention of that authority.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

No information available.

E. Representation of Council on other authority

No direct representation.

Housing

PROVISION OF HOUSES

A. Enabling Statutes

Housing Acts, 1936–57.

B. Brief description of service provided by Council

The Council, as the housing authority for the District, have undertaken substantial development and plans to develop further housing estates. The needs of both large and small families, and aged and single persons requiring self-contained houses, have all been catered for, as houses, flats, maisonettes and aged persons dwellings have been erected. Such amenities as shops, private lock-up garages, churches, licensed premises, &c. have also been provided.

A large estate on the north east boundary of the District is also being developed jointly with the neighbouring local authority, Southall Borough Council. 239 dwellings have been completed (180 by Southall and 59 by this Council) and a further 65 dwellings are proposed to be erected to complete the estate (24 by Southall and 41 by this Council).

The houses erected by the Southall Borough Council on this estate are of course solely for their own applicants and are not available to the residents of Hayes and Harlington.

The Council is an "exporting" authority and the Minister recovers one half of the additional subsidy paid to "new towns" and "expanding towns" under the Housing Subsidies Act, 1949 in respect of families rehoused from this District in "importing" areas.

The Council also assist the Middlesex County Council to carry out their responsibility towards the homeless under the National Assistance Act, 1948 by allocating one house to the County for this purpose each year.

Up to March of this year the Council had erected 4,227 dwellings, (2,129 since 1946), and a further 92 are in the course or construction. In addition 138 lock-up garages and 22 shops have been provided.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

SLUM CLEARANCE

A. Enabling Statute

Housing Act, 1957.

B. Brief description of service provided by Council

The Council have adopted a five year Slum Clearance Programme for dealing with this problem. Since July, 1954, the Council have made thirteen Clearance Orders involving 72 properties and two Compulsory Purchase Orders involving seven properties. Closing Orders have also been made in respect of eight properties and Demolition Orders in respect of a further sixteen properties. In addition, twelve unfit houses have been voluntarily closed or demolished.

A further seventeen properties still remain to be dealt with to complete the present programme after which a further limited number of unfit houses will be referred to the Council for action.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

ASSISTANCE TO OTHER BODIES OR PERSONS TO FACILITATE THE ACQUISITION, CONSTRUCTION OR IMPROVEMENT OF HOUSES

A. Enabling Statute

Housing Act, 1949.

B. Brief description of service provided by Council

The Council make improvement grants for the modernisation of houses by the installation of modern sanitation &c. or the conversion of large houses into flats.

The Council also guarantee advances made by Building Societies, &c. to increase loans for house purchase to persons with only modest funds available.

A scheme for making advances under Section 4 of the Act has been prepared by the Council and approved by the Minister although due to present financial restrictions it has not yet been put into operation.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

The County Council operate a scheme under Section 4 of the Act for making advances for house purchase, construction of houses, conversion of buildings into houses or flats and the carrying out of alterations, improvements, enlargements or repairs to houses. Owing to present financial restrictions, this scheme has been temporarily suspended.

E. Representation of Council on other authority

No direct representation.

REGULATION OF BUILDINGS AND BYE-LAWS

A. Enabling Statutes

Public Health Acts.
Road Improvement Act, 1925.
Clean Air Act, 1956.

B. Brief description of service provided by Council

Building bye-laws, covering all type of buildings, were made by the Council in 1953 and came into force in April, 1954. These bye-laws are based on the Ministry's revised Model Bye-laws issued in 1953.

Bye-laws under the Clean Air Act were made in May, 1957 and came into force in September, 1957 (Part IVA—Smoke Prevention).

All applications for building development are examined by the Engineer and Surveyor, some 600 building bye-law applications being received and dealt with annually. The Council have delegated their powers under the bye-laws to the Town Planning Committee and to its Chairman to ensure that all applications are dealt with as speedily as possible.

Building lines under the Roads Improvement Act, 1925 have been prescribed in several cases.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

Personal Health and Welfare

THE NATIONAL HEALTH SERVICE ACTS

A. Enabling Statute

National Health Service Act, 1946.

B. Brief description of service provided by Council

The implementation of the provisions of this Act is not a function of urban district councils.

C. Whether service provided by any other authority

Yes. Middlesex County Council.

D. Brief description of service provided by other authority

Under powers delegated by the Middlesex County Council as local health authority, the services provided for this area under the Act are administered by a local Area Health Committee covering the Borough of Uxbridge and the Urban Districts of Hayes and Harlington, Ruislip-Northwood and Yiewsley and West Drayton. The services provided include provision of health services, midwifery, care of mothers and young children, health visiting, home nursing, vaccination and immunisation, ambulances, domestic help, prevention of illness, care and after-care and dental services.

E. Representation of Council on other authority

The constitution of the local Area Health Committee entitles this Council to appoint four representatives to serve on it.

MENTAL HEALTH SERVICES

A. Enabling Statutes

Education Act, 1944.
National Health Service Act, 1946.

B. Brief description of service provided by Council

The Council have no functions under the National Health Service Act but the powers contained in Sections 34 and 57 of the Education Act, 1944, which deal with the ascertainment and special education treatment of mentally backward children are exercised by the Council acting as Divisional Executive for Education under powers delegated by the Middlesex County Council as Local Education Authority.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

The services provided by the County Council in this area are administered by a local Area Health Committee covering the Borough of Uxbridge and the Urban Districts of Hayes and Harlington, Ruislip-Northwood and Yiewsley and West Drayton.

E. Representation of Council on other authority

The Council are entitled to appoint four representatives to serve on the local Area Health Committee.

THE NATIONAL ASSISTANCE ACTS

A. Enabling Statute

National Assistance Act, 1948.

B. Brief description of service provided by Council

Urban district councils are not, generally, local authorities for the purposes of this Act. They are empowered however to exercise functions under Sections 47 and 50 for securing the removal to suitable premises of persons in need of care and attention, and the burial or cremation of the body of any person who has died or been found dead and it appears that no suitable arrangements for the disposal of the body have been or are being made.

Assistance is also given to the County Council by the allocation of one dwelling per year for use by the County as Part III accommodation.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

The functions of the County Council under this Act are performed by a local Area Health Committee under delegated powers. The Committee covers the area of the Borough of Uxbridge and the Urban Districts of Hayes and Harlington, Ruislip-Northwood and Yiewsley and West Drayton.

E. Representation of Council on other authority

The Council are entitled to appoint four representatives to serve on the local Area Health Committee.

THE DISABLED PERSONS (EMPLOYMENT) ACT, 1944

A. Enabling Statute

Disabled Persons (Employment) Act, 1944.

B. Brief description of service provided by Council

The Council employ disabled persons registered under the Act, the number so employed being well in excess of the 3 per cent. required by the Disabled Persons (Standard Percentage) Order, 1946. All relevant records are maintained and returns submitted as and when requested by the local office of the Ministry of Labour and National Service.

C. Whether service provided by any other authority

Yes. By Ministry of Labour and National Service.

D. Brief description of service provided by other authority

Certain powers and duties prescribed by the Act are performed by the Ministry of Labour and National Service but details of the administration of the duties in this District are not known.

Under the powers of the Act, Disablement Advisory Committees have been established by the Minister, that embracing this Urban District and surrounding districts being known as the " West Middlesex Disablement Advisory Committee ".

E. Representation of Council on other authority

No representation.

CARE OF CHILDREN

A. Enabling Statutes

Children and Young Persons Act, 1933.
Public Health Act, 1936.
Children Act, 1948 and other statutes relating to the adoption of children.

B. Brief description of service provided by Council

The care of children under the provisions of these Acts is not a function of urban district councils.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

No information avalable.

E. Representation of Council on other authority

No direct representation.

REGISTRATION OF NURSERIES AND CHILD MINDERS

A. Enabling Statute

Nurseries and Child Minders Regulation Act, 1948.

B. Brief description of service provided by Council

The regulation of nurseries and child minders under the provisions of this Act is not a function of urban district councils.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

The service for this area, which involves the keeping of a register of nurseries and child minders and the inspection of registered premises, is administered under powers delegated by the Middlesex County Council as local health authority, by a local Area Health Committee covering the Borough of Uxbridge, and the Urban Districts of Hayes and Harlington, Ruislip-Northwood and Yiewsley and West Drayton.

The County Council have provided two day nurseries and three residential homes (one for children under five years) in the District.

So far as is known there are no private registered nurseries or child minders in the Urban District.

E. Representation of Council on other authority

The Council are entitled to appoint four representatives to serve on the local Area Health Committee.

NOTIFICATION OF INFECTIOUS DISEASES

A. Enabling Statute

Public Health Act, 1936.

B. Brief description of service provided by Council.

The Council are responsible for receiving notifications from medical practitioners and the subsequent submission thereof to the local health authority and the Registrar General of all cases of notifiable infectious diseases within the District. In certain cases *e.g.* poliomyelitis, scarlet fever, dysentery and food poisoning, visits to the infected premises are made by the Public Health Inspectors and such further action as may be found necessary is taken by the Medical Officer of Health. Cases of leprosy are notifiable to the Ministry of Health direct by the medical pratitioners making the diagnosis.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

HEALTH EDUCATION

A. Enabling Statutes

Public Health Act, 1936.
Clean Air Act, 1956.

B. Brief description of service provided by Council

The Council arrange exhibitions and the display of posters on notice boards in the District, including posters in food factories and factory canteens generally. Posters are also supplied to schools and clinics and talks and film shows are given to local organisations.

Exhibitions have been put on at two of the Annual Town Fetes—one on general public health matters in 1953 and a mobile exhibition on solid smokeless fuels in 1954. In addition an exhibition depicting the work of the Public Health Inspector was shown at the Delegate Conference in 1956 and a small scale exhibition relating to proposals under the Clean Air Act was arranged in conjunction with the Delegate Conference held in 1957.

The Council are fully conscious of the need for health education and they propose to extend their activities in this respect.

C. Whether service provided by any other authority

Yes. Middlesex County Council.

D. Brief description of service provided by other authority

The Middlesex County Council as local health authority, have set up a local Area Health Committee covering the Borough of Uxbridge and the Urban Districts of Hayes and Harlington, Ruislip-Northwood and Yiewsley and West Drayton. This Committee, acting under delegated powers, provides health education in conjunction with the maternity and child welfare service, the immunisation and vaccination programmes and in the schools.

E.Representation of Council on other authority

The Council are entitled to appoint four representatives to serve on the local Area Health Committee.

Town and Country Planning

TOWN AND COUNTRY PLANNING

A. Enabling Statutes

Town and Country Planning Acts, 1947 to 1954.

B. Brief description of service provided by Council

The Middlesex County Council are the local planning authority for the purposes of the Acts within the Urban District, but under the County of Middlesex (Delegation of Planning Functions) Scheme, 1948, they have delegated certain of their powers to county district councils. Briefly, the Urban District Council have been delegated powers in relation to decisions on planning applications (subject to the restrictions relating to special classes of applications referred to in section D below) conduct of appeals, Section 17 determinations, enforcement procedure under Sections 23 and 24, tree preservation orders and building preservation orders and control of advertisements.

Claims for compensation under the Act of 1954 as well as applications under Section 33 thereof are also dealt with by the Council.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

As indicated in section B above, the Middlesex County Council are the local planning authority for the area. Although powers under the Act of 1947 have been delegated to district councils, the County Council have reserved the right to deal with any applications for permission to develop which (*a*) are of particular interest or may be prejudicial to the Development Plan (*b*) are likely to give rise to compensation and (*c*) affect any county or trunk road. Part II of the Act, which deals with Development Plans, is generally the responsibility of the County Council although extensive consultation with county district councils does take place.

E. Representation of Council on other authority

The County Council exercise their planning powers through Area Planning Committees. The West Middlesex Area Planning Committee covers the Boroughs of Acton, Ealing, Southall and Uxbridge and the Urban Districts of Hayes and

Harlington, Ruislip-Northwood and Yiewsley and West Drayton and the constitution entitles the Council to appoint one member to serve thereon.

NATIONAL PARKS AND ACCESS TO THE COUNTRYSIDE ACT, 1949

A. Enabling Statute

National Parks and Access to the Countryside Act, 1949.

B. Brief description of service provided by Council

The powers of the Urban District Council are confined to the survey of rights of way under Part IV of the Act and the placing on deposit from time to time of the various maps and statements. The powers of the County Council under Section 89 (Planting of Trees) have been delegated to the Urban District Council.

A survey of some 70 footpaths was carried out in this District in close co-operation with the Middlesex County Council (as surveying authority) and the Youth Hostels Association, the draft map and statement being deposited in December, 1953. Since then objections have been heard and amendments made and the provisional map and statement were deposited in July, 1957.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

The County Council are the surveying authority for rights of way, their functions being mainly administrative and consultative.

E. Representation of Council on other authority

No direct representation.

Traffic

CONSTRUCTION, IMPROVEMENT AND MAINTENANCE OF ROADS AND BRIDGES

A. Enabling Statutes

Highway Acts, 1835–64.
Public Health Acts, 1875–1936.
Roads Improvement Acts and Road Traffic Acts.
Town and Country Planning Acts.
Bridges Acts, &c. &c.

B. Brief description of service provided by Council

The Urban District Council are responsible for and carry out within the District:—

(*a*) the maintenance and improvement of existing " maintainable " roads and bridges;
(*b*) the construction of new roads and bridges;
(*c*) the maintenance and repair of public footpaths;
(*d*) the provision and maintenance of traffic signs, pedestrian crossings, guard rails, bollards, &c.;
(*e*) car parks and street parking places;
(*f*) control and licensing of street traders;
(*g*) provision of street trees and horticultural features;
(*h*) Permanent reinstatement of streets after opening by public utilities; and
(*i*) provision of footway crossings.

C. Whether service provided by any other authority

Yes. By Middlesex County Council.

D. Brief description of service provided by other authority

The County Council as county highway authority are responsible for the construction, improvement and maintenance of trunk and unclaimed classified roads within the Urban District. The County Council have also accepted responsibility as highway authority for 0·33 miles of unclassified roads which were intended to be classified but which, due to changing circumstances, will not now be up-graded.

E. Representation of Council on other authority

No direct representation.

STREET LIGHTING

A. Enabling Statutes

Public Health Act, 1875.
Local Government Act, 1888.

B. Brief description of service provided by Council

The Council are the authority responsible for the provision and maintenance of street lighting on **all** maintainable highways within the Urban District including trunk roads and classified roads which are otherwise maintained by the County Council either as highway authority or as agents for the Ministry of Transport and Civil Aviation. Where street lighting has been provided in unadopted streets, the Council have accepted responsibility for its maintenance.

The Council directly maintain some 3,000 street lamps of which 2,835 are electric and 165 gas. Group " A " lighting, using 250 or 400 watt mercury vapour lamps, is provided in trunk and Class I roads. Group " B " lighting using 45 or 60 watt sodium discharge or 100 watt filaments, exists in district and other classified roads. The erection of the majority of Group " B " installations and the maintenance of all street lighting is undertaken by direct labour.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

NAMING OF STREETS AND NUMBERING OF HOUSES

A. Enabling Statutes

Towns Improvement Clauses Act, 1847.
Public Health Acts, 1875 and 1925.

B. Brief description of service provided by Council

The Council are the authority responsible for the naming of all streets and the allocation of numbers to premises therein, irrespective of classification.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

PARKING PLACES

A. Enabling Statute

Public Health Act, 1925.

B. Brief description of service provided by Council

The Council have provided parking places in five streets within the Urban District under the London Traffic (Parking Places) Consolidation Regulations, 1957. At the present time the Council are in the process of acquiring land for car park purposes in the centre of the town under the provisions of Section 68 of the Act. Negotiations are also proceeding for the leasing to the Council of other land near the railway station in the town centre. Instructions have also been given for comprehensive proposals to be prepared for the provision of car parks in the Urban District.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

ROAD SAFETY

A. Enabling Statute

Road Traffic Act, 1956.

B. Brief description of service provided by Council

The Council have appointed a Prevention of Accidents Committee (constituted in accordance with Ministry of Transport and Civil Aviation requirements for grant purposes) to deal specially with road safety matters. A Junior Road Safety Committee, under the aegis of the Prevention of Accidents Committee also operates and a part-time Road Safety Organiser has been appointed.

The Council promote road safety through information or advice, road safety propaganda and training, participation in road safety schemes and propaganda campaigns sponsored by the Ministry of Transport and Civil Aviation and Ro.S.P.A. Local activities such as safety weeks, training schemes, exhibitions, demonstrations, film shows and competitions are also organised. General propaganda is spread by leaflets, posters and novelties and the publication of road safety newspapers. A film projector has been acquired and a cycle training and testing ground is being provided. The Council also co-operate with other local authorities in the London area in connection with the Green District Scheme and participate in Junior road safety quizzes and competitions held in adjoining areas.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

BUS SHELTERS

A. Enabling Statute

Local Government (Miscellaneous Provisions) Act, 1953.

B. Brief description of service provided by Council

The Council have adopted a scheme for the provision of twelve shelters at point within the Urban District selected by the Council. The shelters are of concrete cantilever type and they are supplied by a firm of advertisers free of charge in consideration of their right to post advertisements in the shelter. So far eight shelters have been erected and four remain to be provided under the present scheme

C. Whether service provided by any other authority

Yes. By London Transport Executive.

D. Brief description of service provided by other authority

Some shelters have been erected by London Transport Executive who have in addition indicated their willingness to contribute to the cost of erection by the Council in cases when a traffic need is established.

E. Representation of Council on other authority

No representation.

PRIVATE STREET WORKS

A. Enabling Statutes

Public Health Act, 1875.
Private Street Works Act, 1892
New Streets Acts, 1951 and 1957.
Middlesex County Council Act, 1956.

B. Brief description of service provided by Council

In accordance with, and subject to, the provisions of the 1892 Act, the Council make up private streets within the Urban District to adoption standard. The work includes, as necessary, sewering, levelling, metalling, paving and providing street lighting. In relation to new development, every effort is made to persuade estate developers to enter into agreements under Section 146 of the 1875 Act providing for the construction of streets and sewers to the Council's standard specification. In appropriate cases not covered by such an agreement action is taken under the New Streets Act to secure payment of the estimated cost of street works. When making up streets under the 1892 Act it is the Council's policy to contribute, under the powers contained in Section 22 of the Middlesex County Council Act, 1956, 50 per cent. of the amount of the final apportionment on premises having a flank frontage only to the private street.

Since 1945, 5·66 miles of private streets (excluding Council housing development) have been adopted. Of this total, 4·4 miles were completed by private estate developers and 1·26 miles in 12 private streets following the execution of street works under the 1892 Act.

Prior to 1939, speculative building in the District was considerable and the war contributed in no small measure to the failure of estate developers to complete private streets to adoption standard. As a result the Council have a considerable number of unmade streets to deal with (approximately 4·135 miles in 37 streets) but the very severe restrictions on capital expenditure during the post-war years have prevented the Council from dealing with these streets as quickly as they would have liked.

C. Whether service provided by any other authority

No.

D. Brief description of service provided by other authority

Not applicable.

E. Representation of Council on other authority

Not applicable.

CHAPTER III

Arguments in Support of the Two-Tier System of Local Government in a Conurbation

GENERAL

1. In considering the question of reorganisation of local government, particularly with regard to an area such as Greater London with its heavy population and dense development, it is submitted that the problem of local government can be approached in two ways:—

(*a*) purely as a provider of services, or
(*b*) as an expression of the will of the local people.

2. The approach in (*a*) above, is mechanical only and, if accepted, there would be no particular virtue in any local authority; on the other hand the approach in (*b*) is inherent in the idea that the people should govern themselves and not be subject to qualified administrators only.

3. Today a great deal is expected of local government and its organisation can be on the basis of the single-tier authority or by the operation of the two-tier system. In order to command the necessary resources, a single-tier authority must of course act for an area having a very large population and electorate, which has as an immediate consequence the great disadvantage of remoteness from the electorate and the possibility of the elected representative not knowing his area intimately. Further, it is considered that full efficiency can only be obtained in elected local bodies if they keep in touch with the electors and it is fundamental to the whole issue to remember that to create a single purpose unit effectively covering all services would bring into existence a body, because of its size, remote from the electorate. Thus inevitably the work of the one-tier authority in all but the smallest of the county boroughs involves remoteness of the elected from the electorate.

4. Equally it is true of a county council with the added disadvantage that the County Hall is geographically and in spirit even more distant from the electorate and the tendency of councillors in large units to be cognisant only of those matters dealt with by the Committees of which they are members is even further increased;

few indeed are able to have a comprehensive picture of the work of their local authority. In addition this geographical remoteness of County Hall from many parts of the County with its effect on time involved on travelling and the times of meetings restricts the field of possible candidates for membership; the numbers of people who can afford to lose so much of their working day is very limited indeed.

5. In a heavily built up and vast area such as Greater London certain aspects of the services necessary for the health and welfare of the public cannot be considered as reserved to single-tier authorities alone. There are services which of their very nature must be dealt with over a wide area, *e.g.* police, fire brigades, ambulance service and certain aspects of education and planning. The single-tier authority could not work in isolation but would need to enter into agreements with its neighbours in order to operate a service which naturally overrides local boundaries.

6. It is submitted therefore that the answer to the problem of reorganisation particularly in the conurbation, is generally that the two-tier system should operate, provided always that the second-tier authority should have as many powers as possible, with the first-tier authority being responsible for the remainder. Thus the local authority, " on the ground " as it were, should be responsible for the functions with which the general body of the electorate are most directly connected whilst the first-tier authority should be responsible for such matters as *e.g.* the general Development Plan in town planning matters.

7. Much of the present dissatisfaction of local authorities can be regarded as largely due to the practice of Whitehall granting more powers to the counties and county boroughs irrespective of size or resources whilst non-county boroughs and district councils, notwithstanding size and ability have had powers taken away in many cases. As population increases and social services develop and multiply and as Parliament seems in the recent past to prefer the county council or the county borough, there has been a tendency to create a bureaucratic organisation. The elector has no satisfaction when his complaint or troubles are dealt with by an unknown or almost unknown body of councillors and it certainly is not a satisfactory answer to the question of direct or personal responsibility to set up an authority governing too large a population and area for personal knowledge and then to say that some of these powers should be exercised by subordinate organisations *e.g.* delegation of power to district councils but bound around with multifarious restrictions so that real responsibility and exercise of powers is illusory, one is likely to be as suspect as the other.

8. It is therefore submitted, having regard to the general problems referred to and on the basis that local government is to be preserved from being purely or mainly a bureaucratic purveyor of services, that the ideal medium is the middle size authority upon which would be placed most of the existing powers *i.e.* the second-tier authorities should be of a " most purpose " character but with another or first-tier authority, responsible for a very much larger area determined geographically or on an assessment of the resources of the larger area, to deal with the wider aspects of certain services such as have already been referred to. However the first-tier authorities may be determined, those authorities should have much less to do than the present county councils whereas the second-tier authorities should have much more power conferred upon them directly.

9. So far as the county borough is concerned the reasons for obtaining such status, in addition to alleged greater efficiency will bear restatement, they are largely finance and prestige; it is understandable and very human that the things necessary for the borough or urban district having been provided, the ratepayers and the councils dislike having to pay through the county precept towards improving districts outside their own boundaries and at the same time wish to control all

services without having to share it with the county council which contains representatives from other districts.

10. In answer to this natural desire it is suggested that if the " most purpose " authorities are brought into being, the prestige motive would be largely satisfied for such a new authority would be autonomous to a far greater extent than a non-county borough or urban district of today. At the same time there would continue to exist a certain obligation to help in providing certain services for less wealthy neighbouring authorities.

11. The result would therefore be a first-tier authority corresponding to the county council but with fewer functions than at present *i.e.* limited to those which require a wide area if efficiency is to be secured, with the second-tier authority of greater autonomy and with wider powers. The elector would have reasonable and personal contact with the persons who represent him and would see them carrying out a greater number of functions. Economy of administration and the direct contact would result in the solution of many of the present difficulties and encourage greater interest from the electorate.

12. In local government the exercise of powers and the administration of services give benefits but it can also be regarded as causing detriment in different cases to different bodies of the ratepayers. It is essential that at all times those who suffer shall have the means of being heard. If too much emphasis is laid on the provision of services and benefits only, then efficiency in the democratic sense would suffer and it will suffer further if both those who expect benefits and those who are detrimentally affected in the giving of those benefits cannot make their wishes and protests felt directly by the authority in control. It immediately follows that the local authority should be able to carry out a reasonable proportion of its work with its own resources but without growing too remote from those affected by its activities.

13. It cannot be repeated too often that whilst it is often argued that some authorities are too small for efficiency it is also clear that there are also authorities which are too large and lose democratic efficiency by the council having too small a personal acquaintance of the problems before them and if the local councillors are too little known as individuals to the constituents a local bureaucracy often is the result.

14. It is submitted therefore that the distribution of functions should be that the main body of responsibilities in local governement should be given to the councils of boroughs and urban districts as at present, whereas the first-tier authority should in general be left with supervisory rather than directly executive functions, but retain matters, *e.g.* fire brigades, ambulance service which need the larger area in their administration and execution.

GREATER LONDON—MIDDLESEX

15. Middlesex is a particular case in that it is the only county outside the County of London which is completely urbanised and in which there is no rural district. The authorities contain some of the largest in the country and even the smallest are larger in population and rateable value than the majority of district councils in the rest of the country. In addition to the arguments against the single-tier authority system in a conurbation such as Greater London, it is also to be observed that if a county borough were permitted to exist in Middlesex it would in effect mean the destruction and elimination of the county council, indeed this has been recognised from time to time in government legislation, *e.g.* Local Government Boundary Commission Act, 1945.

16. In Middlesex it is suggested that the first-tier authority, responsible to a much more limited degree than is the position at present, should be of an area not larger then the present county which is considered to be suitable for the provision

of the particular functions which require a wide area in their operation. It has a large rateable value, is compact, heavily built up, particularly in the inner ring and should not be enlarged.

17. It is interesting to note that the Local Government Boundary Commission, in its Report of 1946 at P. 13, drew attention to a suggested solution to the problem of a conurbation, *i.e.* the Manchester area. The suggestion was that a county area almost wholly urban in character should be created within which all existing county boroughs should relinquish their status as county boroughs. The new county area would be relatively small in area but with a large population and rateable value. By such means, it was argued that county district government, with local interest peculiar to such government, could be maintained but which at the same time ensured a strong unit for certain major local government services which must of necessity be provided over an area far wider than that of any district council or county borough council.

18. The Commission indeed made reference to the County of Middlesex in connection with the suggestion oulined above, it is a county area of a size, population and rateable value referred to in the suggested solution, and it is urged that it be maintained subject to adjustment as to certain functions referred to in this statement.

19. It is also interesting to note the major recommendations as to division of functions made by the Local Government Boundary Commission as set out in their Report of 1947 at P. 41 and sequence, referring to " new counties ", " new county boroughs " and " districts ".

20. In the case of the two-tier " new county ", the second-tier authority of a population of 60,000 or more was to receive by direct conferment far greater powers than such an authority now possesses; in the case of authorities below that population figure opportunity again was given for the exercise of greater powers according to the ability and resources of the particular second-tier authority.

CHAPTER IV

The Joint Statement submitted separately on behalf of Ten " Medium-Sized " County District Councils in Middlesex

1. Particulars of the areas of the authorities submitting this statement (which, in the interest of brevity, are referred to hereafter as " the group "), will be found in Appendix II from which it will be seen that they each have a population between 49,000 and 76,000. These authorities first agreed to meet together to discuss local government reorganisation before the issue of the White Paper on the Functions of County Councils and County District Councils in England and Wales (Cmnd. 161) which introduced a population figure of 60,000 as a dividing line for certain purposes. Nevertheless the group have found as a result of their discussions that they share views which they feel they can usefully submit to the Commission in one document.

2. The figures of population in column 2 of Appendix II indicate that, by this standard, the group may, in comparison with other the authorities in Middlesex, be regarded as made up of "medium sized" authorities. By the standards indicated in columns 3 and 4 however they can claim to possess financial resources at least equal to those of many towns with much larger populations. This they submit, is a most important point in considering the local government functions which they are capable of undertaking.

3. Of the functions listed in Appendix B to the Chairman of the Royal Commission's letter of 17th February, 1958, the following functions are now being satisfactorily administered by borough and urban district councils (hereinafter referred

to as "local councils") in their own right. The group accordingly suggest that these functions should remain the responsibility of local councils.

Environmental Health

Baths, Wash-houses and Bathing Places, Ditches and Ponds (but not watercourses which come within powers of Middlesex County Council under their 1944 Act, Part V in which "stream" includes "watercourse" by virtue of S. 139(2)(*a*)).

Disinfection of Premises and Articles.
Drainage of Trade Premises.
Mortuaries and Post-Mortem Rooms.
Public Conveniences.
Refuse Collection and Disposal.
Regulation of Buildings and Sanitation of Buildings.
Street Cleansing.
Drainage other than Main Drainage.
Burial Grounds, Cemeteries and Crematoria.
Parks and Open Spaces.
Powers and Duties under Physical Training and Recreation Act, 1937.

Housing

Provision of Houses.
Slum Clearance.
Assistance to other bodies or persons to facilitate the Acquisition, Construction or Improvement of Houses.
Regulation of Buildings and Bye-laws.

Personal Health and Welfare

Powers and duties under Section 47 of National Assistance Act, 1948 and National Assistance (Amendment) Act, 1951 (Removal to suitable Premises of persons in need of care and attention), under S.50 of National Assistance Act, 1948 (Burial or Cremation of the Dead) and under S. 31 of National Assistance Act, 1948 (Contributions to Old People's Welfare). The group also wish to take this opportunity to suggest that S. 31 of National Assistance Act, 1948 should be extended so that in addition to making contributions to voluntary organisations local councils may themselves provide recreation and meals for old people.

Town and Country Planning

Powers and duties under Sections 39–50 of National Parks and Access to the Countryside Act, 1949 (Creation, Diversion, Closure and Repair of Public Paths).

Traffic

Construction, Improvement and Maintenance of Non-County Roads and Non-County Bridges.
Street Lighting.
Naming of Streets and Numbering of Houses.
Parking Places.
Road Safety.
Bus Shelters.
Private Street Works.

4. Before dealing with other functions the group wish to refer to two general matters which they regard as of great importance. The first is the tendency in recent years to deprive local councils of some of their most important functions despite the fact that, as stated in paragraph 6 of the White Paper on Functions, " these councils are necessarily in closer touch with the people they serve than county councils can be ". The objections to this tendancy have been advanced too often to need repetition, and the subject is mentioned here only to emphasise that the group regard the situation which it has brought about as a major defect in local government. The second is the familiar complaint of most local councils to whom powers are delegated that they find either the terms of delegation, or the manner in which they are operated, or both, highly unsatisfactory. The following are briefly the main defects of delegation:—

(1) Remoteness of overall financial and broad policy control by the county council.

(2) Duplication of work by members and officers of county and local councils.

(3) Delays in administration.

(4) Extra cost of administration.

(5) Friction between county and local councils.

(6) Staff have to serve two masters.

(7) Local council's liaison with Government Departments is indirect.

(8) Interference in matters of detail by the county council.

(9) Confusion in the minds of members of the public.

5. In putting forward the proposals submitted below the group have had these two matters very much in mind. In their view they are defects in the local government system which ought to be removed, but they believe this can be done in Middlesex without any radical alteration in general organisation.

6. As regards the proposal to differentiate over delegation and direct conferment of services between authorities having populations of above or below 60,000 introduced in the White Paper the group wish to draw the attention of the Commission to paragraphs 12 and 13 of the Report of the Association of Municipal Corporations on Local Government Reorganisation issued in June, 1957 which are reproduced in Appendix III. Moreover, as stated in paragraph 2, financial resources are a most important factor. The group suggest, therefore, that a local council having the necessary financial resources might be allowed to assume the functions of the larger authorities even though its population does not reach the figure which is accepted as entitling it to such functions as of right.

7. Having endeavoured to give due weight to these considerations, the group desire to inform the Commission that they:—

(*a*) Consider that a " two-tier " system of local government is appropriate to the County of Middlesex and are accordingly opposed to the creation of any county borough or other " all-purpose " authority for the whole or any part of that County.

(*b*) Are of the opinion that the area of the " top-tier " authority having jurisdiction over Middlesex should not be larger than the present County of Middlesex;

(*c*) Agree that, subject to the area of the " top-tier " authority corresponding substantially to the present County of Middlesex, the alterations in the distribution of powers and functions suggested in Appendix I of this statement should be made;

(*d*) Believe that each member of the group is of sufficient size and has sufficient financial resources to enable it to exercise the powers and duties which the group propose should be directly conferred upon " second-tier " authorities, and accordingly consider that no amalgamation of their respective areas with any other, and no substantial adjustment of their boundaries, is required;

(*e*) Believe that each member of the group is of the appropriate size to keep in close touch with its ratepayers, thus making for effective local government and a sense of corporate unity and responsibility which tends to be lost in larger areas;

(*f*) Realise that the redistribution of powers and duties as suggested will necessitate the redistribution of Government grants and other appropriate financial adjustments;

(*g*) Are of the opinion that, after the contemplated reorganisation, all "second-tier" authorities in Middlesex should be entrusted with the same powers and duties, so that the pattern of administration may be uniform throughout the County; and that, for the reason indicated in paragraph 2 above, these powers and duties should be of a wider nature than those conferred upon such authorities in the rest of the country.

APPENDIX I

Proposed Alterations in the Distribution of Functions

Education. The Middlesex Excepted Districts Association have approved a report dealing with the defects in the present distribution of education functions and making new proposals. The group understand that the Association will be submitting evidence to the Commission to the same effect and wish to record their entire agreement with the Association's views.

Personal Health and Welfare. Before the passing of the National Health Service Act, 1946 local councils were directly responsible for many health functions. When these were transferred to the County Council, the Middlesex County Council set up ten area sub-committees of the County health committee on which representatives of local councils were invited to serve. Although certain powers were delegated to these sub-committees, the arrangement is not generally regarded as satisfactory by the local councils and indeed their representatives on the area committees do not find the work which these committees are allowed to do of sufficient interest or importance to justify the expenditure of time involved.

The personal health functions of the County Council under the National Health Service Acts include such services as care of mothers and young children, midwifery, health visiting, vaccination and immunisation, prevention of illness, care and after care and domestic help which, of their nature, are best administered by local councils who are closer in touch with the public and whose Medical Officers of Health have the most complete and direct information as to the needs of these services in their areas. On the other hand ambulances are more economically provided by an authority covering a larger area than those of any of the local councils and the mental health services necessitate resources larger than the local councils can individually command. Hence the group suggest that all personal health functions, including health education, be conferred directly on local councils, except ambulances and mental health which should remain with the County Council.

The group also wish to suggest that the power under S. 21 of the National Assistance Act, 1948 to provide residential accommodation for persons who by reason of age, infirmity or any other circumstances are in need of care and attention which is not otherwise available to them should be exercisable by local councils concurrently with county councils so as to enable the former (who are already, as housing authorities, responsible for rehousing old people in housing need) to provide care and attention such as domestic help. By this means, old people who do not need actual medical care may be enabled by the local council to continue to live independent lives.

Town and Country Planning. When the Middlesex County Council became the planning authority a scheme was made with the concurrence of the local councils whereby many planning functions were delegated to them. The scheme originally provided that their approved administrative expenses in carrying out delegated functions should be reimbursed by the County Council but was subsequently amended so that each local council should defray its own expenses. This is a much more satisfactory arrangement which the group consider should be adopted in all delegation schemes unless there is good cause not to do so.

Under this scheme, applications for planning permission are dealt with by the local council in the first instance but may be taken out of their jurisdiction at the instance of the County Council in certain circumstances.

While the County Development Plan was being prepared this scheme worked reasonably well, but now that the Plan is in force the group propose that wider powers should be given to local councils and the present practice of " excepting " applications from their consideration on purely technical grounds irrespective of their importance should be discontinued.

The delegation scheme provided that " excepted " applications should be dealt with by an area planning committee, three of which were set up for the whole County. The area covered by these committees is necessarily so large that few of their members can be expected to have any knowledge of the locality of most of the premises the subject of the applications which come before them and the group suggests that this in itself is a strong argument for giving local councils power to deal with these applications.

The group therefore propose that the County Council should continue to be the statutory planning authority but that all planning functions under Part III of the Town and Country Planning Act, 1947 should be exercised by local councils, subject to the right of the County Council to be consulted when a substantial departure from the Development Plan is involved, or when a decision may involve them financially or affect the exercise of their other statutory powers. While there would need to be some machinery for settling any dispute which might arise between the county council and the local council, the group do not think that under the arrangement contemplated there would be any need to retain area planning committees.

If the grants towards expenditure on redevelopment hitherto available to local councils exercising their powers under Part IV of the 1947 Act are merged in the general grant to county and county borough councils as contemplated by the Local Government Bill in its present form the group would wish to urge the need for provision to be made for the county council to contribute towards such expenditure.

Construction, Improvement and Maintenance of Roads and Bridges. The statutory provisions by which boroughs and urban districts have been given the right to " claim " to exercise the functions of maintenance and repair of county roads, and may agree with the County Council to share the cost of improvement of such roads, have been the subject of agreements between local councils and the Middlesex County Council which are believed to have operated generally to the satisfaction of both parties. Nevertheless the group wish to take this opportunity of inviting the Commission to consider whether the procedure of " claiming " and the approval of expenditure by the County Council is really necessary. In paragraph 25 of the White Paper on Local Government (Cmnd. 209) the Government announce that they have reached the conclusion that it is best to leave the present system (of the distribution of highways grants) undisturbed for the time being. They propose, however, to consult further with the representatives of local authorities on this matter when the full effects of the general grant scheme can be seen.

Paragraph 14 of the White Paper on Functions referred to earlier in this statement recognises that a district council which can employ the highly qualified staff and the expensive equipment essential for modern efficient highway administration can properly be entrusted with such work. Since all the authorities forming the group have in fact been doing it for many years without adverse criticism, they submit they have achieved the standard suggested by the White Paper. If all their estimates of expenditure are scrutinised by officers of the County Council, two sets of officers are covering virtually the same ground, a position which will cause no surprise to those familiar with the working of many delegation schemes. If, on the other hand, the scrutiny is superficial there seems to be no point in retaining it.

Moreover, local councils already deal directly with the Ministry of Transport and Civil Aviation regarding the making of grants towards the cost of providing pedestrian crossings over both county and district roads. The group accordingly ask that local councils should have the functions of improvement and maintenance of all county roads conferred directly upon them.

Experience have proved that even with respect to trunk roads vested in the Minister local councils could usefully be entrusted with functions additional to the one they now generally perform, *i.e.* providing the lighting system. Only last winter there was much unfavourable comment from the police and the public that the work of snow clearance on trunk roads is done less expeditiously and efficiently than on the adjoining roads for which the local council is responsible.

Food and Drugs
Weights and Measures
Registration of Births, Deaths and Marriages
Milk and Dairies
Licensing of Theatres and Cinemas
Shops (Employment of Young Persons)

These subjects are not mentioned in the Appendix to the letter from the Chairman of the Commission but the group would be glad to be afforded an opportunity of making representations to the Commission upon them at the appropriate time.

APPENDIX II

	Registrar General's 1957 *Estimate of Population*	*Rateable Value at* 31.3.58	*R. V. per Head of population*		
		£	£	*s.*	*d.*
Acton	65,840	1,524,618	23	3	2
Brentford and Chiswick	57,700	1,176,864	20	7	11
Feltham	50,000	892,258	17	16	11
Finchley	69,380	1,387,989	20	0	1
Hayes and Harlington	67,190	1,057,276	15	14	8
Ruislip-Northwood	75,280	1,317,337	17	10	0
Southall	53,000	864,920	16	6	5
Southgate	71,250	1,449,980	20	7	0
Uxbridge	60,780	981,147	16	2	10
Wood Green	49,500	814,595	16	9	2

APPENDIX III

Extracts from the Report of the Association of Municipal Corporations

" 12. The Association contends that there is a strong case for the direct conferment on non-county boroughs of a population of 50,000 or more of most of the functions referred to. Within this category should be included the local health and welfare services, classified roads and bridges on classified roads, theatres and cinemas, weights and measures, diseases of animals (including the licensing of waste food boiling plant). Responsibility for food and drugs and the milk and dairies functions assigned to food and drugs authorities should be directly conferred on non-county boroughs of a population of 20,000 and more and these boroughs should also retain the power to call for delegation of highway functions to them as respects classified roads and bridges on classified roads to an extent comparable with their existing powers under the claiming arrangements.

13. The figure of 50,000 for the lower limit for direct conferment in the Association's proposals has been adopted for local health services to secure a manageable and efficient team of health visitors, district nurses, midwives and other associated staff; for classified roads, with regard to probable ability to accept the financial burden after allowing for Exchequer grants; and for weights and measures with regard to the need for adequate staff and the provision of equipment to test all forms of weights and measures in use in the area."

CHAPTER V

Additional Observations on the Proposals and Representations Contained in the Joint Statement

Although the Council fully support the proposals and representations in the Joint Statement prepared and submitted by ten "medium-sized" local authorities in Middlesex (see Chapter IV) there are nevertheless certain matters referred to therein on which the Council desire to submit additional observations. Furthermore the Council wish in one case to suggest the adoption of a particular method for the implementation of the proposals put forward for consideration in the Joint Statement. In this Chapter these further observations and suggestions are submitted for examination according to the functions involved concluding with a summary of the points made.

1. ENVIRONMENTAL HEALTH

(a) Control of Watercourses, Ditches and Ponds—Prevention of River Pollution

Uncertainty exists as to the responsible authority for the control of different classes of watercourses and there is also a possible confusion as to which are "sewers". It is therefore submitted that whilst the control of defined rivers and canals, as being of more than local importance, should lie with the County Council, all other watercourses, ditches and ponds should be the responsibility of the district councils for, apart from certain sewers and drains connected directly to rivers and canals, surface water from developed areas is drained to local watercourses, ditches &c., and further connections are required as development proceeds. The control of some such watercourses by the County Council and others by the district council.

(i) creates uncertainty as to the limits of maintenance responsibilities and with frequent changes in the personnel of maintenance staff is liable to lead to lack of maintenance;

(ii) confuses builders and the occupiers of buildings as to the authority with whom they should arrange surface water drainage and sewerage; and,

(iii) is thought to impede measures required to deal with the more rapid discharge of surface water from developed areas into the local natural drainage system as a whole.

It is further submitted that the responsibilities of the County Council should include the provision of technical services for the assistance of district councils where necessary.

(b) Drainage of Trade Premises—Sewerage and Sewage Disposal

In order to avoid unnecessary duplication of sewers and remove the present uncertainty of the availability of surface water sewers in some county roads for building development, it is considered that county highway drains should be constructed to district council requirements and then vest in the district council as public sewers. At present a county highway drain, which is not a public sewer as such, is not available for use for surrounding development without permission from the County Council and in some cases separate systems of surface water drainage for county roads and surrounding development exist unnecessarily.

The following points in particular are to be observed:—

(i) The capacity of a county highway drain is determined by the drainage requirements of the highway and not of the area through which the highway is constructed.

(ii) In the absence of a public surface water sewer, it is necessary to rely on the agreement of the County Council to receive into the county highway drain surface water from subsequent development near that highway. The existence of such a highway drain, with the possibility of being able, by agreement, to connect to it, militates against the construction of a proper and adequate surface water sewerage system in the absence of serious surface flooding.

(iii) Builders and other developers are confused as to the authority with whom they should arrange surface water drainage and sewerage.

If this suggestion were adopted, subject to the county council being responsible for the cost of construction and any subsequent removal or replacement so far as this arises from the drainage of the county roads, then the difficulties described would largely be eliminated.

(c) Refuse Collection and Disposal

In a heavily built up conurbation it is considered that the question of refuse disposal as distinct from refuse collection should be dealt with by a single superior authority. Many of the districts in Greater London have little or no land left available in their areas and others will experience great difficulty in the future, because of:—

(i) Continued building development;
(ii) Variations in refuse content;
(iii) Greater demands from factories for the disposal of trade refuse; and,
(iv) The possibility in the future that through economic considerations the maximum pre-separation of salvage will be abandoned and the amount of refuse therefore increased.

Already in Middlesex the County Council deals with sewage disposal and if the same authority *i.e.* the sewage disposal authority, also dealt with refuse disposal, such methods as composting could be made available and dealt with efficiently and adequately.

2. TRAFFIC

(a) Construction, Improvement and Maintenance of Roads and Bridges

The Council firmly support the representations made in the Joint Statement contained in Chapter IV hereof (page 627) for the maintenance and improvement of county roads to be dealt with by the district council as the highway authority and in particular the following reasons:—

(i) Many complaints about or requests to deal with emergencies affecting directly maintained county roads are made to this District Council causing delay in attention.

(ii) Builders are confused about road openings *e.g.* when a public soil sewer vested in the Council is in a directly maintained county road and notices to and liaison with both authorities are necessary.

(iii) Confusion is caused to utility undertakers, builders, and (in the case of footway crossings) householders by differences between the requirements for interim restoration, permanent reinstatement and construction of the county council and of the district council respectively, particularly when any work of construction or development involves operations both in directly maintained county and in other roads.

(iv) The mechanical and electrical maintenance and the repainting of traffic and direction signs, bollards, pedestrian crossings and similar street markings and furniture are apt to be a source of difficulty because of frequent variations in demand and change of personnel in the maintenance staff. There is not only the division of responsibility for maintenance of items of a similar character according to whether they are in directly maintained county or other roads, but, with regard to directly maintained county roads, there is also the division of maintenance of different items between the highway authority and the local authority.

It is submitted however, that the method of achieving this object should be by an extension of the " claiming " procedure under the Local Government Act, 1929 whereby the district council undertake the work of maintenance and improvement as of right.

This procedure would ensure the proper distribution of functions but with a correct balance, as the expenditure incurred would rightly be reimbursable by the County Council as county roads carry "through" traffic not generally related to the district through which the road passes and in consequence the burden of expenditure should be spread beyond the local council. This method of securing the maintenance and improvement of county roads is also considered to give better opportunity of securing uniform standards necessary in routes of more than local importance. At present it is not possible for district councils to " claim " under the Act of 1929, except in the case of new roads, due to the time limits, and new legislation would therefore be necessary in this regard.

The comments of the Local Government Boundary Commission in the 1947 Report at page 23, support the submissions above referred to in that it is there stated that the " new county boroughs ", *i.e.* with a population of 60,000 and upwards should be " claiming " authorities, for in those cases it was considered that sufficient resources and appropriate staff and plant would be available. In addition county roads, by reason of their character and the various classes of user should be maintained at the expense of the county ratepayers.

(b) Street Lighting

There is also much to be said for the same prodecure as that referred to above in connection with county roads relating to the reimbursement of expenditure being applied to street lighting on main traffic routes, but only provided that, as the Council firmly maintain, the authority to be responsible for the maintenance and improvement of county roads and the lighting thereof should be the district council.

In this way, one authority only, *i.e.* the **local** council would be responsible for the maintenance of all county and district roads, would continue to be the lighting authority therefore and would be responsible for all other matters connected therewith. The following advantages would then be achieved.

(i) The present uncertainty of the public as to the responsible authority would be removed.

(ii) There would be better control of reinstatement work and speedier action in emergencies.

(iii) Complaints would be canalised and overlapping would be prevented.

(iv) The district council would for all practical purposes be both the highways, lighting and sewerage authority.

SUMMARY

1. Environmental Health

(*a*) *Watercourses*

District councils to be responsible for control of watercourses other than rivers and canals.

(*b*) *Sewerage*

County highway drains to be constructed to the requirements of the district council and then vest in the district council as public sewers. Expenditure attributable to county purposes to be borne by the county council.

(*c*) *Refuse Disposal*

Responsibility for refuse disposal as distinct from refuse collection to be transferred to a single superior authority, *e.g.* the county council.

2. Traffic

(*a*) *Roads*

The highway authority for all county roads should be the county district council operating through the " claiming " procedure whereby works of maintenance and improvement are carried out by the district council, the expenditure being spread through the county as a whole because of the " through traffic " nature of the county roads.

(*b*) *Street Lighting*

On the basis that the district council is the highway authority for all county roads in the district, then street lighting should be treated on a like basis, *i.e.* the district council should continue to be the street lighting authority but the expenditure be reimbursable by the county council.

CHAPTER VI

Number of Staff Employed by the Council on the 1st April, 1958

MANUAL STAFF

Department	Actually Employed	Vacancies	Total Establishment
Clerk and Solicitor's ..	Nil	Nil	Nil
Treasurer's	21	1	22
Engineer and Surveyor's	179	28	207
Public Health	1	Nil	1
Housing	75	6	81
Parks	100	Nil	100
TOTALS	376	35	411

NON-MANUAL STAFF

Department	Actually Employed	Vacancies	Total Establishment
Clerk and Solicitor's ..	26	Nil	26
Treasurer's	45	2	47
Engineer and Surveyor's	73	8	81
Public Health	9	2	11
Housing	18	Nil	18
Parks	12	Nil	12
TOTALS	183	12	195

TOTAL STAFF

(Manual and Non-Manual)

Department	Actually Employed	Vacancies	Total Establishment
Clerk and Solicitor's ..	26	Nil	26
Treasurer's	66	3	69
Engineer and Surveyor's	252	36	288
Public Health	10	2	12
Housing	93	6	99
Parks	112	Nil	112
TOTALS	559	47	606

GEORGE HOOPER,
Clerk and Solicitor.

Town Hall,
Hayes, Middlesex.
June, 1958.

Supplementary Evidence Submitted by The Hayes and Harlington Urban District Council

CONTENTS

	Pages
General	634
Construction, Improvement and Maintenance of Roads and Bridges	
Highways	637
Street Cleansing	641
Street Lighting	640
Traffic	641
Health Services	
Area Health Committees	642
Housing	636
Refuse Collection and Disposal	
Refuse Collection	636
Refuse Disposal	635
Structure	
Defects of	634
Town Planning	642

SUPPLEMENTARY STATEMENT INCLUDING COMMENTS ON THE EVIDENCE OF THE MIDDLESEX COUNTY COUNCIL AND GOVERNMENT DEPARTMENTS

General

It is important to remember that a beneficial and benevolent administration of the many vital matters controlled by Local Authorities must have as its aim a full, efficient and economic service compatible with government locally in order that there should exist at all times a local and focal point whereby representation and requests, assistance and complaints can easily be made, heard and dealt with effectively without delay or confusion.

The existence and purpose of local government is not achieved by thinking inwardly on the lines of self interest and isolation from other local authorities, particularly in the extensive heavily built-up area. Single-tier authorities dealing with all services are today quite frankly anachronistic in a conurbation. Completely sef-contained authorities for all services in these circumstances would have to be of a size involving a remoteness, which would be the negation of local government in the sense of true local understanding, control and contact.

It is wise for the purposes of co-ordination and the sharing of the financial burden having regard to the circumstances and development of various areas, that certain services should be spread over a very wide field leaving the day-to-day administration to the district council.

Defects of Present Structure

The observations of the Middlesex County Council in its Report and Comments on the evidence of other authorities and the government departments are hardly satisfactory in dealing with the allegation of defects resulting from remote control and duplication, in particular with the defect of local uncertainty or confusion, *e.g.* the County Council.

(*a*) Admits some confusion in the minds of the public as to who is responsible for services but considers with good will on both sides and the adequate distribution of information there need be little confusion. (Personal Health Services, Page 210).

(*b*) Considers that the local pressures on district councils do not have the same impact on central bodies which are less likely to take a parochial view; that professional advisers have no difficulty in determining which is the responsible body and that it is simple for laymen to find out the position either from officers of the County Council or district Council. (Town and Country Planning, Page 220.)

(*c*) While mentioning the criticism that the present arrangements lead to the creation of confusion and dissatisfaction in the minds of the public due to two separate local authorities administering identical functions in one district, the County Council merely refer to the possibility of confusion between different districts if each district undertook all roads. (Construction, Improvement and Maintenance of Roads and Bridges, Pages 224-5).

The normal action of the ordinary resident of the district or member of the public is to visit, telephone or write to the local town hall and there he expects an answer, not a reference to another authority Further he expects a comprehensive answer dealing with all aspects of his problems.

The evidence of Hayes and Harlington Urban District Council at pages 629-31 emphasises this local uncertainty and confusion.

Refuse Collection and Disposal

The Ministry of Housing and Local Government propose that a large central organisation should be established to take charge of the collection and disposal of London's refuse, not necessarily limited to the area of the London County Council. (Memoranda of Evidence* page 124, paras. 9 and 13).

The Middlesex County Council suggest that the co-ordination of the organisation and planning of refuse disposal as opposed to collection should be investigated. (M.C.C. Statement Page 62).

Refuse Disposal

The refuse disposal service is considered to be one in which the main emphasis can be placed on technical advantages as the means of disposal is not of great interest to the ordinary residents unless they happen to live near the disposal site. The suggestion of the Urban District Council was to link refuse and sewage disposal and thus include in the same organisation the technical experts required to undertake investigation, development and control for the disposal of both solid and liquid wastes, and thus the investigation and method of refuse disposal should extend beyond the filling of gravel pits in the outer areas. It is to be questioned whether mere co-ordination of refuse tipping as suggested by the Middlesex County Council is adequate.

The Ministry state that most of the Greater London area is served or soon is to be served by large central sewage disposal works (Memoranda of Evidence*, Page 121, para. 4) but the experience of the Middlesex County Council indicates that in the administration of Regional undertakings of that kind which are of sufficient magnitude to have all the resources and staff for most efficient management (*i.e.*

---

*Memoranda of Evidence from Government Departments—published by H.M.S.O. (S.O. Code No. 73-34).

the West and East Middlesex Drainage Undertakings), nothing is gained economically or otherwise by further amalgamation of adjoining regions into still larger units.

The disposal of refuse by those larger sewage disposal authorities would do much to meet any disadvantage considered to arise from the present number of refuse disposal authorities and might for refuse disposal, provide a substitute for that single organisation referred to by the Ministry of Housing and Local Government particularly if coupled with the establishment of a co-ordinating and advisory body for refuse and sewage disposal for the whole of the London area.

Refuse Collection

Quite distinct from the function of refuse disposal is refuse collection which affects the personal health and convenience of the householder; in this service his relations at all times with the local authority are close and his reactions to changes, or delays immediate. The householder makes his requests and complaints to the local Town Hall where other matters can also receive attention and it is reasonable to suppose that he would prefer to continue to do so rather than to a branch office of a large authority.

The Ministry refers to overlapping of fringe area collections (Memoranda of Evidence*, Page 124, para. 7) but such overlapping of fringe area collections as may be inevitable as a result of refuse collection being a county district service cannot justify the establishment of a single refuse collection organisation for London as a whole; it may be regarded as a very minor difficulty accepted for the purpose of maintaining the present advantageous contact between the householder and the authority.

In Hayes and Harlington overlapping at boundaries is not serious.

Housing

It is stated by the Middlesex County Council that its claim for "in-county" general housing need powers is based on its need arising out of the difficulties alleged in providing suitable accommodation for

(*a*) persons suffering from tuberculosis,

(*b*) persons maintained in temporary accommodation for unduly long periods,

(*c*) the registered blind and generally handicapped persons.

In addition the County Council allege that because of:—

(i) the number of dwellings they already control on smallholding estates

(ii) dwellings in service occupation by employees

(iii) dwellings surplus to requirements or for rehousing arising from county projects and

finally because of the inability of the County Council to receive improvement grants under the Housing Acts and to rehouse such people as retiring employees, the County Council's plea for general housing powers is justified.

The grant of housing powers to another authority such as the County Council for "in-county" development would immediately give rise to overlapping of effort leading to competition and conflict. The limited amount of land available within the district area would not permit of two authorities vying with each other and it must be remembered that the district councils have a better grasp of local needs and conditions which must reflect to advantage in costs, speed and quality of work. The existence of two competing housing authorities could only give rise to confusion with residents themselves.

To assist the County Council in providing suitable local accommodation for the special needs referred to is really a matter of negotiation between the housing authorities and that Council. In Hayes and Harlington the County Council have been provided with a site on one of the Council estates on which the County Council have erected a Children's Home. Further sites available on private land have been drawn to the attention of the County Council, one of which has been acquired and used. Council houses have also been made available to the County Council for the housing of County midwives.

---

*Memoranda of Evidence from Government Departments—published by H.M.S.O. (S.O. Code No. 73-74).

It is also to be noted that many of the housing authorities in Middlesex have agreed to allocate one house per year to the County Council irrespective of the origin of the family to be accommodated therein to assist that Council in their difficulties in connection with temporary accommodation.

The House Purchase and Housing Act, 1959 makes available to County Councils Exchequer contributions for works of improvement or conversion to houses as well as housing authorities.

On the other hand it is true that the total land available for private and local authority building is extremely limited and is insufficient to deal with present housing needs so far as the majority of housing authorities in Middlesex are concerned. Accordingly the only solution is "out-county" building. To avoid wasteful competition for sites, to obtain better balance of co-ordinated development and make a more effective programme and also for reasons of adequate resources, it is reasonable to suggest and support the principle that "out-county" building for general housing needs and such needs as may arise from re-development within the county should be undertaken by an authority with resources similar to those of the County Council and with powers which are fully adequate.

In Hayes and Harlington, in common with most authorities in the Greater London Area, there is insufficient land available to meet known housing needs; land schedule for residential development is severely restricted, the district is in the Green Belt area and there is need to retain a large area of local and regional public open space in addition to general Green Belt requirements. So far as slum clearance is concerned, the Council is able to take care of its programme which is not large; it has also dealt with the problems arising from de-requisitioning.

Construction, Improvement and Maintenance of Roads and Bridges

Highways

The Middlesex County Council is against any change in the present position so far as the authority responsible for the improvement and maintenance of county roads is concerned, it also opposes any district council maintaining additional mileage of existing county roads on that Council's behalf. The desire of the Middlesex County Council to continue direct maintenance of a proportion of county roads is based mainly on technical advantage (M.C.C. Statement, Pages 152-3).

The Ministry of Transport and Civil Aviation however suggests the creation of very large *ad hoc* single-tier highway authorities to deal with all streets of whatever type and classification solely from the point of view of alleged better administration (Memoranda of Evidence from Government Departments—page 167, para. 36).

Every day experience in a county district has shown clearly that whatever may be the authority properly concerned with the maintenance &c. of roads, the ordinary member of the public sends his request, difficulties and complaint to the County District Council and seeks from them advice and assistance. In built-up areas much work in roads is executed by builders and statutory undertakers. The ordinary member of the public whether as householder or road user is affected by the accommodation provided by and the use of the road surface and public facilities thereon by the condition and cleanliness of that surface and works executed in roads. From experience it is reasonable to suppose that the public would prefer to deal with the local Town Hall direct where other matters can also receive attention rather than with the branch office of a larger authority or undertaking.

Hayes and Harlington Urban District Council together with nine other district councils in Middlesex have in a joint statement indicated their desire that the district councils should carry out the work of improvement and maintenance of county roads. The Council maintain that the district council should be the responsible authority for those purposes, they believe that this responsibility should be achieved by an extension of the existing " Co-ordinating " Agreements, under a " claiming " procedure; this applied to an area approximating to that of the present County would result in the co-ordination and standardisation of works and services affecting county roads which would be combined with the maximum amount of local responsibility and control linked with the equitable sharing of the financial burden through-out that area because of the " through " nature of those roads.

It is to be emphasised however, that this responsibility is one whereby the district could would " *as of right* " act as the highway authority, at the same time there would be no derogation from the overall co-ordinating position of the County Council.

The claim put forward by the County Council in its Report and Comments on the evidence of other authorities at page 225 that the County Council could not satisfactorily retain financial control of the highway maintenance of the county roads without having direct responsibility for maintenance requires careful consideration. In proposing the large single-tier highway authorities to be co-ordinated by the Ministry of Transport and Civil Aviation on highway matters, the Ministry make no comparable claim. Indeed in the parallel case of the upkeep and maintenance of schools by the Excepted Districts for Education, the County Council themselves make no similar claim. If the County Council cannot maintain only trunk roads, then to prevent the overlapping and duplication affecting county roads it may be desirable for the maintenance of trunk roads to be undertaken by an authority having a greater area than the present county.

The comments of the Ministry of Transport and Civil Aviation are of an all embracing nature arising out of the main problem with which the Ministry is concerned, *i.e.* that of the main road system, the motorways, arterial roads and the great new radial routes leading into London, and the necessity to see that those roads are linked satisfactorily to the centre and Port of London. The Ministry refers to difficulties relating to co-ordination, priority, economy and efficiency, because of the number of individual " claiming " authorities. It is appreciated that the reference to the number of individual " claiming " authorities outside Middlesex has certain justification but the solution recommended by this Council would eliminate any difficulty in that regard.

The suggested solution put forward by the Ministry is that the Greater London Area should be divided into a number of extremely large authorities responsible for all roads and streets in the area of those particular authorities. This involves of course, the abolition of the County Council as the highway authority for county roads. The suggested solution is based on the premise that the County Council is too large and the district council is too small to act as an " all-purpose " authority for all roads as above referred to. So far as co-ordination of priority &c. is concerned the suggestion would bring into existence instead of in the case of Middlesex one authority, *i.e.* the Middlesex County Council, co-ordinating the whole of the County and then liaising with the Minister, a large number of authorities which are to be responsible for all matters affecting the highways within their area, down to the smallest roads, streets or alleyway and including presumably the operation of the Private Street Works Act, 1892 or Section 150 of the Public Health Act, 1875, the operation of which is now the prerogative of the Urban Authority. (Memoranda of Evidence from Government Departments, Page 166, para. 29.)

The suggestion would thus increase the number of authorities smaller than the County Council which of themselves have to liaise direct with the Ministry; accordingly the co-ordinating functions of the County Council would be done away with but the c-oordinating work of the Ministry's Divisional Road Engineers would be increased. So far as Middlesex is concerned, the Ministry's proposals are not helpful for, in addition to the difficulties arising from the use of another *ad hoc* authority, they would also introduce further remoteness from the public and tend towards the lack of sensitivity to local demands and opinions which it is so essential to maintain.

It is also questionable whether without changing the availability of grant, the suggested single-tier highway authority would have an incentive to undertake minor improvement works to county roads as at present exists for the county districts of Middlesex. Grants for maintenance and minor improvements are available to County Councils only, and for an approved scheme the County Council under the "Co-ordinating" Agreements meets the balance of cost after the deduction of grants.

It is suggested by the Ministry of Transport and Civil Aviation that existing district highway authorities are not interested in making small improvements on " through " routes because of the nature of the traffic, (Memoranda of Evidence from Government Departments, page 166, para. 27): this needs further explanaon for the statement is not correct in relation to Hayes and Harlington, nor is it thought to be correct generally as in a busy thoroughfare. The question of the amenity, safety and standard of " through " roads is equally if not more important than in local roads; certainly the local council is very much concerned to do those works with regard to which the Ministry suggests district councils are in default.

It is suggested by the Ministry that there is either a lack of specialist engineers in the service of the district authorities or alternatively a wasteful use of them. Specialist Highway Engineers are required mainly for the planning and construction of new trunk and county roads, or improvements of particular importance to such roads and for matters of co-ordination and standardisation affecting that routine maintenance and improvement which this Council wishes to undertake by means of an extension of the co-ordinating procedure already referred to. There is no difficulty in undertaking the latter type of work by the use of the Council's non-specialist engineering staff in a properly programmed plan of work involving other local authority services. The co-ordination by the County Council in the manner already referred to is likely to make available specialist advice when necessary.

So far as the general position on non-specialist engineering staff of the county district is concerned, it is not considered desirable to deplete that staff, for in addition to the execution of the works of Housing, Sewerage, &c., the staff also undertake a material volume of work to district roads and private streets which gives flexibility to meet changing demands all of which affect the ordinary resident in the district.

Whilst the suggested large single-tier authorities might result in certain economies, *e.g.* use of expensive plant, it has to be pointed out that if labour and plant have to travel in excess of five miles for general road maintenance, the creation of sub-districts and sub-depots may very well be needed to retain an adequate and economical service. Thus a highway authority such as envisaged by the Ministry might find it necessary to open sub-offices as necessary links between the main office of the remote highway authority and the ordinary resident or member of the public; if this was not done then that person might have to travel some miles to discuss his problems concerning the district road in which he lives or is interested. Even with such a sub-office however it would probably only be possible to deal with certain parts of the person's problems if matters of planning, building, development, drainage, public health, &c. were also involved.

It is to be emphasised that such things as the making up and sewering of private streets, the control of the residential estates, the development of a street and sewerage works and the provision of adequate means of access in and sewerage for industrial areas closely affect the life and well-being of a considerable number of people. Pre-occupation with the problems involved in the planning and construction of increasing mileage of county roads in a substantially built-up area might render it difficult for a large remote single-tier authority to give that necessary attention to routine tasks on roads of the lower traffic importance which is justified by the effect of those routine tasks on the general body of the ratepayers. Further, any separation of responsibility for sewerage from functions appertaining to those highways is likely also to add to the difficulties.

It is no answer to these problems to refer to the possibility of a joint board acting as a large single-tier highway authority for additional difficulty in settling generally acceptable priorities as between the various categories of highways might then be experienced, and also in the cases of private street works, district roads, improvements, &c. and the location of the works to be executed.

It is again emphasised that in the opinion of this Council an extension of the present co-ordination arrangements to all county roads on the basis of " claiming " authorities would achieve the necessary co-ordination by the County Council as Highway Authority but retain the local control needed to ensure prompt attention and treatment; the co-ordination would be over a large area as at present, and the Ministry would have fewer authorities to deal with in those matters with which they are concerned. By seeking to associate on a county district basis the maintenance and improvement of county roads with that of district roads, the local Council has endeavoured to minimise overlapping in the practical work and secure a maximum of convenience to the bodies and classes of persons concerned with roads and not least to the ordinary householder. In accepting the need for co-ordination by a body such as the present County Council, the unavoidable minimum of administrative duplication is regarded as reasonably acceptable if all those benefits are to be secured; some duplication is unavoidable if co-ordination is to be secured whatever the level. It is further pointed out that this Council's proposals avoid the defects of over-centralisation resulting from the suggestion of the Ministry of Transport and Civil Aviation and the defects of overlapping which the suggestions of the Middlesex County Council would continue.

Street Lighting

The Middlesex County Council suggest that that Council should become the authority for street lighting on county and trunk roads (M.C.C. Statement, Pages 158-9). On the other hand the Ministry of Transport and Civil Aviation seem to suggest that the responsibility for street lighting should be taken over by the Highway authorities only if the Ministry's suggestion for the creation of the 22 large single-tier highway authorities is accepted. (Memoranda of Evidence from Government Departments, Page 168, para. 4.)

The suggestion of Hayes and Harlington Urban District Council is that the function of street lighting should be that of the highway authority but on the basis that that highway authority should be the district Council operating through the procedure referred to in its statement of evidence and comments made above under the heading " Highways". Thus the district council would be the responsible authority for the maintenance and improvement of county roads and also the lighting authority with regard thereto operating through the " claiming " procedure and co-ordination agreements.

On trunk roads a measure of control with regard to standardisation of street lighting has been available to the Ministry by making grants towards the costs of improving street lighting. (Memoranda of Evidence from Government Departments, Page 168, para. 3), and by entering into agreements with lighting authorities for the lighting of such roads (M.C.C. Statement, Pages 158-9). On County roads such co-ordination that has taken place has arisen from the local endeavours of certain adjoining lighting authorities.

It is true that in the interests of vehicular traffic the desirability of co-ordination for street lighting on main traffic routes is self evident. However visibility for drivers although very important is not the only factor to consider and due regard must be had to all the needs of the particular areas through which main traffic routes pass, such as the adequate illumination of town centre shopping areas, the convenience of pedestrians and the prevention of crime by suitable lighting of buildings and passages. There should be sufficient flexibility to provide the necessary local variations of lighting standards on trunk and county roads. If the suggestion of this Council was accepted then the undertaking by the district council of maintenance and improvement of county roads in association with similar functions for street lighting on those particular roads would avoid the present overlapping in the execution of work of a similar character to illuminated traffic signs and street lighting respectively. The ordinary householder is as interested in the lighting of the road in which he lives or which he uses as in the condition and cleanliness of the road surface and his convenience requires similar consideration.

Street Cleansing

Duplication and overlapping would dissappear if county roads were maintained by the district councils.

Traffic

The Ministry suggest in its overall proposals the creation of a separate executive or co-ordinating authority under policy direction by the Minister to deal with all the traffic requirements and problems of the region as a whole and at technical level to disassociate what is now called traffic engineering from other technical services.

The provision of, alteration &c. to traffic signs, traffic signals, refuges, pedestrian crossings &c. and the timing of that work is often dependent upon the receipt of Ministry approval and the date of that approval. (Memoranda of Evidence from Government Departments, Page 171, para. 14.)

From local experience it is considered that when the Council are free to proceed with the erection of signs to give effect to the regulations of the Minister (Memoranda of Evidence from Government Departments, Page 175, para. 36), delays occur only through market conditions arising when standardised equipment of new design is required simultaneously by a number of authorities. No evidence has been produced by the Ministry to support any suggestion of frustration due to dilatoriness on the part of local authorities for their own parochial reasons in connection with the erection of signs or other works involved. (Memoranda of Evidence from Government Departments, Page 175, para. 36.)

The overlapping between authorities would be reduced if all traffic aids were the responsibility of the highway authority and by an extension of the " claiming " procedure already referred to that authority was the district council maintaining all county roads. In other words by accepting this Council's submission with regard to the maintenance, and improvement of county roads and the application thereof to street lighting and the further application thereof to traffic signs, &c. one authority would be responsible for all those services but co-ordinated under the county council.

The fixing of bus stops by the Stopping Places Advisory Committee ensures that due weight is given to local knowledge of requirements which is regarded as an essential consideration in most traffic controls.

It is urged that in any consideration given to the claim of organisational weakness due to lack of one central organisation to deal with all aspects of traffic as stated in the evidence of the Ministry of Transport and Civil Aviation, consideration should also be given to the extent to which detailed supervision of the application by highway authorities of clearly stated traffic policy is really necessary. Over-centralisation of detail can result through inflexibility.

So far as the recommendations of the Ministry are concerned as to the responsibility for implementing traffic policy it is suggested that the solution referred to in para. 43(*a*), Page 176 of the Memoranda of Evidence from Government Departments is preferable to the other two if the top-tier authority included local authority interests and was responsible for the formation of policy, but the implementation of that policy should:—

(*a*) in respect of county roads be co-ordinated by the County Council, but actually carried into effect by the district council following the procedure relating to highways and street lighting already referred to by the Hayes and Harlington Urban District Council and

(*b*) in respect of unclassified roads by the district council direct.

Health Services

Area Health Committee

The County Council refer on pages 206-7 of their Report and Comments on the evidence of other authorities to the part played by Area Health Committees in the administration of these services. Whilst district council members are appointed to the Area Health Committees they are not on that Committee representatives of the district council but solely members of the Area Health Committees, *i.e.* there is no real delegation to the district councils at all.

Town Planning

The County Council in their Report and Comments on the evidence of other authorities makes reference at page 218, para. 3 to delays in administration. In Hayes and Harlington:—

(*a*) Applications are transmitted to the County from the 1st to the 3rd day following receipt.

(*b*) The Council have delegated power to the Town Planning Committee and its Chairman to prevent delays arising on account of the relative meeting dates of the local Town Planning Committee and the Area Planning Committee and that power is used extensively.

(*c*) Decisions on delegated applications are despatched within 4 days of the monthly meeting of the Town Planning Committee and decisions on Excepted applications within a similar period after the receipt of notification of the decision of the Area Planning Committee.

The Statement of the County Council in this regard does not apply to this authority.

GEORGE HOOPER,
Clerk and Solicitor.

Town Hall,
Hayes, Middlesex.
June, 1959.

Evidence Submitted by The Potters Bar Urban District Council

INDEX

Page
Principal Statistics 643
Introduction 644
Education 645
Environmental Health 647
Housing 652
Personal Health and Welfare 654
Town and Country Planning 655
Traffic 656
Defects and Remedies 658

APPENDIX

Future of Potters Bar 663

GENERAL STATEMENT

Principal Statistics

Area	6,129 acres
Population:—	
Mid June, 1921	2,135
Mid June, 1957	20,370
Current estimate	21,500
Envisaged by Development Plan to be reached by 1960	23,050
Rateable Value, 1st April, 1958	£346,170
Rateable Value per head of population, 1st April, 1958	£16 19*s.* 11*d.*
Product of 1*d.* rate, 1958–59	£1,440
Rate in the £, 1st April, 1958	17*s.* 5d.
Rateable Value, 1st April, 1957	£319,522
Average of all Urban District Councils	£314,939
Rateable Value per head of population, 1st April, 1957	£16 16*s.* 8*d.*
Average of Middlesex Local authorities	£17 15*s.* 2*d.*
Estimated Product of 1*d.* Rate, 1957–58	£1,360
Average of all Urban District Councils	£1,256
Rate in £, 1957–58	17*s.* 2*d.*
Average of all Urban District Councils	18*s.* 10*d.*
Outstanding loan debt, 31st March, 1958	£1,662,687

Staff:—

Department	*Manual*	*Non-Manual*	*Totals*
Clerk	—	10	10
Treasurer	—	13	13
Surveyor	74	22	96
Health	3	9	12
TOTALS	77	54	131

Introduction

Under the London County Council's Green Belt Scheme, and subsequently under the Green Belt (London and Home Counties) Act, 1938, the County Councils and other local authorities had previously co-operated in acquiring land for inclusion in a green belt—called the London Green Belt—amounting to 1,889 acres in the Potters Bar Urban District and adjoining districts of Elstree Rural and Barnet Urban, and of course much other land alsewhere.

The extension of the idea of preserving a region of open country encircling the built-up area of Greater London, was an essential item in the Greater London Plan of 1944, which in the main sought to restrain over-all growth of population and to bring about a degree of decentralisation based on a scheme dividing Greater London into four rings, the Inner Urban Ring, Suburban Ring, Green Belt Ring and the Outer Country Ring.

Middlesex lies mainly in the Suburban Ring and in the Green Belt Ring, and the policy of the County Development Plan, prepared under the Town and Country Planning Act, 1947, is to preserve land for Green Belt purposes and to confine development in this area strictly to uses compatible with such policy.

Geographical Position

Potters Bar, situate at the northern tip of Middlesex, alone of the 26 Boroughs and District Councils in the County is outside the Suburban Ring and wholly within Green Belt land. It is separated by large tracts of open country, from the nearest towns of Barnet, Enfield and Southgate, and thus is incapable of amalgamation with those towns, although it is considered to be capable of reasonable expansion northwards to the closely linked developing Hertfordshire communities of Brookmans Park and Northaw without injury to Green Belt policy. It is the smallest Middlesex urban district in population and rateable value although it covers the considerable area of 6,129 acres. There are no natural boundaries or rivers but an abundance of watercourses and underground springs. To the north-west and south, it has a common boundary with Hertfordshire.

Development

Formerly the rural district of South Mimms, the present urban district was created by the Review of County Districts Order of 1934. The built-up areas are concentrated at South Mimms on the London–St. Albans Road (A.6) and the Barnet By-Pass (A.1), and at Potters Bar on the old Great North Road (now A.1000). The original community was no doubt South Mimms, but for a variety of reasons, not the least being the construction of a railway station at Potters Bar on the old Great Northern line from King's Cross, the principal development is now at Potters Bar. There are excellent road and rail communications with London and the North, but none by rail to East and West.

The population in 1921 was 2,135 and to-day is over 20,000 and rapidly growing. The population envisaged by the County Development Plan is 23,050, which is considered by the Council to be unrealistically low.

Of the total area of 6,129 acres, 4,868 acres is green belt, and only 50 acres remain suitable for building. There is heavy pressure for space for houses for workers in the metropolis due to the excellence of communications and the attraction of open spaces. So far, development has been severly checked. Nevertheless, the limit set by the Development Plan will probably be reached by 1960, and in the view of the Council the future of Potters Bar in relation to this limit needs urgent reconsideration.

Potters Bar is not entirely self-supporting. Most of the residents work in London, but there is a small amount of thriving light industry and three shopping centres which support part of the population of the district, and draw to a large extent on the rural parishes which adjoin.

No development between Potters Bar and the south is possible if the outward growth of London is to be checked. Some development, however, is still taking place to the north.

EDUCATION

Educational Facilities in Potters Bar

Administrative Structure

The Local Education Authority under the Education Act of 1944 is the Middlesex County Council.

The majority of the Middlesex local governemnt areas are "excepted" districts for the administration themselves of specified educational facilities in their districts. Friern Barnet and Potters Bar Urban Districts, which have populations of approximately 29,000 and 21,000 respectively, are the only areas where the County Council have appointed local Sub-Committees of the County Education Committee. The schemes, whether prepared by the "excepted" authorities or by the County Council, provide for the local administration of the education services to the extent of the powers delegated under the schemes.

The Potters Bar District Education Sub-Committee consists of 14 persons comprising members of the County Council, the local Council and co-opted members.

The scheme of administration defines a wide variety of functions relating to primary and secondary education (including the preparation and revision of the Development Plan, the classification, organisation and sufficiency of Schools, and the provision of new schools, improvements, &c.), and also functions relating to Further Education which are, in the main, restricted to Evening Institutes and to the Youth Service. General powers in respect of management and the day-to-day running of the schools are delegated, but in respect of the majority of functions the powers of the Sub-Committee are recommendatory only.

Primary and Secondary Education—Present Position

Developments are continuing to take place to meet the growing needs of Potters Bar. At the present time (April, 1958), there are six primary maintained schools and one secondary comprehensive school.

Primary and Secondary Education—Proposed Arrangements

The Education Authority proposes the following arrangements of schools to meet the requirements of a total population of some 23,000–24,000 persons:—

(i) *Primary Schools*	*No. of Places*
(*a*) Infant (3)	840
(*b*) Junior (3)	1,120
(*c*) Infant and Junior (2)	380
(ii) *Secondary Schools* (1)	1,500
	1,600

Grammar Schools

There are no grammar schools in Potters Bar and none is proposed because Mountgrace Secondary Comprehensive School provides parallel facilities. A number of Potters Bar pupils are, however, currently placed in grammar schools mainly in neighbouring Middlesex districts.

Private Schools

There are four fairly small independent schools with school rolls varing between about fifty and one hundred and twenty pupils.

Further Education—Evening Institutes

There is one Evening Institute which enrolls approximately 1,000 students a year.

Further Education—Technical Colleges, Polytechnics and Schools of Art

Courses are provided for full-time and part-time education in the Technical Colleges (*e.g.* Southgate), Polytechnics and Schools of Art maintained by the Middlesex County Council. Arrangements have also been made for local students to attend establishments of Further Education maintained by neighbouring authorities, *e.g.* Hertfordshire County Council (Hatfield).

Recreational Facilities

Playing fields are provided.

Youth Service

A Youth Sub-Committee functions under the District Education Sub-Committee and a number of youth organisations are affiliated to this Sub-Committee.

Libraries

The Library service is administered as part of the functions of the County Education Committee and the Library Committee is a sub-committee of that Committee. The service is regarded as satisfactory.

Agricultural Education

Middlesex is not an agricultural county but facilities are provided for students to proceed to agricultural colleges elsewhere.

Handicapped Children

The County Council make appropriate arrangements for such children on the advice of the local Education Sub-Committee.

Community Associations

There is a Community Association occupying County Council premises and comprising clubs and other organisations of various kinds.

Employment of Children

There are County Council bye-laws controlling the employment of children of school age. These are administered by the Local Education Sub-Committee.

Youth Employment Service

The County Council have assumed direct responsibility for the administration of the Youth Employment Service throughout the County and a Youth Employment Bureau is situated in the district.

Conclusion

The District Council perform no functions under the head of Education. Defects are referred to under the general head of " Defects and Remedies ", post, but the fundamental defect is denial by the County Council of reasonable participation by the District Council in local administration and planning in education matters, making the Education Authority unnecessarily remote from the local authority.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

The Council may provide under the Public Health Act, 1936, public baths, wash-houses and swimming baths, and make charges for the use thereof. The County Council may also provide swimming baths under the Physical Training and Recreation Act, 1937, but do not do so.

Potters Bar is essentially a high-class residential district and there is no demand or need for public baths or wash-houses. The nearest covered swimming baths are at Enfield, Wood Green and Finchley.

Control of Watercourses, Ditches and Ponds

There are no rivers or navigable watercourses in the urban district, and only two major streams, but there is an abundance of lesser watercourses, ditches and ponds, and a considerable number of underground streams. Some water from the district eventually drains into " swallow holes " or natural holes in the ground outside the area giving direct access to the chalk from which water for public supplies is derived by the Barnet District Water Company and other undertakings.

Four public authorities exercise land drainage jurisdiction of one kind or another under this heading in the urban district, *viz.* the Lee Conservancy Catchment Board, the Conservators of the River Thames, who are the Catchment Board for the Thames Catchment Area above Teddington Lock, and the Middlesex County Council, whilst the Potters Bar Urban District Council also have certain jurisdiction in relation to watercourses, ditches and ponds.

The Thames Conservancy exercise the functions of a catchment board comprised in the Land Drainage Act, 1930, which include the maintenance and improvement of 19·3 miles of watercourses in the urban district draining into the River Colne, a tributary of the Thames, designated as " main river " on the official map of the Catchment Area prepared under Section 5 of the Land Drainage Act, 1930.

The Lee Conservancy Catchment Board was constituted as the drainage board for the Lee Catchment Area by the Land Drainage Act, 1930, with the powers of a catchment board conferred thereby. In this capacity their functions include the maintenance and improvement of 1·23 miles of watercourses in the urban district designated as " main river " on the official map of the Catchment Area prepared under Section 5 of the Land Drainage Act, 1930.

Both Catchment Boards levy precepts on the Middlesex County Council in respect of the expenditure under the Land Drainage Act, 1930, to be incurred within their respective Catchment areas in the next financial year, based on the rateable values of the parts of the County within those areas, and these in turn are included in the County precept on the local Middlesex authorities. In the case of the Lee Conservancy Catchment Board, the amount levied by precept for land drainage purposes includes the balance of the expenditure incurred on prevention of pollution not met by contributions from the Metropolitan Water Board, and the Board's proposed expenditure on fisheries, whilst the Thames Conservancy also recover from the councils of the counties within their areas contributions towards their conservancy and prevention of pollution expenditure. No drainage rates are levied in this urban district as there are no internal drainage boards.

The Middlesex County Council exercise limited powers under Part V of the Middlesex County Council Act, 1944, relating to the maintenance and improvement of watercourses in the urban district, including those in the Thames and Lee Catchment areas which are not " main rivers ".

The County Council also have limited land drainage powers under Sections 35 and 52 of the Land Drainage Act, 1930, in the urban district as regards watercourses which are not main rivers, exerciseable where the County Council are of the opinion that land is capable of improvement by drainage works. Any expenditure thus incurred by the County Council is recoverable from several owners of land to which the scheme relates.

Finally, the Potters Bar Urban District Council have certain powers under the Public Health Act, 1936, respecting nuisances in connection with watercourses, ditches and ponds, and culverting and cleansing, but these powers are not exerciseable as of right with regard to any watercourse or ditch within the jurisdiction of a land drainage authority, which in this urban district would include the two Catchment Boards and the County Council who together cover the whole urban district. The right of the Potters Bar Council to take proceedings in respect of a " statutory nuisance " under the Act of 1936, however, is preserved. Expenditure under this heading would be included in the local rate levied by the District Council and it is possible, therefore, for a property to bear a rate divisible among all four authorities.

Disinfestation of Premises and Articles

The Council carries out these functions mainly under the Public Health Acts and the Prevention of Damage by Pests Act, 1949. Local circumstances warrant very little use of the Council's powers in connection with vermin such as bed bugs, fleas, &c., but the Council also offers advisory assistance in the control of other pests, *e.g.* wasps, woodworm, &c.

Under the Prevention of Damage by Pests Act, the Council carries out functions in connection with rodent control. An appointed Rodent Officer, acting under the directions of the Public Health Inspectors, deals with all complaints and carries out the necessary works of disinfestation.

In addition to the Council's functions, the County Pests Officer also offers an advisory service to occupiers of agricultural land. This service deals with rats and mice and also pests of an agricultural nature, *i.e.* wood-pigeons, rabbits, &c.

The Minister of Agriculture, Fisheries and Food is responsible for control of disinfestation of food premises (see Part II of the Act of 1949 referred to above), but in practice the retail shops are dealt with in this area by the Sanitary Inspectors and Rodent Officer in the normal course of their duties in connection with rats and mice.

Drainage of Trade Premises

While the Council is a sewerage authority under the Public Health Act, 1936, the trunk sewer and sewage disposal works have become the responsibility of the Colne Valley Sewerage Board under the Hertfordshire County Council (Colne Valley Sewerage, &c.) Act, 1937, this Council being the only Middlesex constituent authority. The rest of Middlesex (and parts of Essex and Hertfordshire) is within the respective areas of the West Middlesex and East Middlesex sewerage districts administered by the County Council under their local Acts.

Notwithstanding the foregoing, the consent of the Potters Bar Council is required under the Public Health (Drainage of Trade Premises) Act, 1937, to the discharge of trade effluent into public sewers, but the Colne Valley Sewerage Board must be consulted and their approval obtained.

In practice the Board deals with the discharge of all effluent from industrial and trade premises within the area of the Urban District and a joint form of local authority consent is issued.

No trade premises in this area discharge effluent directly into any watercourse. Should pollution inadvertently happen, the Thames or Lee Conservancy would be concerned as the authorities under the Rivers (Prevention of Pollution) Act, 1951.

Mortuaries and Post-Mortem Rooms

Potters Bar is in the Eastern Coroner's District of Middlesex which comprises the following local authority areas:—

Potters Bar U.D.C.
Enfield B.C.
Southgate B.C.
Edmonton B.C.
Tottenham B.C.
Wood Green B.C.
Finchley B.C.
Hornsey B.C.
Friern Barnet U.D.C.
Hendon B.C.
Harrow B.C.
Wembley B.C.

Local authorities are empowered by Section 198 of the Public Health Act, 1936, to provide a mortuary and post-mortem room, but are not obliged to do so unless required by the Minister. The Coroner in practice sends bodies to the mortuary provided by Finchley Borough Council at North Circular Road.

Public Conveniences

The Council have provided four public conveniences under the powers conferred by Section 87 of the Public Health Act, 1936, catering for the three principal shopping areas and the village of South Mimms, which is regarded as adequate.

Refuse Collection and Disposal

The Council collect house and trade refuse under powers conferred by the Public Health Act, 1936, and make a charge for the latter.

Regulation of Buildings and Sanitation

Domestic Premises

The Council's powers and duties are mainly derived from the Housing Act, 1957, and Public Health Act, 1936. Regular inspections are made to ascertain the condition of premises, and premises are also inspected when complaints are received. Houses unfit for human habitation and not capable of being made fit at reasonable expense are demolished, while others are repaired, in each case by the owner, after notice from the local authority.

All houses in the district have a piped supply of water. Most of the development of the district is served by soil drainage connected to the public sewer, but there are isolated buildings where a public sewer is not available. A few of these premises were served by cesspools and some had earth closets, but, wherever possible, septic tanks have been provided and the earth closets replaced by water closets.

The permanent siting of caravans in the district requires planning permission and permission under the Middlesex County Council Acts, 1944 and 1956. Any caravan found and permitted to remain are required to provide proper sanitary facilities.

Non-Domestic Premises

This includes such premises as shops, factories and outworkers premises schools, cinemas, premises where petrol is stored, dairies, &c. Routine inspections are carried out as regularly as possible. The various legal standards are enforced, and, where appropriate, the Council carries out the necessary licensing and/or registration procedure *e.g.* petroleum storeage licences, registration of dairies, &c.

In connection with some of the premises included in the above paragraph (*e.g.* shops and cinemas), the County Council also have certain powers. It is unfortunate that inspectors of different local authorities visit the same premises for similar purposes. For example, under the Foods and Drug Act, 1955, the Council's Public Health Inspectors regularly visit shops in connection with unsound food, contamination and hygiene, and officers of the Public Control Department of the County Council also visit these premises in connection with adulteration and composition of food and drugs, weights and measures, &c. In the case of the cinema, too, County Council officers inspect in connection with licensing for public entertainment, while the local authority inspectors visit for public health purposes.

Sewerage and Sewage Disposal

The Council is the sewerage authority under the Public Health Act, 1936, and separate soil and surface water disposal systems exist, but the provision and maintenance of the trunk soil sewer and sewage disposal works is the responsibility under the Hertfordshire County Council (Colne Valley Sewerage, &c.) Act, 1937, of the Colne Valley Sewerage Board, of which this Council is the only Middlesex constituent authority, the Board's works being at Rickmansworth in Hertfordshire.

The bulk of the surface water discharges at various points into the brooks under the control of the Thames and Lee Conservancy Boards.

Street Cleansing

By virtue of powers contained in Section 77 of the Public Health Act, 1936, a street cleansing system is in operation in Potters Bar giving regular sweeping and cleansing to 36·77 miles of District and Class III roads. A similar service is provided by the Middlesex County Council in respect of Class I and II roads.

Ancillary services carried out by this Council include gully cleansing by contract on both District Council and Class III roads, at three monthly intervals.

Burial Grounds, Cemeteries and Crematoria

The Council may provide a burial ground under the Burial Acts, or a cemetery under the Public Health (Interment) Act, 1879, incorporating the Cemetery Clauses Act, 1847, and modern cemeteries are provided under the latter Acts. A council may also provide a crematorium by virtue of the Cremation Act, 1952, although they may not have first provided a cemetery.

There is no public cemetery or crematorium in the district. There are, however, two parish Churchyards, both of which at the present rate of interment, will be filled in ten years or less.

The nearest crematoria are at Enfield (provided by Wood Green and Tottenham Borough Councils jointly as a Burial Board—7 miles), and Golders Green. The former it is anticipated can cope with any anticipated demand in the locality.

The Council's policy is to encourage burial by cremation and they do not envisage the provision of a public burial ground or cemetery. Whether the church authorities would make further provision is doubtful.

The maintenance in a decent condition of closed, *i.e*, disused, churchyards normally becomes the responsibility of the local authority by Order in Council, and in Potters Bar there is one such churchyard.

Parks and Open Spaces

The Council in general provides parks and open spaces under the Public Health Act, 1875, and recreational grounds under the Physical Training and Recreation Act, 1937, and land surplus to the Council's housing requirements is normally made available as open space or allotments not open to the public.

The Council have also contributed to the provision by the Middlesex County Council and other authorities, of large tracts of land known as "green belt" designed to check the further expansion of the built-up areas of London, and receive a proportionate part of rent charged to the tenants.

Similarly, the County Council have contributed under their local Act of 1944, to the acquisition by the Potters Bar Council of land for open space purposes at South Mimms and Parkfield.

The green belt land above referred to is expanded by the zoning in the County Development Plan of much additional land.

This Council has also provided and maintains a total of 93 acres of public open space, and 26·4 acres of open space not open to the public.

All parts of the area are provided with adequate open space.

Powers and Duties under the Physical Training and Recreation Act, 1937

Both the County Council and the local authority may provide recreational facilities under this Act. The County Council make provision only in connection with schools and the local authority has made ample provision for public requirements in various parts of the district.

Prevention of River Pollution

The Thames Conservancy and the Lee Conservancy Catchment Board have powers for the prevention of pollution under their Conservancy Acts and the Rivers (Prevention of Pollution) Act, 1951, in the portions of this urban district within their respective Catchment Areas, but by an arrangement between the two authorities, the Lee Conservancy Catchment Board exercise their jurisdiction under the Lee Conservancy Acts (but not under the Act of 1951) in the Catchment area of the Mimmshall Brook and its tributaries (which although officially in the Thames Catchment area have now no surface connection with the Thames system), because of the underground connection known to exist between the swallow holes into which the Mimmshall Brook discharges and the wells and streams to the North East in the Lee Catchment area.

The Middlesex County Council have limited powers in the rest of the urban district under the local Act of 1944, but no general powers under the Rivers (Prevention of Pollution) Act, 1951.

The Potters Bar Council have limited concurrent jurisdiction over minor watercourses, ditches and ponds under the Public Health Act, 1936, subject to consultation with the authorities above referred to, but their main unrestricted statutory powers under this heading seem to be confined to "statutory nuisances" under the Public Health Act, 1936, to discharges into public sewers and to pollution of wells, tanks and other private sources of water supply.

In the case of the Lee Conservancy Catchment Board, the amount levied by precept for land drainage purposes includes the balance of the expenditure incurred on prevention of pollution not met by contributions from the Metropolitan Water Board, and the Board's proposed expenditure on fisheries, whilst it is understood the Thames Conservancy also recover from the councils of the counties within their areas contributions towards their conservancy and prevention of pollution expenditure.

Some water from the district eventually drains into "swallow holes" or natural holes in the ground outside the area giving direct access to the chalk from which water for public supplies is derived by the Barnet District Water Company and other undertakings.

It is understood that the Barnet District Water Company and the Lee Conservancy Catchment Board work in co-operation for the prevention of pollution in the area under review.

Conclusion

The District Council perform practically all the functions listed under the head of Environmental Health. Defects and suggested remedies are referred to under the general head " Defects and Remedies ", post, but briefly the defects are too many authorities concerned with control of watercourses, each competent to levy a precept or rate, too many officers of the County Council and District Council visiting the same premises for similar reasons, duplication of street cleansing services by the County Council and District Council.

HOUSING

Provision of Houses

Under the Housing Act, 1957, and previous enactments, the Council is the local authority responsible for surveying the sanitary condition of houses within the district, dealing with the repair or demolition of unfit houses, and considering the needs of the district with respect to the provision of further housing accommodation under that Act within or outside the district and the abatement of overcrowding.

The Council may provide such accommodation by building houses, or converting, acquiring, or repairing or improving houses acquired by them. Roads and sewers are provided as necessary. Shops and ancillary buildings may also be erected, and also furniture, fittings and conveniences, laundry services, meals and refreshments provided. The Council may also acquire and sell or let land for private housing development.

The Council or a County Council may promote or assist the formation of a Housing Association, and the County Council have certain default powers here which would enable them to act as the housing authority, although they are not a housing authority under the Housing Act. There is no Housing Association in Potters Bar. County Councils and District Councils may both provide houses for their employees, but these powers are not exercised locally.

The local authority have provided 352 pre-war Council houses (including 10 bungalows for aged persons), and 550 post-war Council houses including 60 one-bedroom properties suitable for aged persons), and 94 prefabricated bungalows. The latter will be replaced in the next few years by permanent dwellings.

The County Council is responsible under the National Assistance Act, 1948, for providing temporary emergency accommodation for persons rendered homeless by eviction,, flood, fire, &c., and for providing permanent residential accommodation for aged or infirm persons otherwise needing care and attention but which is not readily available to them. No temporary emergency provision is made by the County Council in Potters Bar, but there is a home for aged persons, provided under the National Assistance Acts.

At one time the local authority requisitioned a number of properties for general housing purposes and a smaller number of larger properties were adapted for temporary emergency accommodation of homeless persons (known as " Halfway " houses). All requisitioned premises except one " Halfway " house (with accommodation for nine families) have been returned to their owners. The provision of this accommodation has relieved to some extent in the past the problems of the County Council and other Middlesex local authorities in the temporary housing of homeless persons.

Slum Clearance

The demolition or closing of unfit properties and clearance and redevelopment of slum areas is the responsibility of the local Council as housing authority under the Housing Act, 1957. Slum clearance is not a major problem in this district, since by far the majority of development has taken place since 1930 and much of the property in the district built prior to 1930 was of good class construction.

As a result of a survey of all unfit property within the district carried out a few years ago, a demolition programme involving 85 properties has been approved and 39 houses have already been demolished and negotiations for the demolition of others are actively proceeding. In all cases where the Council make a Demolition or Closing Order in respect of an occupied house the Council provides suitable alternative accommodation to the displaced tenants.

Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

Schemes are in operation by the Council under Section 4 of the Housing Act, 1949, to enable persons to obtain advances for (*a*) the building or purchase of houses or maisonettes for their own occupation, and (*b*) the conversion, alteration, enlarging, repairing or improvement of housing accommodation within their district.

Loans by building societies in excess of their normal are also guaranteed by the Council, but there is not much demand for this facility.

Loans may also be made to Housing Associations but there is no example of this in Potters Bar.

Grants for house improvements, &c., are given by the Council under Section 20 of the Housing Act, 1949, the cost being largely borne by the Exchequer.

Advances are also made for the purchase of Council houses by persons who are already tenants of Council houses. A deposit of £1 only is required and the balance is repayable with interest over approximately 40 years.

Interest on the foregoing advances is fixed in relation to the rate charged for Public Works Loan Board loans and under the Council's present scheme remain unchanged during the term of the mortgage.

Although the County Council are not a housing authority for other purposes, advances can also be made by them under Section 4 of the Housing Act, 1949, but these are not made to any great extent, and the power could therefore be regarded as a default power.

Relevant statistics are:—

	£
Advances for purchase	742
Advances for improvements, &c.	10
Loans outstanding	565,090
Improvement Grants	12
Total Grants	2,125
Advances for Council House Purchase—Loans outstanding	19,053

Regulation of Buildings and Bye-laws

When building plans are submitted involving the construction of a new street, the Council may also in certain circumstances require the land owner, under the New Streets Act, 1951, as amended, to deposit the sum required to make up the private street adjoining the proposed houses or to enter into an agreement with the authority in regard to the matter.

Subject to minor exemptions, the plans of all buildings proposed to be erected have to be submitted to the Council as Public Health authority under the Public Health Act, 1936, for approval under building bye-laws relating to constructional methods, materials, drainage, ventilation, fire resistsnce and space about buildings. Requirements with regard to smoke prevention have recently been added to the Bye-laws.

Amongst other functions carried out by the Council is the inspection of Factories and the issue of certificates for means of Escape in Case of Fire, under Section 34 of the Factories Act, 1937.

The County Council also inspect public buildings under the Middlesex County Council Acts, for fire precaution.

Conclusion

Defects under the head of " Housing " are referred to under the general head " Defects and Remedies ", post, but briefly it would appear reasonable that the local council should provide local residential accommodation for aged and infirm persons in need of care and attention, and that the inspection by County Council and District Council officers of buildings for similar purposes should be avoided.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Services Acts

Councils other than County and County Borough Councils, have no functions under these Acts, which include a very considerable and diverse number of duties, including care of mothers and children, care and after-care, immunisation and vaccination, provision of a health visiting service, home nursing service, a domiciliary midwifery service and home help service, medical inspection of school children (and premises occupied by them) including specialist services such as dental care, speech therapy, orthopaedic, ophthalmic, child guidance, &c. These duties are carried out by the Middlesex County Council, and for the purpose the County is divided into 10 areas, in each of which there is a local Area Health Sub-Committee on which the local Councils are represented. Potters Bar is in Area No. 2, consisting of Southgate, Potters Bar, Wood Green and Friern Barnet. The Medical Officer of Health of Southgate Borough is Medical Officer of Health for Area No. 2 so far as County Council health functions are concerned, and the Potters Bar Medical Officer of Health performs none of these functions in Potters Bar.

The provision of ambulances is also a function of the County Council.

Mental Health Services

Mental Health Services are operated by the Middlesex County Council and appear to function satisfactorily. No change is recommended.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

The Middlesex County Council is responsible under the Acts for providing:—

(*a*) Residential accommodation for persons in need of care and attention by reason of age, infirmity, &c.;

(*b*) Emergency temporary accommodation for persons in urgent need thereof, *e.g.* in case of fire, flood or eviction.

One aged persons home has been provided in this area and another is planned. There is no provision in this area by the County Council of emergency temporary accommodation.

The County Council is also responsible for making arrangements for promoting the welfare of persons who are blind, deaf, dumb or otherwise permanently handicapped.

Other miscellaneous duties performed by the County Council are registration and inspection of disabled persons or old persons homes, registration of certain charities, temporary protection of property of persons admitted to hospital, &c.

The only function under the Acts of Borough and District Councils are to bury unclaimed bodies, and to remove to a hospital or other suitable place, persons incapacitated or in need of care and attention. There is power, however, to contribute to the cost of providing by voluntary organisations of recreation or meals for old persons, and the local Council have exercised this power.

Care of Children

The Middlesex County Council have a number of duties under the Children and Young Persons Act, 1933, in connection with the protection of life and health of children, hours of employment and conditions of work, street trading, entertainments, children in need of care and protection, provision of childrens homes, nurseries, remand homes and approved schools, and under the Public Health Act, 1936, and the Nurseries and Child Minders Regulation Act, 1948, for the protection of children looked after or nursed for reward.

Borough and District Councils have no functions under these Acts.

Registration of Nurseries and Child Minders

This is a County Council function.

Notification of Infectious Diseases

Notifications of infectious diseases are made direct to the Medical Officer of Health and under Schedule 10 of the National Health Service Act, 1946, accounts for the payment of fees to medical practitioners are rendered to the Medical Officer of Area No. 2. Accounts for payments of fees for notification of Tuberculosis are rendered direct to the County Council Health Department. These accounts are paid on the first instance by the Potters Bar Council and are reimbursed by the County Council.

Health Education

The most important part of Health Education is carried out by personal contact, by school and clinic doctors, health visitors, midwives, and by inspection given in the course of visits to houses in cases of infectious disease, by the display of suitable posters in clinics and various public places, and the continuous inspection of various premises carried out by Inspectors under the Food and Drugs Act.

Conclusions

Defects under the head of Personal Health and Welfare are referred to under the general head of " Defects and Remedies ", post, but briefly the District Council could provide residential accommodation for local aged or infirm persons in need of care and attention, and assume a number of functions relating to the care and employment of children.

TOWN AND COUNTRY PLANNING

Town and Country Planning

The Middlesex County Council is the Planning Authority under the Town and Country Planning Act, 1947, and the functions of the Potters Bar Council are those covered by delegation agreement between the two authorities dealing with the granting, refusing or revocation of planning permission and enforcement, subject, to certain exceptions, and conditions. The County is divided into four areas each with an Area Planning Committee on which local councils are somewhat meagrely represented. Potters Bar is in North Middlesex Area comprising the local authorities of Edmonton, Enfield, Finchley, Friern Barnet, Hornsey, Potters Bar, Southgate, Tottenham and Wood Green, and the vast majority of the members can have little local knowledge of the matters dealt with.

The Middlesex scheme, in theory, gives local authorities a fair measure of jurisdiction in local matters, but the Planning Authority may reserve to themselves the decision in any matter at any time, while the challenging of advertisements, revocation and modification of permissions to develop, enforement of planning control, and applications involving departure from the County Development Plan, require the approval of the Area Planning Committee, the County Planning Committee and the County Council.

The present scheme works, but leads to a considerable amount of duplication and delay. Officers employed by the local authority to administer this control must have a similar knowledge to that of officers employed by the County Council. Although all applications initially are submitted to the County Council, in practice it has been found that this Council under its delegated powers are allowed to deal exclusively with many cases. In the remainder, this Council considers the application but can only make recommendations to an Area Committee. In many planning applications it is necessary to consult a number of interested parties and government bodies, and as both the County Council and the local authority officers must be represented at such consultations, further duplication of work is entailed.

With regard to the Development Plan, the preparation and revision is the responsibility of the County Council. By reason of their local knowledge, local authority officers initiate many of the ideas which may latter be incorporated in the Development Plan, and its subsequent revision. It, therefore, follows that staffs of local authorities to a degree, carry out similar functions to officers of the County Council.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The responsibility for the creation, acquisition, maintenance and repair, diversion and closure of all public paths is placed on local councils by this Act.

Under the same Act, the County Council were responsible for the execution of a survey and production of draft maps and statements, and is responsible for periodical revisions. There was no delegation in Middlesex but this Council, and others, were consulted and carried out the survey on the ground for the County Council.

Conclusions

Defects under the head of Town and Country Planning, &c., are referred to under the general head of " Defects and Remedies ", post, but briefly, there is duplication of function, time, effort and staff in dealing with planning applications and footpath map revisions.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

The County Council is the Highway Authority under the Local Government Act, 1929, in respect of about 21 miles of classified roads and bridges within the Urban District, but this Council maintains 8·21 miles of the Class III roads, as agents of the County Council. Although the administrative arrangements between the two authorities regarding the maintenenace of Class III Roads work smoothly, there would be a saving in manpower if this Council could be made the Highway Authority in respect of Class III Roads and not act as agents only for the County Council. The government grants available to the County Council in respect of maintenance and improvements to Class III Roads would still have to be available to the Local Authority of course.

This Council is the Highway Authority and responsible for the maintenance and improvement of 28·56 miles of district roads. This mileage is increasing annually with adoption of new streets.

This Council maintains an organisation to deal with routine maintenance; improvement schemes and maintenance items involving the use of specilised plant or equipment are dealt with by contract.

With regard to the maintenance and improvement of Class I and II Roads, if it were decided that this function should be delegated, this Council has in being an organisation, including the manpower, plant, stores, depots, &c., which could be expanded to accept these additional responsibilities.

Street Lighting

The Council as the Public Lighting Authority, provide and maintain street lighting in respect of all Trunk, Class I, II, III and District Roads within the Urban District.

Improvements are constantly being carried out on the remaining classified and district roads, with a view to bring the standard of lighting up to modern requirements.

Naming of Streets and Numbering of Houses

The local authority carry out these functions under the Towns Improvement Clauses Act, 1847, as applied to all County Districts by the Public Health Act, 1875, and under the Public Health Act, 1925.

Parking Places

The Council may provide parking places on or off the public highway under the Public Health Act, 1925, and the Road Traffic Act, 1956.

Adequate parking facilities in relation to the two main shopping centres have been provided by the Council by:—

(1) The establishment of private parking facilities in connection with all new development proposals, *e.g.* Public Houses, Offices and Business Premises, Industrial sites and Public Buildings;

(2) The provision of service roads and lay-byes in the main and subsidiary shopping areas;

(3) The provision of a public car park by appropriating part of a public open space adjacent to the High Street shopping area, with room to expand if necessary.

Road Safety

County Councils, Boroughs and Urban District Councils have power under the Road Traffic Act, 1956 to make arrangements for promoting road safety by disseminating information or advice, for giving practical training and to make contributions, but where the Ministry of Transport approve the local arrangements, no part of the County Council expenditure on similar arrangements is chargeable on the local Council. The County Council carry out no road safety functions in Potters Bar and local propaganda, campaigns, &c., are carried out by the Road Safety Sub-Committee of the Council's Highways and Open Spaces Committee.

The annual grant received from the Ministry of Transport and Civil Aviation under the provisions of Section 5 of the Road Traffic Act, 1956, will cease in 1959 when the provisions of the Local Government Bill become operative, and any expenditure incurred will then have to be borne by the Council out of the General Grant referred to in Part I of the Bill.

Bus Shelters

Omnibus shelters may be provided by the London Transport Executive under their general powers, and by the local authority under the Local Government (Miscellaneous Provisions)Act, 1953. Within the Urban district thirteen shelters have been provided.

Private Street Works

The Council has used extensively its powers under the Private Street Works Act of 1892, for making up of private streets, and only 1·53 miles of private streets now remain. Since the introduction of the New Streets Act, 1951, the Council ensure that all new estate roads are completed by agreement by the developer at his expense under Section 146 of the Public Health Act, 1875.

Conclusions

Defects under this head are referred to under the general head of " Defects and Remedies ", post, but briefly, there is duplication in function, time, effort and staff in carrying out maintenance and improvement of public highways and there should be a greater measure of delegation.

DEFECTS AND SUGGESTED REMEDIES

General

The main structural defects occur as between the County Council and the local authorities, and may be summarised as follows:—

(1) Remoteness of overall financial and broad policy control by the County Council.

(2) Duplication of work by members and officers of County and local councils.

(3) Delays in administration.

(4) Extra cost of administration.

(5) Friction between County and local councils.

(6) Staff have to serve two masters.

(7) Local council's liaison with Government Departments is indirect.

(8) Interference in matters of detail by the County Council.

(9) Confusion in the minds of members of the public.

Irrespective of size and disposition, the local authorities in Middlesex have for many years dealt with major problems resulting from the growth of London and the administration not only of national legislation relating to planning and building developments and public health and housing, but also numerous local Acts applicable to Middlesex only.

The Middlesex County Council is a vast and complex organisation, remote from local government and slow, cumbersome and expensive in operation. Many of its functions could be more satisfactorily and speedily exercised by the Borough and District Council and their staffs, who are vigorous, responsible and experienced, and competent to deal with any administrative or functional matter of a local nature.

The general public ignorance of local government is such that an endeavour should be made to simplify the structure so that those functions that can be satisfactorily performed locally are left to the local authority and those which for reasons of consistency, overall planning and capital cost, are more conveneinently exercised over a wide area, are administered by some regional or county authority. The latter should be kept to a minimum so that the public can easily recognise the pattern of the system.

There are objections, however, to direct conferment on the larger authorities of Middlesex, of a number of major functions, as this would leave an impoverished and emasculated County Council, compelled nevertheless to retain a large staff to administer the functions in the remaining parts, which would have to bear a heavy county precept on account thereof. These areas would be isolated from each other and extensive travelling would be necessary unless there was substantial delegation to such areas.

The direct conferment on all local authorities of major functions better exercised over a wide area, *e.g.* education, health, revision of development plans, would also be impracticable because of the wide disparity in the resources of the authorities and the desirability of consistency in standards and practices.

The Potters Bar Council conclude that the " two-tier " system of local government is appropriate to the County of Middlesex, and that the creation of any county borough or other " all-purpose " authority for the whole or any part of the county would add to the cost of administration without any increase in efficiency.

Considerable advantages would flow from the stripping from the County Council of those functions capable of local administration by all authorities in that (*a*) the County Council would be left with major functions of a national and easily recognisable character, (*b*) District Councils would perform functions in which local knowledge, experience and ease of communications would be of great value, decisions could be made more swiftly, and " local " government would be strengthened.

The Potters Bar Council represents:—

(*a*) That the two-tier system be retained and no " all-purpose " authorities, *e.g.* County Boroughs, be created;

(*b*) That there should be maximum direct conferment on District Councils of functions capable of being exercised locally by all Councils, *e.g.* planning, food and drugs, licensing and registration;

(*c*) That major functions be retained by the top-tier authority;

(*d*) That Potters Bar, in common with other Middlesex local authorities, has the necessary financial resources and organisation to assume additional responsibilities;

(*e*) That there should be maximum delegation of such major functions to all Borough and District Councils;

(*f*) That any re-distribution of functions should be accompanied by an appropriate re-distribution of government grants and other financial adjustments.

In making these representations, the Council add that the geograhphical position of Potters Bar is such that amalgamation with any neighbouring authority is impracticable, but that there are minor pockets of urban development to the north *e.g.* Little Heath, Brookmans Park, Northaw, North Mimms) linked by community of interest with Potters Bar, which have no future if left in isolation but which if joined to Potters Bar could achieve a common civic conciousness with a strengthening of resources and population that would benefit the new area. Further remarks in this connection are contained in the Appendix " Future of Potters Bar " annexed.

Defects and remedies under the heads contained in the Commission's letter of 17th February, 1958 follow:—

Education

The Education Authority is too remote from the people. The local Education Sub-Committee reports to the County Education Committee and no consultation by the Potters Bar Council's representatives with their own Council on matters of local concern is permitted. A free exchange of views and consultations " in Committee " should be permissible as of right. A solution is to make all Middlesex local authority areas " Excepted districts ".

Children living on both sides of the County boundary should be free to attend the schools most conveniently situated. At present, children from areas immediately to the north are required to travel about 7 miles by inconvenient routes to secondary schools in Hatfield when the could attend Potters Bar schools nearby.

Enviromental Health

Control of Watercourses, &c.

There are too many authorities exercising similar functions. Land Drainage functions should be taken away from the County Council and given to the Conservancy Boards.

Disinfestation of Food Premises

This could be a local authority function by delegation or otherwise. Public Health Inspectors and Rodent Officers already visit the local food premises. There are too many inspectors visiting shops for a number of similar reasons.

Registration of Buildings and Sanitation (non-domestic premises)

Officers of the local authority visit premises in connection with Shops Act, food and food hygiene and sanitation: officers of the County Council visit the same premises in connection with food and drugs and weights and measures. The local authority should perform all these duties and so reduce the number of inspectors making routine calls for similar purposes.

Street Cleansing

The County Council as highway authority cleanse Class I and II roads. The local authority cleanse Class III roads under delegated powers, and their own district roads under their own highway powers. The local authority carry out gully cleansing on Class III and district roads. The local authority should cleanse all the highways in their district with delegated powers so far as County Council roads are concerned, and eliminate this duplication of staff employed on similar duties.

Prevention of River Pollution

The Conservancy Boards should be responsible for enforcing remedial action in cases of pollution of watercourses to avoid doubt as to the respective powers and duties of the Boards, the County Council and local authorities.

Housing

Housing

The default powers of the County Council are never exercised and are outmoded.

The provision and maintenance of homes for the aged and infirm needing care and attention, could well be a local function.

The restrictions imposed by the County Development Plans of Middlesex and Hertfordshire, inflict a hardship on persons requiring homes within reasonable distance of their work in the metropolis. The Council submit there is a need to review the planning policy relating to the Green Belt to permit a limited expansion, preferably northwards, which would tend to link Potters Bar still further with the separate pockets of urban development to the north, and thus strengthen their community of interest.

Regulation of Buildings and Bye-laws

Officers of the County Council visit public buildings in connection with their licensing powers: officers of the local Council visit the same premises in connection with building bye-laws, sanitation, food hygiene, &c. The transfer of the County Council licensing powers to the local Council would simplify administration and give more local control.

Personal Health and Welfare

Powers and Duties under the National Health Service Acts

The local Area Health Sub-Committee covers too wide an area. The Council is represented thereon, but the members have insufficient interesting and responsible work.

Care of Children

The Council could assume a number of functions relating to the care and employment of children.

Powers and Duties under the National Assistance Acts, &c.

At present the County Council provides homes for aged and infirm persons requiring care and attention, register and inspect disabled or old persons homes, register certain charities, and give temporary protection to the property of persons admitted to hospital. Local Councils could very well do this work, which is strongly local in character.

Town and Country Planning

Town and Country Planning

The Middlesex County Council, as the Planning Authority, have not been generous in a policy of devolution. There is limited delegation of planning and a system of regional area planning committees, but although a plan for the whole of the County has now been confirmed by the Minister, variations in which must automatically be referred to him, local authorities are still not allowed by the County Council to deal with matters within the framework of the Plan but must refer everything in the first instance to the County Council. Planning applications may therefore have to be considered by (*a*) the local authority, (*b*) the area planning committee, (*c*) the County Planning Committee and (*d*) the County Council as planning authority. Yet the officers of the County Council and the local Council dealing with these applications are of similar technical knowledge and experience, while those of this Council have the advantage of special knowledge of local circumstances. There is therefore considerable unnecessary delay and duplication of work and staff.

Each Area Planning Committee comprises members of the County Council and many local authorities and the area covered is so vast that the majority of the Committee can have no knowledge whatever of local circumstances. Local Councils are of necessity very meagrely represented on such Committees.

Development without planning permission, or a breach of a planning condition, necessitates legal proceedings by the local Council. The approval of the County Council has to be obtained and again months of frustrating delay is experienced in getting this, during which time the law continues to be flouted and the local Council is undeservedly blamed for inaction.

The Area Planning Committees should be abolished, the County Council should be left with the responsibility of preparaing five-year revisions of the Development Plan in consultation as at present with local authorities, and local authorities should deal exclusively with all other planning matters, with the proviso that decisions involving a departure from the Plan, or revoking previous planning permissions, be subject to confirmation by the Minister and that decisions affecting agriculture or trunk roads be also the subject of consultation with appropriate Government Departments.

The progress of the main drainage works of the Colne Valley Sewerage Board, and the East and West Middlesex Schemes of the County Council, are giving rise to a number of derelict disposal works sites (there are two such in Potters Bar) incapable of beneficial use except for the relocation of industrial or commercial undertakings having the necessary capital to develop such difficult sites. No serious attempt is being made by the County Council as planning authority to encourage the redevelopment of these sites. Obviously derelict land represents a serious loss to the community and an injury to amenity with no compensating advantages. The redevelopment of these sites should be within the powers of the local authorities within the framework of the Plan, and not be frustrated by the County Council as planning authority to the detriment of the district.

There appears to be no great effort to implement the recommendation in the Greater London Plan that offices in central London should be relocated in the fringe areas to avoid congestion and excessive travelling. The civil defence advantages also of a dispersal of such premises are obvious.

Powers and Duties under the National Parks and Access to the Countyside Act, 1949

Having carried out for the County Council the original survey of footpaths in the area, the local Council should be entrusted with the function of periodically revising the Map, in consultation with neighbouring local authorities concerned in any particular case.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

The Council have delegated powers in respect of Class III roads, but not Class I or II or Trunk roads. There is duplication of work and staff here which could be avoided by a more generous and comprehensive scheme of delegation. Major improvements and co-ordination of road improvements should continue to be the responsibility of the County Council or other regional highway authority, or the Ministry of Transport, but the maintenance and minor improvement of all roads should be delegated to the local councils who are all over 20,000 in population and have staffs of qualified and competent engineers.

Other Functions

The Potters Bar Council already perform certain functions under the Food and Drugs Act, 1955, while the County Council perform others under the Act of a similar nature, usually combined with weights and measures and fertilisers and feeding stuffs. The County Council functions under these heads could easily be carried out by the Potters Bar Council, and the other local authorities, by direct conferment, or compulsory delegation, thus reducing the number of visits to shops by inspectors and simplify administration.

The County Council functions also under the Diseases of Animals Act, Milk and Dairies Act, the registration of births, deaths and marriages, of nursing homes, child minders, &c., notification of infectious diseases, are all matters which would present no problem in administration locally and could be carried out for the most part during normal routine work of the local officers.

The County Council retain unnecessarily a great mass of minor regulations, registration and licensing functions which seem more appropriate for local juridiction by direct conferment, *e.g.*

Licensing of theatres and cinemas.
Fire-works and explosives
Game dealers (excise)
Dogs
Hawkers and Pedlars
Money lenders and Pawnbrokers
Refreshment houses
Butter and Margarine
Gun
Hackney Carriage (excise)
Music, singing and dancing
Nurses agencies
Child Minders
Nursing homes
Employment of children of school age.

APPENDIX

Future of Potters Bar

Potters Bar is an ancient community which has developed into a high-class residential district with a strong civic sense. It is cramped, however, by its juxta position to the County boundary and by the restrictions imposed by the Middlesex County Development Plan. With a rapidly growing population and heavy pressure by workers in the metropolis for homes within reasonable travelling distance, it is felt that the time has come for urgent re-consideration of the future of Potters Bar, and of the Plan.

Although the area is 6,129 acres, the high proportion of 4,868 acres has been allocated to open space, and today only 50 acres remain for the provision of homes for metropolitan workers. Expansion to the south is undesirable because of the necessity of maintaining the open space now separating Potters Bar from the suburban fringe of London. Immediately to the north of the common Middlesex–Hertfordshire boundary, however, there are the small urban communities of Little Heath, Brookmans Park, North Mimms and Northaw, incapable in themselves of achieving unity or civic conciousness. Of one of these communities (Brookmans Park), the Abercrombie Report on the Greater London Plan stated—" The houses built at Brookmans Park should have been built at Potters Bar itself where they could have been welded and blended into the existing town life." The drawing together into one local government unit of these urban pockets already linked with Potters Bar by a strong community of interest, would facilitate the growth of a common civic consciousness and the aggregation of resources and population would benefit the area as a whole.

Potters Bar would thus also be brought more into the geographical centre of an area over which there is already community of interest. Some infilling of the spaces separating these pockets of development would accelerate the process of fusion and tidy up what is at present sporadic unsatisfactory development. No other practical solution seems possible.

Another factor is that the completion of the New Town of Hatfield (proposed pop.: 25,000), comprising parts of the parishes of Bishops Hatfield and North Mimms, within the Rural District of Hatfield (Herts.), would in any case necessitate a re-examination of the local administrative areas and it would appear that the Rural District as at present must cease to exist. It is suggested, therefore, that the area of the New Town be as at present designated, that the remainder of the Parish of North Mimms and part of the parish of Northaw be transferred to Potters Bar Urban District and that the rest of the rural districts be transferred to adjacent local authorities.

The grouping with Potters Bar of those urban communities to the north already mentioned, with some infilling of separating spaces, would give the new urban district an ultimate estimated population of 40,000 at least, would strengthen the resources of the district to exercise additional functions over a wider area, would develop a common civic consciousness over an area where there is already considerable community of interest with Potters Bar and would in general confer benefits on the enlarged district.

More metropolitan offices and light industry should be encouraged, or even required, to remove to or to be located in Potters Bar, to hasten the process of becoming self-supporting, to effect some mitigation of the intractable problem of travel in London, and to assist in the dispersal of population. This was a feature of the Abercrombie Plan and of course would assist civil defence.

The Council wish to submit more detailed proposals and evidence at a later stage, at the covenience of the Commission. They urge that no conclusions be reached on the local County boundaries or on the future of towns on or near such boundaries in the green belt, until they have had an opportunity of submitting further observations and proposals.

The Potters Bar Council invite the Commission to visit their area and will be happy to co-operate in any way desired.

Supplementary Evidence Submitted by The Potters Bar Urban District Council

PROPOSALS OF THE COUNCIL FOR AN EXTENSION OF THEIR AREA AND LIMITED EXPANSION OF CERTAIN COMMUNITIES

Key Map*

The map shows the parts of Middlesex and Hertfordshire affected by the proposals of the Potters Bar Urban District Council thus:—

Edged blue	Middlesex and Hertfordshire common county boundary.
Edged red	Proposed Potters Bar Urban District boundary.
Coloured pink	Potters Bar Urban District as existing, the denser tint representing approximately the built-up area.
Coloured yellow	The Parish of North Mymms in Hatfield Rural District (excluding part in designated area) part of which is proposed to be incorporated in the Potters Bar Urban District, the darker tint representing approximately the built-up area.
Coloured green	The Parish of Northaw in the Hatfield Rural District, part of which it is proposed to be incorporated in the Potters Bar Urban District, the darker tint representing approximately the built-up area.
Coloured brown	The designated area of the Hatfield New Town, part of Hatfield Rural District.
Coloured grey	The remainder of the Hatfield Rural District.
Coloured orange	The Urban District of East Barnet.
Coloured blue	The Urban District of Barnet.

Memorandum

The Commission's terms of reference relate to an examination of the local government structure and distribution of functions, and the Evidence already submitted by the Potters Bar Council is a concise statement of the position in this urban district in regard not only to the functions mentioned in the Commission's letter of the 17th February, 1958, but also to certain additional local government functions now exercised by the Middlesex County Council, and in describing various defects in the existing structure, the Council also made suggestions for conferring greater powers on the boroughs and district councils and submitted representations with regard to the future development of Potters Bar.

It was appreciated that the Commission, in considering the question of structure and functions in a conurbation of so vast and complex an area, would pay attention to the number, population and characteristics of the various districts and their geographical location, particularly in the light of the desirability of forming strong convenient units of local government.

In this context, Potters Bar presents an unusual and difficult problem because of its relatively small population (21,500) restricted by the County Development Plan to 23,000, its position at the northern tip of Middlesex, separated from suburban London (Barnet, Southgate and Enfield) by wide tracts of open country, and the fact that the built-up area, shops and offices, with the exception of the isolated village of South Mimms, are some distance from the geographical centre, and in fact adjoin, and to some extent straddle, the common northern county boundary of Middlesex and Hertfordshire.

---

*Not reprinted in this publication.

The Potters Bar Council are greatly concerned that the combination of outdated county boundaries and severe restrictions of the County Development Plans of Middlesex and Hertfordshire prevent logical local development which would have the beneficial effect of creating a better located and balanced, stronger unit of government in Potters Bar. They have therefore surveyed the position on a broad basis and having in mind only the best interests of an area in which, notwithstanding administrative restrictions, there are already common physical characteristics, good communications and community of interest, and where there exists a need to foster the growth of civic consciousness.

Potters Bar Urban District was formed in 1934 out of the Rural District of South Mimms, yet while Potters Bar has developed rapidly from a population of 3,135 in 1921 to 21,500 to-day, owing to the policy of the County Development Plan, no building has been permitted between the village of South Mimms and Potters Bar, and the original ancient community of South Mimms, which still forms part of the urban district, has been neutralised and isolated. There would seem to be advantages not only to South Mimms but also to the district as a civic entity, if some development could be permitted which would draw these two communities closer together.

A similar position exists with regard to the nearby isolated dormitories of Brookmans Park, North Mymms and Northaw in the Hatfield Rural District, which should also be linked more closely with Potters Bar.

The proposals that follow in Appendix " I ", are designed to fuse minor urban pockets with Potters Bar wherein lies their only hope of not remaining mere dormitory estates, and to bring the town more into the natural centre of the area over which its influence extends.

The Council are not concerned in expanding territory without regard to the effect on other local government districts. This too has been considered.

The twin New Towns of Welwyn Garden City (Final population 50,000) and Hatfield (Final population 25,000) are managed by one Development Corporation and one staff, but with separate accounts. The area of the Welwyn Garden City Development Corporation's estate now corresponds with the Welwyn Urban District: that of the Hatfield Corporation covers part of the Hatfield Rural Parishes of Bishops Hatfield and North Mimms only.

Very little now physically separates the twin towns of Hatfield and Welwyn. It is suggested, therefore, that consideration be given to the amalgamation of these areas to form one urban district with the rest of Hatfield Rural District, with adequate open spaces adjoining provided by the remainder of Hatfield Rural.

Certain parts of Hatfield Rural District are remote or almost inaccessible from either Hatfield New Town or Hatfield village, and consideration has been given to their future in the light of the extension northwards by the Potters Bar Urban District.

Particulars with regard to the areas proposed to be added to Potters Bar have been obtained, and general information will be submitted later as required. The implications have been studied and if the proposals are implemented, no difficulties are anticipated, nor is any detrimental effect on either the Rural or Urban district likely.

January, 1959

APPENDIX "I"

Summary of Proposals

(A) Extension of Boundaries

That the urban district of Potters Bar be altered so as to include:—

(i) That part of the Parish of North Mymms in the Rural District of Hatfield in the County of Hertford not included in the designated area of the Hatfield New Town, having an area of approximately 4,200 acres and coloured yellow on the map annexed hereto;

(ii) That part of the Parish of Northaw in the said Rural District of Hatfield having an area of approximately 950 acres and coloured green on the map;

on the following grounds:—

1. Although the present area of Potters Bar is 6,129 acres, the high proportion of 4,868 acres has been allocated to open space, and to-day only 50 acres remain for the provision of homes for metropolitan workers and the natural expansion of family units. Expansion to the south is undesirable because of the necessity of maintaining the open space now separating Potters Bar from the suburban fringe of London. The northern County boundary with Hertfordshire, however, is indefensible. The built-up portion of Potters Bar, apart from the small community at South Mimms, is wholly confined to the extreme north of the area, where in fact it spills over the boundary into the adjoining parishes of North Mymms and Northaw. In these parishes the urban communities of Little Heath, Northaw, North Mymms, Brookmans Park and Welham Green, look to Potters Bar for much of their recreational and shopping facilities, and in some cases for essential services. There are good communications and considerable community of interest. For the most part dormitories of London, they are incapable, however, in themselves of achieving unity or civic consciousness. Of one of them—Brookmans Park—the Abercrombie Report on the Greater London Plan stated—" The houses built at Brookmans Park should have been built at Potters Bar itself where they could have been welded and blended into the existing town life. " The proposals of Potters Bar are designed to rectify now the planning error of the past by drawing together these dormitories into one local government unit.

2. The built-up portions of Hatfield Rural proposed as above to be included in the urban district of Potters Bar, would continue to be separated from the New Towns of Hatfield and Welwyn Garden City and other communities by tracts of open country.

3. The proposals would result in an aggregation of resources and population which would give the new urban district an ultimate estimated population and rateable value of 40,000 and £550,000 at least, or with some modest expansion of Potters Bar, Brookmans Park, Northaw, Little Heath and South Mimms, an estimated population of 50,000, which would encourage the exercise of additional functions and provision of additional facilities over a wider area, would enable a consistent planning policy to be adopted and would, in general, confer benefits on the enlarged district.

4. There are no geographical, administrative or financial disadvantages.

5. The proposal would move Potters Bar into the physical administrative centre of an area well served by communications and with mutual interests.

(B) Hatfield Rural District and the New Towns

That arising out of the proposals to absorb a portion of southern Hatfield, the New Towns of Welwyn and Hatfield be merged to form one urban district, comprising Welwyn Urban District and Hatfield Rural District, with the exception of

(a) the portions of the parish of North Mymms and Northaw to be transferred to Potters Bar, (b) the remaining portion of the Parish of Northaw to be transferred to Cheshunt Urban District, and (c) a portion of the parish of Bishops Hatfield to be transferred to Hertford Rural District, on the following grounds:—

1. Very little now physically separates the twin New Towns of Hatfield and Welwyn. They are managed by one Development Corporation and will grow closer together. They could very well form one urban district.

2. The boundaries of Welwyn and Welwyn Urban District coincide; Hatfield will be absorbed into the Hatfield Rural District which will become an unwieldy urban district of over 21,000 acres. The proposed reduction in area of Hatfield Rural District by the transfer of part of North Mymms and Northaw to Potters Bar, the rest of Northaw to Cheshunt, and the south-east part of Bishops Hatfield (which is relatively isolated from Hatfield) to Hertford Rural District, will reduce the eventual Hatfield Urban District to a more reasonable and compact unit.

3. The increasing revenue from Hatfield New Town will compensate the Rural District Council for any loss arising from the transfer of the minor and still incompletely developed communities proposed.

4. No part of Hatfield Park would be affected.

(C) Development Plans—Modification

That some modification be made of the County Development Plans of Middlesex and Hertfordshire to permit further development, on the grounds set out hereunder:—

1. The Middlesex and Hertfordshire County Development Plans for this area are unimaginative and unduly restrictive. There is little attempt to deal realistically with the sporadic, untidy development on or near the County boundary; or to meet the problem of providing homes for metropolitan workers within reasonable distances of central London but with rural amenities, a problem aggravated by higher standards of housing accomodation and density; or to enable strong local government units to be formed of areas with community of interest; or to provide sites for the relocation of misplaced industry, or to encourage the decentralisation of central London by providing sites for the erection or removal of offices, or to allow derelict sewage works to be re-developed.

2. The provision of New Towns has not solved the problem of providing the man who is compelled to work in London with a home within a reasonable distance of the centre. Potters Bar is separated from built-up London by a green belt, yet is within reasonable travelling distance of central London and served by good communications. But for the County Development Plan it could meet the need, and from the modest expansion of the communities of South Mimms, Potters Bar, Brookmans Park, Welham Green, Little Heath, Northaw would flow many benefits, not the least of which would be the drawing together of these scattered units and fostering the growth of civic consciousness.

3. The control over the expansion of South Mimms is too severe, has prevented the original community in Potters Bar from participating in the general advance of the district, and does not encourage community of interest between old and new parts of this district.

Evidence Submitted by The Ruislip-Northwood Urban District Council

The Urban District Council of Ruislip-Northwood in the County of Middlesex has considered the terms of the letter addressed to its Chairman by the Chairman of the Royal Commission on Local Government in Greater London on 17th February, 1958, and has pleasure in accepting the opportunity to submit the following outline of its views on the matters raised in Sir Edwin Herbert's letter:—

1. LOCAL STATISTICS

The population of the District, according to the Registrar General's Estimate for June, 1957, was 75,280 and is still increasing; its rateable value at 31st March, 1958, was £1,317,337. Its area is 6,583 acres.

Ruislip-Northwood was established as a Parliamentary Borough in 1948 by the Representation of the People Act, 1948, and now has a total electorate of 48,650.

2. The Council is one of ten authorities who have concurred in a joint statement which has been prepared and has been, or is about to be, submitted to the Commission on their behalf by the Town Clerk of Acton. Appendix II of that Statement will show that Ruislip-Northwood has the largest population of the ten authorities and the fourth largest rateable value of that Group.

3. The joint statement covers the points raised in the letter from the Chairman of the Royal Commission and it is necessary therefore to refer only to specific matters which are peculiar to Ruislip-Northwood or on which the Council desires to make a special comment.

EDUCATION

In the Ruislip-Northwood area there are:—

Two Secondary Grammar Schools
Four Secondary Modern Schools
Six Infant Primary Schools
Six Junior Primary Schools
Four Junior and Infants Primary Schools

The Educational Development Plan provides for additional Secondary Modern, Primary and Nursery Schools.

There are in addition four Church Primary Schools as well as a number of Independant schools.

The Council believes it has the financial resources and councillors experienced in educational work which will facilitate their undertaking the duties appropriate to an excepted district as extended in accordance with the views of the Middlesex Excepted Districts Association.

ENVIRONMENTAL HEALTH

Burial Grounds, Cemeteries and Crematoria

(i) The Council in collaboration with the Uxbridge Borough Council has established the Ruislip-Northwood and Uxbridge Crematorium Joint Committee and each authority has delegated to the Joint Committee its powers under the Cremation Acts, 1902–1951 and the Breakspear Crematorium was officially opened in December, 1957, and began operation in January, 1958.

Parks and Open Spaces and Physical Training and Recreation Act, 1937

(ii) The Council acquired in 1951 from the British Transport Commission the Ruislip Lido which is now maintained by the Council as an open-air venue pursuant to its powers under the Physical Training and Recreation Act, 1937. This Lido is used by many thousands of people outside the District and particularly from the inner parts of Middlesex and Central London.

(iii) The Council owns and manages two 18 hole Golf Courses which are well used not only by local residents but also by golfers resident in other parts of Middlesex.

(iv) The Council has been active in providing and preserving open spaces, recreation grounds, sports grounds and an athletic track both by itself and with the co-operation of the Middlesex County Council. More than one-fifth of the area of the District is thus preserved.

PERSONAL HEALTH AND WELFARE

The Council has been active in its support of the work of both the Ruislip-Northwood Aged People's Welfare Association (which was formed in 1949 under the aegis of the then Chairman of the Council) and the Ruislip-Northwood Aged People's Housing Society Limited. To both these organisations financial grants are made annually and these have materially fostered the work of the Association among old people in the District and assisted in the establishment of Brackenbridge House, a new Home for Aged People in the District which has opened this year.

TRAFFIC

County Roads

Prior to the publication of the report of the 1951 Census the Council had no right to claim the maintenance of County Roads although they had undertaken this maintenance since 1930.

The Council took the first opportunity open to them to claim pursuant to Section 32 of the Local Government Act, 1929, the right to exercise the functions of maintenance and repair of all County Roads in the District but has reached an agreement with the Middlesex County Council under which the Council continues to act as agent for the County Council so long as both authorities are willing to maintain the *status quo* under the existing agreements.

EDWARD S. SAYWELL,
Clerk of the Council.

24th June, 1958.

Evidence Submitted by The Staines Urban District Council

CONTENTS

Section *Subject* *Page*

1–3 Introductory and General Statistics 672
4 Services 672

Education

5 (*a*) Education 673
(*b*) Agricultural Education 673
(*c*) Youth Employment Service 673

Environmental Health Services

6 (*a*) Baths, Wash-houses and Bathing Places 674
(*b*) Control of Watercourses, Ditches and Ponds 674
(*c*) Disinfestation of Premises and Articles 674
(*d*) Drainage of Trade Premises 674
(*e*) Mortuaries and Post-Mortem Rooms 675
(*f*) Public Conveniences 675
(*g*) Refuse Collection and Disposal 675
(*h*) Regulation of Buildings and Sanitation of Buildings.. 675
(*i*) Sewerage and Sewage Disposal 675
(*j*) Street Cleansing 676
(*k*) Burial Grounds, Cemeteries and Crematoria.. 676
(*l*) Recreation Grounds and Open Spaces 676
(*m*) Powers and Duties under the Physical Training and Recreation Act 1937 677
(*n*) Prevention of River Pollution 677
(*o*) Food and Drugs Acts 677
(*p*) Shops Acts 678

Housing

7 (*a*) Provision of Houses 678
(*b*) Slum Clearance 678
(*c*) Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses 679
(*d*) Regulation of Buildings and Bye-laws.. 679

Personal Health and Welfare

8 (*a*) Powers and Duties under the National Health Service Acts .. 679
(*b*) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944 681
9 Care of Children 681
10 Registration of Nurseries and Child Minders 682
11 Notification of Infectious Diseases 682
12 Health Education 682

Planning

13 Town and Country Planning 682
14 Powers and Duties under the National Parks and Access to the Countryside Act, 1949 683

Traffic

15 (*a*) Construction, Improvement and Maintenance of Roads and Bridges 683
(*b*) Street Lighting 684
(*c*) Naming of Streets and Numbering of Houses 684
(*d*) Parking Places 684
(*e*) Road Safety 685
(*f*) Bus Shelters 685
16 Private Street Works 685

Summary of the Council's Main Views

Particular Services 685
General 686

INTRODUCTION AND GENERAL STATISTICS

1.

The District forms part of the Administration County of Middlesex and is on the western boundary of the Greater London Area. It includes the areas known as Ashford, Laleham, Staines and Stanwell. The town of Staines is at the confluence of the River Colne with the River Thames. The District lies wholly within the Metropolitan Green Belt.

2.

The geographical situation of Staines is important in that both the London-Penzance Trunk Road (A.30) and a link for goods and passenger traffic to the South-West of England here cross the River Thames. The town is a terminal centre for several London Transport Bus Services and its shopping facilities cater for a wide surrounding area. The District has been noted by the Planning Authority as a shopping centre of the highest importance, namely a Regional Shopping Centre for the purpose of the approved Development Plan. It is a market town, the Council being the Market Authority.

3. GENERAL STATISTICS

Population:	45,770 (Registrar-General's estimate – June, 1957.)
Rateable Value:	£796,135 as at 1st April, 1958
Area:	8,271 acres.
General Rate:	17/5*d.* in the £ as at 1st April, 1958.
Penny Rate Produce:	£3,060.

The population is rapidly increasing.

4. SERVICES

Services will be dealt with seriatim on the basis set out in the letter from the Chairman of the Commission dated the 17th February, 1958, and in outline only.

5. EDUCATION

(a) Education

Staines is not an " excepted District " for the purposes of the Act of 1944.

The Local Education Authority is the County Council. A scheme has been made under which the South West Middlesex Divisional Executive for Education has been established covering the areas of the Feltham, Sunbury-on-Thames and the Staines Urban Districts. The Divisional Executive has certain functions delegated by the County Council and makes recommendations to the County Council on matters not so delegated.

The administrative offices of the Divisional Executive are in the Staines Urban District.

As the Commission will, no doubt, realise, the development of local authority areas in West Middlesex within the last quarter of a century has been very rapid. Consequently, none of the three Authorities within the Divisional Executive were ever Part III Authorities for the purposes of the Educational Act, 1921, and educational administration prior to the Act of 1944 was central and remote. The effect of this was that the building of schools and the development of the education service was slow and unsatisfactory.

Since the creation of the Divisional Executive, there has been an improvement in the education service arising from greater efficiency of the administering body having detailed local knowledge and Executive authority within the field of delegation.

The further growth of the area will make essential a continuance of some form of local administration and direction, if not by devolution, then by delegation.

It is believed that there is some criticism as to the meticulous exercise of central control over the administratoin of delegation leading to feeling of frustration and to delay.

This Council feels that the two-tier system in education is desirable and essential in Middlesex, and that the County Council should continue to be the Local Education Authority. Subject to that factor, it believes there should be the widest possible delegation of functions by the Local Education Authority to District Council level in terms approved by Parliament, whether that level be to the District Council direct or to a Joint Board or similar agency as the present Divisional Executive.

The Local Government Bill fixes a population of 60,000 as the general criterion for claiming delegation of functions for education, in the country outside Greater London, with power for the Ministry in special circumstances to make a direction for other districts without reference to the specified size of the population.

It is, of course, not known upon what basis or upon what criteria the Commission will ultimately make its recommendations for the administration of the Education Service.

The Council feels that there is good reason, with adequate delegation, to continue the Divisional Executive as the administering body for education purposes but should that proposition prove to be unacceptable, the Council, having regard to the population, area and rateable value of this district, would wish to be considered as a delegate authority, either within their own area or as the nucleus of a larger area.

(b) Agricultural Education

The Council is given to understand that there is no special provision made for agricultural education within the area covered by the Divisional Executive.

(c) Youth Employment Service

The Council understands that this function is carried out by the County Council as a directly administrative function by the County Education Committee. There is a Youth Employment Sub-Committee which sits three or four times a year within the South West Middlesex Education area, and this is officered by the Divisional Executive Staff.

There is a Youth Employment Officer in the area. It would appear logical that this function should be exercised by whatever Authority is proposed as the Education Authority.

6. ENVIRONMENTAL SERVICES

(a) Baths, Wash-houses and Bathing Places

The Council has provided and maintains:—

Slipper Baths.
Open-Air Swimming Baths with filtration plant.
Bathing Station on the River Thames.

The Council hopes to make further provision of swimming facilities. It is not happy about the purity of the water in the River Thames for bathing purposes, but in view of the considerable use of the River, has felt that it is better to retain this service with life saving apparatus, dressing and hygiene facilities.

(b) Control of Watercourses, Ditches and Ponds

The Council does certain clearance of choked watercourses and ditches but its powers are limited to cases where the provisions of Sections 259–266 of the Public Health Act apply, that is, generally, where there is a Public Health nuisance. There is very divided control here.

(1) The Council's powers as above with the limited power to require culverting on building operations.

(2) The Conservators of the River Thames whose Catchment Area covers the Council's area, but who decline to exercise jurisdiction unless the particular stream or watercourse is designated as " main river ", and do not readily designate additional " main river ".

(3) The County Council, which has permissive powers but has decided as a matter of policy not to exercise those powers for the reason that the general area concerned has been taken over by the Thames Conservancy under the Land Drainage Act, 1930.

The result is that many watercourses, choked by natural growth or the tipping of rubbish, but not thereby a public health nuisance, remain choked and therefore, liable to cause flooding or are unsightly unless the Council can by devious methods bring the clearance within the Council's powers.

It would appear to the Council that there should be some method whereby responsibility could be determined as between the three authorities. It is understood that there are no default powers at the moment. The " Heneage Report " on this difficult question, presented in 1950, has so far not been implemented.

(c) Disinfestation of Premises and Articles

Few verminous houses are now found but when complaints are received or vermin discovered, immediate and free treatment is provided to eradicate the vermin. The Council's Public Health and Rodent Inspectors advise on eradication of all types of vermin and insect pest. Very few cases of verminous persons occur except those who are generally in need of residential care, and these persons are usually dealt with in co-operation with the various welfare services.

(d) Drainage of Trade Premises

In West Middlesex, the sewers, which initially receive effluent and sewage, are vested in the Local Authorities, but disposal is carried out by the County Council at a centrally located sewage works discharging effluent into the River Thames. The Council and the County Council enter into agreements with owners of premises discharging trade effluent. The arrangements appear to work quite satisfactorily.

(e) Mortuaries and Post-Mortem Rooms

The Council has provided two mortuaries with post-mortem rooms. One is quite large and modern but lacks refrigeration plant. The Council hesitates to provide such plant since the Coroner declines to agree to the use of the mortuary, even if such plant is provided.

It is understood that the Coroner takes the view that inquests should be held at a relatively small number of places, despite any inconvenience in travelling to those affected, and for this reason, that post-mortem operations should be similarly concentrated. The Council has assisted another Authority by making payments for bodies taken from this area to the mortuary of that Authority, and is discussing the question of payments with a further Authority.

It may be that the Coroner's view is the correct view but, in that event, the Council would wish to use its buildings for other purposes.

(f) Public Conveniences

The Council has provided fifteen public conveniences for the area and is now erecting two more. In the centre of the town, where the main Car Park is sited, the Council has provided additional facilities including a continuous supply of hot water for free washing. These particular conveniences are staffed for twelve hours each day.

The Council keeps this question very much under review, particularly since Staines now attracts a considerable number of visitors from the Inner London areas.

(g) Refuse Collection and Disposal

The Council maintains a weekly collection of refuse from all premises in the area, supplementing this when necessary, particularly in the case of trade premises.

Disposal of refuse by means of controlled tipping is no longer possible because of the absence of any dry tipping sites in the District. Staines is a low-lying district where there are large deposits of gravel and the sub-soil water table is high.

A scheme has been arranged between the Borough Council of Twickenham, the Urban District of Sunbury-on-Thames and this Council, whereby the large modern Charlton Refuse Destruction Plant, capable of dealing with the separation of salvage and the incineration and disposal of refuse, has been erected and is now in use. These arrangements have worked well and will cater for the needs of the Districts for at least 60 years, though, as against the controlled tipping method, no longer possible, costs have increased considerably.

(h) Regulation of Buildings and Sanitation of Buildings

The Council's Public Health Committee, by the Medical Officer of Health and its Public Health Inspectors, is responsible for the administration of a wide range of duties under this heading.

These include inspection of factories, food premises, dwelling houses, abatement of nuisances, inspection of meat at slaughterhouses, food inspection, food hygiene, atmospheric pollution, water supply, drainage of buildings and registration of several types of businesses.

These are essentially local functions that are best dealt with by an officer on the spot and readily accessible at all times to the public for advice and information.

Much of the work consists of interpreting the law to the citizen and enlisting his willing co-operation. Administration of these functions has worked satisfactorily over a very long period and there should be no change, indeed wherever practicable, local control should be extended.

(i) Sewerage and Sewage Disposal

The Council, in common with fifteen other Local Authorities in West Middlesex, is responsible for the sewerage of premises in the District, but the actual sewage from the areas of those Authorities is disposed of by the County Council at the Mogden Sewage Disposal Works within the Borough of Heston and Isleworth.

When the Urban District of Staines was extended in 1930—to four times its original area—only the Staines Ward was sewered. The Council, save for the War period, has steadily proceeded with this vital service and has commenced on the last scheme to make main drainage available generally to the whole of the District. It is also just completing the modernisation of the Staines Ward Sewerage Scheme. These two Schemes have a capital cost of the order of £500,000. The Council has also made arrangements to receive sewage from two parishes of the adjoining Rural District of Eton.

The Council, since the extension of the area, has secured the conversion of about 5,000 houses from cesspool to main drainage. When the conversion has not been practicable, the Council provides six free emptyings a year for residential properties.

So far, the relationship between the Council and the County Council on this service has caused no difficulty—indeed it works very well.

(j) Street Cleansing

The sweeping and cleansing of the highways throughout the area is carried out by direct labour assisted by mechanical appliances. The majority of ordinary highways are swept over weekly, but the highways in shopping areas are cleansed daily. That part of the Trunk Road through the main Staines shopping area is dealt with twice daily. All street gullies and sump-type manholes are cleansed and the gullies are re-sealed at least three times annually. This is carried out by mechanical gully-emptiers.

(k) Burial Grounds, Cemeteries and Crematoria

The Council, it is estimated, has sufficient land available for the needs of its District in Burial Grounds or Cemeteries for the next 30 years at least. This " life " will be greatly extended if the present trend towards cremation continues.

There is one cemetry completely filled and three now in use. Additionally, certain of the Churches have burial space in the Churchyards. The Council maintains two closed Churchyards.

The Council has adopted regulations and scales of charges for its burial grounds. It has provided Gardens of Remembrance where ashes of persons cremated may be scattered, and it has adopted the lawn garden principle for certain parts of its cemeteries.

The Council has joined with many other Authorities in West Middlesex in the South West Middlesex Crematorium Board. A crematorium has been provided and the Council is represented on the Board of the Crematorium. The arrangements work quite well.

(l) Recreation Grounds and Open Spaces

As Staines is in the Metropolitan Green Belt, there is a great deal of agricultural open country, but in addition there are 492 acres of land to which the public has access.

Parks and open spaces have been provided, the County Council sometimes contributing to the cost of acquisition, the Council additionally bearing the cost of management. A list of the various Open Spaces is set out.

	acres
Ashby (Staines) Recreation Ground	15·005
Memorial Gardens, Staines	0·824
Victoria Gardens, Staines	0·110
Birch Green, London Road, Staines	3·104
Ashford Recreation Ground, Ashford	11·354
Shrublands Recreation Ground, Ashford	7·720
Scott Freeman Gardens, Ashford	1·950

	area
Echelford Recreation Ground, Ashford	0·841
Laleham Park, Laleham	70·240
Stanwell Recreation Ground, Oaks Road	2·234
Stanwell Moor Recreation Ground	3·705
Town Lane Recreation Ground	5·572
Long Lane Recreation Ground	19·340
Common Land	60·935
Staines Moor	289·399

In addition there are further areas allocated in the Development Plan for Public Open Space which are proposed to be acquired by the Council, including part of the River frontage in Staines town itself.

The Council has provided recreational facilities including sports pitches, tennis, bowls, children's paddling pools, putting and refreshment kiosks.

The Council finds it has to cater for many thousands of people from the inner London areas who wish to visit the Thames, and particularly for the motor traffic in which they arrive.

A considerable area of Open Space is provided by the Staines Commons, notably Staines Moor and Shortwood Common. They are vested in the Lord of the Manor, have a Committee of Moor Masters representing the Commoners, and the Council has certain limited powers of administration under the Metropolitan Commons Supplemental Act, 1880. It is interesting to note that the Court Leet still sits occasionally for the Manor of Staines.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937

This is in part complementary to (l) above. The Council is now providing certain of its open spaces under the provisions of this Act to give further facilities to sport in the area. One such playing field, 20 acres in extent, is provided adjacent to an estate developed for employees at London Airport, and the Council is making a start by providing a building for changing and washing for those taking part in games on the site. The Council has concluded negotiations to acquire some 22 acres of land in the centre of Staines, as part of a Civic Centre, for the purposes of this Act.

(n) Prevention of River Pollution

This forms part of the functions of the Conservators of the River Thames. The Council has, from time to time, been concerned about the purity of the waters of the Rivers Thames and Colne, but it seems little can be done unless the standards of purity of effluent from sewage works and other polluting sources are greatly extended. Reference has been made earlier to the difficulty in persuading the Conservators to undertake more work to watercourses, and reference will be made to the Towpaths of the Thames.

(o) Food and Drugs Acts

By a direction of the Ministry of Agriculture, Fisheries and Food, the County Council is, at present, the Food and Drugs Authority for the whole of Middlesex, despite the fact that the great majority of the Local Authorities have populations exceeding 40,000 and would, but for the direction, be entitled to exercise these powers in their own right. It is appreciated that District Councils have powers of sampling and prosecution, but their exercise would lead to a duplication of this service. The Area Offices from which the County Sampling Officers work are in Brentford and Chiswick, some ten miles from the area, and again, it is frequently found that the public complain to the District Council rather than to the County Council.

The Council's Public Health Inspectors are competent to carry out this work—

they are on the spot and the Council feels that consideration should be given to the District Councils exercising Food and Drugs functions in their own right.

(p) Shops Acts

The District Council exercises the functions of the Shops Acts and each of its Public Health Inspectors has been appointed a Shops Act Inspector.

7. HOUSING

(a) Provision of Houses

The present number of residential dwellings in the District, both Council and privately owned, is 13,800.

Dwellings erected by the Council or with the financial assistance of the Council:–

Pre-War	500
Post-War to 1.5.58:—	
Council built	1,513
Built by Housing Associations	832
	2,845
The Council proposes to build on sites available to 1962, including replacement of 206 temporary bungalows and three other dwellings	745
Dwellings erected by private enterprise since the war	2,275

As already explained, Staines is within the Metropolitan Green Belt and, therefore, the land zoned for the erection of houses is limited. Experience is showing, however, that many more houses are likely to be built in residential and other zones, than was at one time thought to be likely.

The Council builds its houses by contract. A differential rent scheme operates and was introduced without difficulty. The Council maintains the exterior of the houses and does general repairs. The tenants maintain the interior decoration with the exception of old and disabled persons, and on changes of tenancy.

The Council believes its rents are comparable with those of other Local Authorities in Middlesex, and it gives special consideration to the rents of Old People's Dwellings.

The Council is to increase provision of Old People's Dwellings. The Council has 115 one bedroomed dwellings. It proposes to erect a block of Old People's Dwellings with a Wardens Service, and is proposing with the Old People's Welfare Committee, the erection of a Central Club in the Scheme where meals can be served; this would enable many old people to remain in their own houses who might otherwise need Part III residential accommodation under the National Assistance Acts.

At present, the Council has not had need to become an " exporting " authority and be linked with any new town.

The Council has virtually completed the de-requisitioning of houses taken during the War period.

It is felt that housing is essentially a local function.

(b) Slum Clearance

In this respect, the Council is fortunate. When the survey under the Housing Act, 1954, was called for by the Minister, it was found that the number of unfit houses to be dealt with in five years was 129. Since the survey was approved by the

Minister, the Council has been dealing with these houses at the rate of twenty a year and it is felt that the residual problem of unfit houses can fall relatively easily into a normal housing programme.

Most of the houses have been dealt with by individual demolition orders. Very few clearance orders have been necessary.

(c) Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses

The Council has made considerable advances to Housing Associations. It is understood that this was the first Council to assist in this manner by aiding the British Airways Staff Housing Society to build houses for persons employed at London Airport.

A pilot scheme was first tried out with 80 flats at Selwood Place, Stanwell. This was followed by a comprehensive scheme which was really the creation of a small new town within the Urban District. It has involved the erection of a further 700 houses, with provision for 200 more, the Council having advanced something of the order of £1,000,000 on these projects. In addition, the Council financed and assisted a local group of people who formed a Housing Association and built 20 houses for themselves.

The County Council, up to 1949, was the Authority under the Small Dwellings Acquisition Acts, but both the County Council and this Council commenced to make advances to intending owners under the Housing Act, 1949. The Council also guarantees excess advances by Building Societies.

The Council has made improvement grants and in certain instances advanced moneys to assist in repairs and improvements. It is actively improving its own older properties.

(d) Regulation of Buildings and Bye-laws

Building Bye-laws are administered by the Engineer and Surveyor and his Inspectors under the control of the Planning Committee of the Council. That Committee, which also considers planning applications, has been given delegated powers by the Council, so that all decisions required can be given in the time required by law.

The Council has adopted, with local modifications, the Model Building Bye-laws, issued by the Ministry of Housing and Local Government.

The Council has had no difficulties to report on this service.

8. PERSONAL HEALTH AND WELFARE

(a) Powers and Duties under the National Health Service Acts

The Local Health Authority is the County Coucil and there is no form of delegation to the District Council of any of the functions of the Local Health Authority.

The arrangements of the Local Health Authority are as follows:—

There is an Area Health Committee appointed by the County Council and having certain delegated powers. It covers the areas of the Borough of Twickenham and the Urban Districts of Feltham, Staines and Sunbury-on-Thames. This Council appoints three members, one of whom is always to be a member of the Divisional Executive for Education. The Area Health Office is located in Twickenham, some nine miles from the town of Staines.

The functions have been dealt with as follows:—

(1) *Health Centres*

The County Council has provided no Health Centres but Clinics have been provided in the District, though these are limited to services provided by the County Council under the act or for the School Medical Service, and do not include any facilities for general medical, dental or pharmaceutical services.

(2) *Care of Mothers and Young Children*

This relates, in the case of children, to those who have not attained the age of five years and are not attending primary schools maintained by the Education Authority. Provision is made at some of the Clinics previously mentioned for the services required under this heading. In addition, the County Council provides a service of Health Visitors and Midwives.

One Day Nursery is provided by the County Council.

The Council has assisted in providing accommodation for Midwives.

(3) *Midwifery*

The County Council provides a service of Midwives.

(4) *Health Visiting*

The County Council provides a service of Health Visitors. All Health Visitors act as school nurses.

(5) *Home Nursing*

The County Council provides this service.

(6) *Vaccination and Immunisation*

Vaccination against smallpox and poliomyelitis is carried out by the County Medical Officers in Clinics and by General Practitioners co-operating with the County Council's scheme. Immunisation of infants and young children is carried out at the Clinics and by General Practitioners.

(7) *Ambulance Services*

This service is allied to the County Fire Service. A depot has been established in the area. The service works very well.

(8) *Prevention of Illness and After-care*

The care and after-care of tubercular families is dealt with through the Welfare Officer at the Chest Clinic. The County Council has a scheme which provides for clothing, extra nourishment and, in suitable cases, admission to holiday or rest homes. The Council also maintains a great deal of information about tuberculosis cases.

(9) *Domestic Help*

This service has been established by the County Council. The main difficulty seems to be that of obtaining suitable people to work the service.

The Council's general comments are that on the whole these services work well within the limits to which they have been established but that, save for those matters which are dealt with at the clinics, there can be considerable difficulty to the residents of this district by reason of the location of the Area Offices at Twickenham. In practice, this means that the Public Health Offices here receive very many of the inquires which should properly go to the Area Office, and are called upon to assist quite considerably in this direction. Whilst the Council is very willing that its Officers should co-operate, it does point to the fact that these services, save the ambulance service, are essentially local, and the Council feels that there is a case for examination as to whether the operation of these services could be exercised by or delegated to the District Council with advantage to the public. The Council is necessarily in closer touch with the people they serve than the County Council can be, a factor of particular importance in the case of those services which intimately affect people's daily lives.

(10) *Mental Health Services*

The County Council is the Local Health Authority for this service, which deals with the ascertainment of persons suffering from mental defect, including the provision of occupation centres and other statutory functions (*e.g.* removal to hospital of mentally ill patients and arrangements for their after-care).

This is a specialised service, not affecting so many people, which it is felt should remain with the County Council.

(b) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment Act) 1944

The County Council is the Local Authority for most of the functions exercised under National Assistance Acts. The County has been divided into areas, the area for this purpose being the same as for the Health functions, *i.e.* the areas of Twickenham, Feltham, Staines and Sunbury-on-Thames. The Area Office of the Area Welfare Officer is situated in Whitton, Twickenham, some nine miles from Staines town.

The duties of these officers include matters relating to the welfare of aged and handicapped persons who are in need of care and attention, and the receipt of applications for admission to County Institutions and Homes of such persons not suffering from sickness necessitating entry to Hospital.

The County Council has provided some residential accommodation for meeting its obligations under Section 21 and makes contributions to the cost of certain non-local authority homes. Arrangements have also been made for special contingencies such as flooding.

It has been agreed as a matter of policy between the County and County District Councils that contributions made to voluntary bodies providing meals and recreation to old people shall be made by the District Councils and not the County Council.

This Council arranged for the establishment of an Old People's Welfare Committee for the District.

This Council has made arrangements to carry out its functions under Section 50 in relation to the burial of the dead.

As in the case of the Local Authority Services under the National Health Service Acts, the functions, within the limits of what has been provided, work well but there is again similar criticism that the Area Offices are well away from the town and that in practice, the Public Health Department of this Council is called upon to act in many instances as liaison between the persons needing relief and the Area Welfare Officer. The Council is quite willing that there should be co-operation but feels that here again, there is a case for examining the administration with a view to the District Council, through its own Officers, exercising powers other than the provision of Part III residential and temporary accomodation, and matters relating to the blind and handicapped persons.

9. Care of Children

The County Council is the Local Authority for the purposes of the Children's Act, 1948 and has made a scheme for the purposes of the Act.

It has made arrangements for the assumption by the County Council of parental control in appropriate cases, for the development of the principle of boarding-out children in private households and provided for the visiting of individual children.

The County Council also makes provision for County Residential Homes and makes contributions in approved cases for children in suitable voluntary homes.

The County Council has provided three small Children's Homes in this District, two on sites made available by this Council on Council Housing Estates. The erection of these two Homes was, in fact, arranged by this Council for the County Council on an agency basis. The Homes are not necessarily for children resident in the Urban District.

10. Registration of Nurseries and Child Minders

The County Council undertakes this registration under the supervision of the Area Medical Officer of Health. There is a liaison between the County Council and this Council in relation to the planning aspect. If there is to be reconsideration of the local administration of the Health and Welfare Services, this is a matter which could be conveniently undertaken by this Council.

11. Notification of Infectious Diseases

This Council receives notifications of infectious diseases and arranges for the notification of the County Council, as Local Health Authority, as required. The staff of the Public Health Department arrange for the disinfection and cleansing of premises and articles when necessary.

The Medical Officer of Health of the District is also a Medical Officer employed by the County Council.

12. Health Education

Whilst some of this work is carried out by the County Council, this Council takes a very active interest, particularly through its Medical Officer and Public Health Inspectors, in endeavouring to show to the public the value which results from clean and correct methods of living. This has been done by exhibition, talks and lectures and by poster campaigns and by a policy of explanation and guidance.

13. TOWN AND COUNTRY PLANNING

The County Council is the Local Planning Authority.

There is a delegation agreement in force which is in common form throughout the County. The agreement delegates to all District Councils the functions of the County Council under Part III of the Town and Country Planning Act, 1947 subject to certain conditions of consultation and compliance with directions given by the County Council.

The system, in very brief and general outline, is that the Council receives all applications for planning permission; copies are to go to the County Council which in turn decides which of the applications falls within the classes of application excepted for decision by the County Council itself. These classes are:—

(1) Cases of particular interest by reason of their liability to prejudice the Development Plan.

(2) Those likely to give rise to a liability for compensation.

(3) Those which affect any county or trunk road or any land within 220 feet of the centre thereof.

This Council then makes decisions on applications " not excepted " and recommendations on those " excepted ", and itself communicates all decisions to the applicants.

The County Council remains responsible for the preparation of variations to the Development Plan and for Town Maps.

The Council bears its own administration expenses in carrying out its functions under the delegation scheme and also contributes, through the County Rate, to the County's administrative expenses. The Council conducts the vast majority of appeals irrespective of whether they are " excepted " or " non-excepted " cases.

As this is an area where much development is taking place, there is a heavy burden of work.

The Council has given its Planning Committee full delegated powers to deal with applications for planning permission. Matters requiring decisions by the County are considered by an Area Planning Committee consisting of representatives from six County Districts (South Middlesex) and the County Council, both sides having a right of appeal to the County Planning Committee. District Councils are not fully satisfied on this question of appeal since their Officers are required to withdraw from the County Planning Committee after stating their case, but the County Officers remain.

The Council feels that in this case, there is need for two-tier government with a first-tier authority having a wider area than the District, and that in this instance it should be the County Council. The problems of " built-up " Middlesex are by no means the same as " Green Belt " Middlesex, but they are complementary, *e.g.* the removal and location of industry.

There are, however, several aspects of the delegation arrangements which could be improved.

(*a*) The necessity to refer *all* applications to the County Council could surely be replaced by trusting the Districts to refer specified classes. This would save on administration.

(*b*) The District Council should be given the responsibility of preparing town maps, the County Council having the right to examine and challenge any features thereof before the Minister. The compensation and development costs of town development areas are likely to be heavy, and it does seem that most of this expenditure would fall on District Councils.

(*c*) Appeals to the County Planning Committee require review.

(*d*) The Delegation Schemes should be approved under arrangements made by Parliament, and not be at the discretion of the County Council.

14. Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The County Council is the Surveying Authority and also the Local Planning Authority for the purposes of this Act. It has carried out the survey of footpaths and the definition map and statement are awaited. Certain of the built-up areas of the town have been excluded. The provisions of this Act are relatively perhaps not so important in this area as in other parts of the country, but there is one aspect which is of vital importance to River Thames Riparian Authorities and about which there is much confusion as to responsibility. The matter is that of the Towpaths of the Thames. It is possible that these towpaths or some part thereof may, by reason of Section 27 of the Act, be regarded as public footpaths. It is apprehended that the Highway Authority for those footpaths would be the District Council. There are serious potential liabilities for the maintenance of those footpaths, and the banks of the River. The Council finds itself without direct representation on the Thames Conservancy. This Conservancy disclaims responsibility for the repair of the towpath or the maintenance of the River Banks, though the question does appear to be largely one of Finance.

It seems there are two difficulties here from the Council's point of view, accepting that the Conservancy are the right and proper authority to take charge of these matters:—

(1) The Conservancy appears virtually to have a fixed income and cannot levy a rate for all its functions.

(2) The Council has no direct representation on the Conservancy, although it is a riparian Authority. Two representatives are elected triennially to represent 14 riparian local authorities.

15. TRAFFIC

(a) Construction, Improvement and Maintenance of Roads and Bridges

There are three Highway Authorities in the District:—The Minister of Transport, the Middlesex County Council and the Council.

(1) *Trunk Road* 2·751 *miles* (A.30 London–Penzance Road)

The Minister of Transport and Civil Aviation is the Highway Authority. He delegates the duty of maintenance to the District Council and makes arrangements with the County Council to undertake works of major improvement. The Staines Bridge over the River Thames is, as the Council understands it, administered by a Joint Committee of the Middlesex and Surrey County Councils.

(2) *Classified Roads*

Class " A " Roads	—	2·427 miles
Class " B " Roads	—	13·678 ,,
Class III Roads	—	9·593 ,,

The County Council is the Highway Authority.

The District Council claimed the roads in the early 1930's but in the result, an agreement was made with the County Council whereby the majority of the classified roads were to be maintained by the District Council on an agency basis.

The length of roads, including bridges, so maintained out of a total of 25·698 miles is 20·173 miles.

(3) *Other Public Roads* – 45·309 *miles*

Here, the District Council is the Highway Authority.

As the Council maintains and carries out improvements on 20·173 miles out of 25·698 miles of classified roads, the District Council has always felt that it should be entrusted with the remainder, including major improvements on the Trunk Road.

The present position leads to the anomaly of parts of the same road being maintained by two different Authorities, street cleansing being undertaken by two different Authorities and the District Council has both the technical staff and equipment to deal with the small remaining mileage of classified roads.

It is felt that overall responsibility as to standards of construction and finance should remain with the County Council, since these days a main road pattern cannot be considered solely by reference to the needs of a particular district. Subject to the overriding considerations, the Council feels there should be adequate arrangements for claiming or delegating to the Council the improvement and maintenance of all the main roads in the District.

(b) Street Lighting

The District Council is the Authority for street lighting and would wish to remain so. There is a case, however, for seeking to achieve standard forms of lighting on all main traffic routes. It is understood the Minister of Transport and Civil Aviation intends to call a conference with this in mind. The majority of the main traffic routes now have Class " A " lighting installed.

(c) Naming of Streets and Numbering of Houses

The District Council is the Authority in this case and feels this is a matter which is essentially local, The Council endeavours to meet the wishes of developers and residents wherever possible.

(d) Parking Places

The responsibility for these matters is that of the District Council for parking places off the highway and that of the Minister of Transport and Civil Aviation for parking on the highway as the District is within the Metropolitan Police Area. The Minister also plays a considerable part in the Council's responsibility because of his powers in relation to application for loan sanction. The Minister, apart from his Advisory Committee, appears to be advised principally by the Metropolitan Police.

The Council is satisfied to carry out its responsibility for parking off the highway. It has provided such Car Parks and will continue to do so. The main check, at the moment, is restriction on capital expenditure.

The question of parking on highways is a matter about which the Council is far from happy, particularly on main roads. It is, no doubt, a part of the problem of the flow of traffic into and out of the London Area, but there appears little scope for meeting local requirements. The problem is perhaps accentuated by the fact that the main road runs through the main shopping centre and is notorious for its hold-up of traffic at certain times. A By-pass is to be constructed, and this may well alter the position. It is hoped that work on the By-pass will commence this year.

The Commission may note that Section 21 of the Town and Police Clauses Act, 1847, is still in force in Middlesex, and theoretically gives the Council power to give directions to the Metropolitan Police about the control of traffic.

(e) Road Safety

The Council has for many years had a Road Safety Sub-Committee including representatives of various organisations. The Council believes it has done useful work and would wish it to continue.

(f) Bus Shelters

It is only comparatively recently that statutory authority for a District Counci to erect bus shelters has been conferred—Local Government (Miscellaneous Provisions) Act, 1953.

Many Local Authorities feel, this Council included, that the primary responsibility for erecting bus shelters should rest generally with the transport undertaker, particularly where there is a monopoly. In this case, it would be the London Transport Executive, which has permissive powers, but is now most reluctant to use such powers to provide additional shelters. In fact, it refuses to provide new shelters at all.

In the result, and in the absence of any appeal against the refusal of London Transport Executive, it seems that Local Authorities will supply shelters. The Council feels, however, that there should be some means of questioning the refusal of London Transport Executive.

16. Private Street Works

The District Council is the Authority responsible and has adopted the Private Street Works Act, 1892.

So far as new streets are concerned, little difficulty is experienced because, by combined use of powers contained in the Public Health Act, 1875, the Middlesex County Council Act, 1944 and the New Streets Act, 1951, the Council secures the construction of new streets and their ultimate adoption as house building proceeds.

The main difficulty arises from streets which have been partially formed and where restrictions on capital expenditure have prevented the Council being as active as it might otherwise have wished.

A number of very difficult points have arisen because of the operation of the Town and Country Planning Acts when development has been restricted for planning purposes. Most of these difficulties have proved to be financial in character, and the Council allows owners up to 15 years for repayment.

SUMMARY OF COUNCIL'S MAIN VIEWS

Particular Services

1. Education

The County Council should remain the Local Education Authority, but there should be delegation of functions to District Council level exercisable either by the Divisional Executive, a Joint Board, or the District Council. The Council is opposed to direct County control.

2. Environmental Health Services

These services are at present administered by the Council with, in certain instances, the co-operation of the County Council. They are essentially local services, and should continue to be operated by the Council.

The responsibility for watercourses, ditches and ponds requires clarification. See also note on Thames Conservancy under para. (n).

The Council believes that it should become the Food and Drugs Authority.

3. Housing

These services are primarily local services, and should continue to be operated by the Council.

4. Personal Health and Welfare

The Council believes that mental health services and ambulance services should remain a function of the County Council, but it believes also that the following services are of considerable local importance, and that if there is not to be direct conferment of powers on District Councils then there should be automatic delegation of the following:—

(*a*) Health Centres.
(*b*) Care of mothers and young children.
(*c*) Midwifery.
(*d*) Health visiting.
(*e*) Home nursing.
(*f*) Vaccination and immunisation.
(*g*) Prevention of illness, care and after-care.

With regard to functions under the National Assistance Acts, again the Council feels that the question of delegation to district Councils, other than residential and temporary accommodation under Part III of the Act, the care of the blind and handicapped persons, should be considered.

With regard to the care of children under the Children's Acts, the Council is of the opinion that this should remain a County function.

5. Town and Country Planning

The County Council should remain the overall planning authority for the purposes of the Development Plan and the quinquennial review. The Council feels, however, that there should be greater freedom for District Councils to take decisions in accordance with the Development Plan, for the Council to prepare town maps, and a review of the administration arrangements.

Responsibility for the Towpaths and Banks of the River Thames and representation of riparian Local Authorities on the Thames Conservancy might be considered.

6. Traffic

The Council believes that whilst overall financial responsibility and standards of construction with regard to main and classified roads should remain with the County Council and the Minister of Transport and Civil Aviation, there should be adequate arrangements for the Council to claim the improvement and maintenance of these roads, or there should be adequate arrangements for delegation to District Councils.

The remainder of the powers and functions under this general heading are in the view of the Council essentially local matters.

GENERAL

7. The Council believes that there is nothing fundamentally wrong with the present two-tier structure of local government in Middlesex, and that the two-tier structure of government for Middlesex and possibly for the Greater London area should

continue, subject to what is said as to the devolution and delegation of functions. In the opinion of the Council, such a system offers the best method of dealing with a situation where many problems are complementary or common, at the same time allowing for completely differing local situations, *e.g.* the densely populated and closely concentrated inner Urban areas and the areas in the Metropolitan Green Belt, where, though less densely populated, there are substantial communities.

8. The Council feels that there is no case for a third-tier authority for any of the services so far considered. Much can be achieved by the County Council as co-ordinating or first-tier authority, provided the County Council will recognise that by and large the County Districts are of sufficient size and standing to exercise many functions, thus placing more emphasis on the administration of many services by the Local Authority directly in touch with the residents of the area.

9. The Council, with its present population of 45,770 steadily increasing, its rateable value, area and geographical position, serving a wide area, feels that it is a sufficiently large local government unit with financial resources to be able to exercise more extensive local government functions and to employ, as it now does, the technical and administrative staff necessary, or, should a minimum population basis be decided upon in excess of the Council's present or ultimate population, to form the nucleus of such a local government unit.

10. Where delegation of functions is decided upon, it should either be a form approved by Parliament or in such form as will permit the District Councils to appeal to the appropriate Minister. The aim of such delegation should be to secure the greatest possible autonomy to the delegate authority.

F. ENTWISTLE
Clerk of the Council.

" Elmsleigh "
73, High Street,
STAINES, Middlesex.

MAY, 1958

Evidence Submitted by The Sunbury-on-Thames Urban District Council

Population:	
Census, 1951	23,394
Registrar-General's Estimate, mid-1957	27,690
Area	5,609 acres
Rateable Value (1st April, 1958)	£517,186

(Constituted in 1894; area considerably enlarged in 1930.)

LOCAL GOVERNMENT RE-ORGANISATION

In response to the letter, dated 17th February, 1958, from the Chairman of the Royal Commission on Local Government in Greater London to the Chairman of the Urban District Council, the latter wish to submit the following statement as to the administration within the Urban District of the several functions and services mentioned in Appendix " B " to that letter. It is not the Council's purpose, in the statement, to deal in detail with arrangements under the various headings, as they think that would be entirely inappropriate and tedious; but should the Commission wish the Council to give additional information, or at a later date evidence, they will be pleased to do so.

EDUCATION

Education (General)

The Education Authority for the Urban District is Middlesex County Council, acting through an Education Committee and, so far as the urban district is concerned a Divisional Executive. The latter exercise their functions by virtue of a Scheme of Divisional Administration made under the Education Act, 1944, and their area comprises the three Urban Districts of Feltham, Staines and Sunbury-on-Thames. Sunbury-on-Thames Council appoint four members to serve on the Divisional Executive.

It is understood that all day-to-day administration, including preparation of the Development Plan and Building Programme, appointment and dismissal of staff, provision of equipment, furniture and apparatus, management and government of schools, organisation and supervision and control of the School Meals Service, is carried out locally. A very great deal of executive authority within the scheme of delegation is exercised by the Divisional Executive through sub-Committees, and this has made for speedy execution of decisions.

The District Council have never directly exercised any of the functions of the education service. Consequently, they are not in the best position to analyse critically the present system. They do consider, however, that the system ought to be capable of being, and doubtless is in fact, administered more conveniently and more economically than could be the case under any arrangements which the District Council would be able to make if the service were in part delegated to them.

Whilst, in the circumstances, the Council do not consider that they can usefully make any suggestions for improvement of the present system, they feel that they should offer the following observation which they have received on making enquiry of the Divisional Education Officer:—

"The Divisional Executive believe that with the experienced gained, education administration could be autonomous within the division based upon delegated, or preferably devolved authority, and that, bearing in mind the facilities developed in the last 12 years and the increase in child population *(still increasing) extended delegation is essential."

Reference should be made under the heading of "Education" to the School Health Services, as they are the responsibility of the County Council as Local Education Authority. They include routine medical inspections, ensuring cleanliness of pupils and hygienic conditions in schools, treatment in Child Guidance Clinics and in Residential Schools, examination and ascertainment of handicapped pupils, the supervision of the health of pupils and arrangements for the provision of treatment. (The County Council, as Local Health Authority, are concerned in the provision of treatment and of some of the Clinics.)

Agricultural Education

This subject is, presumably, the concern primarily of a Government Department, although apparently the County Council have certain functions. It is understood that one or two schools in the county have an agricultural bias, but that there is none wholly devoted to the subject.

Youth Employment Service

This service is—apart from the Ministry of Labour and National Service—a matter for the County Council, who have appointed a Youth Employment Committee.

ENVIRONMENTAL HEALTH

Bath, Wash-houses and Bathing Places

The District Council have provided and maintain an open air swimming pool on a public pleasure ground adjacent to the River Thames.

At a municipal caravan site an ablution block, with laundry, has been erected, but its use is restricted to persons resident on that site.

Control of Watercourses, Ditches and Ponds

The District Council have powers under the Public Health Act, 1936, to deal with nuisances in connection with watercourses, &c. Responsibility for control of the condition of the more important watercourses is vested in the Thames Conservancy.

Several watercourses are maintained or cleansed by the District Council, and over the years considerable stretches have been piped by them.

Disinfestation of Premises and Articles

This is a function of the District Council, and an adequate service is provided by them.

Drainage of Trade Premises

Middlesex County Council are the authority for the disposal of sewage in the West Middlesex Sewerage District, which includes the Urban District of Sunbury-on-Thames. Trade effluents are discharged into the sewers of the District Council and then into those of the County Council. For this purpose the County and District

---

*over the whole of the Divisional Executive's area from 12,700 in 1948 to 19,439 in 1958 and 18 new schools erected

Councils enter into a standard form of agreement with the owners of trade premises incorporating terms and conditions on which trade effluent can be accepted.

Mortuaries and Post-Mortem Rooms

At one time the District Council provided two small mortuaries, but they fell into disuse because H.M. Coroner for the western district of Middlesex took the view that inquests should be centralised and held in a properly constructed court room and that bodies must be sent to particular mortuaries, according to the requirements of the service considered as a whole. Thus inquests are now held outside the district, and bodies of deceased residents are sent to a mortuary owned by a neighbouring authority, to whom the Council pay an agreed sum for each body so received.

Public Conveniences

The Council have provided public conveniences in various parts of the district. Additionally, arrangements have been made for the use by the public of facilities at several public houses.

Refuse Collection and Disposal

The District Council are equipped with modern vehicles for the effective collection of house refuse, and the service is a weekly one for dwelling-houses. Collection of trade refuse is undertaken separately; a scale charge being made in proportion to the amount collected.

Refuse is disposed of at a very up-to-date Destructor erected in this area and operated by Twickenham Corporation, and sponsored jointly as a scheme by three Local Authorities—Staines, Twickenham and Sunbury-on-Thames.

Disposal of the residue is into a disused gravel pit owned by Sunbury-on-Thames Council; the area being reclaimed for beneficial use in the process.

Regulation of Buildings and Sanitation of Buildings

The sanitation of buildings in its widest sense is dealt with mainly under the provisions of the Public Health Act, 1936, and the requirements of that Act, *e.g.* the provision of a wholesome water supply, a proper drainage system and the repair of defects, are matters coming within the District Council's powers as local sanitary authority.

So far as new buildings are concerned, the above-mentioned matters are governed by building bye-laws (referred to later—page 692—under the heading "Regulation of Buildings and Bye-laws" (Housing)); and in the case of existing buildings by inspection and the service of notices under the Public Health Acts.

Sewerage and Sewage Disposal

The older parts of the district were sewered in 1896, newer parts in 1936, and the sewers have been added to from time to time by way of extension as required for new development. The extensions have generally been based on a standard specification which is applied both to sewers laid by the Local Authority and by private enterprise.

All disposal is to the Mogden Works provided by Middlesex County Council under their West Middlesex Main Drainage Scheme.

Street Cleansing

Street Cleansing is carried out as part of the District Council's highways maintenance service. The Council own a modern vehicle for street sweeping and gulley cleansing.

Burial Grounds, Cemeteries and Crematoria

The District Council have provided a cemetery, and acquired additional land adequate for the needs of the area for a considerable time to come. They have also undertaken the maintenance of a Parish Churchyard.

Jointly with a number of other local authorities in South-West Middlesex the Council have provided an up-to-date crematorium, under the management of a Joint Board to which the District Council appoint representatives. The joint scheme has operated satisfactoritly since its inception some years ago, and is an example of the way in which several local authorities can co-operate successfully to provide a particular service over a wider area than their own individual districts.

Parks and Open Spaces

Open spaces maintained by the Council have an area of approximately 65 acres, including river frontage, and provide an amenity and attraction not only to local residents but also to visitors, of whom large numbers come to enjoy the riverside during the course of a year.

Football and cricket pitches with equipment and dressing accommodation and also children's playground equipment, have been provided at a number of the grounds. Further, at one ground the Council have provided an open air swimming bath; at another tennis courts; and at a third a public hall, which is used for athletic, social and educational activities.

Powers and Duties under the Physical Training and Recreation Act, 1937

The Council have not so far acted directly under this Act, but from time to time have acquired land, under other statutes, for use as open space and recreation, including a " King George's Field ".

Thus, as will be seen from this and the immediately preceeding paragraph, much of the scope of the Physical Training and Recreation Act, 1937, has, in fact, been covered by the District Council.

Prevention of River Pollution

The authority for the prevention of river pollution, so far as Sunbury-on-Thames area is concerned, are the Thames Conservators under the Thames Conservancy Acts, 1932 and 1950. They exercise their powers over all rivers, streams and watercourses communicating directly with the River Thames.

Port Health Functions

Not applicable to Sunbury-on-Thames.

HOUSING

Provision of Houses

The District Council are the housing authority for the Urban District. They have erected 1,566 houses (as at 31st March, 1958), of which 1,046 are of post 1945 construction. On several of the estates garages for letting have been constructed.

Preliminary negotiations for the acquisition of land are carried out by the Council's Surveyor's staff, who also draw site layout plans and provide the engineering services. House construction hitherto has been partly by the Council's own qualified architect and partly by outside architects. A high standard of layout and house design has been achieved.

In addition to the erection of dwelling units, the Council have extended their housing activities in the following ways:—

(1) The provision of a well equipped municipal caravan site in an attempt to solve a difficult local problem of caravans on unauthorised sites;

(2) A scheme for the erection by the Council of houses for sale, primarily to persons whose names are on the Council's ordinary house waiting list;

(3) A scheme under which a rebate of rent is allowed to tenants who undertake interior decoration of their houses over a specfied period of years;

(4) The use of requisitioning powers (all except five houses, however, have now been derequisitioned); and

(5) Some use of the Council's powers to acquire houses for letting and, where appropriate, conversion into flats.

In their housing programme from time to time, especially since 1945, the Council have tried to meet not only the general housing need but also that of old people and, in a small measure, that of married couples without children.

The allocation of tenancies is a function delegated to a Sub-Committee, who interview all applicants and place them in categories of priority.

Slum Clearance

This aspect of housing is wholly the function of the local authority, who exercise powers under the Housing Acts. So far as the post 1945 period is concerned, the Council have submitted to the Ministry of Housing and Local Government proposals to demolish 196 unfit houses within five years from 1956. At present approximately 32 per cent. of the properties listed have been represented as unfit, and some 17 demolished or closed.

Assistance to other Bodies or Persons to facilitate the Acquisition, &c. of Houses

The Council do not themselves make advances under either the Small Dwellings Acquisitions Acts or the Housing Acts. In the former case they agreed many years ago to the County Council operating the Acts in this district. The Council do, however, make full use of the provisions of the Housing Acts to make improvement grants, and have appointed a special Sub-Committee to consider applications for grants.

There is, too, the scheme for the sale of houses to be erected by the Council referred to in (2) under the sub-section headed "Provision of Houses", under which any approved purchaser who so wishes will be allowed to acquire a house by paying a comparatively small deposit and mortgaging the property to the Council for the balance of the purchase price (*i.e.* about cost price).

Regulation of Buildings and Bye-laws

The control of building generally is exercised by the District Council through the Engineer's Department, under Bye-laws relating to both streets and buildings, based on the Ministry of Housing and Local Government model codes.

Plans deposited for the Council's approval (including specialist work relating to steel and concrete construction), and work in progress, are considered by the Council's technically qualified staff and reported on to the appropriate Committee. The Council have delegated to the latter authority to take decisions on such plans.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

The County Council, as Local Health Authority, are responsible for the following duties in the urban district:—

(*a*)	Section 22	Care of Mothers and Young Children. Dental Care.
(*b*)	Section 23	Midwifery.
(*c*)	Section 24	Health Visiting.
(*d*)	Section 25	Home Nursing.
(*e*)	Section 26	Vaccination and Immunisation.
(*f*)	Section 27	Ambulance Service. (Decisions relating to peace-time ambulance policy require the concurrence of the Local Health Authority.)
(*g*)	Section 28	Prevention of Illness, Care and After-care, including certain duties in connection with tuberculosis, venereal diseases, recuperative holiday homes, chiropody, loan or nursing equipment, health education, problem families.
(*h*)	Section 29	Home Helps.

Mental Health Services

These are the responsibility of the County Council under Section 51 of the National Health Service Act, 1946, and cover psychiatric social work, therapeutic social clubs, mental care and after care Homes, and the following services under the Mental Deficiency Acts:—

Supervision in the home, institutional care, guardianship, provision of Clinics and Special Training Schools.

Medical inspection and treatment are carried out under section 28 of the National Health Service Act, 1946.

Powers and Duties under the National Assistance Act and the Disabled Persons (Employment) Act, 1944

The County Council are the responsible local authority under the National Assistance Act, 1948 and have set up a Welfare Committee and appointed a Chief Welfare Officer. The authority's powers and duties include the provision of accommodation in homes and services for blind and other handicapped persons.

The Urban District Council have powers, which they have exercised, under Sections 31 (grants towards the welfare of elderly folk, *e.g.* a Meals-on-Wheels Service), 47 (power to remove to homes or institutions persons who are infirm or incapacitated and are not receiving adequate care), and 50 (burial or cremation of any person who has died or been found dead in the urban district where it appears that no suitable arrangements for disposal of the body have been, or are being made).

The District Council, as such, have no functions under the Disabled Persons (Employment) Act, 1944, but as employers have fulfilled the requirements of the Act.

Care of Children

Duties under the Children Act, 1948, are placed on the County Council and include the provision of Residential Nurseries and Homes and the placement and supervision of foster children.

A Children's Committee has been formed, and there is a Children's Officer.

Registration of Nurseries and Child Minders

Duties, which include registration and inspection of premises, are carried out by the Area Health Committee on behalf of the County Council as Local Health Authority.

(The Area Health Committee includes representatives of the County Council, the Borough Council of Twickenham and the Urban District Councils of Feltham, Staines and Sunbury-on-Thames. The latter appoint two members on the Area Committee.)

Notification of Infectious Diseases

Control is the duty of the Urban District Council as local Sanitary Authority. The latter's Medical Officer of Health fowards copies of notifications to the County Medical Officer.

Health Education

In addition to health education functions of the County Council, the Urban District Council have and exercise powers under Section 179 of the Public Health Act, 1936 (instructions, lectures and questions relating to health or disease).

Observations

There has been a certain measure of delegation to Area Health Committees of administrative duties under Sections 22, 23, 24, 25, 26, 28 and 29 of the National Health Service Act, and under the Public Health Act, 1936 (*i.e.* supervision of Nursing Homes). Duties in connection with Mental Health do not seem to be delegated.

The Urban District would appear to receive a fair and adequate provision of the services which have been briefly outlined.

TOWN AND COUNTRY PLANNING

Middlesex County Council are the planning authority for the county. In relation to the urban district they have, by agreement, delegated, with certain reservations, all their functions under Part III of the Town and Country Planning Act, 1947, to the District Council, who act as agents for the planning authority. In addition, the District Council are entitled under the agreement to appoint a representative to serve on the appropriate Area Planning Committee. The Area Committee consider those planning applications which, under the arrangements, are " excepted " from the sole jurisdiction of the District Council; the latter having a right to make recommendations to the Area Committee on such " excepted " applications. The District Council also have a right to lodge an objection to the County Planning Committee against any decision of that Area Committee on a planning application affecting the urban district.

The District Council consider that the scheme of delegation has worked reasonably satisfactorily since the appointed day in 1948. However, there are defects in the arrangements inevitable in any system of delegation of planning functions, such, for instance, as the delay which must sometimes occur when plans are "excepted " from the jurisdiction of the District Council for consideration by the Area Planning Committee, and, if necessary, the County Planning Committee. There is also duplication or overlapping—for instance, a copy of each planning application received by the District Council has to be sent to the planning authority; delay occurs in answering personal enquiries made at the District Council's offices because of the need at times to refer to the Planning Authority; and, as regards " excepted" applications, decisions have to be conveyed to the District Council officially by the planning authority before the latter can notify applicants of those decisions.

The District Council think that the real defect of the present system lies not so much in methods of administration imposed by the Planning Authority as in the principle of delegation as applied to the exercise of planning functions; for the District Council are convinced that they could exercise fully and satisfactorily all the powers of Part III of the Town and Country Planning Act, 1947, without the present control of the County Council, particularly now that the Development Plan for the County is in operation.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

In-so-far as they are the authority under the above-mentioned Act, the District Council have exercised their powers as and when necessary—for instance, under Sections 42 (diversion and closure of public footpaths) and 47 (repair of public footpaths); and have co-operated with the County Council in respect of the carrying out by the latter of their powers under Part IV of the Act (Public Rights of Way).

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

The District Council maintain directly 22 miles of District Roads, and by delegation, under agreement with the County Council, 1·82 miles of Class I Roads, 2·72 miles of Class II Roads and 6·8 miles of Class III Roads.

The Council also undertake, and have adequate facilities for dealing with, the design and construction of new projects, and the supervison of construction of those carried out by private estate developers.

Under the Private Street Works Act, 1892, private streets are made up to a standard specification for taking over as public highways on completion.

With regard to bridges in the urban district, all (except footbridges) are the responsibility of either the British Railways, or the County Council as highway authority for classified highways.

Street Lighting

The District Council have installed and maintain Class A street lighting (sodium) on 3·58 miles of highway, and Class B lighting (tungsten) on 29·76 miles.

Maintenance is carried out, under contract, by two Electricity Boards serving the Urban District.

Naming of Streets and Numbering of Houses

These are both functions of the District Council, exercised from time to time as necessary.

Parking Places

The District Council have exercised their powers by providing car parks to be used without charge. They have not provided street parking places, as they are not necessary in this district. The Council have also used their powers to restrict or prohibit the parking of vehicles on the highway where deemed necessary.

Road Safety

The District Council take seriously their road safety functions and exercise them vigorously. A Road Safety Organisation (on which outside bodies as well as the the Council are represented) was appointed by the Council in April, 1950 (prior to that time for several years there was a Joint Committee with neighbouring local authorities), and, subject to the over-riding jurisdiction of the Highways Committee and the Council, the Organisation is responsible for all road safety activities.

The Council have also encouraged in recent years school children to appoint from among themselves a Junior Accident Prevention Council, which meets quarterly and makes representations to the Road Safety Organisation.

Bus Shelters

The District is within the traffic area of the London Transport Executive and the latter have provided some 'bus shelters. There has, therefore, not been any necessity for the District Council so far to make any such provisions, except that, in one instance, they shared with the Transport Executive the cost of a shelter specially designed to accord with the Thames riverside area.

Private Street Works

The District Council are the authority for the purposes of the Private Street Works Act, 1892 (the code, as distinct from the Public Health Act code, which is used in the district). The Council generally consult frontagers before putting the Act into operation in respect of a particular street; or, alternatively, act upon a request by a sufficient number of frontagers.

GENERAL OBSERVATIONS

The District Council wish to submit the following general observations:—

They do not consider that there are major defects in the structure of local government in the Greater London Area such as to call for a radical re-organisation of local government; and are convinced that the two-tier system is the most appropriate for that area.

With regard to the County of Middlesex in particular, the District Council wish to see the two-tier system maintained; but they are of opinion that the District Councils in the County, by reason of their size and standing, ought, either by direct conferment or delegation, to exercise more of the functions of local government by being given greater powers. It should be ensured that, substantially within the present boundaries, each District Council in the County is allowed to exercise the maximum number of local government functions compatible with the size and resources of the authority; and if among the functions not reserved to the County Council there should be any which can be more conveniently exercised over a wider area than that of a single District Council, then such functions should be administered jointly by two or more authorities.

Evidence Submitted by The Yiewsley and West Drayton Urban District Council

CONTENTS

Part I

General

1. Approach to the Problem of defining " Defects " 699
2. Criteria of Viability of Local Authorities 701
3. Delegation *v* Direct Conferment 701
4. One-tier or Two-tier Local Government? 702
5. Some Principles involved in allocating Functions 702
6. Wishes of the Urban District Council and the Inhabitants as to the future structure of Local Government in the area. 703

Part II

General Description of Finance and Administration

1. The Urban District 704
2. Finance 704
3. Administration 706

Part III

Evidence on Education

1. Education 706
2. Agricultural Education 708
3. Youth Employment Service 709

Part IV

Evidence on Environmental Health

1. Baths, Wash-houses and Bathing Places 709
2. Control of Watercourses, Ditches and Ponds 709
3. Disinfestation of Premises and Articles 710
4. Drainage of Trade Premises 710
5. Mortuaries and Post-Mortem Rooms 710
6. Public Conveniences 711
7. Refuse Collection and Disposal 711
8. Regulation of Buildings and Sanitation of Buildings 712
9. Sewerage and Sewage Disposal 712
10. Street Cleansing 712
11. Burial Grounds, Cemeteries and Crematoria 712
12. Parks and Open Spaces 713
13. Powers and Duties under the Physical Training and Recreation Act, 1937 714
14. Prevention of River Pollution 714
15. Port Health Functions 111

Part V

Evidence on Housing

1. Provision of Houses 715
2. Slum Clearance 719
3. Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses 720
4. Regulation of Buildings and Bye-laws 720

Part VI

Evidence on Personal Health and Welfare

1. Powers and Duties under the National Health Service Acts 720
2. Mental Health Services 721
3. Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944 721
4. Care of Children 722
5. Registration of Nurseries and Child Minders 722
6. Notification of Infectious Diseases 722
7. Health Education 722

Part VII

Evidence on Town and Country Planning and Powers and Duties under the National Parks and Access to the Countryside Act, 1949

1. Town and Country Planning 723
2. Powers and Duties under the National Parks and Access to the Countryside Act, 1949 723

Part VIII

Evidence on Traffic

1. Construction, Improvement and Maintenance of Roads and Bridges .. 724
2. Street Lighting 725
3. Naming of Streets and Numbering of Houses 725
4. Parking Places 725
5. Road Safety 725
6. Bus Shelters 726
7. Private Street Works 726

Part IX

Financial Statistics

ARTHUR BOOTE,
Clerk and Solicitor of the Council.

Drayton Hall,
West Drayton,
Middlesex.
May, 1958.

PART I

General

Before dealing in some detail with the evidence in the form required by the Royal Commission the Yiewsley and West Drayton Urban District Council would like to make some observations of a general character.

1. Approach to the Problem of Defining " Defects "

It is fairly simple to describe the present arrangements within the Council's area for carrying out the functions specified in paragraph 3 of the Chairman's letter of the 17th February. The question of analysing the defects seen in those present arrangements and the extent to which defects are due in the organisation of local government in the area and outlining remedies is more difficult.

First of all, it seems necessary to define the word " defect " and the phrase " organisation of local government in the area ". Under Head I the Urban District Council is asked to describe present arrangements and any defects that have been encountered. This is taken to mean *all* defects. There are several varieties of defects and under Head I the Council believe that the Commission would wish it to comment on all of the defects encountered of whatever kind. The difficulty is that a " defect " cannot be defined with mathematical accuracy. A bad defect may exist in a service which superficially is satisfactory, *e.g.* it may be run on an inflated establishment which could be " streamlined " considerably without loss of efficiency. Then again opinions vary as to whether a particular matter is a " defect " or a virtue. The ultimate test of commercial efficiency—Carey Street—cannot be applied to local government.

Generally, defects may be placed in the following categories and some defects may be placed in more than one category.

1. **Statutory defects** which include defects considered to exist in present statutory powers as to particular functions the remedying of which would contribute to an improvement in local government services.
2. **Financial defects** where *e.g.* services are thought to be too costly or where national financial restrictions such as restrictions on capital expenditure, withdrawal of subsidies or high interest rates are inhibiting factors or local financial limitations such as small financial resources of a local authority. These defects may be either permanent or temporary.
3. **" Demand " defects**—which may be superficial *e.g.* where a local authority has not exercised discretionary powers (say) to provide a public wash-house because there is no demand or actual *e.g.* where demand has shown itself for a service but which has not yet been or cannot be met for various reasons.
4. **Physical Defects** arising *e.g.* out of Town Planning restrictions (artificial physical limitations) such as land-use " zonings " or from physical facts *e.g.* such as a town not having any more land on which to build houses, labour shortages (" real physical restrictions ").
5. **Organisational defects** which may be of two kinds—internal organisation defects *i.e.* those which an authority sees in its own organisation and which lies within its power to remedy and external organisational defects which are those which an authority sees in the organisation of local government generally including the distributions of functions, areas, the methods by which other local authorities exercise their functions in the Council's area &c. Most of these defects can only be remedied by new legislation.

Under Head II of the Chairman's letter the Council is asked to analyse the defects in the present arrangements and give its opinion on the extent to which those defects are due to " defects in the organisation of local government in the area ". " Area " is assumed to mean the Council's area and not the Commission's review area. In other words, here it seems that what is required is an answer to the question "Are the defects you see in local government organisation in the Council's due to internal or external organisational defects?" Most local authorities would be reticent about drawing attention to their own internal organisational defects, if they consider any to exist. Local authorities of all kinds, being human institutions, with the frailties of such, will always have some internal organisational defects—there is always room for improvement.

Under Head III the question asked is "What briefly do you suggest be done to remedy these defects".

What is the standard, therefore, by which a "defect" should be measured.?

There must be a yardstick of some kind. What is it? Generally there can only be one—what arrangement is best for the people? Local Government's "raw material" is people and the microcosm of the people is a family of three generations—the grandparents, their children and their grandchildren. The lives and problems of an "ordinary" family of that kind require the services provided by local authorities at many points from the cradle to the grave. What matters most to them is efficient and courteous service and, of course, cost.

They like also to be in a position, quickly, by a short journey to ventilate grievances at the local Council Offices or to their local Councillors and see some action quickly taken if the grievances are considered to be justified. The grievances relate frequently to matters over which a local Council has no control. In many cases, the local Council, close to the people, makes representations to the Authorities concerned. There is no doubt that the small and medium sized Councils are extremely responsive to public opinion on matters within the purview of all organs of local government.

Opposed to the personal "microcosmic" approach is the impersonal "rationalist", "macrocosmic" approach which is frequently taken especially by theorists. Their argument goes something like this:—

The microcosmic approach savours of the "parish-pump": the so called responsiveness to public opinion of the smaller and medium sized authorities can destroy initiative through fear.

Local Authorities are one of the instruments for carrying out the will of Parliament, and they have at their disposal, on revenue account alone, a big slice of the national wealth which they can increase, more or less at will, and spend as they think fit within the law. This is true. It is then said that by greatly reducing the number of present authorities there will, *ipso facto*, be a reduction in the amount of money which local authorities as a whole spend on their services (*e.g.* because of assumed savings on staff) and a reduction of rates will therefore follow.

As a general proposition it is suggested that this is incapable of proof. It depends on so many imponderables. Two authorities now autonomous, efficient, wealthy, and "cost-conscious" could if amalgamated into one, become extravagant. It appears to the Council that there is no virtue in large authorities just because they are large.

It is perhaps easier for those Central Government Departments which deal with local authorities to deal with a smaller number than there are now. The task of general surveillance carried out by the Central Departments would probably be simpler if the number of authorities were reduced to (say) 500 throughout the Country but it does not follow that the slice of the national wealth which is taken from the people in rates would be less or that efficiency would increase. The cost of Local Government *could* increase tremendously. It most probably would, because a fact that is noticeable in governmental activity is that the farther removed an authority is from the pressures of public opinion the more extravagant and "bureaucratic" it becomes. For example, a County Council can consider its Annual Estimates almost as an academic exercise: the county district council which receives the precept bears the main brunt of the task of facing the people even, it is found, for the county council's precept over which it has no control. Public opinion expressed through local organisations, on social occasions, and in casual conversations and especially in the local Press is a great brake on extravagance.

The assertion that fewer local authorities would automatically mean smaller demands on the pockets of the people and greater efficiency is therefore considered to be one which as a generality is purely hypothetical.

On the contrary what probably would effect economies in local government as a whole would be to bring into the local arena—at " second-tier " (county district) level more services now " remotely controlled " if the second-tier authority has the financial resources to cope with them and has its due share of the grants now paid to the first-tier authorities. All of the inhibitions against extravagance and the spur to greater efficiency that spring from close contact with the people would almost certainly effect economies.

The Council have considered, therefore, the question of " defects " of the various types enumerated above mainly from the stand-point of the personal, " family ", "microcosmic" approach recognising too, that some services are better administered on a county basis by County Councils (see "some Principles involved in allocating Functions " page 702).

For ease of reference DEFECTS are marked herein with a continuous line in the left-hand margin.

2. The Criteria of Viability of Local Authorities

It is obvious that the services entrusted by Parliament to local authorities could be executed by the central government through civil servants in local offices in just the same way as the Ministry of Labour and National Service, the Ministry of Pensions and the Post Office have local offices throughout the country. It is also possible to have a system of regional local government *e.g.* vesting all functions in county councils and administering them through local offices. One could have a larger unit than the present counties, vest all powers in them and administer through local offices. There is no limit to the " permutations ". Some of such systems could, of course, if adopted completely destroy the democratic local government system as we now know it in this country and which has been in course of development for centuries: others would drastically recast it. It is assumed that there is no intention drastically to reform the present system but only to improve it.

On the question of improving local government, the dominant factor is considered to be financial resources. Population of itself is not considered to be the most important factor. Many examples could be quoted of towns with a population of 60,000 or more being less wealthy than a town of 20,000. To consider, therefore, population as the main yardstick of viability is thought to be wrong. One should take population and financial resources together and, of course, record, and those intangibles which make a place a real community. By these considerations, as will later be seen the Council considers that the district is extremely " viable " and fit for additional responsibility.

3. Delegation v Direct Conferment

This is a vexed question. Local Government by way of delegation is hardly a democratic system of Local Government. Local Councillors are elected by the people and are responsible directly to the people for the services entrusted to their Council. With a system of delegating from a first-tier to a second-tier authority the Local Councillor does not owe a duty directly to the electors but to another local authority. Theoretically, as an expression of democratic Local Government, delegation has little to commend it. In practice, it is found that it is frustrating especially in town planning delegation. The " delegator " and the " delegatee " start with the best will in the world with an agreed system of delegation for a service which is embodied in a formal agreement. Such an agreement obviously embodies only principles. The trouble starts when a case is encountered which one authority may regard as raising an important point of principle and the other a matter of detail. It is really surprising as time goes on what points are elevated to points of principle either by the delegator or the delegatee. The result is squabbling. The system of "claiming" and delegating county roads has, though, worked satisfactorily.

The Council consider that certain services ought to be conferred direct on county district councils who are financially able to bear them instead of on county councils. Very much as a second best, the Council would like to see a much more satisfactory system of delegation being devised. This leads to another controversial matter namely

4. One-tier or Two-Tier Local Government?

The Council is in favour of Middlesex continuing in being as a local government entity with the two-tier system continuing in the County. There should be no county boroughs. There should be, as stated above, some re-distribution by Parliament of functions between the County Council and the County districts. The functions which are recommended by the Urban District Council for consideration for re-allocation are indicated later.

5. Some Principles involved in Allocating Functions

The question of the principles to be considered in the allocation of governmental functions was dealt with at an early date. Aristotle in his " Politics " when discussing the distribution of functions in a Greek city state said

> " we have also to consider whether to allocate duties on the basis of the subject to be handled or on that of the class of persons concerned: *e.g.* should we have one officer for the whole subject of the maintenance of order, or a separate officer for the class of children and another for that of women."

Aristotle's problem related to the organisation of a small sovereign unit.

The Haldane Committee in 1918 dealt with the same question so far as the organisation of British Central Government was concerned. The Committee recommended the method of defining fields of activity (*i.e.* Aristotle's " subject to be handled ") for Central Departments as the most practicable one.

The services provided by local authorities broadly fall into the following " fields of activity ":—

(*a*) Environmental Services.
(*b*) Protective services.
(*c*) Personal services.
(*d*) Trading services.

It is respectfully suggested that the approach to the problem of defining the respective functions of the Middlesex County Council and the County District Councils should be similar to that of the Haldane Committee's approach to central government organisation *i.e.* " the fields of activity " approach.

So far as Environmental Services are concerned some, notably Town and Country Planning, are the responsibility of the County Council but the majority of the other services in this category are the responsibility of county district councils as sanitary authorities.

Personal services designed " to cultivate the best physical, mental and moral potentialities of each individual " are now provided by the County Council and County District Councils, *e.g.* education by the County Council, housing by the County District Councils.

Protective services *e.g.* fire, civil defence, are the concern of the County Council but the Police are not, of course, the County Council's responsibility.

There is little logic in the present division of functions. It is largely the result of much post-war legislation which has tended to assume that the county district councils are bereft of commonsense, resources, and a sense of responsibility such was the speed with which many of their powers were taken away from them.

It seems to the Council that the time is ripe for a movement in the opposite direction—the return of many functions to control at county district level if the county district council has the resources to deal with them. Such a movement back to the people would not be without precedent in Local Government history.

The Council consider that the County Council ought to be responsible for:—

(*a*) Protective services (except police) and

(*b*) Those environmental and personal services which economy and efficiency plainly dictate as being functions which can better be done by a very large unit of local government *e.g.* Remand homes, Coroners, further education, care of children (there are others) because the demand for these services arising in an individual county district would probably make full separate provision for them by each county district uneconomic.

The Urban District Council think that all other Environmental and Personal services now exercised by the County Council which do not fall within this last category ought to be vested in county district councils. This includes control of development under Town and Country Planning Acts.

6. Wishes of the Urban Council and Inhabitants of the Urban District as to the Future Structure of Local Government in the Area

Already it will have appeared to the Commission what view broadly the Council take with regard to functions.

The Council and the local people are strongly in favour of the authority remaining in being as a separate local government entity within its present boundaries. It would like to see the District being granted Borough Status. The present Review of Local Government which has been impending for some years is the reason why a Petition has not been lodged although the Urban District Council decided in 1952 to petition for Borough Status. The Middlesex County Council have expressed their support of the Urban District Council in its apsirations to attain Borough Status.

The District has no " territorial ambitions " on its neighbours whatsoever. Within the present boundaries, they wish the Council to exercise under directly conferred powers additional responsibilities.

Reasons

(*a*) No combination of adjoining authorities with the Urban District would effect immediately or in the future a reduction in the rates payable by the ratepayers of the Urban District. On the contrary, the rates payable by the Urban District ratepayers would considerably increase as all adjacent authorities have higher rates than the Urban District.

(*b*) The rateable value of the Urban District and its other assets make it wealthier than many County Boroughs and wealthier than

(i) all (except one) non-county boroughs in England and Wales with populations between 20,000—40,000

(ii) all (except four) non-county boroughs in England and Wales with populations between 40,000—60,000

(iii) *all* urban districts in England and Wales with populations between 20,000—40,000

(iv) all (except one) urban districts in England and Wales with populations between 40,000—60,000.

In terms of rateable value per head of population the Urban District having a smaller population than the authorities mentioned is relatively very much wealthier than all of them.

(*c*) The Urban Districts' record of administration is excellent. Having adequate financial resources, experience, and a fine staff some of whom are nationally recognised experts in different spheres of Local Government, the Council believe it can assume additional responsibilities and administer them as efficiently and more economically than they are now.

(*d*) The arrangements referred to under "Refuse Disposal" are unique and the Council wish their own ratepayers to have the exclusive benefit of them. It is believed that the authorities and landowners under contract with the Council would prefer this. The form of the contracts with some of the contracting authorities would make it impossible for them to be performed if after re-organisation the present Urban District were *divided*. This is a point of great importance because as stated later the Urban District Council take the refuse from a quarter of the population of Middlesex. The tipping space available is dispersed throughout the Urban District and all of it is required to enable *all* of the contracts to be performed. The whole operation must necessarily be under the control of one authority to secure performance of the contracts. The contracts are long-term and will last for at least 12 years from now.

(*e*) The Urban District is a community with flourishing local organisations and a strong local pride. It has not coalesced with its neighbours but is separated from them by "green belted" land and the London Airport. Access by public transport to the centres of neighbouring authorities is incovenient.

PART II

General Description of Finance and Administration of the Urban District

(1) The Urban District

The Yiewsley and West Drayton Urban District is situated in West Middlesex; it is 5,276 acres in area and all of it is in the "Green Belt Ring" of the Greater London Plan. Over 2,000 acres of London Airport is in the Urban District including all of the runways, the Terminal Buildings and the British European Airways premises. The Urban District was created in 1930 out of the old Yiewsley Urban District and parts of the old Staines and Uxbridge Rural District Councils. Its population in 1930 was 11,326 and its rateable value was £62,950. The resident population of the Urban District is now slightly over 23,000: the day population is approximately 50,000 and, in addition, the daily transit population through the Airport approximates to an additional 30,000. It is a well-knit community; it is comparatively isolated from neighbouring authorities. It has fine municipal buildings and its services are considered to be of an exceptionally high standard.

(2) Finance

The Urban District in the financial year 1958–59 is levying a rate of 15*s*. 0*d*. in the £ and of this rate 2*s*. 4*d*. in the £ represents the Urban District Council rate. Its rateable value at 1st April, 1958 was £683,973 and this is expected to rise to over £1,000,000 within five years. The partial re-rating of industry will increase the rateable value on the basis of present assessments by approximately £75,000 as from 1st April, 1959. The Urban District with a local rate of 2*s*. 4*d*. in the £ and with a rateable value per head of population of over £29 thus possesses the lowest district rate and the highest rateable value per head of population in the County of Middlesex and it has one of the lowest (probably the lowest) district rate of a county district council in England and Wales. The urban district's own rate has been reduced each year for the past five years though its services have been extended. These reductions in the local rate have been accomplished during a period when the cost of labour and materials has been rising rapidly. The Council has thus made some contribution towards lowering the cost of living of the inhabitants of the area. Two specific examples are given below:—

100 *Drayton Gardens*. Typical 6 room house built 1938–39

1953–54 Rateable value £20 — 1957–58 Rateable value £34.

Appropriation of Rate levied:—

	1953–54			1958–59			*Increase*	*Decrease*
	s. d.		£ s. d.	s. d.		£ s. d.	£ s. d.	£ s. d.
Council	7 2½	× £20 =	7 4 2	2 4	× £34 =	3 19 4		3 4 10
Middlesex County Council	14 9	× £20 =	14 15 0	11 1¾	× £34 =	18 18 11½	4 3 11½	
Police	2 0½	× £20 =	2 0 10	1 6¼	× £34 =	2 11 8½	10 10½	
	24 0		£24 0 0	15 0		£25 10 0	£4 14 10	£3 4 10

Net increase £1 10*s*. 0*d*.

Net increase £1 10*s*. 0*d*.

2 *Oak Avenue*. N.P. 3 bed Council House

1953–54 Rateable value £16. — 1957–58 Rateable value £28.

	s. d.		£ s. d.	s. d.		£ s. d.	£ s. d.	£ s. d.
Council	7 2½	× £16 =	5 15 4	2 4	× £28 =	3 5 4		2 10 0
Middlesex County Council	14 9	× £16 =	11 16 0	11 1¾	× £28 =	15 12 1	3 16 1	
Police	2 0½	× £16 =	1 12 8	1 6¼	× £28 =	2 2 7	9 11	
	24 0		£19 4 0	15 0		£21 0 0	£4 6 0	£2 10 0

Net increase £1 16*s*. 0*s*.

Net increase £1 16*s*. 0*d*.

The local ratepayer at 100 Drayton Gardens is thus paying for Local Council purposes £3 4*s.* 10*d.* a year *less* on rates than he was five years ago: 10*s.* 10½*d. more* for Police purposes and £4 3*s.* 11½*d.* a year *more* for County Council purposes.

The Council house tenant living at 2 Oak Avenue is paying £2 10*s.* 0*d.* a year *less* for Local Council purposes: 9*s.* 11d. a year *more* for Police purposes and £3 16*s.* 1*d.* a year *more* for County Council purposes.

The Council anticipate further local rate reductions in the future. The high rateable value of the district is not the only source of its income. The present actual wealth of the Urban District approximates to that of an authority with a rateable value of nearly £1 million. Further reference to this is made under the heading " Refuse Collection and Disposal ". In Part IX is given more detail of the finances of the Urban District. The Urban District has a wonderful future.

3. Administration

The Urban District Council consider that its record of administering the services entrusted by Parliament to it in an economical way consistent with efficiency will stand comparison with that of any other local authority with similar powers in the country. The Council places on record its high appreciation of the services rendered by its staff. In qualifications and calibre the staff is of the highest order. The establishment is complete except for one post.

PART III

Education

A description of the present arrangements in the Urban District for carrying out the functions of EDUCATION and of defects encountered.

(a) General

The Education Authority is the Middlesex County Council and the Urban District Council participates in a limited way in educational administration by having representatives on a Divisional Executive for Education whose powers are small. The County Council's precept for educational purposes in the current financial year is 6*s.* 3·96*d.* in the £.

The educational system of a country is one of its most important institutions and in no country is this more true than the United Kingdom which contains fifty million people on islands which can only support less than half of that population. The main economic fact of life in the country is, therefore, that is it not self-sufficient but that it must export goods to buy food for half of its population. One of the functions of education in such a country is therefore to educate the young people so that they can play their parts in useful spheres of activity to ensure the property of the nation. The present educational need is generally recognised to be for a great increase in the " production " of scientists and technologists. This involves many problems—more schools, universities, and technical colleges, more teaching staff and more money.

Is the provision of schools both inside the Urban District and in schools outside the Urban District for the children from the Urban District satisfactory? It is considered that they are not now and will not be in the future when the development plan proposals for education have been implemented.

(b) The Present Provision of Schools

When children reach the age of 5 their parents are obliged to send them to school. The school in the Urban District to which a child would attend would depend upon the part of the Urban District in which he lives. The following are the primary schools:—

Yiewsley

St. Matthews, Providence Road, and St. Stephens Road.

West Drayton

West Drayton Primary School, Longmead and Cherry Lane.

Harmondsworth

Harmondsworth and Heathrow Primary Schools.

After six years or so at a primary school a child may sit the 11-plus examination. If he fails, he will go to a secondary modern school unless his parents wish him to be educated at a private school. There is at present no secondary modern school *wholly* within the Urban District although two are proposed. One is a Church of England Secondary Modern School which will be opening in September, 1958, and another is proposed at Wise Lane, West Drayton. At present most of the children from the Urban District attending secondary modern schools go to Evelyns School which lies astride the boundary between the Urban District and the Borough of Uxbridge. Some children also go to Harlington New Road School. If a child passes the 11-plus examination, he will go to a secondary grammar school. The nearest grammar school is Bishopshalt at Hillingdon. Most of the children going to a secondary grammar school got to Bishopshalt but they may have to go to other grammar schools farther afield. There is no grammar school in the Urban District nor is one proposed in the development plan for education in the county. The present provision of two new secondary modern schools will certainly improve matters considersbly as far as secondary modern education is concerned.

Defects Encountered

(*a*) **Statutory defects**—People often say they wish they " could go to the local Council Offices " about education problems. It is thought that generally parents would appreciate a change in the law which would enable a local Council to play a *direct* part in education matters at any rate so far as primary schools are concerned.

(*b*) **Financial defects**

(i) **National financial restrictions**—The Council view the impending abolition of Specific Grants with some concern.

(ii) **Local financial limitations**—About $\frac{5}{}$ of the 15*s.* 0*d.* rate levied in the Urban District is for the educational services provided. The full cost of education is not, or course, shown in the precepted rate for it: there are also specific Exchequer Grants soon to be changed to " block grants ". The local ratepayers will pay about £219,000 this year towards the education of its children. This is nearly three times as much as the cost of all of the services provided by the Urban District Council. The question the Council ask is not so much about the cost of the education service but whether the local ratepayers are getting full value for their money.

(*c*) **Demand defects**—The percentage of places available in grammar schools for Middlesex children is very low compared to the places available in many parts of the country. More grammar schools are wanted in the county and one is badly needed in the Urban District. A technical school is required also.

(*d*) **Physical defects**—The journeys of local children going to grammar and technical schools are inconvenient.

(*e*) **Organisational defects**—(i) Of the defects which exist, the Urban District consider that some arise from defects in the organisation of the education service. It seems wrong that no provision is made for a grammar school or technical school in a town which has one of the largest airports in the World within it and has many large and flourishing industries many of them household names.

(ii) It also seems wrong that the present Divisional Executive decentralisation of educational administration should continue. Their powers are very limited.

(iii) There is a strong feeling that the 11-plus examination should be replaced by a more satisfactory system of selecting children for the grammar schools.

III. An outline of the Council's views on how these defects may be remedied

A. On the basis that the County Council continue to be the Education Authority

The present system of Divisional Executives should be abolished and each county district council should be its own " Divisional Executive " with a bigger voice in administration within its own boundaries than the present Divisional Executive. A grammar school and technical school should be built in the Urban District by the County Education Authority.

B. On the basis that the County Council retains some educational functions and that county districts obtain the remaining functions

The Urban District Council would like to see responsibility devolving on it and other county districts with the requisite resources for educational functions similar to the old Part III powers for children up to about 11–12 years of age. The Council believe they could undertake these functions in a most efficient way. Responsibility for the education of children over 11–12 should remain with the County Council. If at all possible functions should devolve on the authority nearest to the people. There would still be the local need for a grammar school and technical school.

AGRICULTURAL EDUCATION

There are large areas of market garden land in the Urban District. The local Farmers have problems additional to those which farmers in rural districts in the provinces have. One of the many problems is recruiting and retaining a satisfactory labour force in the face of competition for labour for industry which is able to pay higher wages than those paid to farm workers and generally offer better conditions of service.

A new factor has recently entered into the lives of the market gardeners and that is the sale of frozen foods. The farmers say that the sale of frozen foods of many different kinds in shops is affecting their markets. The reason is that many married women at work like to buy frozen goods so that they can prepare a meal quickly without having to clean vegetables &c. As they are kept in shops in refrigerators they are not perishable commodities. The sale of these frozen commodities is encouraged by widespread advertising and there is no doubt that they are affecting the economy of the local farms. These farmers have many offers made to them about selling land for building purposes and many of them would like to do so if planning permissions could be obtained. There is in Middlesex very little demand for facilities for agricultural education—most of the County is, of course, built up and in those parts of the County where agriculture is carried on there is much concern for the future.

No defects of any kind in agricultural education have been encountered so far as the local Council is aware.

YOUTH EMPLOYMENT SERVICE

There is in the Urban District a local office of the Youth Employment Service which gives efficient service. There are no known defects.

PART IV

Environmental Health

Description of the present arrangements in the Urban District for the carrying out of the listed functions and of defects encountered together with the analysis under Head II

BATHS, WASH-HOUSES AND BATHING PLACES

There are no public baths in the Urban District—that is places to which people who live in houses without bathrooms can go in order to have a bath. There is no need for the provision of public baths as, practically without exception, all houses are provided with proper washing facilities and most houses now have fitted baths. Those not having fitted baths are, in the main, either included in the Slum Clearance Programme or are in process of being provided by the owners, some with the aid of improvement grants. The Council do, however, maintain a cleansing station at the West Drayton Depot with slipper baths for the cleansing of verminous families. This cleansing station is used very infrequently.

Neither are there any wash-houses. There is no demand for a public wash-house˙ A large proportion of households have washing machines and a privately-owned launderette service to which people can resort to wash their own clothes in mordern washing machines is extensively used.

There is no bathing place provided by the Urban District Council. There is a modern public swimming bath at Yiewsley which is extensively used.

Defects encountered—There is a demand for a children's pool within the precincts of the main swimming bath. The Council will soon provide such a pool out of revenue.

CONTROL OF WATERCOURSES, DITCHES AND PONDS

All except four of the numerous watercourses which flow in the Urban District are maintained by the Middlesex County Council or the Thames Conservancy. The others are the responsibility of the riparian owners.

The streams for which the County Council are responsible are in good order and regular maintenance works are carried out. The same cannot be said for the rivers and streams maintained by the Thames Conservancy but their problem is one of labour. It is unlikely that regular maintenance will be carried out until the Thames Conservancy have an increased establishment of work people. One of the streams for which responsibility is to be vested in the riparian owners is in a bad condition. The Urban District Council is concerning itself with this matter and the condition of the stream should be improved very shortly.

A watercourse known as Horton Brook for which the Council were responsible has been completely piped in and culverted. The only other watercourse for which the Council is directly responsible is situated at Sipson. The Council intend shortly to culvert this short watercourse.

No defects have been encountered.

DISINFESTATION OF PREMISES AND ARTICLES

(i) Rodent Control

The responsibility for this service is that of the Public Health Department and one of the Public Health Inspector's is in control of the work. One man is employed as a Rodent Operative and Disinfestor.

(1) *Business Premises*

When infestations are found in business premises the occupiers are required to take the action required by the Prevention of Damage by Pests Act, 1949. If the occupier requires the service of the Council's Rodent Operative a charge is made for the service.

(2) *Private Dwellings*

A free service is provided to all domestic premises.

(3) *Council Property*

Regular surveying is carried out to all the Council's properties. All the Council's tips are treated weekly.

(ii) Other Vermin

(1) *Premises*

Except prior to demolition for slum clearance when infested properties are treated with Hydrogen Cyanide Gas by a servicing company, treatment is carried out by the Council's operator under the supervision of a Public Health Inspector.

(2) *Articles*

Whenever possible verminous articles are treated within the infested premises but if this is not possible the articles are taken to St. John's Hospital for treatment by steam.

(iii) London Airport

(1) *Rodent Control*

Regular surveys are carried out and when infestation is discovered the matter is dealt with by requesting the contractors employed by the Ministry of Transport and Civil Aviation to carry out treatment.

(2) *Other Vermin*

Exactly as for other properties in the Urban District.

No defects of any kind have been encountered—the arrangements are working very satisfactorily.

DRAINAGE OF TRADE PREMISES

All trade effluents are discharged directly into the local authority's sewers without pre-treatment. The local authority's sewers discharge into the Middlesex County Council's sewerage system which conveys sewage to the large works at Mogden.

No defects have been encountered. The present arrangements are very satisfactory.

MORTUARIES AND POST-MORTEM ROOMS

Before the last war the Council provided a modern well-equipped mortuary and post-mortem room but the Coroner has not used it for several years. Inquests on local people are held in other parts of the County. This causes inconvenience to relatives in many cases.

Defects encountered

Statutory defects—There ought to be a power to require a Coroner to hold inquests and post-mortems on local people in the area where they lived if suitable accommodation exists.

PUBLIC CONVENIENCES

There are five public Conveniences in the Urban District. One of them is regarded as sub-standard by the Council and it is proposed to replace it with a new building.

REFUSE COLLECTION AND DISPOSAL

(i) Collection

Domestic

A regular weekly collection is maintained throughout the Urban District—the vehicles employed on the service are all modern large capacity, rear loading and therefore dustless-compression types. The men employed on the work are provided with protective clothing to the following scale:—

Boots:—2 pairs on first employment and thereafter one pair per annum.
Overalls:—2 pairs per annum.
Donkey Jackets:—Issued on joining the service and replaced as required.
Waterproofs:—Set issued on joining the service and replaced as required.

Trade Refuse

Bins of trade refuse are collected at the rate of *6d.* per bin and where accumulation is of a greater quantity than could be contained in dustbins special collections are made and charges made. The income from trade refuse collected during the year ending 31-3-58 was £1,080.

London Airport and R.A.F. Camp, West Drayton

A daily refuse collection service is given to both these and parts of London Airport have a twice daily collection.

(ii) Disposal

In addition to disposing of its own refuse by controlled tipping into worked out gravel pits various " customer authorities " *viz.* the Borough Councils of Acton, Brentford and Chiswick, Southall, Ealing and as from the 1st September, 1958 Willesden also rely on the Council for the disposal of their refuse under long-term contracts with the Urban District Council. The populations of these authorities represent one quarter of the population of Middlesex—approximately 550,000 people. The Council have arrangements with the owners of practically all of the land in all parts of the Urban District which has been worked out for sand and gravel and land still to be worked for sand and gravel for the filling in of those lands. The arrangements are extremely complex and varied and the present holes in the ground and those still to be dug are all required to enable all the contracts to be performed. Certain contracts with landowners provide for them to have their own refuse disposed of on their own lands by the Council. Some 100,000 tons a year of landowner's refuse are being disposed of now by the Council: this will increase. The operation of this large scale undertaking which has several unique features is the main factor in enabling the Urban District to levy a rate for its own purposes of 2*s.* 4*d.* in the £. The Council also have arrangements regarding large areas of land in the Borough of Uxbridge. The Council believe that they possess more knowledge and experience of refuse disposal problems than any other local authority in the country. The Costing Returns for Refuse Collection and Disposal over the past few years indicate the results which are unique in the history of local government.

No defects have been encountered. It is claimed with some confidence that neither the collection nor the disposal service can be bettered by any other local authority in the country.

REGULATION OF BUILDINGS AND SANITATION OF BUILDINGS

Control of existing buildings is by continued inspection from time to time under the various statutory provisions for which the Council employ a staff of four Public Health Inspectors.

No defects have been encountered in the present system which works extremely well.

SEWERAGE AND SEWAGE DISPOSAL

With the exception of Longford village and a few isolated properties, 38 in all, the Urban District is served by public sewers.

In 1930 the Council carried out a main sewerage of the unsewered parts of West Drayton, Sipson and Harmondsworth. They also carried out the construction of main intercepting sewers at Yiewsley and West Drayton to replace the then existing ejectors. All of these sewers are connected with the main County Council Trunk Sewer. The scheme has been prepared for the sewerage of Longford for which the Council are about to seek the approval of the Ministry of Housing and Local Government.

The sewerage system of the district was designed to serve a much larger population. They would in fact comfortably take, without enlargement, the effluents from a population of approximately 70,000.

Defects encountered

Financial—The investment of public capital by the Urban District Council on an excellent sewerage scheme should not be lightly made abortive by planning restrictions in these days of high costs. More on this point will be said later in connection with Housing and Town and Country Planning functions.

STREET CLEANSING

In spite of difficulties of recruiting suitable labour for this type of work the Middlesex County Council and the Urban District have maintained a good standard of street cleansing. The Urban District possess two Mechnical Sweepers.

Defects encountered

The Road Traffic Acts should be amended to permit certain kinds of mechanical sweepers (not of the type owned by the Urban District Council) to traverse footpaths for the purpose of sweeping them. This would help local authorities who have difficulties in recruiting street sweepers.

BURIAL GROUNDS, CEMETERIES AND CREMATORIA

Burial Grounds and Cemeteries

One cemetery provided in 1937 at West Drayton and one Burial Gound at Harmondsworth are owned and controlled by the Council.

The West Drayton Cemetery is at present 2·58 acres in area with space for another 600 graves approximately within its present fences. Adjoining the Cemetery there is another 14·47 acres of land which is held for Cemetery purposes but which is used for allotment purposes now. There is space here for 11,000 graves approximately.

The Harmondsworth Burial Ground is 1·85 acres in area and there is space in it for another 750 graves.

No defects have been encountered.

Crematorium

The Urban District Council is a constituent member of the South West Middlesex Crematorium Board which controls a fine new crematorium in the Urban District of Feltham.

The Council see no defects in the present arrangements.

PARKS AND OPEN SPACES

There are 326·7 acres of Parks and Open Spaces in the Urban District.

Drayton Hall

This property was bought in 1949: it is 12 acres in area: it is in the centre of the Urban District on a main traffic route and since its acquisition the following important events have occurred within its boundaries:—

1952—New Municipal Offices were opened, The old hall was restored and converted into Municipal Offices which are much admired by many visitors to it. The cost of conversion was met out of revenue over a period of years.

1952–1958—The improvement of the grounds has proceeded during these years and will be completed within two or three years. This year, too, the first " instalment " of a new Civic Hall will be started. The new Hall will provide facilities for dances, concerts, etc. which are at present lacking in West Middlesex.

(a) Yiewsley Area

The Council hold three large areas of land in this part of the Urban District for parks and open spaces. The main ground is Yiewsley Recreation Ground which is 8·3 acres in area. It is equipped with two bowling greens, four hard tennis courts, enclosed childrens playground, putting green, sport pavilion. A small area has been set apart as a " Kick-about " area for children's unorganised games. Various County bowling matches are held on the Bowling Greens.

Kingston Lane Recreation Ground

This land, 17·2 acres in area, was low-lying and was subject to flooding in exceptionally wet weather. The level of it is at present being raised by the tipping of refuse. This process will be completed by July or August of this year. The ground will then be seeded. The Council have plans for this ground which will be implemented in the next year or so. The plans involve the construction of a pavilion, a park-keeper's lodge, the laying of a cricket table and seven football pitches. (Nearly all of the local amateur teams play their matches on the Council's recreation grounds.)

Philpott's Farm Open Space

Held for public open space purposes are 20 acres of land which is at present let to a farmer on a 364 day grazing tenancy. Discussions have taken place with the Education Authority regarding the joint use of this land by the public and as school playing fields for new schools that are projected in this locality.

(b) West Drayton Area

In this area there are two recreation grounds—one is known as The Closes and the other the Stockley Recreation Ground.

The Closes

This fine open space is 23·2 acres in area and is used for organised games. There are four hard tennis courts, an enclosed children's playground and a putting green. A notable feature here is a long avenue of splendid trees which will be extended into a new Housing Estate built to the south of it.

Stockley Playground

This new playground is for the children on the extensive Stockley housing estate. The usual children's equipment has been provided.

(c) Harmondsworth Area

The recreation ground here is 7·8 acres in area. There are football pitches, two tennis courts and an enclosed children's playground here.

Sipson

This recreation ground is 14·2 acres in area. There are football pitches and an enclosed children's playground here.

The Council are going to provide park-keeper's lodges in the larger recreation grounds.

In addition to the above lands (except the Philpotts Farm ground which is not yet laid out) which are owned and very well maintained by the Council, there are other large areas of land in the western part of the Urban District which were bought for Green Belt purposes by the Middlesex County Council with a 25 per cent. contribution from the Urban District Council. These lands are 233 acres in area. A part of it is used by the West Drayton Cricket Club and some 9 acres is used temporarily as a municipal caravan site (established in 1952 with a ten year planning permission). The remainder is at present farmed. In due course, these lands adjoining the banks of the Colne and Wyrardisbury Rivers will be brought into use for public purposes—a municipal golf course for this area is one project that has been discussed.

The local provision of the Parks Recreation Grounds and Open Spaces by the Urban District would be adequate for a much larger population.

Defects encountered

It seems to the Council that public capital is not being used to the best advantage by local education authorities having to provide school playing fields where there is adequate provision by county district councils. In addition, where there is inadequate public provision of playing fields, it seems wrong that school playing fields cannot be used by the public during school holidays.

The remedy appears to be for the provision of existing regulations dealing with school playing fields to be altered so that it becomes discretionary for Education Authorities to provide them and obligatory upon them, having provided them, to let them upon payment and terms to be agreed to the county district councils during school holidays when the county district councils wish to rent them.

POWERS AND DUTIES UNDER THE PHYSICAL TRAINING AND RECREATIONAL ACT

There is a large Community Centre at Yiewsley which provides facilities for many indoor educational, cultural and athletic activities. The Council have made grants to the Community Association under the Physical Training and Recreational Act, 1937 and the Middlesex County Council subsidise the centre also. There is a Community Association at Harmondsworth also but this Association does not yet have its own building.

No defects have been encountered.

PREVENTION OF RIVER POLLUTION

The Council, in November, 1957, called a conference at their offices of representatives of all riparian authorities to the River Colne and its sister streams, the Thames Conservancy and the Colne Valley Sewerage Board to discuss the heavy pollution of the Rivers by the discharge of effluent from the Mapel Cross Sewage Works. There is no doubt that the local rivers are unfit for people to bathe in. The sewerage board are going to improve their Purification Plant. The local Member of Parliament was instrumental recently in having this matter debated on the Adjournment.

Defects Encountered

The Council consider that new legislation may be required to prescribe higher standards of bacteriological and chemical purity of sewage effluents discharged into rivers.

PORT HEALTH FUNCTIONS

As stated, most of London Airport is in the Urban District and the Council carry out the following functions at the Airport:—

(i) The inspection of all imported food giving a 24 hour service.
(ii) Hygiene of Buildings on the Airport.
(iii) Refuse Collection—parts of the Airport have a twice daily collection.
(iv) Inspection of catering establishments.
(v) Control of insect and rodent infestation.
(vi) Granting of certifications of adequate means of escape in case of fire.

No defects have been encountered.

PART V

Housing

1. Description of the present arrangements in the Urban District for carrying out the functions of HOUSING.

The present arrangements are that the Council have provided up to 31-3-58, 3,277 dwellings of which 1,561 have been built since 1945. Provision has been made on all of the housing estates for dwellings for old people and special classes *e.g.* legless ex-servicemen.

The Council have provided 200 houses for persons employed at London Airport and have had discussions with the Chairman of British European Airways (Lord Douglas of Kirtleside) about the development by B.E.A. in the Urban District of a housing estate with playing fields and also administrative buildings. The management of the houses is economically and efficiently carried out by a division of responsibilities between the various departments of the Council. There is no separate Housing Management Department. The present arrangements assist in keeping rents as low as possible.

Defects encountered

(a) **Statutory defects**—(i) The Middlesex County Council should be given powers to build houses outside of the County of Middlesex. (ii) When Industrial premises are about to be vacated *e.g.* because the owner has decided to move to a New Town, it should be obligatory for the Planning Authorities and the Local Authority to be informed in order to make an offer for the premises. (iii) The Town Development Act, 1952 should be amended.

(b) **National financial restrictions**—The Council consider it was premature to reduce the subsidy (and subsequently abolish it) on housing for general needs. There is at present a " rationing " system in operation which will reduce the accommodation to be provided by local authorities for letting. Present high interest rates are a restrictive factor.

(c) **Local financial limitation**—None of any importance. Since the passing of the Housing Subsidies Act, 1956, thd Urban District Council have continued to assit the Housing Revenue Account out of the Rate Fund to the extent of about £12,000 a year

(d) **" Demand " defects**—There is a constant demand for housing accommodation for general needs in the Urban District. There is a big demand, too, for private houses. The true demand at any one time cannot be assessed as an applicant must have a 10 year residential qualification to get on the housing list. This demand is only a tiny fraction of the demand in Middlesex as a whole. Most authorities have far larger housing lists and slum clearance problems than the Urban District Council and most of these will be unable to solve their problems within their own boundaries because of real physical restrictions—*i.e.* no more building land. The proposed plan is that this " overspill " population should be " decanted " to new and expanded towns. The Urban District Council is not affected by real physical restrictions but by the artificial physical restrictions of town planning " Green Belt " zonings. But for these zonings it could solve its own housing problems and probably assist in the solution of the housing problems of other Middlesex Local Authorities. There is ample potential building land in the Urban District, with all available services which is now occupied by farmers who are afflicted with the problems referred to under " Agricultural Education" above and some of whom would prefer to sell their lands and buy farms alsewhere.

(e) **Physical defects**—(i) Real physical restrictions—as stated above there are no real physical defects in the Urban District to the solution of its own housing problem and to assist in the solution of problems of other Middlesex authorities.

(ii) Artificial physical restrictions—it is important that the defects of this type that exist in the Urban District and which have already been referred to be put into perspective. The Council believe that it is only by considering the present Greater London housing problem in conjunction with the operative Development Plans under the Town Planning Acts covering the Greater London area that the defects can be pin-pointed and remedies suggested. Before going into detail in the matter the Council take as their basic proposition that there are many thousands of families in Greater London who are now in urgent need of housing and that if present town planning policies continue there will still be as many thousands of families needing rehousing when the London New and Expanded Towns Programme is completed.

Why?

(Founded on an article by the Clerk of the Urban District Council in " Town and Country Planning " in June, 1956.)

History

The Royal Commission on the location of the Industrial Population (the Barlow Commission) reported in 1939. This report showed that there was a tendency between 1919 and 1939 for industry to concentrate in the south of England and especially in the Greater London Area. The Report recommended that industrial migration to the south—particularly Greater London—could only be corrected by national-scale planning for the purposes of governing the location of industry, selecting towns for expansion and others where no expension should be permitted " decanting " overspill (industry and population) to new and expanded towns from overcrowded areas and prohibiting the growth of industry in overcrowded areas.

Since 1945 the recommendations of the Barlow Report have provided the foundations for several statutes *e.g.* the New Towns Act, 1946 and the Town Development Act, 1952.

In direct descent from the Barlow Report also is the Greater London Plan, 1944. The intricate detail of this Plan is based on several stated Assumptions, the most important of which (Assumption No. 1, page 5 of the Plan) is that under a post-war (Barlow) policy of governing industrial location, the Greater London Area would normally be banned to new industry and to any but minor extensions of existing enterprises.

A Green Belt was drawn around the Metropolis which was to be a final barrier against its outward spread. Expansion of existing counties in the belt was to be strictly limited by zoning land against development.

On 1st July, 1948, the new authorities which became responsible for Planning (including the preparation of Development Plans) had an " off-the-peg " blue print for their Development Plans which closely followed the lines of the 1944 Plan. " Target " populations were set for the counties and the county districts in them and the volume of industry and commerce was to be in balance with the " target " population. The " target " populations set for some counties were considerably below existing populations—the Middlesex " target " population is 2 million: at present it is about 2¼ million—the excess people and industry and commerce which provided work for them—this is the " overspill "—were to be exported to the new and expanded towns. " Target " populations were imposed on county districts in the Green Belt ring.

The stage was set and the local authorities affected understood the parts they were to play in this concept of one of the world's largest cities setting about the task of reducing its population.

To summarise: the above brief historical review shows that the main concept of the Plan was the reduction of population in Greater London by a reduction in the number of jobs available. People, of course go where their work is.

The Weaknesses in Present Decentralisation Plan

Is the Greater London Plan being carried out? In some respects it is, but in others—which are vital—it is not.

The Plan is being executed by the building of the New Towns in the outer Country Ring—they are about half completed—and in some places the expanded towns are doing well. The London New Towns will accommodate about 320,000 population.

What is *not* happening is the full " Barlow Ban " on existing industry in Greater London. The following are taking place and were not intended to:

There is increasing industrial floor space—in the Urban District industrial floor space is 100 per cent. more than in 1946 excluding the London Airport.

This has occurred because:—

(*a*) Permitted development within the " free planning limit ".

(*b*) New industry starting in Greater London *e.g.* London Airport.

(*c*) When an industrialist moves out to a New Town, he can sell his factory—and obviously he has to sell it to finance himself in the New Town—to someone else for use as a factory.

These happenings are not the " Barlow Ban " but the inexorable forces of the national economic situation bring them about. The main economic fact of life in the United Kingdom, as mentioned earlier, is that only half of the population can be sustained from our own soil: the other half are fed as the result of selling goods and services abroad. Providing goods for sale is the business of industry.

Industry in Greater London is as strong as it was when the implementation of the 1944 Plan was first put under way. The population will remain more or less constant under these conditions despite an exodus to New Towns. The Urban District is an " exporting authority " under the Town Development Act, 1952 but has received many " immigrants " who want to live near their work—the Council at the request of the authorities made available 200 houses for airport workers. The number of persons going out to new and expanded towns under the Industrial Selection Scheme is very small. We have, therefore, an " adverse balance of trade " in people. " Imports " exceed " exports ". Planning is trying to accomplish the opposite. The economic forces are winning.

The Council consider that the cumulative effects of these happenings will be, New Towns or no New Towns, to leave Greater London with a permanent overspill problem which will lead to the surrender of large areas of the 1944 Green Belt. Some of it has already gone and pressures are very strong to zone other parts of it for housing and industry. The Council suggest remedies for these defects on the basis:—

(*a*) That the 1944 Plan policy is going to continue as far as practicable and alternatively

(*b*) that the 1944 Plan as such can in effect be " written-off " as unworkable.

(f) Organisational Defects

(i) Internal organisational defects

As stated already, the Council do not have for reasons of economy a separate Housing Management Department. The present system works very well. The 3,300 odd houses representing several million pounds of capital are well maintained. The complaints of tenants are quickly dealt with. New houses are built quickly. Because of the artificial physical restrictions of town planning land zonings all house-building will cease in a few years unless there are changes in these zonings.

(ii) External organisational defects

See statutory defects.

III. An outline of any views the Urban District Council have on how these may be remedied

A. On the basis that the 1944 *Plan policy is going to continue as far as practicable*

The main planning problem is to reduce the number of available jobs in Greater London. Whether this good or bad economically is not for the Council to say. This will involve:—

(i) the purchase of vacated factories by Planning Authorities. A factory owner proposing to sell his premises should be required to notify the Planning Authorities to enable the authority to make an offer for it, and

(ii) giving powers to planning authorities to impose conditions on receiving a notice of a proposed sale of a factory if they do not wish or cannot afford to purchase it. The conditions envisaged would be to restrict the field of purchasers to " approved " persons, although such a procedure would be somewhat alien to our present concept of freedom within the law. These measures could be destroyed if *e.g.* similar economic conditions to the 1930's were to return to the country and there was an influx of people to London.

The provision of houses by the New Town Corporations and the expanded towns for (*inter alios*) selected Middlesex residents would be pushed forward. The exodus from the country to these places and the stopping of the filling of industrial " vacuums " *may* produce a gradual decrease in population.

This is purely theoretical: the imponderables inherent in the national economic situation will, it is thought, dictate town planning policy.

The Middlesex County Council being a large and very wealthy authority could more quickly produce the houses required outside of the county (after allowing for the housing of a substantial proportion of Middlesex overspill in the new and expanded towns) than 26 county districts each trying to solve its own overspill problem by individual approach to the new town and expanded town authorities.

B. On the basis that the 1944 *Plan is unworkable and can be written-off*

With due respect, this is felt to be a more realistic basis than the first one. On this assumption, the new town building would proceed until completion: no further new towns would be started and expanded town programmes would proceed until completion. The factories vacated would be filled up—as indeed they are now—and the present pressures for more housing land may be intensified but this cannot be measured with precision because of changing economic circumstances.

If there were still " full employment " the demand for houses would certainly intensify. How could it be met? By building upwards and outwards, *i.e.* more multi-storey dwellings and an incursion on to the present Green Belt. Is this wrong? The Council would not like to see the whole of the present Green Belt being submerged with bricks and mortar as happened in Greater London between 1919 and 1939 bringing about a coalescence of towns. What the Council would like to see is a redrawing of the present Green Belt to allow considerable expansion of existing communities therein each with its own local Green Belt (most of it publicly owned and some of it leased for approved purposes). In the expansion of these communities room should be found for much of the present overspill whose chances of rehousing outside of Greater London are remote. The Town Development Act should be amended to allow certain Green Belt authorities to play their part in the housing of overspill.

SLUM CLEARANCE

The size of the slum clearance problem in the Urban District is not of great dimensions. When the emphasis on local authority housing was changed from housing for general needs to slum clearance in 1954, the local authority ascertained that approximately 200 sub-standard dwellings in the Urban District ought to be demolished. During 1955, the Urban District Council launched a Slum Clearance Programme in respect of approximately 120 houses in different parts of the Urban District, most of which were dealt with by way of compulsory purchase orders with a view to redevelopment of the sites. The Council now own these properties and demolition of several sites has been completed; demolition of other houses is proceeding and will be completed within the next two or three months. The families dispossessed have been rehoused. The local authority have now started on the second and final instalment of the Slum Clearance Programme. Most of the properties comprised in, this second instalment are are being dealt with by way of individual demolition orders; the remainder by way of clearance orders. Subject to the recently imposed Central Government control on housing allocations, the Council should complete their Slum Clearance Programme by the end of 1959.

The present arrangements have operated satisfactorily.

Allied to the question of slum clearance is the question of caravans. Reference to the caravan problem could find a place under " Environmental Health " or " Town and Country Planning ". The Council think that it is a problem upon which the Commission would like their observations and it is being dealt with under "Slum Clearance " because a caravan is regarded as a substandard dwelling. The demand for housing and the weaknesses in the law under which caravan development is controlled have lead to a " racket " which has been seen in all of its forms in in the Urban District. The legal provisions are those which are contained in Section

269 of the Public Health Act, 1936 and in the Town and Country Planning Act, 1947 together with the General Development Order, 1950 made under the 1947 Act. Basically, the weaknesses in the legal provisions derive from the 42 day " free period " in Section 269 and the 28 day " free period " in the General Development Order. Under the protection of the " free periods ", a person can allow a caravan site to " mushroom " in a matter of days. After the " free periods " have expired, question of permission arise and there are then many opportunities for delaying enforcement action. When enforcement action is taken it is a " rash and hazardous speculation " by reason of a series of conflicting High Court decisions with regard to enforcement notices.

The Urban District Council in 1952 pioneered a system of dealing with a caravan problem within the limits of the law which has since been adopted by many authorities in the country who have asked advice from the Council from time to time on particular aspects of the caravan problem. Whilst the measures taken by the Council in 1952—which included *inter alia* the establishment of a municipal caravan site and obtaining an Article IV Direction under the General Development Order—have so far contained the local problem, there is no doubt that the present statutory provisions should be recast if the Government wish local authorities effectively to deal with caravans. It is hardly consistent for local authorities to pursue a slum clearance programme under the Housing Acts and, because of inadequate powers of control, to see caravan shanty towns develop.

ASSISTANCE TO OTHER BODIES OR PERSONS TO FACILITATE THE ACQUISITION, CONSTRUCTION OR IMPROVEMENT OF HOUSES

The Middlesex County Council operate the provisions of the Small Dwellings Acquisitions Act and the Housing Acts with regard to advancing money on mortgage to enable persons to acquire houses. At present, this service is somewhat restricted by the County Council because of high interest rates. Except for the present high interest rates, the Council would have exercised their functions under these Acts in place of the County Council so far as the Urban District is concerned and they will probably do so when the situation eases. The Council do have, however, a scheme to enable persons in need of houses—mainly persons on the Housing List—to buy new houses to be constructed by the Council by putting down a minimum deposit of £25 and paying the balance by instalments. The arrangement is a kind of " hire-purchase " agreement. There would be no conveyance of the freehold at the outset with a mortgage but a contract for sale to operate when all of the instalments are paid off. The Council would pay the cost of conveying the freehold, including Land Registry Charges and any stamp duty that may be payable at the time. This scheme has received the approval of the Ministry but high interest rates are the main difficulty at present to the implementation of the scheme.

The Council make grants to owners of private properties who carry out approved improvements to their properties. This service continues.

REGULATION OF BUILDINGS AND BYE-LAWS

No defects have been encountered.

PART VI

Evidence on Personal Health and Welfare

(i) POWERS AND DUTIES UNDER THE NATIONAL HEALTH ACTS

The local health authority is the Middlesex County Council. The Commission will be aware that local health services to be provided under the National Health Service Act, 1946 are defined in broad terms in the Act but detailed " Proposals " have to be submitted to Minister of Health by each local health authority for approval. When the proposals are approved (with or without modification) it becomes the duty of the health authority to implement them. Fresh " Proposals " may be made from time to time.

By Section 20 of the 1946 Act copies of " Proposals " are required to be served on local authorities in the area of the local health authority who may object thereto.

Under the Act, the Local Health Authority has to submit " Proposals " about

(*a*) Health centres (Section 21)
(*b*) Care of mothers and young children (Section 22)
(*c*) Midwifery (Section 23)
(*d*) Health Visiting (Section 24)
(*e*) Home Visiting (Section 25).
(*f*) Vaccination and immunisation (Section 26)
(*g*) Ambulance Services (Section 27)
(*h*) Prevention of illness care and after-care (Section 28)
(*i*) Domestic Help (Section 29)
(*j*) Lunacy and Mental Deficiency (National Health Service (Amendment) Act, 1951).

The present arrangements regarding the above by the County Council are generally satisfactory as far as can be judged (with the exception of Health Centres) but are " remotely controlled ". It seems strange that whereas local health authorities can arrange for the execution of some of these functions through voluntary organisation, county district councils do not directly participate in those services.

It is considered that all of these functions except ambulances and that relating to Lunacy &c. should be directly conferred on the Urban District Council.

(ii) MENTAL HEALTH SERVICES

The County Council are the present local authority. The arrangements they have made under the various powers appear to be satisfactory but there is room for improvement in the conditions of some hospitals to which some mentally deficients are sent. This, however, is not the responsibility of the County Council. It is suggested that the present functions entrusted to the County Council in regard to Mental Health Services should be retained as a " County " service.

(iii) POWERS AND DUTIES UNDER THE NATIONAL ASSISTANCE ACTS

The Middlesex County Council is the main local authority. Their most important function is the duty to provide accommodation under Section 21. "Accommodation" includes " residential accommodation " for persons who by reason of age, infirmity or any other circumstances are in need of care and attention which is not otherwise available to them and " temporary accommodation for persons who are in urgent need thereof ". The most important class of persons dealt with under this power is the aged.

The County District Council as a housing authority is under a duty to provide accommodation for any persons including the aged in housing need but they do not have power to provide care and attention. (As a Housing Authority, the Council can only provide meals and laundry.)

In the Urban District a voluntary organisation, known as the Old Peoples' Welfare Committee, does wonderful work for the aged. The Urban District sponsored its foundation and assists it in many ways, *e.g.* it uses a part of the Council's depot as a laundry.

The Urban District Council would welcome the direct conferment of powers to enable them to give care and attention to old people falling short of medical care. In conjunction with the local Old Peoples' Welfare Committee, it is thought that with these powers vested in the local Council big improvements in the lot of the local aged could be effected.

The County Council have requested assistance from the Urban District Council in the provision of permanent accommodation for " welfare " families and the Urban District Council let a Council house each year to a " welfare " family nominated by the Middlesex County Council. The Urban District Council have also provided four units of accommodation as " half-way houses ".

It is considered that this service ought to remain a county service.

(iv) THE DISABLED PERSONS EMPLOYMENT ACT, 1944

The provisions of this Act seem to be working satisfactorily in the area. There have been no prosecutions under this Act and so far as is known no warnings have been given either.

(v) CARE OF CHILDREN

The Middlesex County Council are the Authority under the Children Act, 1948 and the extant parts of other statutes regarding children. Two children's homes have been built in the Urban District by Middlesex County Council. The Urban District Council made land available in the centre of one of their larger housing estates to the County Council. So far as is known, the present arrangements made by the County Council as to the care of children are satisfactory and the Urban District Council consider that these functions should remain a " County " service.

(vi) REGISTRATION OF NURSERIES AND CHILD MINDERS

These functions are the responsibility of the Middlesex County Council.

It is considered that this is a function which should devolve on the County District Council.

(vii) NOTIFICATION OF INFECTIOUS DISEASES

The Urban District Council, after receiving information about the occurrence of an infectious disease, takes all the necessary steps laid down in the Public Health Act, 1936. The incidence of infectious disease in the Urban District has been very low. The responsibility of immunisation against certain infectious disease and vaccination against smallpox is vested in the County Council. The arrangements are satisfactory.

(viii) HEALTH EDUCATION

The County Council and County District Council have concurrent powers under Section 179 of the Public Health Act, 1936 as to health education. So far as the Urban District Council is concerned, much effort has been expanded with regard to general publicity on all aspects of health education and lectures on food hygiene have been given to many local organisations and the management and staff of catering organisations in the Urban District. One member of the Public Health Department has been sent on a course organised by the Central Council for Health Education with regard to health education. The present arrangements appear to be satisfactory.

PART VII

Town and Country Planning

A. TOWN PLANNING AND THE NATIONAL PARKS AND ACCESS TO THE COUNTRYSIDE ACT, 1949

The Middlesex County Council is the planning authority, but Part III powers (control of development) are delegated within limits, to the urban district council for exercise within the Urban District.

Defects Encountered.

1. The comments in Part I under the heading " Delegation v Direct Conferment " are relevant. The present system is unsatisfactory for the reasons there given. By a system of delegation, the delegating authority creates a " buffer " between it and the public, the " buffer " being the county district council.

2. County districts having a much more detailed knowledge of their districts are frequently surprised by proposals of the planning authority. Many examples can be given of cases where land " zonings " are proposed without actual knowledge but only conjecture about relevant local conditions.

3. There is too much interference with county district councils on *detailed* planning matters *e.g.* on elevation of proposed houses.

4. The Green Belt in the Development Plan is unrealistic being substantially the Green Belt drawn in 1944.

5. There are various statutory defects.

II. Analysis of defects see 1 above.

III. Outline of views as to how defects may be remedied.

(*a*) The Urban District Council should have Part III powers conferred directly upon it—the planning authority should only be responsible for the Development Plan and the quinquennial reviews thereof.

(*b*) There should be a fresh examination of the basic Assumptions of the 1944 Greater London Plan to see whether any reorientation of thought and action is required on the decentralisation plan (see Housing).

(*c*) If Part III powers are not vested in county district councils Section 19 of the 1947 Act should be further amended by excluding reference to county district councils therein on the principle that he who " calls the tune should pay the piper ".

(*d*) Section 23 and 24 of the 1947 Act (the main enforcement sections) and part of the General Development Order are in urgent need of amendment as a result of a welter of conflicting High Court decisions.

B. POWERS AND DUTIES UNDER THE NATIONAL PARKS AND ACCESS TO THE COUNTRYSIDE ACT, 1949

The County Council are mainly concerned with Local Authority functions under this Act, the most important of which are the duties under Part IV (Public Rights of Way). The Urban District Council have, of course, given the County Council all the assistance it could in connection with the survey of public paths in the Urban District.

These functions could very well be undertaken by the Urban District Council.

PART VIII

Evidence on Traffic

1. Description of present arrangements and defects encountered

A. CONSTRUCTION, IMPROVEMENT AND MAINTENANCE OF ROADS AND BRIDGES

(1) Roads

(i) Ministry of Transport's Roads

The Bath Road and Colnbrook By-Pass (A4) traverse the Urban District for a length of 1·63 miles. The Middlesex County Council is the agent authority. The Urban District Council is the lighting authority and has installed Class A lighting from the point when A4 enters the Urban District on the eastern side of the eastern end of the Colnbrook By-Pass: this lighting will soon be extended for a distance along the By-Pass. The Colnbrook By-Pass is used for experimental purposes by the Road Research Laboratory which is in the Urban District.

The surface of the road is kept in good condition except for some parts of the By-Pass which have experimental surfaces.

(ii) County Roads

(*a*) *Class* 1

The only Class I road is A408 (Yiewsley High Street, Station Road West Drayton, Sipson Road West Drayton, and then through Sipson to join the Bath Road). The Urban District Council have installed Class A lighting on the whole length of this road in the Urban District.

There is one notoriously dangerous point on this road—where the A408 goes under the railway in Yiewsley. Parliamentary questions have recently been asked about this danger spot: it seems likely, however, the the improvement scheme will be started by the County Council in the current financial year.

(d) *Class II*

There are several Class II roads—Falling Lane, Yiewsley (B465) which the County Council satisfactorily maintain. Class B lighting exists: within two years Class A lighting will replace it.

(*c*) *Class III*

The repair and maintenance of these roads (of which there are three) are delegated by the County Council to the Urban District Council. On one, which is an important traffic route—Hatch Lane and Harmondsworth Road to its junction with the A408 at West Drayton—the Urban District Council have installed Class A lighting. An improvement and widening scheme has recently been completed on this road by the Urban District as agents for the Middlesex County Council along the whole of its length. The road is now standard width. The road is now an excellent well-lit highway.

The other two Class III roads are:—

1. Swan Road continuing to Mill Road and then to Thorney Mill Road to the County Boundary with Buckinghamshire. Class B lighting is installed.

2. Cherry Lane. This road has recently been widened and improved to standard width by the Urban District Council as agents of the Middlesex County Council. The built up area of the road in the Urban District is served with Class B lighting.

(iii) District Roads

The Urban District maintain 24·2 miles of district roads. With the exception of one road—the Stockley Road—all district roads have street lighting. For some of the older district roads substantial improvements are planned. These improvements are being financed out of revenue over a period of five years. The Urban District Council's Engineer in co-operation with the Road Research Laboratory which is based in the Urban District has carried out several road schemes involving soil cement stabilisation and the Urban District Council were probably the first Local Authority to use this process in the construction of housing estate roads.

Defects Encountered

The Urban District Council consider that it should be the highway authority for all county roads except Class I roads.

B. BRIDGES

Several roads are taken over either railways or canals by bridges. Two bridges (which are not repairable by the Urban District Council) taking a district road (Stockley Road) over a railway and a canal bridge are not commodious. The proposed new Yiewsley By-Pass which will more or less follow the line of the Stockley Road will require new and commodious bridges over these obstacles.

C. STREET LIGHTING

Please see note (A) on Roads and Bridges.

D. NAMING OF STREETS AND NUMBERING OF HOUSES

The Urban District Council exercise their powers under the Public Health Acts with regard to the naming of streets and numbering of houses. The operation of the present statutory provisions in this regard has caused no complications and the Council do not wish to comment further thereon.

E. PARKING PLACES

The great increase in the amount of vehicular traffic on the roads has raised in an acute form everywhere the problem of parking places. The area in which the Urban District Council have the biggest problem with regard to parking places is in Yiewsley. A small public car park available in the Yiewsley area and the designation of street parking places is proving inadequate and the Council are now negotiating for the aquisition of land in this area for a car park. It is anticipated that a large public car park will soon be available in Yiewsley.

Another problem is the question of garages on housing estates. A large number of tenants of Council houses now own cars and, in common with housing authorities and new town corporations throughout the country, the initial provision of garages in the layout of the estates is proving inadequate. The Council are building additional garages and are considering the provision of car parks on individual estates. One of the imponderables in this connection is that the national economic position might deteriorate to such an extent that many people now owning cars would sell them thus solving the problem. A local authority therefore, cannot build garages to meet the full present demand for them.

F. ROAD SAFETY

The Council have an active Road Safety Committee consisting of all its members with a large number of co-opted members. A part-time Road Safety Organiser is employed. In addition there is a Junior Road Safety Committee consisting mainly of school children which makes recommendations to the Council's Road Safety Committee. No effort is spared within the financial limits that are available for this service in "spreading the gospel" of road safety in the Urban District, especially among children.

G. BUS SHELTERS

With one exception, bus shelters have been provided by the transport operators—the London Transport Executive. In the other case, the shelter has been provided at the joint expense of the Executive and the Urban District Council. Generally speaking, the Council believe that bus shelters should be provided by the transport operators.

H. PRIVATE STREET WORKS

All of the private streets which have houses abutting on them in the Urban District have now been made up by the Council under the provision of the Private Street Works Act, 1892. New streets for private housing estates have been dealt with either under the provisions of the New Streets Act, 1951 or under the provisions of Section 146 of the Public Health Act, 1875.

PART IX

Financial Statistics

1. General Statistics

(*a*)	Area in acres	5,276
(*b*)	Population	Registrar General's Estimate 23,070 mid 1956 23,340 mid 1957
(*c*)	Rateable Value	£683,973 at 1.4.58
(*d*)	Rateable Value per Head of population	£29 6*s.* 2*d.* at 1.4.58
(*e*)	1*d.* Rate Product	£2,820 estimated 1957–58 £2,960 estimated 1958–59
(*f*)	Number of Rating Assessments	7,712 at 1.4.58
(*g*)	Rate levied	14*s.* 8*d.* in the £ 1957–58 15*s.* 0*d.* in the £ 1958–59
(*h*)	Net Loan debt outstanding	
	General Rate Fund	£101,935 at 31.3.58
	Housing	£3,236,461 at 31.3.58
(*i*)	Net Loan debt per head of population	
	General Rate Fund	£4 7*s.* 4*d.* at 31.3.58
	Housing	£138 13*s.* 4*d.* at 31.3.58
(*j*)	Net Loan debt per £ of Rateable Value	
	General Rate Fund	3*s.* 0*d.* at 31.3.58
	Housing	£4 14*s.* 8*d.* at 31.3.58
(*k*)	Number of units of housing accommodation provided by the Council	3,277 at 31.3.58

2. Rating Statistics

I. Analysis of Rateable Values at 1.4.58.

(*a*) **Domestic**

	Numbers	*Rateable Value* £
Houses and Flats		
Not exceeding £10	4	33
Exceeding £10 but not exceeding £13 ..	32	393
,, £13 ,, ,, ,, £18 ..	304	5,058
,, £18 ,, ,, ,, £25 ..	1,692	39,720
,, £25 ,, ,, ,, £30	2,719	75,754
,, £30 ,, ,, ,, £40 ..	1,269	42,809
,, £40 ,, ,, ,, £50 ..	317	14,134
,, £50 ,, ,, ,, £60 ..	98	5,329
,, £60 ,, ,, ,, £70 ..	16	1,037
,, £70 ,, ,, ,, £80 ..	5	377
,, £80 ,, ,, ,, £100 ..	12	1,082
,, £100	5	534
Agicultural dwelling houses	21	959
	6,494	£187,219

(*b*) **Commercial**

		£
Shops with private dwelling accommodation	99	9,292
Shops, Banks and Cafes	171	22,497
Offices	93	46,233
Hotels and Boarding Houses	—	—
Caravan Sites	93	1,670
Warehouses, Stores and Workshops (non-industrial)	74	24,806
Garages, Petrol Filling Stations and Car Parks	19	9,876
Lock-up Garages	325	1,269
Advertising Stations and Signs	16	10,066
	890	£125,709

(*c*) **Public Houses**	27	£4,369

(*d*) **Entertainments and Recreational**

Cinemas	1	504
Sports and Recreation Grounds	3	1,015
Social Clubs, Community Centres and Public Halls	7	700
Swimming Pools	1	350
	12	£2,569

(*e*) **Public Utilities**

Water and Gas Undertakings	2	.. £4,288

(*f*) **Educational and Cultural**

	Numbers	Rateable Value £
Libraries	1	164
Schools (Local Authority)	8	5,645
	9	£5,809

(*g*) **Miscellaneous**

Crown Property	12	232,532
Clinics &c.	2	256
Cemeteries and Burial Grounds	2	118
Sewage Disposal Works and Refuse Disposal Works	2	16,500
Town Halls and Municipal Offices	2	1,151
Road Transport—Depots and yards ..	4	913
Hereditaments not otherwise classified ..	154	15,620
	178	£267,090

(*h*) **Industrial Hereditaments**	100	£86,920

TOTAL NUMBER OF ASSESSMENTS AND RATEABLE VALUE AT 1.4.58	7,712	£683,973

II. Rates levied and Rate Income Appropriation (see pages 729-730)

3. Housing

(*a*) *Houses and Flats (pre-war)*

Type	*Net Rent per week* *s.*	*d.*	*No. of Units*
Parlour 6	18	0	2
Parlour 5	17	0	14
Parlour 4	16	0	39
Parlour 4	18	0	4
Parlour 3	17	0	339
Non Parlour 4	15	0	30
Non Parlour 3	14	0	117
Non Parlour 3	15	0	26
Non Parlour 3	16	0	936
Non Parlour 2	13	0	60
Non Parlour 2	15	0	103
Non Parlour 1	12	0	2
Bungalow 1 (old aged dwellings)	1	0	12
Bungalow 1	8	6	2
Flat 2	14	6	16
Flat 3	15	6	7
Flat 3 (Parlour)	16	6	2
			1,711

II. Rates Levied and Rate Income Appropriation

	RATE IN £ LEVIED						RATEABLE VALUE	PRODUCT OF 1D. RATE	RATE INCOME APPROPRIATION						PERCENTAGE OF APPROPRIATION				
Year	Total s. d.	Urban Dist. d.	Middx. C. C. d.	Met. Police d.	Joint Hosp. Board d.	Asst. Cttee. d.	At start of year £	Actual £ s. d.	Total £	Urban Dist. £	Middx. C. C. £	Met. Police £	Joint Hosp. Board £	Asst. Cttee. £	Urban Dist.	Middx. C. C.	Met. Police	Joint Hosp. Board	Asst. Cttee.
YIEWSLEY AND WEST DRAYTON																			
1930–31	11 4	43·20	80·50	12·00	—	0·30	62,950	258 10 8	40,200	17,368	19,907	2,864	—	61	43·20	49·52	7·13	—	0·15
HARMONDSWORTH	8 10	13·20	80·50	12·00	—	0·30													
1934–35																			
Y.	11 10	55·10	74·40	10·50	2·00	—	81,012	328 19 10	45,299	16,536	24,477	3,544	658	84	36·51	54·03	7·82	1·45	0·19
W.D.	11 8	53·10	74·40	10·50	2·00	—													
H.	9 10	31·10	74·40	10·50	2·00	—													
1938–39																			
Y. & W.D.	13 8	57·25	93·75	11·50	1·50	—	99,129	399 4 0	65,649	22,825	37,425	4,749	599	51	34·77	57·01	7·23	0·91	0·08
H.	13 2	51·25	93·75	11·50	1·50	—													
1942–43																			
Y. & W.D.	15 4	62·13	107·00	12·50	2·25	0·12	113,752	474 19 5	87,901	29,773	50,822	6,158	1,069	79	33·87	57·82	7·00	1·22	0·09
H.	15 3	61·13	107·00	12·50	2·25	0·12													
1946–47																			
Y. & W.D.	15 6	58·525	112·225	13·00	2·25	—	120,727	522 6 0	98,322	30,416	59,856	6,791	1,175	84	30·93	60·88	6·91	1·20	0·08
H.	15 5	57·525	112·225	13·00	2·25	—													
1947–48	18 10	54·50	154·50	15·00	1·75	0·25	123,685	563 1 4	127,088	30,687	87,557	7,730	985	129	24·15	68·89	6·08	0·78	0·10
1948–49	18 1	61·85	138·90	15·00	1·00	0·25	136,623	561 9 7	122,404	34,728	77,990	8,984	561	141	28·37	63·72	7·34	0·46	0·11
1949–50	17 6	62·75	126·00	21·00	—	0·25	139,150	588 3 6	124,083	37,476	74,110	12,352	—	145	30·20	59·73	9·95	—	0·12
1950–51	18 6	64·00	138·00	20·00	—	—	143,231	669 7 7	148,603	42,840	92,375	13,388	—	—	28·83	62·16	9·01	—	—
1951–52	19 8	72·00	144·00	20·00	—	—	155,141	648 17 0	153,164	46,752	93,435	12,977	—	—	30·53	61·00	8·47	—	—
1952–53	21 2	87·40	144·60	22·00	—	—	159,471	741 5 2	188,279	64,786	107,186	16,307	—	—	34·41	56·93	8·66	—	—
1953–54	24 0	86·50	177·00	24·50	—	—	179,419	772 10 11	222,493	66,825	136,741	18,927	—	—	30·03	61·46	8·51	—	—
1954–55	23 0	75·50	176·50	24·00	—	—	192,898	833 4 11	229,976	62,910	147,068	19,998	—	—	27·36	63·95	8·69	—	—
1955–56	21 6	70·00	165·00	23·00	—	—	212,464	1,074 14 9	277,282	75,231	177,332	24,719	—	—	27·13	63·95	8·92	—	—
1956–57	13 0	30·00	108·75	17·25	—	—	541,323	3,067 10 1	478,531	92,025	333,591	52,915	—	—	19·23	69·71	11·06	—	—
1957–58	14 8	28·50	128·25	19·25	—	—	641,365	*2,820 0 0	*496,320	*80,370	*361,665	*54,285	—	—	*16·19	*72·87	*10·94	—	—
1958–59	15 0	28·00	133·75	18·25	—	—	683,973	*2,960 0 0	*532,800	*82,880	*395,900	*54,020	—	—	*15·55	*74·31	*10·14	—	—

* Estimated.

Type	*Net Rent per week* *s.*	*d.*	*No. of Units*
(*b*) *Houses and Flats* (*post-war*) *let at* 31.3.58			
Non Parlour 3	20	0	308
Non Parlour 3	23	0	525
Non Parlour 2	40	7	1
Non Parlour 2	19	6	418
Flat 1 (old aged dwelling)	4	6	5
Flat 1	13	0	76
Bungalow (old aged dwellings)	4	6	19
Bungalow	10	0	2
Flats and Maisonettes 2	19	0	97
Flats and Maisonettes 3	22	0	97
			1,548

(*c*) *Post War—in course of construction or approved by the Council*	
Non Parlour 3	1
Non Parlour 2	8
Flats and Maisonettes 3	42
Flats 2	7
Flats 1	28
Wise Lane Estate—Total	86
Special Houses for disabled persons	3
Re-development Schemes:—	
Flats 2	15
Flats 1	15
Sipson Way and School Road—Total	30

(*d*) *Miscellaneous properties in the Housing Revenue Account*	
158 lock-up garages	at 6*s.* 6*d.* per week rent
1 lock-up garage	at 4*s.* 6*d.* per week rent
16 lock-up garages	at 38*s* 9*d.* per cal. month
Ground rent " Cat and Fiddle " P.H.	£210 per annum
Gate House	£79 per annum rent
22 High Street and 67 High Street (4 units)	used as half-way accommodation.
Bell Farm Buildings	£550 per annum
Shops and Flats	5 at £190 per annum
Lock-up shops	3 at £125 per annum
Lock-up shop	1 at £250 per annum
Lock-up shop and flat	1 at £501 7*s.* 0*d.* per annum
Shops and Flats	1 at £300 per annum 2 at £350 per annum 2 at £400 per annum 2 at £500 per annum

(All Rents are exclusive of Rates and Water Charges.)
The Council has approved the erection of a further 160 garages.

(*e*) A Lodger Charge of 2*s.* 6*d.* per week for each family unit is made and the estimated income for 1957–58 is £2,590.

4. Environmental Health

(*a*) *Swimming Pool*	
No. of persons using Pool	1955–56 63,744 1956–57 42,399 1957–58 60,966
(*b*) Burial Ground—Harmondsworth	Area 1·85 Acres No. of Interments 1955–56 31 1956–57 23 1957–58 30 Approx. No. of unused spaces at 31.3.58 750
(*c*) Cemetery—West Drayton	Area (present in use) 2·58 acres No. of interments 1955–56 64 1956–57 74 1957–58 84 Approx. No. of unused spaces at 31.3.58 600 Area of land in reserve 14·47 acres or approx. 11,000 graves.

5. Revenue Accounts and Balance Sheets in Condensed Form.

General Rate Fund Revenue Account for the Year Ended 31st March, 1957

	£	s.	d.		£	s.	d.
To Expenditure	181,405	15	5	By Rate Income	91,665	14	9
To Balance—Surplus for year	12,064	8	9	By Capitation Grant &c.	30,272	0	0
				By Other Income, Grants, &c.	71,532	9	5
	193,470	4	2		193,470	4	2
To Balance c/f.—Surplus at 31.3.57	64,905	3	7	By Balance b/f.—Surplus 1.4.56	52,840	14	10
				By Revenue a/c.—Surplus for year	12,064	8	9
	£64,905	3	7		£64,905	3	7

General Rate Fund Balance Sheet as at 31st March, 1957

Liabilities and Surplus Capital Account	£	s.	d.	£	s.	d.	*Property Assets and Outlay Capital Account*	£	s.	d.	£	s.	d.
Loans Outstanding	110.496	14	2				Land Building &c.	120,507	12	1			
Capital Provisions—Debt Redeemed &c.	79,781	0	6				Deferred charges	68,913	12	5			
Capital Receipt unapplied	1,559	5	9				Cash in hand—Treasurer	3,722	11	8			
Sundry Creditors	1,306	15	9										
				193,143	16	2					193,143	16	2
Revenue Account							*Revenue Account*						
Creditors	11,609	9	7				Investments	5,215	16	1			
Payments in Advance	378	1	7				Debtors &c.	11,848	7	3			
Suspence Account	3,388	4	8				Stores and Vehicle Spares in hand	10,477	7	7			
Maintenance of Graves in Perpetuity	43	9	0				Suspense and work in progress	5	5	0			
Surplus—Gerneral Rate Fund	64,905	3	7				Stamps in hand	132	15	8			
							Cash in hand—Wages Account &c.	3,069	4	8			
				80,324	8	5	Cash in hand—Treasurer	49,575	12	2			
											80,324	8	5
				£273,468	4	7					£273,468	4	7

HOUSING REVENUE ACCOUNT FOR THE YEAR ENDED 31ST MARCH, 1957

	£	s.	d.		£	s.	d.
To Loan Charges	145,285	18	4	By Rent Income	137,715	2	7
Contribution to Repairs Fund	42,638	14	10	Exchequer Contributions	45,349	15	8
Contribution to Equalisation Fund	1,096	19	3	Miscellaneous Credits	861	7	9
Supervision and Management	12,121	7	0		183,926	6	0
Capital Expenditure from Revenue	1,243	14	3	Balance (Surplus) b/f. at 1.4.56	6,969	13	6
Rents and Miscellaneous	220	7	11	Deficiency met from General Rate Fund ...	11,711	2	1
	£202,607	1	7		£202,607	1	7

HOUSING BALANCE SHEETS AS AT 31ST MARCH, 1957

Liabilities and Surplus Capital Account

	£	s.	d.	£	s.	d.
Loans Outstanding	3,037,062	6	1			
Capital Provisions	330,434	1	10			
Capital Receipts—Unapplied	6,597	14	11			
Sundry Creditors	38	7	1			
Cash overdrawn—Treasurer ...	1,739	11	2			
				3,375,872	1	1
Revenue Account						
Creditors	961	19	5			
Repairs Fund—Balance ...	21,345	6	3			
Equalisation Fund—Balance	32,372	14	9			
Suspense a/c (Rates &c.) ...	467	4	0			
				55,147	4	5
				£3,431,019	5	6

Property Assets and Outline Capital Account

	£	s.	d.	£	s.	d.
Sites, Buildings, Roads, Sewers &c.				3,375,872	1	1
Revenue Account						
Debtors	3,252	2	4			
Investments—Repairs Fund ...	11,253	8	1			
—Equalisation Fund	29,935	13	7			
Cash in hand—Collection ...	130	8	10			
Cash in hand—Treasurer ...	10,575	11	7			
				55,147	4	5
				£3,431,019	5	6

Evidence Submitted by the (Middlesex Group of Large Borough Councils)

STATEMENT submitted on behalf of the BOROUGH COUNCILS of EDMONTON, ENFIELD, HARROW, HENDON, HESTON and ISLEWORTH, HORNSEY, TOTTENHAM, TWICKENHAM, WEMBLEY and WILLESDEN all in the County of Middlesex.

STATISTICS

1. Statistics relating to the Ten Boroughs are as follows:—

Borough	Population	Area (acres)	Rateable Value	Estimated net product of 1*d.* rate 1958–59	Rateable value per head of population 1st April, 1958			Rate Poundage	
			£	£	£	*s.*	*d.*	*s.*	*d*
Harrow	215,000	12,555	3,723,420	15,000	17	6	4	15	2
Willesden	174,100	4,634	2,796,789	11,100	16	1	3	17	4
Hendon	152,600	10,369	3,315,238	13,300	21	14	6	16	0
Wembley	127,500	6,294	2,687,724	10,900	21	1	7	15	2
Tottenham	119,300	3,013	1,742,459	7,030	14	12	1	19	0
Enfield	109,200	12,399	1,757,703	7,150	16	1	11	16	8
Heston & Isleworth	105,100	7,218	1,982,355	8,310	18	17	3	15	3
Twickenham	103,600	7,014	1,827,312	7,200	17	12	9	15	4
Hornsey	96,890	2,872	1,483,452	5,900	15	6	3	16	0
Edmonton	96,530	3,895	1,459,925	5,940	15	2	6	18	0
	1,299,820	70,263	22,776,377	91,830					

Harrow is the largest Non-County Borough (in population) in England and Wales, Willesden is the fourth largest, Hendon the fifth largest and Wembley the sixth largest.

Total population of Middlesex	2,249,000
Total Rateable Value of Middlesex	£40,389,755
Total area of Middlesex	148,688 acres

2. Thus the combined population of the Ten Boroughs represents approximately 58% of the total population of Middlesex; the total Rateable Values of the Ten Boroughs is just over one-half of the total Rateable Value of the County; and their combined areas comprise nearly one-half of the area of the County.

3. It is interesting to note that the population range of the Ten Boroughs, from 96,530 (Edmonton) to 215,000 (Harrow), compares in population with the following

32 County Boroughs in England and Wales, whose right to local autonomy is not in question:—

County Borough	*Population*	*County Borough*	*Population*
Halifax	96,440	Huddersfield	127,600
Northampton	101,800	Derby	137,500
Wallasey	102,500	Stockport	140,900
Oxford	104,500	Birkenhead	141,600
Newport (Mon.)	104,900	Bournemouth	142,600
York	106,200	Blackpool	146,500
Blackburn	107,900	Middlesbrough	149,900
South Shields	108,100	Wolverhampton	153,100
Ipswich	110,300	Southend-on-Sea	155,800
Gateshead	111,900	Brighton	158,700
East Ham	114,400	Swansea	161,700
Walsall	114,700	Bolton	163,800
Preston	117,200	West Ham	167,000
Reading	117,900	Salford	167,400
Oldham	119,500	Sunderland	182,800
Norwich	120,300	Southampton	196,400

4. There are 34 County Boroughs in England and Wales with populations below 96,000 (including 16 with less than 75,000), and only 17 County Boroughs with populations exceeding 215,000.

STUDY OF THE PROBLEM OF LOCAL GOVERNMENT IN MIDDLESEX

(A) The Boroughs

5. Following the issue in July, 1956, of the Government's White Paper entitled " Areas and Status of Local Authorities in England and Wales ", representatives of the Boroughs conferred to exchange views on the implications of the White Paper, with particular reference to paragreph 46 thereof, in which the Government expressed the view that the two-tier system of local government should be retained throughout Middlesex, and that no promotions to County Borough status should be made.

6. The Boroughs were not convinced that the retention of the two-tier system of local government in Middlesex was necessarily the best solution to the local government problems of the County. The Boroughs were of the opinion that many of the functions at present administered by the County Council could, in the best interests of the inhabitants and with efficiency and economy, be exercised at local level by each of the Boroughs.

7. With this in mind, the majority of the Boroughs deprecated the proposed embargo on the creation of county boroughs in Middlesex, as in their view it was inequitable that the Councils and burgesses of ten such large Boroughs should be deprived of their existing right of seeking county borough status. They felt that they would only be ready and willing to suffer this loss it if were offset by the conferment upon them of a much greater measure of local autonomy than they possess at present.

8. The Boroughs noted the reference in paragraph 46 (referred to above) of the first White Paper to consideration being given to the desirability of some further delegation or transfer of functions within the County of Middlesex, and they decided to urge that functions should be conferred by Parliament directly upon each of them, and not be the subject of any form of optional delegation.

9. Accordingly, the Boroughs gave consideration to those powers which they should claim to exercise as of right and not by delegation, if some form of two-tier local government were to be applied to the whole of Middlesex, and prepared the lists of functions set out in Appendix I to this Statement, and comprising:—

List A:—	Main powers at present possessed by the Boroughs;
List B:—	Main powers at present possessed in whole or in part by the Middlesex County Council (including those powers which are exercised by the Borough Council in some Boroughs and by the County Council in others) which it is considered in all cases should be exercised directly by appropriately sized County District Councils;
List C:—	Main powers which would thus remain exercisable by the Middlesex County Council in the County Districts concerned;

It was felt that the Boroughs should claim to exercise in their own right the functions in Lists A and B, in the event of County borough status not being granted to them.

10. It should be emphasised that certain functions, such as Education (former Part III Authorities), the Personal Health Services, Town Planning, and Fire and Ambulance Services, which are now centralised at County level (with, in some instances, only restricted delegation to the larger County District Councils), were formerly exercised by the larger Boroughs (except that Harrow and Wembley were not former Part III Education Authorities). It is, therefore, with the benefit of considerable experience behind them that the Boroughs are able to offer constructive criticisms of the present organisation of certain services and to make proposals for reorganisation.

11. The defects of the system of delegation are dealt with more fully in the individual statements which each of the Boroughs is submitting separately to the Royal Commission, and are not repeated here.

12. That the Middlesex County Council are—or at least were—not entirely satisfied with the present system of limited delegation to County District Councils is evidenced by the fact that in 1952 the then Chairman of the County Council called a conference of representatives of all the 26 County District Councils in the County to consider:—

(*a*) whether and in what way greater and fuller delegation could be achieved within the framework of the existing law; and

(*b*) the reorganisation of local government within the County of Middlesex

13. Only (*a*) above was considered, but as a result of this conference, separat sub-committees were set up, consisting of representatives of the County Council and of the County District Councils, to consider these matters in relation to Education, Health, Planning, and Welfare. It is not thought necessary to burden this Statement with details of all the aspects (many of them contentious) dealt with by these sub-committees, but to say that the sub-committees did formulate recommendations for fuller delegation in certain fields, within the framework of the existing law, and the County Council, in November, 1954, accepted the basic principles of these recommendations. The County Council, however, stated that as a result of the statement in The Queen's Speech at the opening of the 1955 Parliament, that the Government was to examine the problems of local government, the County Council would postpone any further action upon the Sub-Committee's recommendations. The Boroughs would wish to emphasise that the County District Councils concerned took part in this conference on the basis stated in the terms of reference, namely, whether and in what way greater and fuller delegation could be achieved within the framework of the existing law; and reserved for further consideration the general question of the reorganisation of local government.

14. Paragraph 26 of the second White Paper entitled " Functions of County Councils and County District Councils in England and Wales " (issued in May, 1957) states that " clearly the larger Middlesex district councils, some of which are very large indeed, should be entitled to exercise the responsibilities which it is envisaged should normally be exercised, in the rest of the country, by Borough and Urban district councils with a population of 60,000 or more (though in relation to one or two of the less important of these functions it may be agreed that in the particular circumstances of Middlesex the County Council is the more appropriate unit ".

15. With the appointment of the Royal Commission to examine the present system and working of local government in Greater London, it is assumed that the Royal Commission's investigations will start *de novo*, and that the Commission will be free to make any departure it thinks fit from the views expressed in paragraphs 46 and 26 (referred to above) of the first and second White Papers, respectively.

(B) The Middlesex Borough and District Council's Association

16. The Middlesex Borough and District Councils' Association (hereinafter in this Statement referred to as " the Association ") is an association comprising all the 18 Borough Councils (including the Ten Boroughs) and the 8 Urban District Councils in Middlesex. The Association has been in existence for many years, and one of its objects is to afford Borough and District Councils in the County of Middlesex an opportunity of giving collective expression to their opinions when occasion requires, and taking concerted action in matters affecting their interests. The Association has for many years been considering the reorganisation of local government, and indeed had done so well before the issue, in July, 1956, of the first White Paper on Local Government Reorganisation. Since then many further meetings of the Association and its Committees have been held on the subject of local government reorganisation in Middlesex.

17. The Boroughs submitted to the Association their views on local government reorganisation in Middlesex, and the lists A, B and C (Appendix I to this Statement) of suggested allocation of duties as between the County Council and the Boroughs, and the following were the recorded views of the Association (at meetings held during the period 1st October, 1956, to 19th February, 1958) after careful consideration of the Government's White Papers, the terms of reference of the Royal Commission and the said lists of functions (A, B and C):—

(1) That the creation of a " supra " Authority for the whole of the greater part of the Metropolitan Area was undesirable and unnecessary, and that the Middlesex County Council in an appropriate form should continue in existence for an area corresponding substantially to the present Administrative County of Middlesex.

(2) That greater powers than those normally enjoyed by County District Councils should be given to the County District Councils in Middlesex, and that such powers should be conferred as of right by Parliament upon the County District Councils and exercised by them over their own areas.

(3) That the following Authorities in Middlesex, namely:—

Boroughs Acton
Brentford and Chiswick
Ealing
Edmonton
Enfield
Finchley
Harrow

Hendon
Heston and Isleworth
Hornsey
Southall
Southgate
Tottenham
Twickenham
Uxbridge
Wembley
Willesden
Wood Green

Urban Districts: Feltham
Hayes and Harlington
Ruislip-Northwood
Yiewsley and West Drayton

considered that most of the functions set out in Lists A, B and C (Appendix I hereto) should be directly conferred on appropriate sized Authorities for Middlesex, and that in this connection regard should be had to the terms of paragraph 26 of the second White Paper and the statement that so far as Middlesex was concerned some redistribution of powers between the County Council and District Council would take place after any necessary boundary adjustments or amalgamations.

(4) A minority consisting of the Urban Districts of

Friern Barnet
Potters Bar
Staines
Sunbury-on-Thames

raised no objection to the direct conferment of powers on the larger authorities, but in their own case, they believed that certain functions should be conferred by way of delegation or on joint committees set up by them.

(5) That it was apparent that the distribution of functions might have to be reconsidered in the light of the review of areas envisaged in paragraph 26 of the second White Paper.

(6) The Association expressed the view that if it was necessary for there to be certain amalgamations or adjustments of boundaries amongst the second tier Authorities, any recommendations as to these matters should be made by the Royal Commission in their examination of the whole problem of reorganisation of local government in the Metropolitan area.

18. At a meeting of the Association held on 12th May, 1958, there was, however, a change of view by some Authorities, mainly in the population group of 75,000 and below, who advocated the retention of the " two-tier " system of local government in Middlesex and opposed the creation of any county borough or other " all purpose " authority for the whole or any part of the County of Middlesex. The larger Boroughs in Middlesex were not prepared to surrender their right to claim county borough status unless and until further powers were conferred upon them directly by Parliament. The outcome of this meeting of the Association was the passing of a resolution " that having regard to the fundamental divergencies of opinion, the Association resolves to take no further action at this stage on the subject of Local Government Re-organisation, and that no statement be submitted on behalf of the Association to the Royal Commission ".

EDUCATION:
MIDDLESEX EXCEPTED DISTRICTS ASSOCIATION

19. The Middlesex Excepted Districts Association, consisting of 16 Local Authorities in Middlesex (including the Ten Boroughs) which are " Excepted Districts " within the meaning of the Education Act, 1944, has submitted to the Royal Commission a statement of its views on Education functions. The Excepted Districts Association has prepared a list of functions which it considers should be conferred on the Excepted Districts, and a list of functions which are better suited to a larger unit. Such lists of functions are repeated in Appendix II to this Statement in amplification, so far as Education is concerned, of Lists B and C in Appendix I to this Statement.

20. The Ten Boroughs concur in the views of the Middlesex Excepted Districts Association.

THE TEN BOROUGHS: "EFFECTIVE AND CONVENIENT LOCAL GOVERNMENT"

21. The Royal Commission, by its terms of reference, is charged with the duty of recommending " whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government ".

22. The Ten Boroughs contend that because of:—

(i) their size and financial resources;

(ii) their efficient and economical administration, and the machinery of local government which they already have in being (qualified and efficient staffs, modern plant and equipment, &c.);

(iii) their previous experience of the organisation and administration of a number of local government services which were their responsibility before such services were transferred to the County Council;

(iv) their closeness to the inhabitants and more intimate knowledge of the needs of their inhabitants in relation to local government services;

they are fully competent and fully equipped Local Government Units to have directly conferred upon them by Parliament the additional local government functions and greater local autonomy which they seek in the interests of the inhabitants and to secure effective and convenient local government.

23. The ten boroughs, recognising the importance of the financial aspect, have given careful consideration to the financial effect of their proposals. They appreciate that the change in the incidence of charge from the county to the borough basis, consequent upon the suggested transfer of functions and the acceptance of financial liability therefor by the individual authorities must inevitably be reflected in material variations from the equalized general county rate now levied for the various purposes.

No estimate of the likely immediate effect of the transfer of powers can be made with any worthwhile degree of accuracy because it is neither possible to take account of the way in which the financial provisions of the Local Government Act, 1958, may operate, nor to forecast the effect of the amendments to some of those financial provisions which the proposals would entail.

Furthermore, no estimates are available of the expenditure which any local authority would incur upon the transferred services, or of the expenditure at present incurred by the County Council in relation to County districts. Difficulties also arise in considering the effect of varying capital expenditure in different areas.

However, a simple calculation apportioning, on such unit bases as seems appropriate, a sum of the same order as that estimated to be incurred by the County Council in 1958–59 on the services which it is claimed should be transferred, and a comparison of the rate which would be needed to meet such an apportioned share, with the present County rate levy, gives some indication of the relative changes in the rate poundage. Clearly, any possible savings in expenditure which a transfer of the functions might well bring about are thus ignored. Calculated in this way, the gains and losses amongst the ten boroughs range from a gain of 1*s*. 0*d*. in the £ to a loss of 2*s*. 0*d*. in the £.

This calculation has been tested by an apportionment based wholly on total population, and the range of gains and losses emerging therefrom is not markedly dissimilar to that cited above.

In general, authorities with a rateable value per head of population above the county average will tend to gain financially, whilst those with a rateable value per head of population below the county average will tend to lose.

With each method, the aggregate effect of the severance of the ten boroughs upon the remainder of the County, is small a gain.

GENERAL NOTE

24. The individual statements which are being submitted to the Royal Commission by each of the Boroughs will deal specifically with the services and matters referred to in the letter (17th February, 1958) which the Chairman of the Royal Commission addressed to civic heads. It should be emphasised that this joint statement in no way derogates from such individual statements.

25. The foregoing statement demonstrates the marked unanimity with regard to the revision of local government amongst ten of the greatest Boroughs in Middlesex, which comprises nearly one-half of the area of the whole of Middlesex and more than one-half of the total population of the County. There is the additional consideration, which is of importance administratively, having regard to the claim by the ten Boroughs for the direct conferment upon them of additional Local Government functions and greater autonomy, namely, that the ten Boroughs are not scattered throughout the County but are so placed that a greater conferment of powers upon the ten Boroughs would not affect the Local Government Administration in the remaining areas of the County

JANUARY, 1959

APPENDIX I

List A

MAIN POWERS AT PRESENT POSSESSED BY ALL TEN OF THE BOROUGHS.

No.	*Function*	*Statutory Power*
1.	Allotments	The Small Holdings and Allotments Act, 1908. The Land Settlement (Facilities) Act, 1919. The Small Holdings and Allotments Act, 1926. The Agricultural Land (Utilisation) Act, 1931, Part II. The Allotments Acts, 1922 to 1950. The Agriculture Act, 1947. The Agricultural Holdings Act, 1948. (An allotment may be an Agricultural Holding, see Sedgeman v. Stevens, 1951). Agriculture Act, 1958.

No.	Function	Statutory Power
2.	Baths and Wash-houses	Public Health Act, 1936, Part VIII.
		Towns Improvement Clauses Act, 1847, Sections 136–141.
		Town Police Clauses Act, 1847, Section 69.
3.	Burial Grounds	Cemetery Clauses Act, 1847.
		Burial Acts, 1852 to 1906.
		Disused Burial Grounds Act, 1884.
		Open Spaces Act, 1887, Section 4.
		Open Spaces Act, 1906, Sections 6, 9, 10, 11 and 12.
4.	Car Parks	Public Health Act, 1925, Section 68.
		Restriction of Ribbon Development Act, 1935, Section 16.
		Road Traffic Act, 1930, Section 90.
5.	Cemeteries	Cemetry Clauses Act 1847.
		Public Health (Interments) Act, 1879.
6.	Civic Restaurants	Civic Restaurants Act, 1947.
7.	Cleansing and Watering of Streets	Public Health Act, 1875, Section 148.
		Public Health Act, 1925, Sections 13–19 and 21–35.
		Local Govenrment Act, 1933, Section 249.
		Public Health Act, 1936, Sections 76–78 and 81 and 82.
8.	Community Centres	Physical Training and Recreation Act, 1937.
		Housing Act, 1957.
9.	Crematoria	Public Health (Interments) Act, 1879.
		Cremation Acts, 1902 to 1952.
10.	Provision of Entertainments	Public Health Act, 1925, Section 70.
		Local Government Act, 1948, Section 132.
11.	Housing	Housing Act, 1957.
		Housing Repairs and Rents Act, 1954.
		Local Government (Miscellaneous Provisions) Act, 1953, Section 10.
		Small Dwellings Acquisition Acts, 1899 to 1923.
		Requisitioned Houses and Housing (Amendment) Act, 1955.
		Housing (Rural Workers) Acts, 1926 to 1942.
		Housing Act, 1930.
		Housing Act, 1935.
		Housing (Financial Provisions) Act, 1958.
12.	Information Service	Local Government Act, 1948, Sections 134–136.
13.	Markets, Abattoirs and Cold Stores	Markets and Fairs Clauses Act, 1847.
		Diseases of Animals Act, 1950.
		Markets and Fairs (Weighing of Cattle) Acts, 1887 to 1926.
		Food and Drugs Act, 1955.
		Protection of Animals Act, 1911.
		Slaughter of Animals Act, 1933.
		Public Health (Meat) Regulations, 1924.
		Slaughter of Animals (Amendment) Act, 1954.
		Slaughterhouses Act, 1954.
14.	Mortuaries	Public Health Act, 1936, Section 198.
15.	Notification of Diseases	Infectious Diseases (Prevention) Act, 1890.
		Public Health Act, 1936, Part V.

No.	*Function*	*Statutory Power*
16.	Nuisances and Sanitary Matters	Public Health Acts, 1875 to 1932. Public Health Act, 1936. Local Government (Miscellaneous Provisions) Act, 1953. Housing Repairs and Rents Act, 1954. Clean Air Act, 1956. Rivers Pollution Prevention Act, 1876, Section 7. Housing Act, 1957. Rivers (Prevention of Pollution) Act, 1951. Rag Flock, &c., Act, 1951. Slaughter of Animals Acts, 1933 to 1954.
17.	Parks and Recreation Grounds	Public Health Act, 1875, Section 164. Public Health Acts Amendment Act, 1890, Sections 44 and 45. Public Health Acts Amendment Act, 1907, Sections 76 and 77. Public Health Act, 1925, Section 56. Local Government Act, 1948, Section 132. Physical Training and Recreation Act, 1937, Section 4. Open Spaces Act, 1906. Recreation Grounds Act, 1859. Commons Acts, 1876 and 1889. Housing Act, 1957, Section 93.
18.	Physical Training and Recreation	Physical Training and Recreation Acts, 1937 and 1958.
19.	Rates Collection	Poor Relief Act, 1743. Poor Relief Act, 1814. Parish Notices Act, 1837. Distress for Rates Act, 1849. Poor Rate Assessment and Collection Act, 1869. Rating and Valuation Act, 1925. Local Goverment Act, 1929. Money Payments (Justices Procedure) Act, 1935. Rating and Valuation (Miscellaneous Provisions) Act, 1955.
20.	Refuse Collection and Disposal	Public Health Act, 1936, Sections 72–76 and 79–82.
21.	Registration and Elections	Representation of the People Acts.
22.	Sewerage and Sewage Disposal (except Main Drainage)	Public Health Act, 1936, Part II.
23.	Shops Inspection (other than employment of young persons)	Shops Act, 1950. Heating Appliances and (Fireguards) Act 1952.
24.	Small Lotteries	Small Lotteries and Gaming Act, 1956.
25.	Street Lighting	Public Health Act, 1875, Section 161.
26.	Various Borough Council Powers	Local Government Acts.

List B

Main Powers at Present Possessed in whole or in Part by the Middlesex County Council (including those Powers which are Exercised by the Borough Council in some Boroughs and by the County Council in Others) and which should be Exercised as of Right by each of the Borough Councils.

No.	*Function*	*Statutory Power*
1.	Education (Primary, Secondary and Further) (See Appendix II)	Education Acts, 1944 to 1953.
2.	Personal Health Services	National Health Service Act, 1946, Part III. Public Health Act, 1936, Part VI relating to nursing homes and laboratories. Public Health Act, 1936, Part VII relating to notification of births and child life protection. Midwives Acts, 1936 to 1951. Nurseries and Child Minders Regulation Act, 1948. Pharmacy and Poisons Act, 1933. Pharmacy and Medicines Act, 1941.
3.	Mental Health Services	(NOTE: Powers which are now included in the Local Government Act, 1958, as powers to be delegated outside the " metropolitan area ", and which it may be felt should be transferred to the Borough and District Councils of Middlesex.) Mental Deficiency Act, 1913, Part I. S.2—Circumstances rendering defectives subject to be dealt with. Section 3 —Approval of local health authorities for medical practitioners who certify defectives. Section 5—Power of local health authority officer to apply by petition for an order of the judicial authority. Section 7(2)—Removal from office of a person appointed to be guardian of a defective, on the application of a local health authority. Section 15—Power of local health authority officers to remove defective persons to a place of safety pending presentation of a petition. Part II. Section 30—General powers and duties of local health authorities. Section 32—Power of Minister of Health to act in default of the local health authority. Part III Section 43—Ascertainment of local health authority responsible for providing accommodation for defectives and Section 44(3)—Power of local health authorities to apply to Petty Sessional Court when they are aggrieved by a decision as to the place of residence of any defectives.

No.	*Function*	*Statutory Power*
3.	Mental Health Services —*Continued*	Mental Treatment Act, 1930, Section 5(2)—Duty of duly authorised officer of the local health authority to apply, if possible, for the provision of temporary treatment (without certification) of certain persons. National Health Service Act, 1946— Section 51(2)—Power of local health authority to contribute to voluntary organisation performing services in connection with the duties of the local health authority under the Mental Deficiency Acts, 1913 to 1938.
4.	Town and Country Planning (with exception of Revision of the County Development Plan) and Control of Building Operations	Town and Country Planning Acts, 1947, 1951, 1953 and 1954. Public Health Acts, 1875 to 1932. Public Health Act, 1936, Part II. Housing Act, 1957. Factory Acts, 1937 and 1948.
5.	Art Galleries and Museums (See Note 1 p. 12)	Public Libraries Acts, 1892 to 1919.
6.	Diseases of Animals (See Note 2 p. 12)	Poultry Act, 1911. Diseases of Animals Act, 1935, Section 17. The Animals Act, 1948 (other than Part I). Agriculture (Miscellaneous Provisions) Act, 1949. Pet Animals Act, 1951. Protection of Birds Act, 1954. Diseases of Animals Act, 1950. Agriculture (Miscellaneous Provisions) Act, 1954, Sections 10 and 11.
7.	Food and Drugs	Food and Drugs Act, 1955.
8.	Footpath functions under the National Parks and Access to the Countryside Act, 1949	Sections 27 and 29–34 of that Act.
9.	Highways and Bridges (See Note 3 p. 12)	Highways Acts, 1835 to 1885. Public Health Acts, 1875 to 1932. The provisions of the Local Government Acts, 1888, 1894 and 1929 relating to highways and bridges. Private Street Works Act, 1892. Development and Road Improvement Funds Act, 1909. Roads Improvement Act, 1925. Road Traffic Acts, 1930 to 1956. Restriction of Ribbon Development Act, 1935. Rights of Way Act, 1932. Trunk Roads Acts, 1936 to 1946. Special Roads Act, 1949. Sections 39–58 of the National Parks Act, 1949. The Highways (Provision of Cattle Grids) Act, 1950.

No.	*Function*	*Statutory Power*
9.	Highways and Bridges —*Continued*	Public Utilities Street Works Act, 1950. New Streets Acts, 1951 to 1957. Local Govenment (Miscellaneous Provisions) Act, 1953, Sections 4, 7 and 9. Agriculture (Improvement of Roads) Act, 1955. Towns Improvement Clauses Act, 1847, Sections 1–5 and 64–83. Town Police Clauses Act, 1847, Sections 1–5 and 21 29. Bridges Acts, 1530 to 1929.
10.	Libraries (See Note 1 p. 12)	Public Libraries Acts, 1892 to 1919.
11.	Licensing of Theatres and Cinemas, Music and Dancing Licences	Theatres Act, 1843. Cinematograph Act, 1909. Celluloid and Cinematograph Film Act, 1922. Sunday Entertainments Act, 1932. Cinematograph Act, 1952. Middlesex County Council Act, 1944, Part XIII.
12.	Local Taxation Licensing	Various Finance and other Acts. Entertainments Duty Act, 1958.
13.	Milk and Dairies	Food and Drugs Act, 1955. Milk and Dairies Regulations, 1949.
14.	Nuisances and Sanitary Matters	Public Health Acts, 1875 to 1932. Public Health Act, 1936. Housing Act, 1957. Local Government (Miscellaneous Provisions) Act, 1953. Rivers Pollution (Prevention) Act, 1876, Section 7. Rivers (Prevention of Pollution) Act, 1951. Rag Flock, &c., Act, 1951. Slaughter of Animals Acts, 1933 to 1954. Agriculture (Miscellaneous Provisions) Act, 1954. Pests Act, 1954. Towns Improvement Clauses Act, 1847. Town Police Clauses Act, 1847.
15.	Prevention of Pests	Destructive Insects Act, 1877. Destructive Insects and Pests Acts, 1907 and 1927. Prevention of Damage by Pests Act, 1949.
16.	Registration of Births, Deaths and Marriages	Various Births and Deaths Registration Acts and Marriage Acts.
17.	Small Holdings, Fertilisers and Feeding Stuffs	Small Holdings and Allotments Act, 1908. Land Settlement (Facilities) Act, 1919. Small Holdings and Allotments Act, 1926. Agricultural Land (Utilisation) Act, 1931. Agriculture (Fertilisers) Act, 1952. Fertilisers and Feeding Stuffs Act, 1926. Agriculture (Miscellaneous Provisions) Acts, 1949, 1953 and 1954. Agriculture Act, 1947. Agriculture Act, 1958. Livestock Industries Act. 1937.

No.	*Function*	*Statutory Power*
18.	Shops Inspection (Employment of Young Persons)	Young Persons (Employment) Act, 1938.
19.	Small Dwellings Acquisition Acts	Small Dwellings Acquisition Acts, 1899–1923.
20.	Welfare	National Assistance Act, 1948:— Section 21—Provision of (*a*) residential accommodation for aged, infirm and otherwise needy persons; (*b*) temporary accommodation for urgently needy persons. Section 22—Charges to be made for such accommodation. Section 23—Management of premises in which accommodation is provided. Section 24—Provision of residential accommodation for persons within the area of the local authority. Section 25—Power of the National Assistance Board to require the provision of accommodation in urgent cases. Section 26—Power of local authorities to make arrangements with voluntary organisations to provide accommodation in premises maintained by such bodies. Section 27—Power of local authority to check persons' resources by reference to the National Assistance Board. Section 28—Annual contributions by Minister of Health to local authorities in respect of premises provided by them for welfare purposes. Section 29—Welfare arrangements for blind, deaf and dumb and crippled persons (other than provision of workshops and hostels). Section 30—Voluntary organisations for disabled persons' welfare (other than arrangements with voluntary organisations as regards workshops and hostels). Section 31—Local authority contributions to old peoples organisations. Section 34—Approval of local authority schemes by Minister of Health. Section 37—Registration of disabled or old persons' homes. Section 39—Inspection of disabled and old persons' homes. Section 40—Power of Minister of Health to make regulations as to the conduct of disabled or old persons' homes. Section 43—Recovery of cost of assistance from persons liable for maintenance. Section 44—Affiliation orders.

No.	*Function*	*Statutory Power*
20.	Welfare (Cont.)	Section 45—Recovery in cases of misrepresentation or non-disclosure.
		Section 47—Removal to suitable premises of persons in need of care and attention.
		Section 48—Duty of Councils to provide temporary protection for the property of persons admitted to hospitals and similar institutions.
		Section 50—Duty of Councils to provide for the burial or cremation of the dead.
		Section 58—Compulsory purchase of land.
		Children Act, 1948, Part V as amended by the Children Act, 1958:—
		Section 35—Extension of child life protection provisions to all children below school leaving age.
		Section 36—Extension of certain child life protection provisions to children up to 18.
		Section 37—Amendments to the child life protection provisions.
21.	Weights and Measures	Weights and Measures Acts, 1878–1936.
		Sale of Food (Weights and Measures) Act, 1926.
		Weights and Measures (Metric System) Act, 1897.
22.	Any other services there may be which are not mentioned above and for which large non-county boroughs are the local authorities	Betting and Lotteries Act, 1934.
		Pool Betting Act, 1954.

Note 1: Wembley and Harrow are not at present library authorities, and therefore do not have powers relating to libraries, art galleries or museums.

Note 2: Only Hendon is at present the authority for Diseases of Animals. It is understood Acton is the only other District Council in Middlesex operating these powers.

Note 3: In regard to Highways and Bridges, it is recommended that the transfer of powers to Borough Councils should be subject to safeguarding of the grant for works on classified roads and this point may require further investigation.

List C

Main Powers which would Remain Vested in the Middlesex County Council in the Ten Boroughs

No.	*Function*	*Statutory Power*
1.	Approved Schools	Children and Young Persons Acts, 1932 to 1952.
		Public Health Act, 1936, Sections 206–220.
2.	Remand Homes	Children and Young Persons Acts, 1933 to 1938.
		Criminal Justice Act, 1948, Sections 48–49.
		Children Act, 1948.
3.	Fire Brigade	Fire Services Act, 1947.
4.	Ambulance Services	National Health Service Act, 1946, Sections 24 and 76.
		National Assistance Act, 1948, Section 47(10).
		National Assistance (Amendment) Act, 1951, Section 24.

No.	*Function*	*Statutory Power*
5.	Administration of Justice	Justices of the Peace Act, 1949.
		Probation Acts.
		Summary Jurisdiction Acts.
		Quarter Sessions Acts.
		Criminal Justice Act, 1948.
		Children and Young Persons Acts, 1932 to 1952.
		Children Act, 1948, Section 60.
6.	Coroners	Coroners Acts, 1887 to 1954.
7.	Education (Remaining Functions of Further Education and Technical only)	Education Acts, 1944 to 1953.
8.	Registration and Elections	Representation of the People Acts.
9.	Welfare of the Blind	National Assistance Act, 1948, Sections 29 (provision of workshops and hostels), 30 (arrangements with voluntary organisations as regards workshops and hostels), 31 and 62.
		Determination of Needs Act, 1941.
		Pensions and Determination of Needs Act, 1943.
10.	Welfare of the Deaf and Dumb	National Assistance Act, 1948, Sections 29 (provision of workshops and hostels), 30 (arrangements with voluntary organisations as regards workshops and hostels), 31 and 62.
11.	Welfare of Children	National Health Service Act, 1946:—
		Section 19—Local Authorities.
		Section 20—Proposals of local authorities.
		Children Act, 1948 (as amended and extended by the Children Act, 1958)—The following sections:—
		Part I
		Section 1—Duty of local authorities to provide for orphans, deserted children &c.
		Section 2—Assumption by local authority of parental rights.
		Section 3—Terms on which a local authority assumes parental rights.
		Section 5—Duty of the local authority to act as a fit person under the Children and Young Persons. Acts.
		Section 7—Children in care of Minister of Pensions.
		Section 8—Children becoming subject to the Mental Deficiency or Lunacy and Mental Treatment Acts to cease to be in the care of a local authority under this Act.
		Section 10—Duty of parents to maintain contact with the local authorities having their children in care.
		Part II.
		Section 12—General duty of local authority.
		Section 13—Mode of provision of accommodation and maintenance.
		Section 14—Power of Home Secretary to make regulations for boarding out of children by local authorities.

No.	*Function*	*Statutory Power*
11.	Welfare of Childern (Cont.)	Section 15—Duty of local authorities to provide homes.
		Section 16—Power of a local authority to remove child from voluntary home.
		Section 17—Power of local authorities to arrange for the emigration of children.
		Section 18—Burial or cremation of deceased children by local authorities.
		Section 19—Power of local authorities to provide hostels for persons under 21.
		Section 20—Power of local authorities to make contributions towards the expense of the maintenance, education or training of persons over 18.
		Section 22—Power of local authorities to defray expenses of parents " or other persons connected with a child " visiting children or attending their funerals.
		Part III
		Section 23—Contributions in respect of children in the care of local authorities.
		Section 24—Persons liable to make contributions.
		Part IV
		Section 29—Registration of voluntary homes.
		Section 31—Power of Secretary of State to make regulations as to the conduct of voluntary homes.
		Section 34—After-care of children who were formerly in the care of local authorities or voluntary organisations.
		Part VI
		Section 39—Duty of Local authority to establish a Children's Committee.
		Section 40—Power of Secretary of State to relieve a local authority of the duty of establishing such a Committee.
		Section 41—Duty of local authority to appoint a Children's Officer.
		Section 43—Establishment of the Advisory Council on Child Care.
		Section 46—Power of Secretary of State to provide grants to voluntary organisations to defray expenses incurred by them in the management of voluntary homes.
		Section 47—Power of Secretary of State to make similar grants to local authorities.
		Part VII
		Section 51—Duty of local authorities to provide homes for the reception and maintenance of children removed to a place of safety under the Children and Young Persons and Public Health Acts.
		Section 54—Power of inspectors appointed under the Children and Young Persons Acts to enter and inspect any permises provided by local authorities.

No.	*Function*	*Statutory Power*
11.	Welfare of Children (Cont.)	Section 55—Power of local authority to prosecute offences under this Act. Section 56—Acquisition of land.
12.	Welfare of Old People	National Assistance Act, 1948, Section 31—Contributions to old people's organisations.
13.	Town and Country Planning (Revision of the County Development Plan) but see No. 4 on List " B "	Town and Country Planning Act, 1947.
14.	Main Drainage	Middlesex County Council Act, 1944, Part IV.
15.	Civil Defence	Civil Defence Acts, 1937 to 1948.
16.	Various County Council Powers	Local Government Acts.

APPENDIX II

Local Governement Re-organisation

(i) List of Education Functions which should be conferred on all Excepted Districts.

(a) Education Act, 1944

Section of the main Act	*Functions*	*Amendments to the main Act*
Local Administration		
6	Designation of L.E.A.: vestment of property, rights and liabilities.	
Three Stages of the System		
7	Duty to contribute towards the spiritual, moral, mental and physical development of the community.	
Primary and Secondary Education		
8	Duty to secure that there shall be available, for its area, sufficient primary and secondary schools.	Ed. (M.P.) Act, 1948 Sections 3 & 4 (2).
9	Power to establish, maintain and assist primary and secondary schools.	Ed. (M.P.) Act, 1953. Section 6(1).
10	Duty to secure that premises of every maintained school conform to prescribed standards.	Ed. (M.P.) Act, 1948. Section 7.
11	Duty of the L.E.A. to prepare and submit a development plan for primary and secondary education.	
12	Duty to give effect to the terms of the local education order.	
13	Duties of the L.E.A. concerning the establishment and discontinuance of county and voluntary schools.	Ed. (M.P.) Act, 1948. Section 7(2). Ed. (M.P.) Act, 1953; Section 16.
17	Duty to prepare instruments of management and instruments of government for county schools, rules of management for primary schools, and articles of government for county secondary schools.	

Section of the Main Act	*Function*	*Amendments to the Main Act*
Primary and Secondary Education (Cont.)		
18	Powers in respect of the constitution of a body of managers for every primary school.	
19	Powers in respect of the constitution of a body of governors for every secondary school.	
20	Power to group two or more schools under one management.	
22	Powers of L.E.A. as to use and care of premises of voluntary schools.	
23	Power to control the secular instruction in every county school and every voluntary school (except an aided secondary school).	
24	Powers of the L.E.A. concerning the appointment, dismissal and control of teachers.	
26	Duty to provide facilities concerning religious education in county schools.	
27	Duties of the L.E.A. concerning religious education in controlled schools including the appointment of reserved teachers.	
28	Duties of the L.E.A. concerning religious education in aided schools and in special agreement schools including the appointment of reserved teachers.	
33	Duty to provide for the education of pupils requiring special educational treatment.	Ed. (M.P.) Act, 1948. Section 11. Ed. (M.P.) Act, 1953. Sections 6(2) and 11.
34	Duty of the L.E.A. to ascertain what children require special educational treatment.	Ed. (M.P.) Act, 1946. Section 14.
37	Duty of the L.E.A. concerning school attendance orders and notices to be served on parents.	Ed. (M.P.) Act, 1953. Section 10.
40	Duties of the L.E.A. as to the enforcement of school attendance and the institution of proceedings.	Ed. (M.P.) Act, 1948. Section 11. Ed. (M.P.) Act, 1953. Section 11.
Further Education		
41	General duties of the L.E.A. to secure the provision of adequate facilities for further education.	With certain exceptions. (See List of Education Functions better suited to a larger unit).
42	Duty to prepare and submit to the Minister schemes of further education (other than for County Colleges).	
43	Duty to establish and maintain County Colleges.	
44	Duty of the L.E.A. concerning the service of college attendance notices.	
45	Duty of the L.E.A. concerning the service of copies of the college attendance notice upon employers.	
46	Duty to institute proceedings for the enforcement of attendance at County Colleges.	

Section of the Main Act	*Function*	*Amendments to the Main Act*
Supplementary Provisions	*(Primary, Secondary and Further)*	
48	Duty to provide for the medical inspection of pupils.	Ed. (M.P.) Act, 1948. Section 11. Ed. (M.P.) Act, 1953. Section 11.
49	Duty to provide milk, meals and other refreshments for pupils in attendance at schools and county colleges.	
50	Power of the L.E.A. to provide board and lodgings otherwise than at boarding schools or colleges.	Ed. Act 1946. Section 14. Ed. (M.P.) Act, 1948. Section 11.
51	Power of the L.E.A. to provide clothing for pupils at maintained schools.	Ed. (M.P.) Act, 1948. Section 5.
52	Duty to recover cost of boarding accommodation and clothing from the parent.	Ed. (M.P.) Act, 1948. Section 11.
53	Duty to secure that facilities for primary and secondary education include adequate facilities for recreational and social and physical training. Power to establish, maintain, manage or assist places at which such facilities are available.	Ed. (M.P.) Act, 1948. Section 11.
54	Power to ensure cleanliness.	
55	Duty to make arrangements for the provision of transport and other facilities.	Ed. (M.P.) Act, 1948. Section 11.
	Power to pay reasonable travelling expenses of pupils.	Ed. (M.P.) Act, 1953. Section 12.
56	Power to provide primary and secondary education otherwise than at school.	Ed. (M.P.) Act, 1948. Section 11.
57	Duty to report to local authorities cases dealing with certain children under the Mental Deficiency Act, 1913.	Ed. (M.P.) Act, 1948. Section 11.
59	Power to prohibit or restrict employment of children.	
61	Duty in approved cases to remit fees paid for board and lodging in respect of admission to a maintained school or County College.	
66	Power to assist governors of aided secondary schools in respect of liabilities incurred before commencement of Part II of the Education Act, 1944.	
General Principles to be Observed		
76	Duty of L.E.A. to have regard to the general principle that pupils shall be educated in accordance with the wishes of their parents.	
Miscellaneous Provisions		
77	Power to cause an inspection to be made of any establishment maintained by the L.E.A. by officers appointed by the L.E.A.	

Section of the Main Act	*Function*	*Amendments to the Main Act*
Miscellaneous Provisions (cont.)		
78	Power to provide medical inspection and treatment for pupils not in attendance at schools maintained by the L.E.A.	Ed. (M.P.) Act, 1948. Section 11.
	Power to make agreements with the proprietors for the provision of milk, meals and other refreshments, and clothing for pupils in schools or other establishments not maintained by the L.E.A.	Ed. (M.P.) Act, 1953. Section 17.
79	Duty to furnish Minister of Health with particulars concerning medical inspection and treatment.	Ed. (M.P.) Act, 1953. Section 17.
81	Power to give assistance by means of scholarships and otherwise.	With certain exceptions. (See List of Education Functions better suited to a larger unit).
83	Power to organise, or participate in the organisation of educational conferences.	
85	Power to accept gifts for educational purposes.	Ed. (M.P.) Act, 1953. Section 9.
Administrative Provisions		
88	Duty to appoint a fit person as the Chief Education Officer of the Authority.	
91	Duty to keep a separate education account which shall be subject to district audit.	
92	Duty to make to the Minister such reports and returns as he may require.	
94	Duty to pay an agreed fee to Registrar for information contained in a register of births and deaths.	
Financial Provisions		
100	Power to receive annual grants from the Minister of Education and the Minister of Health in respect of expenditure incurred by the L.E.A. in the exercise of its functions relating to education and to medical inspection and treatment of pupils.	Ed. (M.P.) Act, 1953. Section 17.
106	Power to recoup from other L.E.A.s the cost of providing education for persons not belonging to the area.	Ed. Act, 1946. Section 14. Ed. (M.P.) Act, 1948. Section 6. Ed. (M.P.) Act, 1953. Section 7.
116	Power to make arrangements for a person who is detained in pursuance of an order made by a Court, to receive the benefit of educational facilities.	Ed. (M.P.) Act, 1948. Section 11.

(b) Education Act, 1946

" An Act to amend and supplement the law relating to education. "

Section of this Act	*Functions*	*Amending Legislation*
2	Duty to maintain as separate schools where a single school has been divided into two or more separate schools.	
3	The duties of the L.E.A. in relation to the maintenance of voluntary schools which are set out in the First Schedule of this Act.	
5	Power to provide temporary assistance for voluntary schools.	
6	Power to execute work for the purpose of controlled schools.	
9	Additional power to provide clothing.	Ed. (M.P.) Act, 1948. Section 5.

(c) Education (Miscellaneous Provisions) Act, 1948

" An Act to amend the Education Acts 1944 and 1946, the provisions of the Mental Deficiency Act, 1913, as to children incapable of receiving education, and the provisions of the Children and Young Persons Act, 1933, as to the minimum age of employment. "

4	Power to make arrangements with respect to maintained primary schools, concerning pupils becoming registered pupils at, and being withdrawn from such schools.	
5	Powers (in substitution for the provisions of the Education Acts 1944 and 1946) relating to the provision of clothing.	Ed. (M.P.) Act, 1953. Section 17.
8	Cancellation of a report that a child is incapable of receiving education at School owing to disability of mind.	

(d) Education (Miscellaneous Provisions) Act, 1953

" An act to amend the law relating to Education. "

2	Duty to defray expenses of establishing a controlled school, if the Minister so orders.
4	Duty to make arrangements as to dental treatment.
12	Powers concerning the transport of certain pupils and the payment of fares.

(e) Employment and Training Act, 1948

Part II of the Act as to power and duties of local education authorities relative to Youth Employment Service.

(f) Children and Young Persons Act, 1933 (as Amended)

Sections 18–21	Prohibition and restriction of employment for children and young persons under eighteen.
Section 22	Children taking part in entertainment.

(ii) List of Education Functions better suited to a Larger Unit

Education Act, 1944,

Section of this Act	*Function*	*Amending Legislation*
(a) Primary and Secondary Education		
Section 29	Power of the L.E.A. to constitute a standing advisory council on religious matters connected with the religious instruction to be given in accordance with an agreed syllabus.	
(b) Further Education		
Sections 41 & 42	So far as the general duties of the L.E.A. to secure the provision of adequate facilities and the preparation and submission of schemes relative to advanced technical education are concerned.	
Section 62	Duty of the L.E.A. to establish, maintain or assist, institutions for the training of teachers, in accordance with directions to be given by the Minister.	
(c) Miscellaneous Provisions		
Section 81	So far as giving assistance by means of scholarships (or otherwise) to pupils attending Universities, University Colleges, Training Colleges for Teachers, Technical and Commercial Colleges are concerned.	
Section 82	Power of the L.E.A. for conducting or assisting the conduct of research.	
Section 84	Power of the L.E.A. to provide financial assistance to Universities or University Colleges.	

Supplementary Evidence Submitted by the Middlesex Group of Large Borough Councils

SUPPLEMENTAL STATEMENT submitted on behalf of the BOROUGH COUNCILS of EDMONTON, ENFIELD, HARROW, HENDON, HESTON and ISLEWORTH, HORNSEY, TOTTENHAM, TWICKENHAM, WEMBLEY and WILLESDEN all in the County of Middlesex

INTRODUCTION

The Ten Boroughs have already submitted to the Royal Commission a statement dealing with the problem of Local Goverment in Middlesex and setting out in Appendices:—

A. Main powers at present possessed by the Ten Boroughs.

B. Main powers at present possessed in whole or in part by the Middlesex County Council (including those powers which are exercised by the Borough Council in some Boroughs and by the County Council in others) and which it is considered in all cases should be exercised as of right by each of the Ten Borough Councils.

C. Main powers which would thus remain exercisable by the Middlesex County Council in the Ten Boroughs.

The individual local authorities have also submitted Statements of Evidence in response to the letter from the Chairman of the Royal Commission dated 17th February, 1958.

This Supplemental Statement is submitted in response to the Letter from the Chairman of the Royal Commission dated 19th August, 1958, and deals with the major local government functions which were not referred to in the Chairman's previous letter dated 17th February, 1958.

1. FOOD AND DRUGS

Section 64 of the Food and Drugs Act, 1938 provided that Food and Drugs Authorities should be, in non-County Boroughs and Urban Districts with a population according to the last published census of 40,000 upwards, the Borough or Urban District Council. It also enabled the Minister of Health to direct (a) that a Borough or Urban District Council with a population of 20,000 or upwards should be a Food and Drugs Authority, or (b) that notwithstanding the census figures the County Council should continue to be the Food and Drugs Authority if, in the opinion of the Minister, the area in respect of which the County Council would otherwise remain the Food and Drugs Authority, would be inconvenient in size, shape or situation for the efficient performance of the County Council's duties as Food and Drugs Authority.

As a result of a direction made by the Minister in 1939, the Middlesex County Council remains the Food and Drugs Authority in all the ten Boroughs, each of which had and continues to have a population large enough to entitle it otherwise to be the Food and Drugs Authority. In 1953 the Minister made another direction in consequence of the census of 1951 which prevented five Middlesex Authorities whose populations had by then exceeded 40,000 from becoming Food and Drugs Authorities.

Section 83 of the Food and Drugs Act, 1955 contained similar provisions to those of Section 64 of the 1938 Act, but also gave the Minister, for the first time, power to revoke a direction. The Middlesex Borough and District Councils Association considered in 1956 the question of asking the Minister to revoke the directions and thus enable the County District Councils in Middlesex to be Food and Drugs

Authorities. The Association was of the opinion that the functions should be exercised by the County District Councils, but in view of the Government's expressed intention of reviewing the structure of Local Government, recommended the Local Authorities to take no action at that time but to seek the conferment of Food and Drugs powers in connection with the reorganisation.

The Food and Drugs Act is in the nature of a public health measure and it is obviously the intention of Parliament that the larger Local Authorities should be Food and Drugs Authorities. The ten Borough Councils at present exercise certain functions under the Food and Drugs Act, 1955 dealing with such matters as food hygiene and the condemnation of unsound food. They employ public health inspectors who, under Section 86(2) are by virtue of their appointments authorised officers under the Act. The inspectors are also qualified and experienced food inspectors regularly inspecting food and food premises in their areas. Officers of the Borough Councils also visit shops in the exercise of their duties under the Shops Act, 1950, and it would, in the opinion of the ten Boroughs, give increased efficiency and greater convenience to traders if the Borough Councils were the sole authorities concerned in these matters, as is the case in Boroughs of a comparable size in other parts of the country. The transfer of the functions to the Borough Councils would not necessarily involve the setting up of laboratories or the appointment of a whole-time public analyst and no additional office accommodation would be required.

In the opinion of the ten authorities it is palpably unreasonable that outside the County of Middlesex an authority with a population of 21,000 should be the Food and Drugs Authority, whereas an authority of, say, the size of Harrow, with over 200,000 population, is not. The situation in Middlesex is clearly an anomaly which needs early rectification.

2. MILK AND DAIRIES

The fact that the Middlesex County Council are the Food and Drugs Authority has also resulted in a division of powers relating to milk and dairies. The County of Middlesex is one where all milk sold by retail for human consumption must be specially designated. The regulation of the production and distribution of milk is shared between the Ministry of Agriculture, Fisheries and Food, the Agricultural Executive Committee, the County Council and the Local Authority, and the powers of the County Council in the matter derive from the fact that they are the Food and Drugs Authority, because the Milk (Special Designation) (Pasteurised and Sterilised Milk) Regulations, 1949, transferred the licensing of pasteurisation and sterilisation establishments from Local Authorities to Food and Drugs Authorities. Local Authorities continued to deal with all other dealers' licences and supplementary licences. Under the Milk (Special Designation) (Raw Milk) Regulations, 1949, Local Authorities remain responsible for the granting of dealers' licences in respect of tuberculin tested milk.

There appears to be no justification for the present division of powers between the County Council and the County District Councils, and the ten Boroughs are of the opinion that for the reasons given in the preceding section these functions should be transferred to them.

3. WEIGHTS AND MEASURES

The verification of weights and measures is a function closely allied to the Food and Drugs functions of Local Authorities. The allocation of this function between different types of Local Authority is governed by the situation which existed at the passing of the Weights and Measures Act, 1878, and the Middlesex County Council is the Weights and Measures Authority for the County. Outside the County of London, fifty-six non-County Boroughs are Weights and Measures Authorities and a number of them have populations of less than 60,000 which, in accordance with the proposals in the Second White Paper, is the minimum population entitling a Local Authority to automatic delegation of these functions.

The ten Boroughs are of the opinion that the administration of this function does not require a separate organisation and that it would increase administrative convenience and efficiency if the functions were transferred to them in common with the other functions involving visits to shop premises and referred to in the two preceding Sections.

4. CIVIL DEFENCE

Administrative and operational control in Civil Defence are exercised by the Middlesex County Council, with limited delegation to the County District Councils, who make arrangements within their areas for the recruitment and training of volunteers and local organisation.

It is clear that in time of war, the operational control would be likely to pass out of the hands of the Middlesex County Council and, indeed, of any local authority, and the ten Borough Councils feel that the present organisation could well be left as it is, at any rate for the time being.

5. LIBRARIES, ART GALLERIES AND MUSEUMS

Most of the ten Borough Councils are Library Authorities and operate very efficient library services, accompanied in some cases by museums or art galleries. The Boroughs of Wembley and Harrow, however, are not library authorities and have to rely on the Middlesex County Library, which does not provide a sufficiently local service of the standard which is expected in the present day by the ratepayer. The provision of an art gallery or museum is essentially a local service related to the town rather than to the wider area of the County.

The ten Borough Councils are of the opinion that these services could be administered with equal, and in some cases greater, local satisfaction and greater economy by the Borough Councils, and ask that they be conferred directly on the Borough Councils where this is not at present the case.

6. PROVISION OF ENTERTAINMENTS

The ten Borough Councils have powers under S.70 of the Public Health Act, 1925 and S.132 of the Local Government Act, 1948 to provide entertainments and they exercise these powers by organising entertainments themselves, by making accommodation available for those purposes, or by assisting local societies by way of grant.

In the opinion of the ten Borough Councils, this also is a function which should be exercised at the local level of the town and not by the County Council, and they recommend that the powers should remain with the Borough Councils.

7. ALLOTMENTS

The functions under the Smallholdings and Allotments Acts, 1908 to 1926 and the Allotments Acts, 1922 to 1950 are divided between the Middlesex County Council and the Borough Councils, the latter being responsible for providing allotments and allotment gardens, and the County Council being responsible for smallholdings and cottage holdings. The Borough Councils have exercised their powers for the provision of allotments with efficiency, and have made adequate provision in their areas.

The ten Borough Councils are of opinion that smallholdings and allotments are complementary to each other and should be dealt with together. They therefore recommend that they should be empowered to exercise all the functions connected with the provision of smallholdings and allotments.

8. COMMUNITY CENTRES

The Borough Councils have powers to provide community centres for housing estates under the Housing Act, 1957 and the Borough Councils and the County Council have concurrent powers to provide community centres under the Physical Training and Recreation Act, 1937. The powers are closely connected with the Adult Education Service and the ten Borough Councils already expressed the view that they should have Education powers directly conferred upon them.

The provision of community centres is a local service and the Borough Councils are in a position to assess accurately the local needs, not only in relation to their own housing setates, but also in regard to the various centres of population. They feel that the function of providing community centres should be administered entirely by the Borough Councils and that if so administered, the services could be directly related to local needs and be operated with efficiency and economy.

9. REGISTRATION OF BIRTHS, DEATHS AND MARRIAGES

The registration of births, deaths and marriages is supervised by the Registrar General and administered by the County Council to the exclusion of the Borough Councils. It is, however, necessary to decentralise and to provide local offices, but the registration districts do not in all cases coincide with the areas of the individual boroughs and considerable inconvenience to the public results, particularly in relation to civil marriages. The requirements of the Registrar General are prescribed in considerable detail and there appears to be no advantage in the retention of a second tier of administration. In the County of London these functions are already vested in Metropolitan Borough Councils.

The ten Borough Councils are of the opinion that the present arrangements involve unnecessary centralisation and that the necessary supervision could be more effectually provided and a more adequate service be given to the public if the officers concerned were employed directly by the Borough Councils. They therefore ask that these functions should be transferred to them.

10. LICENSING OF THEATRES AND CINEMAS, MUSIC AND DANCING

These functions are vested in the County Council, who have power to delegate in relation to theatres and cinemas to County District Councils or to Justices of the Peace in Petty Sessions, but no such delegation has taken place in Middlesex. The Second White Paper proposes an automatic right of delegation of these powers to districts having a population of 60,000 or more.

The buildings affected are inspected by officers of the Middlesex County Council and the County Council find it necessary to obtain reports from the Borough Councils' Public Health Inspectors on certain matters, particularly in relation to the licencing of buildings for music and dancing. The Borough Councils are also concerned with the design and layout of new buildings in the exercise of their powers under the Public Health Acts. Licences for music and dancing are issued in respect of a large number of small buildings such as church halls which are used for other purposes and these buildings are in most cases well known to officers of the Borough Councils.

The ten Borough Councils are of the opinion that no central organisation for the whole County is necessary in this respect and that these functions can be administered with equal efficiency and greater convenience by the Borough Councils.

11. REGISTRATION OF LOCAL LAND CHARGES

The system of Local Land Charges registration was established by Section 15 of the Land Charges Act, 1925. Its original purpose was to provide for the registration of a few well defined charges acquired by local authorities, but so many additions have been made to the list of charges that the register itself has changed in character and is now used for recording many other so-called Local Land Charges (the majority of which are required to be entered in the District Register). Under the present system an intending purchaser has to make two separate searches, one in the County Council Register and one in the Local Authority's Register. This matter was considered by a Departmental Committee who in December, 1951 recommended that outside the County of London County Registers should be absorbed by District Registers on the grounds:—

> First, that the number of entries was far less in the county register than in the district register, so that the operation of transferring them would be simpler. Secondly, that there are great advantages in placing the registry as close to the land as possible; the district registrar is personally acquainted with most of the land in his district, and when an inspection is necessary (as it sometimes is for the purpose of identification) he can make it without loss of time.

The Borough Councils at present have the duty under Section 33 of the Town and Country Planning Act, 1954 to disclose, on application, proposals to acquire land within the next five years whether by the Councils themselves or by any public authority possessing Compulsory Purchase Powers who have given the Councils notice of such proposals. The Borough Councils are the sole repositories of information in this respect. While there is a possibility of this section being repealed in the near future, the system as at present operated is of great convenience to intending purchasers. There appears to be no reason why the same principle should not be adopted in regard to Local Land Charges.

It is observed that the Rights of Light Bill at present before Parliament provides for notices to prevent the acquisition of rights of light and agreements as to access of light to be registered in the Local Land Charges Registers of County Districts.

The ten Borough Councils feel that the present duplication of registers is unnecessary and wasteful of time and money and that the recommendation of the Departmental Committee referred to above should be implemented.

12. DISEASES OF ANIMALS

The Diseases of Animals Act, 1950 is a consolidating measure and a borough outside the County of London is the administering authority unless according to the census of 1881 it had a population of less than 10,000. Only Hendon and Hornsey, of the ten boroughs, are at present Diseases of Animals Authorities and for the remainder of the Boroughs the Middlesex County Council is the local authority. The second White Paper proposes an automatic right to the delegation of this function to districts with a population of 60,000 or more.

The Act is brought into operation almost entirely as a result of Orders made by the Minister of Agriculture, Fisheries and Food and it is the Minister who confers on the administering authorities power themselves to make prescribed regulations.

The ten Borough Councils feel that the duties involved do not require a separate organisation and could well be administered as part of their public health functions. They therefore recommend that they be empowered to exercise all the functions of the Diseases of Animals Act, 1950, and the Orders made thereunder.

APRIL, 1959

Evidence Submitted by the Middlesex Group of Medium-Sized Authorities

Statement submitted on behalf of the Borough Councils of Acton, Brentford and Chiswick, Finchley, Southall, Southgate, Uxbridge and Wood Green; and the Urban District Councils of Feltham, Hayes and Harlington and Ruislip-Northwood, all in the County of Middlesex.

1. Particulars of the areas of the authorities submitting this statement (which, in the interest of brevity, are referred to hereafter as " the group "), will be found in Appendix II from which it will be seen that they each have a population between 49,000 and 76,000. These authorities first agreed to meet together to discuss local government re-organisation before the issue of the White Paper on the Functions of County Councils and County District Councils in England and Wales (Cmnd. 161) which introduced a population figure of 60,000 as a dividing line for certain purposes. Nevertheless the group have found as a result of their discussions that they share views which they feel they can usefully submit to the Commission in one document.

2. The figures of population in Column 2 of Appendix II indicate that, by this standard, the group may, in comparison with the other authorities in Middlesex, be regarded as made up of " medium sized " authorities. By the standards indicated in columns 3 and 4 however they can claim to possess financial resources at least equal to those of many towns with much larger populations. This they submit, is a most important point in considering the local government functions which they are capable of undertaking.

3. Of the functions listed in Appendix " B " to the Chairman of the Royal Commission's letter of 17th February, 1958, the following functions are now being satisfactorily administered by borough and urban district councils (hereinafter referred to as " local councils ") in their own right. The group accordingly suggest that these functions should remain the responsibility of local councils.

Environmental Health

Baths, Wash-houses and Bathing Places, Ditches and Ponds (but not watercourses which come within powers of Middlesex County Council under their 1944 Act, Part V, in which " stream " includes " watercourse " by virtue of S.139 (2)(*a*)).

Disinfestation of Premises and Articles.

Drainage of Trade Premises.

Mortuaries and Post-Mortem Rooms.

Public Conveniences.

Refuse Collection and Disposal.

Regulation of Buildings and Sanitation of Buildings.

Street Cleansing.

Drainage other than Main Drainage.

Burial Grounds, Cemeteries and Crematoria.

Parks and Open Spaces.

Powers and Duties under Physical Training and Recreation Act, 1937.

Housing

Provision of Houses.
Slum Clearance.
Assistance to other Bodies or persons to facilitate the Acquisition, Construction or Improvement of Houses.
Regulation of Buildings and Bye-laws.

Personal Health and Welfare

Powers and duties under Section 47 of National Assistance Act, 1948 and National Assistance (Amendment) Act, 1951 (Removal to Suitable Premises of persons in need of care and attention), under S.50 of the National Assistance Act, 1948 (Burial or Cremation of the Dead) and under S.31 of the National Assistance Act, 1948 (Contributions to Old People's Welfare).

The group also wish to take this opportunity to suggest that Section 31 of the Nationsl Assistance Act, 1948, should be extended so that in addition to making contributions to voluntary organisations local councils may themselves provide recreation and meals for old people.

Town and Country Planning

Powers and duties under Sections 39–50 of National Parks and Access to the Countryside Act, 1949 (Creation, Diversion, Closure and Repair of Public Paths).

Traffic

Construction, Improvement and Maintenance of Non-County Roads and Non-County Bridges.
Street Lighting.
Naming of Streets and Numbering of Houses.
Parking Places.
Road Safety.
Bus Shelters.
Private Street Works.

4. Before dealing with other functions the group wish to refer to two general matters which they regard as of great importance. The first is the tendency in recent years to deprive local councils of some of their most important functions despite the fact that, as stated in paragraph 6 of the White Paper on Functions, " these councils are necessarily in closer touch with the people they serve than county councils can be ". The objections to this tendency have been advanced too often to need repetition, and the subject is mentioned here only to emphasise that the group regard the situation which it has brought about as a major defect in local government. The second is the familiar complaint of most local councils to whom powers are delegated that they find either the terms of delegation, or the manner in which they are operated, or both, highly unsatisfactory. The following are briefly the main defects of delegation:—

(1) Remoteness of overall financial and broad policy control by the county council.
(2) Duplication of work by members and officers of county and local councils.
(3) Delays in administration.
(4) Extra cost of administration.
(5) Friction between county and local councils.
(6) Staff have to serve two masters.
(7) Local councils' liaison with Government Department is indirect.
(8) Interference in matters of detail by the county council.
(9) Confusion in the minds of members of the public.

5. In putting forward the proposals submitted below the group have had these two matters very much in mind. In their view they are defects in the local government system which ought to be removed, but they believe this can be done in Middlesex without any radical alteration in general organisation.

6. As regards the proposal to differentiate over delegation and direct conferment of services between authorities having populations of above or below 60,000 introduced in the White Paper the group wish to draw the attention of the Commission to paragraphs 12 and 13 of the Report of the Association of Municipal Corporations on Local Government Re-organisation issued in June, 1957 which are reproduced in Appendix III. Moreover, as stated in paragraph 2, financial resources are a most important factór. The group suggest, therefore, that a local council having the necessary financial resources might be allowed to assume the functions of the larger authorities even though its population does not reach ths figure which is accepted as entitling it to such functions as of right.

7. Having endeavoured to give due weight to these considerations, the group desire to inform the Commission that they:—

(*a*) Consider that a " two-tier " system of local government is appropriate to the County of Middlesex and are accordingly opposed to the creation of any county borough or other " all-purpose " authority for the whole or any part of that county;

(*b*) Are of the opinion that the area of the " top-tier " authority having jurisdiction over Middlesex should not be larger than the present County of Middlesex;

(*c*) Agree that, subject to the area of the " top-tier " authority corresponding substantially to the present County of Middlesex, the alterations in the distribution of powers and functions suggested in Appendix I of this statement should be made;

(*d*) Believe that each member of the group is of sufficient size and has sufficient financial resources to enable it to exercise the powers and duties which the group propose should be directly conferred upon " second-tier " authorities, and accordingly consider that no amalgamation of their respective areas with any other, and no substantial adjustment of their boundaries, is required;

(*e*) Believe that each member of the group is of the appropriate size to keep in close touch with its ratepayers, thus making for effective local government and a sense of corporate unity and responsibility which tends to be lost in larger areas.

(*f*) Realise that the redistribution of powers and duties as suggested will necessitate the redistribution of Government grants and other appropriate financial adjustments;

(*g*) Are of the opinion that, after the contemplated re-organisation, all " second-tier " authorities in Middlesex should be entrusted with the same powers and duties, so that the pattern of administration may be uniform throughout the County; and that, for the reason indicated in paragraph 2 above, these powers and duties should be of a wider nature than those conferred upon such authorities in the rest of the country.

APPENDIX I

Proposed alterations in the Distribution of Functions

Education. The Middlesex Excepted Districts Association have approved a report dealing with the defects in the present distribution of Education functions and making new proposals. The group understand that the Association will be submitting evidence to the Commission to the same effect and wish to record their entire agreement with the Association's views.

Personal Health and Welfare. Before the passing of the National Health Service Act, 1946, local councils were directly responsible for many health functions. When these were transferred to the County Council, the Middlesex County Council set up ten area sub-committees of the county health committee on which representatives of local councils were invited to serve. Although certain powers were delegated to these sub-committees, the arrangement is not generally regarded as satisfactory by the local councils and indeed their representatives on the area committees do not find the work which these committees are allowed to do of sufficient interest or importance to justify the expenditure of time involved.

The personal health functions of the county council under the National Health Services Acts include such services as care of mothers and young children, midwifery, health visiting, vaccination and immunisation, prevention of illness, care and after care and domestic help which, of their nature, are best administered by local councils who are closer in touch with the public and whose Medical Officers of Health have the most complete and direct information as to the needs of these services in their areas. On the other hand ambulances are more economically provided by an authority covering a larger area than those of any of the local councils and the mental health services necessitate resources larger than the local councils can individually command. Hence the group suggest that all personal health functions, including health education, be conferred directly on local councils, except ambulances and mental health which should remain with the County Council.

The group also wish to suggest that the power under Section 21 of the National Assistance Act, 1948 to provide residential accommodation for persons who by reason of age, infirmity or any other circumstances are in need of care and attention which is not otherwise available to them should be exercisable by local councils concurrently with county councils so as to enable the former (who are already, as housing authorities, responsible for re-housing old people in housing need) to provide care and attention such as domestic help. By this means, old people who do not need actual medical care may be enabled by the local council to continue to live independent lives.

Town and Country Planning. When the Middlesex County Council became the planning authority a scheme was made with the concurrence of the local councils whereby many planning functions were delegated to them. The scheme originally provided that their approved administrative expenses in carrying out delegated functions should be re-imbursed by the County Council but was subsequently amended so that each local council should defray its own expenses. This is a much more satisfactory arrangement which the group consider should be adopted in all delegation schemes unless there is good cause not to do so.

Under this scheme, applications for planning permission are dealt with by the local council in the first instance but may be taken out of their jurisdiction at the instance of the County Council in certain circumstances.

While the County Development Plan was being prepared this scheme worked reasonably well, but now that the Plan is in force the group propose that wider powers should be given to local councils and the present practice of " excepting " applications from their consideration on purely technical grounds irrespective of their importance should be discontinued.

The delegation scheme provided that "excepted" applications should be dealt with by an area planning committee, three of which were set up for the whole County. The area covered by these committees is necessarily so large that few of their members can be expected to have any knowledge of the locality of most of the premises the subject of the applications which come before them and the group suggests that this in itself is a strong argument for giving local councils power to deal with these applications.

The group therefore propose that the County Council should continue to be the statutory planning authority but that all planning functions under Part III of the Town and Country Planning Act, 1947 should be exercised by local councils, subject to the right of the county council to be consulted when a substantial departure from the Development Plan is involved, or when a decision may involve them financially or affect the exercise of their other statutory powers. While there would need to be some machinery for settling any dispute which might arise between the county council and the local council, the group do not think that under the arrangement contemplated there would be any need to retain area planning committees.

If the grants towards expenditure on redevelopment hitherto available to local councils exercising their powers under Part IV of the 1947 Act are merged in the general grant to county and county borough councils as contemplated by the Local Government Bill in its present form the group would wish to urge the need for provision to be made for the county council to contribute towards such expenditure.

Construction, Improvement and Maintenance of Roads and Bridges. The statutory provisions by which boroughs and urban districts have been given the right to "claim" to exercise the functions of maintenance and repair of county roads, and may agree with the county council to share the cost of improvement of such roads, have been the subject of agreements between local councils and the Middlesex County Council which are believed to have operated generally to the satisfaction of both parties. Nevertheless the group wish to take this opportunity of inviting the Commission to consider whether the procedure of "claiming" and the approval of expenditure by the County Council is really necessary. In paragraph 25 of the White Paper on Local Government (Cmnd. 209) the Government announce that they have reached the conclusion that it is best to leave the present system (of the distribution of highway grants) undisturbed for the time being. They propose, however, to consult further with the representatives of local authorities on this matter when the full effects of the general grant scheme can be seen.

Paragraph 14 of the White Paper on Functions referred to earlier in this statement recognises that a district council which can employ the highly qualified staff and the expensive equipment essential for modern efficient highway administration can properly be entrusted with such work. Since all the authorities forming the group have in fact been doing it for many years without adverse criticism, they submit they have achieved the standard suggested by the White Paper. If all their estimates of expenditure are scrutinised by officers of the County Council, two sets of officers are covering virtually the same ground, a position which will cause no surprise to those familiar with the working of many delegation schemes. If, on the other hand, the scrutiny is superficial there seems to be no point in retaining it.

Moreover, local councils already deal directly with the Ministry of Transport regarding the making of grants towards the cost of providing pedestrian crossings over both county and district roads. The Group accordingly ask that local councils should have the functions of improvement and maintenance of all county roads conferred directly upon them.

Experience has proved that even with respect to trunk roads vested in the Minister local councils could usefully be entrusted with functions additional to the one they now generally perform, *i.e.* providing the lighting system. Only last winter there was much unfavourable comment from the police and the public that the work of snow clearance on trunk roads is done less expeditiously and efficiently than on the adjoining roads for which the local council is responsible.

Food and Drugs
Weights and Measures
Registration of Births, Marriages and Deaths
Milk and Dairies
Licensing of Theatres and Cinemas
Shops (Employment of Young Parsons)

These subjects are not mentioned in the Appendix to the letter from the Chairman of the Commission but the group would be glad to be afforded an opportunity of making representations to the Commission upon them at the appropriate time.

APPENDIX II

(1)	*Registrar General's* 1957 *estimate of Population* (2)	*Rateable Value at* 31.3.58 (3)	*R.V. per head of population* (4)		
		£	£	*s.*	*d.*
Acton	65,840	1,524,618	23	3	2
Brentford and Chiswick	57,700	1,176,864	20	7	11
Feltham	50,000	892,258	17	16	11
Finchley	69,380	1,387,989	20	0	1
Hayes and Harlington	67,190	1,056,926	15	14	7
Ruislip-Northwood	75,280	1,317,337	17	10	0
Southall	53,000	864,920	16	6	5
Southgate	71,250	1,449,980	20	7	0
Uxbridge	60,780	981,147	16	2	10
Wood Green	49,500	814,595	16	9	2

APPENDIX III

Extracts from the Report of the Association of Municipal Corporations

" 12. The Association contends that there is a strong case for the direct conferment on non-county boroughs of a population of 50,000 or more of most of the functions referred to. Within this category should be included the local health and welfare services, classified roads and bridges on classified roads, theatres and cinemas, weights and measures, diseases of animals (including the licensing of waste food boiling plant). Responsibility for food and drugs and the milk and dairies functions assigned to food and drugs authorities should be directly conferred on non-county boroughs of a population of 20,000 and more and these boroughs should also retain the power to call for delegation of highway functions to them as respects classified roads and bridges on classified roads to an extent comparable with their existing powers under the claiming arrangements.

"13. The figure of 50,000 for the lower limit for direct conferment in the Association's proposals has been adopted for local health services to secure a manageable and efficient team of health visitors, district nurses, midwives and other associated staff; for classified roads, with regard to probable ability to accept the financial burden after allowing for Exchequer grants; and for weights and measures with regard to the need for adequate staff and the provision of equipment to test all forms of weights and measures in use in the area."

Supplementary Evidence submitted by the Middlesex Group of Medium-Sized Authorities

Supplementary Statement submitted on behalf of the Borough Councils of Acton, Brentford and Chiswick, Finchley, Southall, Southgate, Uxbridge and Wood Green and the Urban District Councils of Feltham, Hayes and Harlington, and Ruislip-Northwood, all in the County of Middlesex

1. The following representations relate to functions not mentioned in the Appendix to the letter from the Chairman of the Royal Commission date 17th February, 1958. They are submitted by the same group of ten medium-sized Middlesex authorities which submitted a joint statement on the functions listed in that Appendix.

FOOD AND DRUGS

2. Under the Food and Drugs Act, 1938, sixteen of the twenty-six borough and urban district councils (hereafter referred to as "local councils") in Middlesex which then had populations at the last census of 40,000 or upwards, would have become food and drugs authorities responsible for administering important sections of the Act. The Middlesex County Council, however, applied for and obtained, despite opposition from the local councils, a direction from the Minister that, because the area which would remain to be administered by the county council as food and drugs authority would be rendered inconvenient for the efficient performance of their duties, the county council should become the food and drugs authority for the sixteen county districts entitled to become such authorities. In 1952 five of the remainder, *viz.* the Urban District Councils of Feltham, Hayes and Harlington, Ruislip-Northwood, Staines and Uxbridge, which the 1951 census had shown to have populations of 40,000 or upwards, attempted to persuade the Minister of Health not to make a similar Direction for their areas, but were unsuccessful. Thus the county council became and has continued to be the food and drugs authority for the whole county, a position peculiar to Middlesex and not obtaining in any other part of the country. The local councils nevertheless have certain powers relating to food and drugs, now under the Food and Drugs Act, 1955, which they can, and do, use. These are their powers to prosecute for certain offences where the facts come to their notice. The local councils are not, however, empowered to take positive action by the taking of samples to ensure that the foods and drugs legislation is being complied with, this being entirely the duty of the county council.

3. This division of responsibility for the observance of the Food and Drugs Act within the county is wasteful and misleading. The public expect the authority with whom they are in closest touch *i.e.* the local council with its Medical Officer of Health and Public Health Inspectors, to safeguard them against breaches of the law relating to food and drugs both by the institution of proceedings arising from complaints by the public and by regular inspection of premises and the sampling of foodstuffs and drugs sold therein. The complaints which are received by local councils and the prosecutions they institute as a result are an indication of the authorities to whom the public naturally turn in these matters.

4. It is, therefore, submitted that all local councils with the population qualification of 40,000 or upwards at the last census should become food and drugs authorities. These now comprise twenty-one of the twenty-six local councils in Middlesex. They all have Public Health Inspectors who already have responsibilities for the

condition of shops and method of food handling under the Food Hygiene Regulations, 1955, and could with little difficulty and considerable saving undertake the inspections and sampling required of a food and drugs authority.

Bearing in mind that these Inspectors are at present responsible for inspecting all aspects of the work involving the handling and sale of foodstuffs and for investigating complaints arising after food and drugs are sold to the general public, it is logical that the only remaining step, the sampling of food before it is sold to the general public, should be carried out by these Inspectors on behalf of the district councils.

It may be suggested that the adoption of the foregoing proposals would leave the county council the food and drugs authority for five separate urban districts in the County. This situation would not arise, however, if the suggestion put forward in paragraph (*g*) on page (4) of the group's main statement were adopted, *viz.* that after the contemplated re-organisation all "second-tier" authorities in Middlesex should be entrusted with the same powers and duties. In any event the five urban district councils in question all having populations exceeding 20,000 could be the food and drugs authority if the Minister would so direct under his existing powers. This comment also applies to the proposal in paragraph 7 below.

MILK AND DAIRIES

5. The direction of the Minister preventing any local councils in Middlesex from becoming food and drugs authorities has also had the effect of dividing within the county the local government responsibilities for milk and dairies. The county council as the food and drugs authority, has certain duties including licensing with regard to milk pasteurisation and sterilisation establishments. Other duties including the registration of dairies are the responsibility of the local councils.

6. This division of responsibilities for milk and dairies is very confusing to the public. It involves inspections of premises and sampling of products by the officers of two different authorities in connection with processes which are only different aspects of the same trade, This leads to duplication of work and increased cost.

7. By those local councils of 40,000 population and upwards being permitted to become food and drugs authorities the division of responsibilities for milk and dairies would also be removed. The local councils would then undertake for their areas all the functions of local government with regard to milk and dairies, thus clarifying the situation for the public, easing administration and reducing cost.

EMPLOYMENT OF CHILDREN

8. The local councils are responsible for enforcing the conditions relating to the employment of young persons in shops under the Young Persons (Employment) Act, 1938, and the Shops Act, 1950. The county council are, however, the authority for making bye-laws regulating the employment of children and enforcing the conditions relating to this employment under the Children and Young Persons Act, 1933 as amended. The result is that inspectors of two different authorities visit shops for what is virtually the same purpose. It is therefore suggested that with the powers under the Education Acts which the Middlesex Excepted Districts Association is asking should be conferred upon its members, there should also be conferred on local councils the duties with regard to the employment of children contained in the Children and Young Persons Act, 1933 as amended.

REGISTRATION OF BIRTHS, MARRIAGES AND DEATHS

9. The Middlesex County Council are responsible for the registration service throughout the county. Their scheme under the Registration Service Act, 1953 provides for eight Registration Districts, each of these Districts including the areas of two or more local councils. The populations of the Registration Districts

vary between Ealing with 465,240 and Uxbridge with 151,310 (Registrar-General's mid 1957 estimates). These arrangements are unwieldy. They involve the grouping of county districts which are not grouped for any other purpose. They are therefore inconvenient and confusing to the public. The Registration Service more than almost any other local government function is closely interwoven with the most personal events in the citizen's life. Its facilities should be readily and obviously accessible to the public who should be able to make use of them without having to visit several offices and in the end travel a considerable distance to find the right one. In short, the registration service should be available in the local town hall which is the place a citizen naturally applies to for a local government service. Special arrangements for particular establishments (*e.g.* large hospitals) could continue to be made. It is accordingly submitted that the local councils be the registration authorities for births, marriages and deaths rather than the county council.

LICENSING OF THEATRES AND CINEMAS
WEIGHTS AND MEASURES

10. In view of the specialised nature of the functions to be performed under these headings the group do not suggest any alterations in the present arrangement by which they are undertaken by the Middlesex County Council.

Printed in Great Britain under the authority of Her Majesty's Stationery Office
By J. W. Arrowsmith Ltd. Bristol 3.

J.W.A. 11/61 Wt. 1778 K6 S.O. Code No. 73-34-2

ROYAL COMMISSION ON
LOCAL GOVERNMENT IN GREATER LONDON

Written Evidence from Local Authorities, Miscellaneous Bodies and Private Individuals

VOLUME III

LOCAL AUTHORITIES—METROPOLITAN ESSEX, METROPOLITAN HERTFORDSHIRE AND LOCAL AUTHORITY ASSOCIATIONS

LONDON
HER MAJESTY'S STATIONERY OFFICE
1962

Explanatory Note.

The evidence submitted to the Royal Commission falls into the following categories:

(1) Written evidence of government departments,

(2) written evidence of local authorities and other bodies, e.g. local authority associations, the universities, professional bodies, political parties and groups, societies, and ratepayers' associations,

(3) written evidence of private individuals, and

(4) oral evidence from all these sources.

The evidence under (1) and (4) above has already been published by Her Majesty's Stationery Office. This further publication of written evidence which includes categories (2) and (3) above is in five volumes.

At the beginning of each volume there are reproduced the various letters which were sent by the Commission inviting the submission of written evidence, and the notice which was issued to the Press.

In selecting the evidence in (2) and (3) above for publication, the Commission decided:

(*a*) that it was not necessary to publish items received in evidence which were themselves already public documents, for example, schemes of delegation of functions, instruments of government of schools, booklets, etc.,

(*b*) to omit any representations which they considered to be outside their terms of reference, and

(*c*) to limit the publication of representations submitted by private individuals to those which the Commission considered most relevant to their inquiry.

This volume contains the written evidence from local authorities in Metropolitan Essex and Metropolitan Hertfordshire, and from Local Authority Associations.

The remainder of the evidence in (2) and (3) above is published in companion volumes.

CONTENTS

Page No.

Letter of 17th February, 1958, from Chairman of Royal Commission to Local Authorities inviting evidence .. (iv)
Letter of 20th February, 1958, from Secretary of Royal Commission to Miscellaneous Bodies inviting evidence .. (viii)
Press Notice issued on 20th February, 1958 .. (ix)
Letter of 24th March, 1958, from Chairman of Royal Commission to the Vice-Chancellors of Universities inviting evidence .. (x)
Letter of 19th August, 1958, from Chairman of Royal Commission to Local Authorities inviting further evidence .. (xi)

Metropolitan Essex

Essex County Council .. 1
Group of South West Essex Authorities .. 91

Urban District Council

Waltham Holy Cross .. 333

Borough Council

Harwich .. 340

Rural District Councils

Braintree .. 341
Epping and Ongar .. 342
Lexden and Winstree .. 343
Tendring .. 344

Metropolitan Hertfordshire

Hertfordshire County Council .. 345

Borough Council

Watford .. 383

Urban District Councils

Barnet .. 433
Bushey .. 443
Cheshunt .. 460
Chorleywood .. 477
East Barnet .. 505
Rickmansworth .. 518

Rural District Councils

Elstree .. 558
Hatfield .. 574
St. Albans .. 581
Watford .. 584

Parish Councils

Elstree, Shenley in Elstree Rural District .. 595, 596
Northaw in Hatfield Rural District .. 597
Abbots Langley, Aldenham, Sarratt, Watford Rural in Watford Rural District .. 600, 606, 613, 617

Local Authority Associations

Association of Municipal Corporations .. 623
County Councils' Association .. 627
Hertfordshire Borough and District Councils' Association .. 632
Metropolitan Boroughs' Standing Joint Committee .. 636
Middlesex Excepted Districts' Association .. 656
National Association of Divisional Executives for Education .. 675
Outer London Standing Joint Committee .. 684
Surrey Branch of the Rural District Councils' Association .. 688
Surrey County Association of Parish Councils .. 689
Surrey County Districts' Association .. 690
Urban District Councils' Association .. 693

Chairman's Letter to Local Authorities Inviting Evidence

Sanctuary Buildings, 16 Great Smith Street, London S.W.1.

17th February, 1958.

The Royal Commission on Local Government in Greater London, of which I am Chairman, has begun its consideration of the questions referred to it. A statement showing the membership and terms of reference is attached at Appendix A.

2. The Commission hope for the co-operation of the local authorities concerned and, for their part, as far as possible wish to meet the convenience of the authorities.

3. The Commission wish first of all to examine the effectiveness and convenience of the present organisation of local government in the area under review for the purpose of performing the functions entrusted to local government. The Commission intend to concentrate their attention in the first instance on the following services, viz:

Education
Environmental health services
Housing
Personal health and welfare
Town and country planning
Traffic.

Concurrently with all these, the Commission will consider the general aspects of finance and administration. The main functions which are comprised under the above headings are set out in Appendix B.

4. Your Council is therefore invited to submit evidence to the Commission and if it decides to do so, to deal with the matter under the following heads:

I. A description of the present arrangements within the Council's area for carrying out the functions specified in para. 3 above, irrespective of whether or not the Council is responsible for that service (either alone or jointly with others); and of any defects which have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

III. An outline of any views the Council may have on how these defects may be remedied.

An outline only is asked for at this stage. The Commission will afford the Council an opportunity later of supporting and, if desired, elaborating such views. Moreover, the Commission propose to regard such an outline as being of a preliminary nature only, which the Council would be free to enlarge upon at a later stage. If, on the other hand, the Council wish to put forward its fully detailed views at this stage, it is quite free to do so and also to deal with matters other than those referred to above which the Council may wish to bring to the notice of the Commission.

5. There is, of course, no objection from the Commission's point of view to local authorities combining to submit evidence or to their submitting evidence separately or jointly through their Associations.

6. The Commission would be glad if the Council could submit the evidence requested in para. 4 above as soon as possible and in any event not later than 17th May, 1958.

7. It would be appreciated if thirty copies of evidence could be submitted.

8. The Commission feel that they would be greatly helped if they could visit some of the local authority organisations in the area. These visits would be quite informal and their purpose would simply be to give the Commission some personal knowledge of the circumstances in which local authorities do their work. They would not be for the purpose of collecting evidence. While it would not be possible for them to visit every local authority in the area, the Commission would like to know at this stage whether in principle the Council would be willing to co-operate and to have their principal officers co-operate in a visit of this kind.

9. Finally, I might add that the Commission do not propose for the present to decide to what extent they will call for oral evidence or whether oral evidence would be taken in private or in public.

10. The Secretary of the Commission will, of course, give the Council any information and assistance which the Council may wish to have for the purpose of facilitating the preparation of their evidence.

Yours very truly,

E. S. HERBERT.
Chairman.

APPENDIX A

Chairman.

Sir Edwin Herbert, K.B.E.

Members.

Paul S. Cadbury, Esq., C.B.E.
Miss Alice Johnston, C.B.E.
W. H. Lawson, Esq., C.B.E.
Professor W. J. M. Mackenzie.
Sir Charles Morris.
Sir John Wrigley, K.B.E., C.B.

Secretary.

J. R. Niven, Esq.

TERMS OF REFERENCE

"To examine the present system and working of local government in the Greater London area; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District."

APPENDIX B

Education

- Education
- Agricultural Education
- Youth Employment Service

Environmental Health

- Baths, Wash-houses and Bathing Places
- Control of Water-courses, Ditches and Ponds
- Disinfestation of Premises and Articles
- Drainage of Trade Premises
- Mortuaries and Post-Mortem Rooms
- Public Conveniences
- Refuse Collection and Disposal
- Regulation of Buildings and Sanitation of Buildings
- Sewerage and Sewage Disposal
- Street Cleansing

- Burial Grounds, Cemeteries and Crematoria
- Parks and Open Spaces
- Powers and Duties under the Physical Training and Recreation Act, 1937
- Prevention of River Pollution

- Port Health Functions (where applicable)

Housing

- Provision of Houses
- Slum Clearance
- Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses
- Regulation of Buildings and Bye-laws

Personal Health and Welfare

- Powers and Duties under the National Health Service Acts
- Mental Health Services
- Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944
- Care of Children
- Registration of Nurseries and Child Minders
- Notification of Infectious Diseases
- Health Education

Town and Country Planning

- Town and Country Planning
- Powers and Duties under the National Parks and Access to the Countryside Act, 1949

Traffic

- Construction, Improvement and Maintenance of Roads and Bridges
- Street Lighting
- Naming of Streets and Numbering of Houses
- Parking Places
- Road Safety
- Bus Shelters
- Private Street Works

Secretary's Letter to Miscellaneous Bodies Inviting Evidence

Sanctuary Buildings, 16 Great Smith Street, London S.W.1

20th February, 1958

Sir,

I am instructed by the Royal Commission on Local Government in Greater London to inform you that the Royal Commission has begun its consideration of the questions referred to it. A statement showing the membership and the terms of reference is set out overleaf.*

2. If your organisation wishes to submit written evidence on all or any part of the terms of reference, the Commission will be happy to have it. It would be greatly appreciated if you could let the Commission have your evidence as soon as possible and in any event not later than 21st April, 1958, and if you could supply thirty copies of it.

3. There is, of course, no objection from the Commission's point of view to your organisation combining with other organisations to submit joint evidence.

4. The Commission's concern is with the organisation of local government within the area under review. Evidence should therefore relate to the effectiveness and convenience of local government machinery as distinct from the policies which individual local authorities may be applying in their various fields of activity.

5. The Commission do not propose to decide yet whether or to what extent they will require to hear oral evidence or whether oral evidence will be taken in private or in public.

I am, Sir,

Your obedient Servant,

J. R. NIVEN

Secretary

* Not reproduced—the same as Appendix 'A' to Chairman's letter of 17th February, 1958, to local authorities inviting evidence on page (vi).

Sanctuary Buildings, 16 Great Smith Street, London S.W.1.

Press Notice

The Royal Commission on Local Government in Greater London have written to all the local authorities in the area, explaining how the Commission propose to begin their investigations and inviting the local authorities to submit evidence. The letter states that the Commission wish first of all to see how the present arrangements are working in some of the main local authority functions such as education, environmental health services, housing, personal health and welfare services, town and country planning, and traffic.

The Commission are also prepared to receive evidence from members of the public. Any person who wishes to do so should send his evidence in writing to the Secretary of the Commission (Mr. J. R. Niven) at Sanctuary Buildings, 16, Great Smith Street, London, S.W.1.

20th February, 1958.

Chairman's Letter to the Universities Inviting Evidence

Sanctuary Buildings, 16 Great Smith Street, London S.W.1.

24th March, 1958.

I am writing to you as Chairman of the Royal Commission on Local Government in Greater London. (A statement showing the membership and the terms of reference of the Commission is attached).*

The purpose of this letter is to invite you to give the Commission your advice and help. It may well be that you have in the University particular scholars, or groups of scholars, who have made studies which have a special bearing on matters affecting the government of Greater London, evidence from whom would be of great value to us as members of the Commission. Obviously our first task is to assess how the present organisation of local government in Greater London works, what defects have been encountered and how far these defects are traceable to inadequacies in the machinery of government. But in order to do this we shall have to conduct our own enquiries over a wide field covering for instance the physical character of the Greater London area on the one side and the sociological character of the population on the other; and we are also concerned with the studies of specialists in Politics, Public Administration and Economics, who are interested in the affairs of London and other great cities.

While, no doubt, some individual scholars will be inclined to tender evidence to us on their own initiative, it occurs to us that it may be better in some cases to invite evidence from individual scholars and in other cases to invite groups of scholars to submit evidence to us jointly. I should be most grateful if you could consent to give me information about any work of likely concern to us which may be being undertaken in any one or more of the departments of the University; and in addition it would be of great assistance to us if you could tell us of any group of scholars who might well be approached, not as individuals but as a group.

Any help that you can give us in this matter will be of very great assistance to us and I shall be extremely grateful for it.

E. S. HERBERT

Chairman

---

* Not reproduced—the same as Appendix 'A' to Chairman's letter of 17th February, 1958, to local authorities inviting evidence on page (vi).

Chairman's Letter to Local Authorities Inviting Further Evidence

Sanctuary Buildings, 16 Great Smith Street, London S.W.1

19th August, 1958.

The Royal Commission have now received evidence from nearly all the local authorities to whom I wrote earlier this year. They have studied this evidence, including that submitted by your Council, and I should like to take this opportunity of thanking your Council for the pains that have evidently been taken in its preparation.

In due course we shall be inviting local authorities to meet the Commission for the purpose of giving those who have submitted written evidence an opportunity of discussing with the Commission any question the Commission wish to put and for the purpose of giving to representatives of the local authorities an opportunity of supplementing orally their written evidence. I shall be communicating with you later on upon this matter.

From our reading of the evidence already submitted it is evident that the representations of some local authorities will be of interest to others; indeed we are aware of instances where copies of such representations have already been exchanged or made available. In instances where the advice of the Royal Commission has been asked we have encouraged this practice.

I am now writing to you to say—

(*a*) that if your Council wishes to see the representations submitted by any other authority you are perfectly at liberty to approach that other authority;

(*b*) that if any other authority should approach your Council it would be in accordance with the wishes of the Royal Commission that your Council's representations should be made available to that other local authority;

(*c*) that the representations of all local authorities are available at the office of the Royal Commission for inspection by any local authority; and

(*d*) that if after such inspection your Council should wish to have copies of the representations of any local authority the Royal Commission will make arrangements for them to be supplied.

I should like also to remind you that the Royal Commission's original request to your Council was for outline evidence confined to what appeared to us to be major functions of local government. After the Royal Commission have received oral evidence we propose to give each local authority the opportunity, should they then so wish, of filling in the outline in more detail.

Should, however, your Council wish to submit further evidence upon any local government function not covered by my previous letter it would be a convenience if it were in our possession not later than the 1st November, 1958. As before we should like to have thirty copies.

May I repeat that we are most grateful for the co-operation your Council has given to the Royal Commission and I have no doubt that we may continue to rely upon receiving that co-operation during the continuance of our labours.

E. S. HERBERT

Chairman

Evidence Submitted by the Essex County Council

CONTENTS

PART I

DESCRIPTION OF PRESENT ARRANGEMENTS

EDUCATION *Page No.*

The County Council 3
Divisional Executives 3
Managing and Governing Bodies 4
Functions of Managers and Governors 4
Functions of Divisional Executives 4
Functions of the County Council 5
Agricultural Education 6
Youth Employment Service 7

ENVIRONMENTAL HEALTH

Control of Watercourses, Ditches and Ponds and Prevention of River Pollution 7
Mortuaries and Post-Mortem Rooms 7
Refuse Collection and Disposal 8
Sewerage and Sewage Disposal 8
Atmospheric Pollution 9
Food and Food Inspection 9
Milk Supply 9
Laboratory Service 9
Massage Establishments 9
Agencies for the Supply of Nurses 10
Registration of Nursing Homes 10
Action in Default 10
Parks and Open Spaces .. ..
Powers and Duties under the Physical Training and Recreation Act, 1937 .. .. } 10

HOUSING 12

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts 12
  Composition of Health Committee 12
  Decentralisation of Administration 13
  Health Area Sub-Committees 13
  Central Administration of certain Services 14
  Central Administration 14
  Area Administration 15
  Outline of Personal Health Services 15
Mental Health Services 21

Powers and Duties under the National Assistance Acts

  Statutory Duties 23
  Present arrangements for discharge of these functions 23
  Schedule of Accommodation 28

PERSONAL HEALTH AND WELFARE—continued. *Page No.*
Care of Children 29
Reception of Children into Care, etc... 29
Boarding out of Children 30
Residential Care for Children 30
Juvenile Courts 31
Adoption and Child Life Protection work 31
Information about Children's Services 31
Registration of Nurseries and Child Minders 32
Notification of Infectious Diseases 32
Health Education 32

TOWN AND COUNTRY PLANNING
Present Arrangements in outline 32
Practical operation of present arrangements 34
Powers and Duties under the National Parks and Access to the Countryside Act, 1949 35

TRAFFIC
Construction, Improvement and Maintenance of Roads and Bridges 36
Other Ministry of Transport functions 36
Miscellaneous county district council functions 36
County Administration 36

FINANCE (GENERAL)
Financial Control 37
Financial Administration 38

ADMINISTRATION
General 39
Supplies and Transport 40
Organisation and Methods 40

PART II

VIEWS, OBSERVATIONS AND COMMENTS OF COUNTY COUNCIL
(Paragraph 4—II and III—of the letter from the Chairman of the Royal Commission) 41
Table A 49
Table B 50
Table C 51

APPENDICES
A. **Education:** Specimen Divisional Administration Schemes—
* (1) Ilford Education (Divisional Administration) Scheme, 1945 –
* (2) Ilford (Further Education) Scheme of Divisional Administration, 1952 .. .. –
* (3) Ilford (Varying) Scheme of Divisional Administration, 1957 –
* (4) Essex (County Council) Education Divisional Administration Schemes, 1945, 1949 and 1953 .. .. –
* (5) Examples of the more important rules and regulations made pursuant to the Schemes of Divisional Administration .. –
B. **Health:**
(1) List of Statutory provisions 52
* (2) Arrangements for decentralisation .. .. –
C. **Planning:** Delegation of Planning functions—
* (1) Specimen form of agreement .. .. –
* (2) Directions issued pursuant to delegation agreement .. .. –
(3) Constitution of Area Sub-Committees 58

*—not reproduced in this publication.

PART I

1. The Essex County Council wish to accept the invitation to submit evidence to the Royal Commission contained in the letter, dated 17th February, 1958, from the Chairman of the Royal Commission to the Chairman of the County Council.

In accordance with the request contained in paragraph 4 of the letter above referred to the matter is dealt with under the Heads set out in the letter from the Royal Commission.

DESCRIPTION OF PRESENT ARRANGEMENTS

EDUCATION

The County Council.

2. The County Council are the local education authority for the Administrative County of Essex, including the Boroughs and Urban Districts now under review.

They have an overall statutory duty to provide primary and secondary schools, full-time and part-time education for those over school age (further education) and ancillary services (medical inspection, meals, milk) for school pupils. They are also the library authority for that part of the area which comprises Chingford, Chigwell, Wanstead and Woodford, Waltham Holy Cross, Romford and Hornchurch. The remaining five boroughs are autonomous library authorities.

Divisional Executives.

3. The day-to-day running of the schools and of certain further education institutions is, however, delegated to other bodies. The Education Act, 1944, required the County Council to partition their area by means of Schemes of Divisional Administration. Under these Schemes, Divisional Executives were set up, which exercise on the County Council's behalf certain functions relating to primary, secondary and further education.

Six of the boroughs in the area, namely, Barking, Dagenham, Ilford, Leyton, Romford and Walthamstow were permitted under the terms of the Act to frame their own Schemes of Divisional Administration and became Excepted Districts. The remainder of the area under review was covered by a County Scheme of Divisional Administration. The Boroughs of Chingford and Wanstead and Woodford and the Urban Districts of Chigwell and Waltham Holy Cross, after consultation, became part of the Forest Division administered from an office at Buckhurst Hill (Chigwell U.D.), while Hornchurch Urban District gave up excepted district status and was included in the South Essex Division administered from Upminster (Hornchurch U.D.).

Each of the six boroughs, as well as the South Essex and Forest Divisions, is administered by a Divisional Executive; which in the boroughs is the Borough Council but in the County Divisions is an *ad hoc* body consisting of persons appointed by the County Council and by each County District Council in the Division. County Divisional Executives and, in Excepted Districts, Committees for Education contain a proportion of members with special experience in education. It can, therefore, be said that the purpose of Divisional Executives specified in the Education Act, 1944 ("For the purpose of securing that the functions of local education authorities will be exercised with due regard to the circumstances affecting different parts of their areas and with the co-operation of persons having special knowledge of such circumstances . . .") has been carried out.

Managing and Governing Bodies.

4. The third tier of administration comprises the managing and governing bodies of primary and secondary schools. These are statutory bodies and under the Education Act, 1944, each school must be given a managing or governing body. The managers of county primary schools are appointed partly by the County Council (and Borough Council in the case of Excepted Districts) and partly by the county district concerned. The governing bodies of county secondary schools consist of representative governors appointed by the County Council and of a small proportion of co-opted members with special experience in education. (The managing and governing bodies of aided voluntary schools* contain a majority (⅔rds) of "foundation" members; the managing and governing bodies of controlled voluntary schools* only ⅓rd "foundation" members.)

* *An aided voluntary school is one whose managers are able and willing to contribute to the cost of bringing their school up to the standard of the building regulations of the Ministry of Education, and to meet the cost of structural repairs. Religious instruction in such a school is under the control of the managers. A controlled voluntary school is one whose managers have handed over entire financial control to the local education authority. Religious instruction in such a school must be in accordance with an agreed syllabus not representative of a particular denomination, though there is provision for denominational instruction to be given, where this is asked, for not more than two periods per week.*

Below is given a brief description of how the responsibility for administering education is divided between the three bodies described above.

Functions of Managers and Governors.

5. The duties of these bodies are set out in Rules (called Articles in the case of secondary schools) issued by the local education authority. Their most important duty is to appoint teaching and non-teaching staff for their schools and to serve on Joint Appointment Committees for the appointment of Heads. They are expected also to take a general interest in the school, and to see that it is being properly conducted and that the premises are in good order, making recommendations when necessary on any improvements or additions which may be required. They have some share in determining the use of the school premises out of school hours, and they have limited powers of expenditure on urgent repair work. They are, of course, entitled to submit to the Divisional Executive recommendations on any matter affecting the school which is outside their powers.

Functions of Divisional Executives.

6. These are set out in a County Scheme of Divisional Administration, which was drawn up by the local education authority for the County Divisions, and in Education (Divisional Administration) Schemes for each of the Excepted Districts, which were drawn up by the Borough Councils, each following the same pattern. Specimens are attached (Appendix A (1) (2) (3) and (4))†, including a variation scheme of 1957 which is applicable to Ilford Borough only but similar schemes are in course of being made in respect of other Excepted Districts.

Also, in Appendix A(5)† are some examples of the more important rules and regulations made pursuant to the Schemes of Divisional Administration.

In general, Divisional Executives are responsible for the day-to-day maintenance of the schools. Having submitted to the local education authority annual estimates of expenditure under a very wide variety of headings (for example, salaries of teachers, transport of pupils, provision of books, stationery and equipment) and having had those estimates approved, the Divisional Executive may spend sums up to the amount approved. Some of the principal responsibilities of a Divisional Executive in an Excepted District are listed below. These are broadly similar for County Divisions, but attention is drawn at the end of the list to a few of the points of difference, the general effect of which is to increase somewhat the degree of delegation to Excepted Districts compared with County Divisions.

---

† Not reproduced in this publication.

Part responsibility (shared with Education Committee) for appointment of Heads of secondary schools.

Appointment of Heads of primary schools.

Maintenance of school buildings.

Provision of school transport.

Provision of ancillary services for school pupils (milk, meals, clothing).

Ascertainment of children requiring special educational treatment and provision of such treatment in day schools or by means of child guidance clinics.

Construction of school buildings in specific cases where the local education authority have approved delegation of this function to the Divisional Executive.

Administration of evening institutes, community centres and youth centres, including up-keep of buildings and appointments of assistant teaching staff and non-teaching staff.

Part responsibility (shared with Education Committee) for appointment of Heads and Wardens of such institutions.

The functions of the County Divisions, in which, as already stated, Chigwell, Chingford, Wanstead and Woodford, Waltham Holy Cross and Hornchurch are included, are only slightly less extensive than the above. The powers to undertake building work are limited to such projects costing less than £2,000, as may be delegated to them by the County Council; furthermore, these latter powers are not included in the Scheme of Divisional Administration and can be revoked at any time by the County Council. The County Division has no power of itself to appoint the Head of a primary school; instead the Divisional Executive and the Managers form a joint committee, which submits a recommendation to the County Council. Again, the power of a County Divisional Executive to order school supplies can be controlled by "arrangements prescribed from time to time by the County Council," but an Excepted District has to make use of County contracts only if it can be shown that to do so is in the interests of economy. The local education authority must consult an Excepted District before making any general regulations but need not do so (though in practice they do) in the case of a County Divisional Executive.

Functions of the County Council.

7. It will be seen from what has been said that the County Council has delegated a great deal of the day-to-day administration of schools and further education institutions to Divisional Executives.

There are, however, a number of further education institutions which are administered directly by the County Council: for example, the technical colleges, including the major colleges in Dagenham and Walthamstow, the Essex Institute of Agriculture (which is dealt with below under "Agricultural Education"), the residential adult college at Theydon Bois, near Epping, the two residential youth centres at Thaxted and Wicken Bonhunt, and the Teachers' Training College at Clacton. Each of these has a governing body or the equivalent which is a Sub-Committee of the Education Committee. Their services are, of course, available to students living in the area under review.

Section 53 of the Education Act, 1944, places upon the County Council, as local education authority, the duty of securing that there are adequate facilities for recreation and social and physical training in their area, and enables them to establish, maintain and manage camps, holiday classes, playing fields, play centres and swimming baths. Under this section, the Council maintains not only the two county youth centres mentioned above, which are used for the training of youth leaders; but also three permanent camp sites at East Mersea, Danbury and North Ockendon. These are well equipped and have a full-time resident warden, and they are available for all types of schools, youth organisations, county youth centres and family groups. Apart from the major colleges at Dagenham and Walthamstow and the camp site at North Ockendon, all the institutions mentioned in this and the preceding sub-paragraph are outside the area under review. Under the same Section of the Act, competitive sporting events, county youth and adult drama festivals and a County Youth Music Festival are held each year, all of which benefit by drawing entrants from the whole of the administrative county.

Apart from these institutions and services, which are the direct concern of the County Council, there are certain other functions which remain its province.

First, there is the making of educational policy and its embodiment in the form of regulations, schemes, scales, instruments and rules of management, articles of government and staffing establishments. Typical of these are the County Schemes for payment of special responsibility allowances to teachers in schools, the scales for the award of maintenance allowances, free meals and school uniform and the scheme for the appointment of clerical assistants in schools.

Secondly, there is the formulation of the major and minor school building programme each year and the planning and construction of all new schools and extensions to schools where the work has not been delegated to an Excepted District or Divisional Executive. With the exception just mentioned, the furnishing and equipping of new schools is also their responsibility.

The Education Development Plan and the Further Education Scheme were also drawn up by the County Council and neither can be altered without their approval.

The County Council alone has the power to raise a loan, and the financing of all capital expenditure is in its hands. Its approval is needed to the acquisition and disposal of sites and properties, as well as to hirings and leasings.

Agricultural Education

8. This is a service which, on account of the relatively small number of students, must be based on a wide area. In Essex the Institute of Agriculture at Writtle, near Chelmsford, serves the whole of the present Administrative County and draws a large number of students from outside that area. At the present time the students are made up as follows:

From the area now under review	9
From the remainder of the County	74
From outside the County, including overseas students ..	117
Total	200

It is considered that the present well established arrangements are adequate and will continue for the foreseeable future to be adequate for the needs of the whole Administrative County.

Youth Employment Service

9. The Essex County Council have accepted the option given by the Employment and Training Act, 1948, to operate the Youth Employment Service in their area, and they administer this service directly through Youth Employment Committees, one of which operates in each of the boroughs and urban districts under review.

It is the responsibility of the Service to advise young people on conditions of employment, both in individual interviews and in talks given at schools, and, after a careful assessment of their capabilities, to endeavour to place them in the employment most suitable for them.

Young people throughout the area can also obtain advice from specialist Careers Advisory Officers on the County Staff, and it may be noted in passing that it would be extremely uneconomic to provide specialists of the same calibre in each borough and urban district. Another merit of the present arrangements is that there is complete interavailability of information over the whole of the area, a factor of great importance if the young people concerned are to get the advice and help they need.

ENVIRONMENTAL HEALTH

10. The County Council do not at the present stage desire to comment upon the discharge of their functions in the following matters by the County District Councils whose responsibility they are.

> Baths, wash-houses and bathing places; disinfestation of premises and articles; public conveniences; regulation of buildings and sanitation of buildings; street cleansing; burial grounds, cemeteries and crematoria; drainage of trade premises.

Control of Watercourses, Ditches and Ponds and Prevention of River Pollution

11. The sanitary condition of watercourses, ditches and ponds is primarily the responsibility of County District Councils, whereas the prevention of river pollution is, within their respective areas, the responsibility of the Lee Conservancy Catchment Board, the Essex River Board and the Port of London Authority. There is some concurrent jurisdiction on Thames-side in the matter of the prevention of river pollution as between the Essex River Board and the Port of London Authority in connection with which it is understood there is a working agreement which appears to be satisfactory. There is also a concurrent jurisdiction as between the local authorities and river boards in the matter of watercourses, ditches and ponds insofar as the legislation dealing with the prevention of river pollution also applies to them.

Section 161 of the Essex County Council Act, 1952, transferred to district councils the powers of the County Council under Sections 16, 17 and 18 of Part III of the Essex County Council Act, 1933. These powers relate to the protection and improvement of streams, prevention of flooding and clearing of streams. It has since not been necessary for the County Council to exercise its powers under the Land Drainage Acts in the area concerned.

The tidal River Thames presents a special problem, being very polluted on the borders of the area under review and it is felt that the arrangements for preventing this pollution require to be greatly strengthened.

Mortuaries and Post-mortem Rooms

12. Under Section 198 of the Public Health Act, 1936, Borough and District Councils have power to provide mortuaries and post-mortem rooms and to make charges for their use. Under Section 24(1) of the Coroners (Amendment) Act, 1926,

a Coroner has the right to order the removal of a body to a mortuary provided within his jurisdiction and this right extends to bodies removed from outside the area of the Council providing the building. This tends to create the situation that a progressive Council which exercises this power and provides a mortuary has brought to that mortuary, on the Coroner's order, bodies from the areas of Councils which have not provided mortuaries and, in the absence of any clear definition in Section 198 as to who may be charged for the reception of such bodies, the providing authority may in effect be providing a building to serve its own area and (in part) other areas. It is suggested that consideration might be given to the desirability of express power being conferred on the providing authority to make a charge upon another borough or district council from the area of which a dead body is removed to the mortuary on a Coroner's order if the circumstances are that the latter council has not provided a mortuary to serve its own area.

Refuse Collection and Disposal

13. The collection of refuse is a matter for county district councils and does not call for any particular observations apart from those which arise from the sometimes peculiar configuration of district boundaries. The disposal of refuse is, however, a more difficult matter.

About one million tons of refuse are disposed of in Essex each year from the City of London and the Metropolitan Borough Councils. Whilst a large part of this refuse is brought into the area of authorities outside Greater London, considerable quantities are brought to dumps on the Thames-side in the Hornchurch Urban District.

The authorities under review, with the exception of Romford, Hornchurch and Waltham Holy Cross, are likely to find it increasingly difficult to obtain suitable places for the disposal of their refuse, and a situation has already arisen as a result of which East Ham, West Ham and Ilford are disposing of refuse in the Hornchurch/Thurrock area under a scheme in the formulation of which the County Council took part. It is felt to be highly probable that within the foreseeable future it will be necessary for Barking to dispose of refuse in this area also. For some years Romford has deposited refuse in Hornchurch and, it is understood, is now considering disposing of refuse in Brentwood. Wanstead and Woodford has recently had to commence the disposal of refuse in Thurrock, and Chingford has disposed of part of its waste in the Harlow area. Leyton, Walthamstow, Dagenham and Chigwell may eventually be faced with the same kind of difficulties.

Further difficulties arise because considerable quantities of trade waste materials are brought to Essex or moved from one district for deposit in another. As a result whilst there are a considerable number of tips which are now controlled on a uniform basis by the Essex County Council in accordance with the Essex County Council Act, 1933, there are others which, depending upon circumstances, are subjected to little or no control by the local authorities.

The supervision of the dumps controlled under the Essex County Council Act, 1933, has been very successful. The work of supervision is undertaken by trained and experienced officers of the Council and not only are vast nuisances abated but it has resulted in the reclamation of waste land and derelict mineral workings. This work and that of dealing with planning applications for the establishment of refuse tips is made easier by the fact that the County Council is also the planning authority.

Sewerage and Sewage Disposal

14. The position in one area of the County only calls for comment. The existing arrangements for the disposal of sewage from Dagenham, Romford, the western parts of Hornchurch, and the western parts of Brentwood, are not satisfactory and

the position has caused concern since well before the late war. The four authorities concerned have been advised that a joint sewage disposal scheme should be formulated, and the Minister of Housing and Local Government has approved this in principle. The Authorities, however, have not yet reached agreement, despite the fact that such a scheme is felt to be essential, and also despite the fact that the County Council has assisted them by engaging the services of consultants.

Atmospheric Pollution.

15. Each county district council is responsible for the measurement of atmospheric pollution and for the enforcement of the provisions of the clean air legislation. In order to encourage the co-ordinated measurement of atmospheric pollution throughout the County the County Council has provided laboratory facilities on a cost price basis. It is essential that action to measure and prevent atmospheric pollution should be co-ordinated on a wide scale throughout the Greater London area of Essex. Means for securing this co-ordination should be considered.

Food and Food Inspection.

16. The supervision of food from a health point of view is carried out by all the county district councils in the area under review, all of them being Food and Drugs Authorities, excepting Waltham Holy Cross. Each local authority has appointed its own public analyst for food and drugs purposes—in each instance Messrs. Bernard Dyer and Partners.

The County Council provides a supplementary laboratory service free of charge for the examination of samples of food, milk, ice-cream, water and sewage in the areas named.

The County Council exercises a general responsibility to prevent the sale of tuberculous, etc., milk in the County by the carrying out of planned programmes of milk sampling by its own officers and by making available to local authorities the facilities of the County Council's free laboratory service. The County Council is also responsible in all those parts of the County for which it is the Food and Drugs Authority for the enforcement of the Milk Specified Areas Orders which require the sale of designated milks only. This presents no difficulty.

Milk Supply.

17. The County Council's arrangements in connection with laboratory facilities play no small part in ensuring the purity of the milk supply in the area under review and form part of the action taken by the County Council under Section 31 and the Sixth Schedule to the Food and Drugs Act, 1955. The milk supplied in the area is almost entirely pasteurized or sterilized, a small proportion being from tuberculin tested herds; the milk is sampled frequently and the milk bottles, churns and dairy equipment are kept under constant review. All milk supplied to schools is kept under particularly close supervision.

Laboratory Service.

18. As has been noted previously, in accordance with the provisions of Section 196 of the Public Health Act, 1936, the County Council provides a supplementary laboratory service which is available to every County district in the County. During 1957, 2,107 samples were submitted by county district councils which cost the County Council £2,380 over the whole county.

Massage Establishments.

19. The inspection of massage establishments within the County is carried out under Part IV of the Essex County Council Act, 1933, and the provisions of the Act are

generally enforced within the County by the County Council but the Borough Councils of Barking, Ilford and Leyton carry out delegated functions on its behalf. The Borough Council of Leyton has bye-laws setting out the minimum requirements in respect of such establishments.

Agencies for the Supply of Nurses.

20. The functions of the County Council relating to the licensing and inspection of agencies for the supply of nurses under the Nurses Agencies Act, 1957 have been delegated to the Borough Councils of Barking, Ilford and Walthamstow. There are two such agencies in the County; one is in the area under review.

Registration of Nursing Homes.

21. Under Sections 187 to 195 of the Public Health Act, 1936, there are 35 nursing homes registered in the Administrative County, twelve of them being situated in the area under review. The County Council's responsibilities have been delegated to the Borough Councils of Ilford, Leyton and Walthamstow.

Action in Default.

22. Bearing in mind the provisions of Sections 321 to 323 of the Public Health Act, 1936, the County Council maintains a constant supervision of the circumstances in the County affecting or likely to affect the public health of the community.

Parks and Open Spaces

Physical Training and Recreation Act, 1937

23. The powers and duties of the County Council with respect to the acquisition, appropriation, taking on lease and holding of lands as open spaces under the following enactments are delegated to and exercised by the County Planning Committee, except as to financial matters and the provision of school playing fields which is the responsibility of the Local Education Authority:

The Open Spaces Act, 1906.
The London and Home Counties (Green Belt) Act, 1938.
The Essex County Council Acts, 1933 and 1952.
The National Parks and Access to the Countryside Act, 1949.
The Town and Country Planning Acts.

The duty of considering applications for grants of financial assistance by the County Council towards expenditure or losses incurred by other local authorities (including Parish Councils) in the provision of local open spaces, either as new proposals or in the course of redevelopment of areas of bad lay-out or obsolete development, is delegated to the County Planning Committee. Such grants are made under the Physical Training and Recreation Act, 1937, and/or the Town and Country Planning Acts as appropriate.

The management of lands held on behalf of the County Council for Green Belt and open space purposes, insofar as parts of such lands have not been expressly declared to be open to the public, is vested in the County Smallholdings Committee with a view to their maintenance in effective agricultural production.

The acquisition, laying out and maintenance of local open spaces for public use within the Commission's area of review is undertaken mainly by the county district councils under powers conferred directly upon them by the Public Health Acts, the Open Spaces Act, 1906, and the Town and Country Planning Acts, together with certain Local Acts.

Under the Town and Country Planning Act of 1947 the County Planning Committee secures, by way of allocating in the County Development Plan, the reservation of land for green belts, for public and private open spaces and for school playing fields as requisite to meet the requirements for additional local and regional open space. In this connection the County Planning Committee has a broad and onerous responsibility for securing the implementation of the open space standards recommended for Greater London in particular; of making provision, so far as is territorially practicable from time to time, for dealing with open space deficiencies which cannot be met within the boundary of any particular county district; and, by exercising planning control over development by public authority or private enterprise, of resisting encroachment upon existing and proposed open spaces by other forms of development.

The Report of the Survey accompanying the Metropolitan Essex Town Map (relating to the whole of the Essex sector of the Commission's review area, except the major part of Waltham Holy Cross U.D.) recorded that at June, 1949, there was an estimated net deficiency, relative to the adopted standard of 7 acres of open space (excluding school playing fields) per 1,000 of the resident population at that date, of some 2,400 acres of public playing fields and some 900 acres of private playing fields (other than school playing fields). After allowing for the allocation of land for additional open space and the changes in resident population expected to take place during the 20 year period covered by the first County Development Plan, it was estimated that the net deficiency of public playing fields in the areas of the 10 county districts (excluding Waltham Holy Cross U.D.) would have fallen only to some 1,600 acres by 1971; and the net deficiency of private playing fields would still be approximately 900 acres. The making good of these deficiencies calls for co-ordination of demands upon the fringe areas of the Green Belt adjoining the built-up area of London, where these demands require to be balanced against corresponding deficiencies that exist within Inner London and the maintenance of agricultural production in the Green Belt. The deficiency is incapable of local solution within the individual districts of most of the authorities except by transfer of population from some of them on a greater scale than hitherto contemplated. The incidence of open space deficiency varies widely as between the congested inner areas adjoining the County of London and the more open areas on the outer fringe of the Review Area.

Within the Essex portion of the Commission's review area, the City of London Corporation holds large tracts of land (upwards of 5,000 acres in extent), mainly afforested, under the Epping Forest Act of 1882. Open portions of this land, as at Wanstead Flats, have been laid out for organised games and are shared by clubs from Inner London and from Metropolitan Essex.

The London County Council hold, within the Commission's Area, Hainault Forest, some 790 acres in extent, of which some 300 acres have been laid out as a public golf course.

The Forests as a whole are widely used and enjoyed by people from all parts of London; but owing to their physical character and levels and usage as regional open spaces, they cannot be made to meet the aggregate deficiencies of public and private playing fields referred to in the preceding paragraph.

Outside the main built-up areas of London the Essex County Council, acting in conjunction with the London County Council has purchased, under the London and Home Counties (Green Belt) Act, 1938, large areas now forming part of the Metropolitan Green Belt reservation in the County of Essex Development Plan. Some 2,460 acres of this land purchased for the Green Belt lie within the Essex portion of the Commission's area of review, and a further 2,790 acres closely adjoin the outer boundary of the review area. These lands are enjoyed as open country by London as a whole and by people living within the Metropolitan Essex area in particular.

As previously stated the Essex County Council has also acquired as education authority large areas for organised camps and recreation at North Ockendon, Danbury Park and East Mersea; these facilities are widely used by people from the London area of Essex.

The Essex County Council also contributes to the annual cost of the National Trust in maintaining as public open spaces Hatfield Forest, Danbury Common and Lingwood Common; these are extensively used as regional open spaces, largely by people from the London Area.

HOUSING

24. This is almost exclusively a function of County District Councils.

The County Council has not exercised its discretionary powers under the Small Dwellings Acquisition Acts or under Sections 4 and 5 of the Housing Act, 1949, to make advances to assist persons to acquire, re-condition or convert houses or to guarantee house purchase advances by building societies. The County Council has not been unmindful of the need for the operation of these provisions in the County which, however, it considers are functions clearly related to those of local housing authorities and should, therefore, be operated by the county district councils.

Following the receipt of Ministry of Housing and Local Government circular 42/54, the County Council convened a conference of representatives of all councils of county districts in the County and of the County Council at which, in fact, 39 of the 43 local authorities were represented. At this conference it was decided that the Borough and District Councils not already doing so should consider operating the provisions of not only the Small Dwellings Acquisition Acts, but also of the Housing Act, 1949. One intention of the conference was to endeavour to achieve some measure of uniformity in the exercise of these functions throughout the County and recommendations and observations to this end were made by the conference for consideration by the local authorities in the County.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

25. As local health authority for the administrative County under Section 19 of the National Health Service Act, 1946, the County Council has, in conformity with Part II of the Fourth Schedule of the Act, appointed a Health Committee to which is delegated the Council's powers and duties in taking part in the promotion of a comprehensive health service designed to secure improvement in the physical and mental health of the people of the County and the prevention, diagnosis and treatment of illness, for which matters the Minister of Health is responsible under Section 1 of the Act. Proposals under Section 20 of the Act have been submitted to, and approved by the Minister.

As local education authority, the County Council is required to establish a School Health Service, and is responsible, under Section 48 of the Education Act, 1944, for, inter alia, medical inspection of children attending school and the provision of free medical treatment for these pupils.

The County Council has divers other functions discharged through its Health Committee affecting the health of the community, and a list of the statutory powers and duties concerned is attached (Appendix B(1)).

Composition of Health Committee.

26. The Health Committee's membership is as follows:

Thirty-seven members of the County Council; three other persons, specially qualified in Health matters, appointed by the County Council; sixteen other members nominated as follows:

One from each of the County Health Committee's eleven health area sub-committees; one each from the North-East Metropolitan Regional Hospital Board, the Executive Council for Essex and the Local Medical Committee; and two from approved voluntary organisations.

The Health Committee meets seven times a year.

Decentralisation of Administration.

27. In accordance with the terms of Ministry of Health Circular 118/47, of the 10th July, 1947, the County Council has brought into operation a scheme of decentralisation of administration by which the administrative County is divided into eleven health areas, each with a health area sub-committee. The area boundaries in all cases are co-terminous with those of the divisional executives for education, whose functions include those relating to the school health service.

This was felt to be desirable both from the point of view of economy and facility of administration.

All County District Councils have accepted the Scheme.

Of the eleven areas, eight are, in whole or in part, within the area under review by the Royal Commission. They are as follows:

No.	*Area*	*Constituent County Districts*	*Acreage*	*Population* 1948	1957
4	South Essex	Brentwood U.; **Hornchurch U.;** Thurrock U.	78,589	204,730	263,930
5	Forest	**Chingford B.;** **Wanstead & Woodford B.;** **Chigwell U.;** Epping U.; Harlow U.; **Waltham Holy Cross U.;** Epping & Ongar R. (western part)	62,978	175,037	238,990
6	Romford	**Romford B.**	9,342	72,610	111,800
7	Barking	**Barking B.**	3,877	78,890	75,070
8	Dagenham	**Dagenham B.**	6,554	111,500	114,400
9	Ilford	**Ilford B.**	8,425	183,400	179,600
10	Leyton	**Leyton B.**	2,594	106,100	99,670
11	Walthamstow	**Walthamstow B.**	4,342	122,700	115,300

Health Area Sub-Committees.

Composition and Meetings.

With three exceptions, each health area sub-committee of the Health Committee has 29 members appointed as follows:

By the Health Committee, seven members of the County Council, at least one of whom is nominated by the Education Committee, and seven other persons representing the following interests:

Hospital Management Committee or Committees.. ..	1
Executive Council for Essex	1
Local Medical Committee	1
Voluntary Organisations	4

The constituent County District Councils nominate 15 or 16, according to total membership of individual sub-committees.

The area sub-committees normally meet seven times a year in accord with the Health Committee's programme of meetings.

Functions.

The sub-committees' functions are detailed in "Arrangements for Decentralisation of Local Health Functions, 1948" (Revised 1954), a copy of which is set out in Appendix B(2).

In brief, subject to directions given from time to time by the County Council and to certain limitations and conditions, the functions include the day to day administration of services provided under Sections 21 to 26 inclusive, and Sections 28 and 29, of the National Health Service Act, 1946, and, as an ancillary, the management of premises and land and of financial arrangements including the preparation and submission of estimates of income and expenditure. The sub-committees assess and recover charges; institute legal proceedings; keep records and furnish returns. Within approved establishments they engage, control and terminate the appointments of all except senior staff. In all but one area appointments of staff receiving salaries not exceeding £1,000 a year are dealt with by staff sub-committees.

Central Administration of certain Services.

28. Certain services and functions of the Health Committee have not been decentralised, and, where appropriate, *ad hoc* sub-committees have been set up centrally; their composition including a number of members, who are not members of the County Council, representing health area sub-committees and other interests.

The main matters wholly retained are:

(1) The Ambulance Service (Section 27 of the Act of 1946).

(2) The Mental Health Service (Lunacy and Mental Treatment Acts, 1890—1930; Mental Deficiency Acts, 1913—1938; Section 51 of the Act of 1946, and the functions of prevention of illness, care and after-care, under Section 28 of the 1946 Act, insofar as these relate to Mental Health).

(3) Training of nurses and midwives in the County Council's Training Homes, and management of those homes.

(4) The appointment of certain medical, dental, nursing and medical auxiliary staff.

(5) The administration of funds, investments, and securities handed over to the County Council by the former Essex County Nursing Association and District Nursing Associations.

Central Administration.

29. Subject to the general control of the Health Committee, the County Medical Officer of Health, who is also the Principal School Medical Officer, is responsible to the County Council for the organisation and operation of all the health services provided by the Council.

In this he is assisted in the Central Office of his department by a medical staff of five (Deputy County Medical Officer of Health, and four Senior Medical Officers, each of whom specialises in at least one particular aspect of the services) and fourteen other whole-time professional or technical officers as set ont below:

Chief Dental Officer; Superintendent Nursing Officer; County Ambulance Officer; two Assistant County Ambulance Officers; Health Education Organiser; Domestic Help Organiser; Supervising Duly Authorised Officer and Petitioning Officer; Assistant Duly Authorised Officer and Petitioning Officer; Statistician; County Health Inspector; two Assistant County Health Inspectors; Sampling Officer.

Area Administration.

30. The day to day administration and operation of the services delegated to the Health Area Sub-Committee is, subject to the general control of the sub-committees, in charge of an Area Medical Officer for each area, who, in the interests of complete co-ordination of services, in every instance also holds the post of Divisional School Medical Officer as well as that of Medical Officer of Health of at least one of the county districts comprising the area. The three posts in each case together constitute a whole-time mixed appointment, the allocation of time to each post being agreed as between the County Council and the district council concerned upon a percentage basis to suit the particular circumstances of each case.

There is an establishment in respect of medical, dental, nursing and other staff which is kept under constant review and varied from time to time as necessary.

In the six health areas co-terminous with the Boroughs of Romford, Barking, Dagenham, Ilford, Leyton and Walthamstow, the Town Clerks carry out on behalf of the Clerk of the County Council, his duties in relation to the area sub-committees as sub-committees of the County Health Committee; similar part-time County Council appointments, relating to finance and care and maintenance of buildings, are held by the Borough Treasurers and Borough Engineers or Education Architects as the case may be.

The organisation described above with its wide degree of decentralisation gives to local members and officers an extensive control of local services.

People living within the administrative County are free to use the services available in all health areas and are not restricted to those of the area within which they live.

Outline of Personal Health Services.

31. In fulfilment of an undertaking given when the National Health Service Act, 1946, came into operation the County Council has maintained throughout the County services previously provided both by itself and other authorities insofar as those services are now its responsibility and has continued to develop them.

The following are the health services provided by the local health authority.

(*a*) *Health Centres. (Section* 21 *of the National Health Service Act,* 1946.*)*

Restrictions on capital expenditure have seriously hampered the County Council's programme for the provision of health centres. Only two have so far been built, and one of those, at Harold Hill, Romford, in use since July, 1954, is within the review area. This centre serves the population of the London County Council's Harold Hill Estate at Romford.

Certain clinics which it is hoped to provide in the review area during the next year or two will be so designed that, if and when the need arises the Government approvals are received, they may be converted into health centres. Of these there will, it is hoped, be two in each of the following county districts: Ilford, Dagenham, Barking, Walthamstow and Hornchurch, and one in Chigwell Urban District.

(*b*) *Care of Mothers and Young Children (Section* 22 *of the National Health Service Act,* 1946*). School Health Service (Section* 48 *of the Education Act,* 1944).

The organisation of the Health Department, both centrally and in the areas, ensures that the services provided under the National Health Service Act, and the School Health Service, are dealt with by the same staff as a unified service, and continuity of supervision is also ensured by the fact that the County Council's medical, dental and nursing staff, in the main, undertake combined duties in connection with both services. Close liaison is also maintained with the Children's Officer, and the staff of her department.

Clinics.

The provision of *ad hoc* clinic premises throughout the whole County to replace premises which are not entirely satisfactory has been hampered by financial restrictions: nevertheless, those in use in the review area for welfare clinics, ante and post-natal clinics, women's welfare clinics, relaxation classes, dental clinics, minor ailment clinics, and many kinds of specialist clinics, compare favourably with those elsewhere in the County.

The clinic service has been developed in accordance with the needs of the population and a large proportion of the clinic sessions are in the review area.

Normally clinics are staffed by medical officers, nurses and midwives, employed by the County Council and under the control of the area sub-committees, but within the review area there are certain variants.

In Ilford home-confinement cases receive ante-natal care from private medical practitioners and from midwives employed by the County Council in the health area, and their post-natal examinations are carried out by the private practitioners whereas, by arrangement with the hospital authorities, hospital confinement cases receive ante-natal and post-natal attention from the County Council's medical staff at clinics, the larger proportion of which are held at the Ilford Maternity Hospital.

In Barking, Dagenham and Ilford, specialist ante-natal sessions are carried out by senior hospital medical officers.

School Health Service.

A comprehensive school health service is provided at the larger clinic premises in the review area, where treatment is given for minor ailments and dental defects. Children are also immunised against diphtheria and whooping cough, vaccinated against smallpox and poliomyelitis and with B.C.G., and given ultra-violet light treatment, speech therapy aand child guidance.

School children are medically inspected regularly and those requiring treatment visited in their homes with a view to advising their parents.

All the necessary facilities for the ascertainment and education of handicapped pupils are available, and open-air schools are provided.

The Unmarried mother and her Child.

The County Council has an arrangement with the Chelmsford Diocesan Moral Welfare Association to ensure that every effort is made to assist in the rehabilitation of unmarried mothers and to care for their children. The Association, whose officers give much in the way of friendship and advice to a large number of girls and women every year, maintains five shelters in the County (two of which are situated in the area under review) and also a Maternity Home for very young girls in the rural area of the County. In some cases the children are placed in the care of foster parents by the Children's Department.

Day Nursery Service.

In 1948, 26 day nurseries provided 1,263 places in the area under review. Since then, however, the demand has fallen; a number of nurseries have been closed, and in the area there remain 766 places in 15 nurseries, which are considered to be adequate to meet the needs of those placed in priority categories including sole wage earners, widows, widowers, parents separated, divorced or deserted, unmarried mothers, those whose circumstances are effected by illness or emergency and certain people recommended for medical and socio-economic reasons.

Dental Service.

The facilities for dental inspection and treatment are shared between the two services which are being dealt with under this heading. They are restricted only by the national shortage of professionally qualified staff as a consequence of which it has been a practical impossibility to provide anything like the service which it is desirable to provide. At the present time the equivalent of 40.09 qualified dental officers are employed (the establishment provides for the employment of 94 such officers) the equivalent of 23 being employed in the area under review.

Two dental laboratories for the production of dentures and appliances function in the County, one in Barking and the other in Walthamstow, both of which are approved for the purpose of training apprentice technicians. In connection with these laboratories generally it should be noted that there is a lower turnover limit at which they become uneconomical; a large authority like Essex has ample work to keep two laboratories (and, in all probability, a third) at maximum efficiency, but the question of whether smaller units of administration would be economical is a matter of doubt.

The work of the laboratories is supplemented by the allocation of work to private dental mechanics to the profession.

The present Administrative County as a unit for the provision of an adequate dental service for mothers and children, enables available resources to be pooled for the benefit of migratory populations, makes general supervision an economic proposition, and facilitates the recruitment of such personnel as is available.

Welfare Foods.

In connection with the distribution of welfare foods (a service which was transferred from local food offices to the County Council in 1954) distribution is carried out from 450 centres, including chemists' shops and some manned by voluntary workers, 160 of which are situated in the area under review.

Child Guidance.

The child guidance service is completely integrated throughout the County and although the arrangements for individual clinic sessions are under the control of the appropriate Divisional Executive, catchment areas disregard the boundaries of County District Councils. In the area under review there is a clinic at Ilford serving the Boroughs of Ilford and Barking; at Romford serving the Boroughs of Romford and Dagenham, and at Walthamstow serving the Boroughs of Walthamstow and Leyton and the Forest Educational Division.

Audiometry.

Surveys to measure the hearing acuity of school children are carried out throughout the County by a centrally appointed audiometrician. Eight surveys have, in the past, been conducted in the area under review.

(*c*) *Midwifery Service (Section* 23 *of the National Health Service Act,* 1946*). (Midwives Act,* 1951*):*

The County Council's objective is to provide in the review area as in all the urban areas one midwife per 66 domiciliary births a year. In the year 1957, 67 full-time midwives and 185 nurses doing both midwifery and home nursing were employed in the County, and 106 pupil midwives received part of their training under County Council arrangements. The question of midwife training is dealt with below. In the area under review 77 midwives attended 4,382 births.

Supervision of midwives under the 1951 Act is decentralised.

(*d*) *Health Visiting (Section* 24 *of the National Health Service Act,* 1946*).*

The County Council intends ultimately to employ one health visitor to every 4,000 population, but shortage of suitably qualified staff has slowed recruitment although the Council's sponsoring of training at the South East Essex Technical College, Dagenham, has proved a useful recruiting factor which might well be affected by any major local government re-organisation. In the County as a whole the numbers employed have increased from 184 in 1948 to approximately 280 full-time health visitors, tuberculosis visitors and school nurses in 1957, and of these approximately 160 (one to 6,000) are in the area under review.

(*e*) *Home Nursing Service (Section* 25 *of the National Health Service Act,* 1946*).*

The County Council proposes to employ one home nurse for every 5,000 population throughout the County but, here again, the national shortage of qualified nurses makes itself felt. However, from a figure of 137 whole-time district nurses in 1948, the County Council has expanded the service to the equivalent of a total of 299, of whom 114 are whole-time nurses and 185 are nurses who are part-time midwives. In the area under review the numbers employed are as follows:

	Whole-time	*Part-time*
Home Nurses	106	30
Home Nurse Midwives	27	1

The County Council has made arrangements and continued others, in operation before 1948, for the training of nurses and midwives in training homes.

Within the review area are the County Council's Lady Rayleigh Training Home at Leytonstone which is believed to be the largest of its type in the country; others at Dagenham and Walthamstow and four small ones at Barking, Dagenham, Ilford and Walthamstow. The only County Council home outside the review area is a small one at Colchester.

Training of midwives is integrated with that of the nurses and because of the specialised arrangements which the training schemes involve, control of the service has in the main been retained centrally by the Health Committee.

The training schemes are valuable for recruiting home nurses and midwives to the County service. The focal point of the schemes lies in the review area, and any alteration of local government areas might very well disrupt the organisation.

(*f*) *Vaccination and Immunisation (Section* 26 *of the National Health Service Act,* 1946*).*

In the review area, as in the rest of the County, the following are performed:

(i) Vaccination against smallpox.

(ii) Immunisation against diphtheria.

(iii) Immunisation against whooping cough, introduced generally since 1953, though in some areas continued from before 1948 as a service already in operation.

(iv) Vaccination against poliomyelitis.

Bacillus Calmette-Guerin vaccination is dealt with below.

Inoculations are performed both by general medical practitioners in their own surgeries and by the County Council's medical staff at health service clinics.

(g) *Prevention of Illness, Care and After-care (Section* 28 *of the National Health Service Act,* 1946*).*

The County Council provides a multiplicity of services under this heading. Those in connection with tuberculosis are compulsory (Ministry of Health Circular 118/47 of the 10th July, 1947) whereas those dealing with other types of illness (illness generally) are provided under permissive powers.

(i) Provision for the Tuberculous.

(1) Health and Tuberculosis Visitors visit patients in their own homes and attend hospital chest clinics, thus providing a close link between diagnostic and curative work and the preventive and care measures. They are also responsible for ensuring that, when necessary, contacts of the tuberculous attend chest clinics.

(2) The County Council makes annual grants to 17 voluntary tuberculosis care associations, of which the following operate in the review area:

Barking
Ilford
Romford and Hornchurch
Dagenham
Leyton, and Wanstead and Woodford Forest

The associations perform a number of functions, some of which statutory authorities are not empowered to carry out.

(3) On request sectional open air shelters are supplied by the County Council on loan, free of charge, but the demand for these in the area under review is now small.

(4) Chest physicians employed by the Regional Hospital Board who also are employed part-time by the County Council carry out B.C.G. Vaccinations upon child contacts and the County Council's medical staff vaccinate school children in the 13 year old group.
Of a total of 11,368 vaccinations carried out in the County in 1957, 7,416 were in the review area.

(5) The County Council has a centrally administered arrangement with a voluntary body for the supply of books to the tuberculous to avoid, in certain cases, the use of library books.

(6) Upon the recommendation of chest physicians patients are provided free of charge with periods of rehabilitation and training at the village settlements established for this purpose, and occupational therapy in the home is also provided, there being two full-time occupational therapists engaged in the review area, each of whom is allocated to three health areas. They are fully occupied.

(7) Also upon the recommendation of chest physicians, one pint of free milk per day is provided and in December, 1957, 917 patients in the review area were receiving this.

(ii) Other Illnesses.

Facilities for dealing with other illnesses and illness generally include:

(1) Provision of two or three weeks convalescence at a charge not exceeding three guineas per week, this amount being abated in cases of hardship.
Of 694 people who enjoyed this facility in 1957, 516 lived in the review area.

(2) The provision on loan, free of charge, to patients nursed at home, of sick room equipment, wheel chairs, crutches, etc. The larger articles are dealt with centrally; the smaller, by the health areas. In December, 1957, of 4,037 articles on loan, 2,421 were in the review area.

(3) Health visitors regularly visit old people in their homes to advise them on health matters. In Dagenham there is an experimental old people's clinic where advice is given upon medical and social problems.

(4) Chiropody services provided by some district councils before 1948 are continued, but national policy has prevented an extension of these services. Nevertheless the County Council has certain funds from which grants to voluntary associations are made for this purpose.

(5) In co-operation with medical practitioners, health visitors call upon and advise epileptics, approximately every six months.

(h) Domestic Help Service (Section 29 *of the National Health Service Act,* 1946*).*

The domestic help service has been very considerably developed since the introduction of the National Health Service. In 1957 the number of hours of help provided was 1,823,305, of which 946,951 hours were provided in the review area.

A training course for domestic helps centrally organised is held from time to time, this being arranged so as to avoid interfering with the proper running of the service. It is felt that it would be most difficult for sufficient helps to receive such training without disrupting the service if smaller units of local government were involved.

A limited night attendance service for sick people is available and this operates in the review area.

(i) The Ambulance Service (Section 27 *of the National Health Service Act,* 1946*).*

The service which is centrally administered operates under two Divisional Controls: No. I Control at the newly erected Ilford Ambulance Station covering the Boroughs of Barking, Chingford, Dagenham, Ilford, Leyton, Romford, Wanstead and Woodford, and Walthamstow and the Urban Districts of Chigwell and Hornchurch. No. II Divisional Control, operating from Chelmsford, serves the remainder of the County including a small part of the review area.

The Divisional Controls are equipped with two-way radio and are manned 24 hours a day, thus keeping in communication with the ambulance vehicles equipped with two-way sets. The two Controls have direct line telephone intercommunication and, so far as No. II Division is concerned, direct lines to all ambulance stations.

Emergency (999) calls are passed direct to the Controls from which the nearest ambulance is directed by radio to the scene of the incident.

Each Control is responsible for the day-to-day planning of its ambulance journeys, including out-county journeys and those carried out by road and rail and for dealing with emergency calls.

There are, at present, 27 directly provided ambulance stations and four others operating on an agency basis. Of the former eight are in No. I Division but it is, intended to reduce this number to five main stations, two of which have already been built; one at Dagenham, known as the Barking/Dagenham Station, and the one at Ilford already mentioned. The siting of new stations is not influenced by the boundaries of county districts, but is decided by the needs of the Divisions as a whole.

Of the 122 ambulances and 82 sitting case vehicles, 60 of the former, and 40 of the latter operate in Division I. Twenty-six ambulances and 11 sitting case vehicles are held in reserve for use in either division.

In addition some of the hospital car service cars provided by the British Red Cross and the Order of St. John are attached to selected ambulance stations and are under the direct operational control of the ambulance service.

The County Council co-operates with neighbouring local health authorities in day-to-day work and in order to supplement ambulance services should the need arise. It also has similar arrangements with voluntary bodies and business concerns which have their own ambulances.

In 1956, 632,775 patients were carried by the service as a whole, the total road mileage being 4,337,453, and in Division I the figures for that year were:

Patients	372,464
Road Mileage	1,747,346

The County Council has an ambulance service major disaster procedure, the service working in close co-operation with the police, hospitals, the fire service, the civil defence service and other organisations.

The procedure has twice been put into operation; during the East Coast floods in 1953, and on the occasion of the Dagenham railway accident earlier this year. On both occasions the procedure worked extremely well; in the latter case, in dense fog.

Mental Health Services

32. Very briefly the County Council's mental health service functions are:

(Under the Mental Deficiency Acts, 1913-38).

To ascertain, and provide suitable supervision for mental defectives and to secure, where necessary, that they are cared for in institutions or placed under guardianship, including making provision for guardianship.

The County Council has also to provide suitable training or occupation for defectives under supervision or guardianship.

(Under the Lunacy and Mental Treatment Acts, 1890—1930).

To provide for the services of authorised officers to take initial proceedings for securing the care and treatment of persons suffering from mental illness.

(Under the National Health Service Act, 1946, Section 28).

The Council has the power and, to the extent that the Minister of Health may direct, the duty, to arrange for the care and after-care of people in the community who are mentally ill or mentally defective.

The following staff are employed. Two medical officers (one whole-time and one part-time), part of whose duty is to carry out the ascertainment of mental defectives. Under a supervising duly authorised officer and an assistant supervising duly authorised officer, who both act as petitioning officers, there are 24 authorised officers who cover the whole County. There are also a psychiatric social worker and a mental welfare visitor and a total of 55 whole-time and 29 part-time personnel who staff the County Council's eleven occupation centres.

Detailed information as to the allocation and availability of the authorised officers is in the possession of medical practitioners, the police and clerks to the justices. The officers are available day and night, and to ensure that they may be readily contacted and answer calls immediately, they are provided with telephones and transport.

For the convenient and efficient operation of the service, the County is divided into seven areas, three of which are in the review area.

Each area has a sub-office from which the authorised officers carry out their work during normal office hours.

Prior to 1948 there was a well established service for mental defectives, and since then the County Council has developed it considerably, not only in the provision of a continuous day and night service for the mentally ill, the maintenance of which is considered to be of the greatest importance, but also in the provision of community care for the mentally defective which includes, supervision of defectives and the furnishing of necessary reports upon them, the after care of patients discharged from mental hospitals and from the forces (on psychiatric grounds). A considerable amount of assistance is given in finding employment and in domestic and other problems.

Arrangements are made for patients to attend social clubs and a rehabilitation centre conducted by voluntary organisations, and they are, when necessary, provided with recuperative convalescence.

The County Council has eleven occupation centres for the training and occupation of mental defectives, and it is expected that two more will be provided shortly. Of the existing centres seven, with a total accommodation of 507, are in the review area.

As far as possible pupils are afforded the same facilities as normal school children. Mid-day meals are supplied through the school meals service, and free milk is available to all pupils under 16 years of age.

Visiting medical officers regularly carry out medical examinations and transport is provided to take the pupils to and from the centres.

The County Council makes arrangements with the appropriate hospital boards for long term institutional care of patients and, in cases of urgent necessity, arranges for short term care of mental defectives.

The details of patients dealt with by the County Council in the review area in 1957 are:

(1) Under the Mental Deficiency Acts, 1913-38.

Under statutory supervision	779
Under voluntary supervision	837
Under guardianship	53
On licence	24

(2) Under the Lunacy and Mental Treatment Acts, 1890-1930.

Admissions	574
After-care	29

There is a grave and persistent shortage of institutional accommodation and consequently the hospital boards have waiting lists which for the whole County totalled 245 on 31st May, 1958. Of these 108 were resident in the review area.

A comprehensive picture of the requirements of the County as a whole and an accurate assessment of priorities which the waiting lists necessitate is provided through a central co-ordinating machinery. The service is a highly specialised one for which field and administrative staff cannot be trained quickly. The dispersal of the existing trained professional and administrative staff which any measure of decentralisation would necessitate, would it is felt seriously impair the service. Moreover decentralisation would, without a doubt, entail duplication of appointments to a considerable extent.

Powers and Duties under the National Assistance Acts

Statutory Duties.

33. The duties of the County Council for the provision of welfare services under the National Assistance Act, 1948 are as follows:

(1) The provision of residential accommodation for persons who, by reason of age, infirmity or other circumstances, are in need of care and attention not otherwise available to them (Section 21(1)(a)).

(2) The provision of temporary accommodation for persons who are in urgent need of it in circumstances which could not reasonably have been foreseen or in such other circumstances as the Authority may in any particular case determine (Section 21(1)(b)).

(3) The making of arrangements for promoting the welfare of persons who are blind, deaf or dumb and other persons who are substantially and permanently handicapped by illness, injury, congenital deformity or such other disabilities as may be prescribed by the Minister of Health (Section 29).

(4) The registration of homes for disabled persons and old persons (Section 37) and of charities for disabled persons (Section 41) and, in certain circumstances, the temporary protection of movable property (Section 48).

Present arrangements for discharge of these functions.

Provision of Residential Accommodation.

34. (a) (1) The County Council has established a Welfare Committee which is responsible for discharging the Council's duty to provide residential accommodation in accordance with a scheme made in 1948 and approved by the Minister of Health.

(2) The Committee's executive work is carried out through the County Welfare Department situated in Chelmsford and five Area Offices, of which two are situated in the area under review by the Royal Commission. These two offices are at Wanstead and Romford.

The county district council areas covered by these two Area Welfare Offices are as follows:

Forest Area (Wanstead)	Chingford Borough
	Leyton Borough
	Walthamstow Borough
	Wanstead & Woodford Borough
	Chigwell Urban
	Epping Urban
	Harlow Urban
	Waltham Holy Cross Urban
	Epping & Ongar Rural (part)
South Essex Area (Romford) ..	Barking Borough
	Dagenham Borough
	Ilford Borough
	Romford Borough
	Hornchurch Urban

(3) The provision of residential accommodation is dealt with by the Central Department but the day to day administration of homes and hostels, when established, is dealt with by the area clerk in charge of the area in which the home is situated. This accommodation has been provided to meet the needs of the County as a whole but, because of the necessity to acquire and adapt premises wherever suitable property has become available, the accommodation at present provided in Metropolitan Essex falls far short of the local requirement. In consequence a considerable number of people from the review area are accommodated in hostels in the other parts of the County. Every effort is made to see that these old people are accommodated in accordance with their own wishes, if possible near to their own localities or in a similar environment. The attached schedule shows the extent of the accommodation available in hostels and mixed institutional properties in the county districts in the area under review.

(4) Arrangements have been made under Section 26 of the National Assistance Act, 1948 for the accommodation, at the expense of the County Council, of some residents in homes administered by voluntary organisations. These homes cater mainly for persons in need of specialised care, such as epileptics, cripples, spastics, blind persons and the deaf and dumb, but a number of normal old people are also cared for in this way.

(5) Applications for accommodation under Section 21 of the Act are dealt with through the Welfare Department's local officers who are in close contact with government and other local authority departments concerned with social welfare, with voluntary organisations and the medical and hospital services provided under the National Health Service Act.

(6) The total number of persons at present being provided with accommodation under Section 21(1)(a) is 2,183 and, of these, 979 were admitted from the county district areas covered by the Royal Commission's enquiries. The attached summary shows the distribution of these cases between the areas concerned.

(7) To assist and encourage old people to continue leading independent lives for as long as possible, both in their interests and also to reduce the demand for the Welfare Committee's residential accommodation, the Welfare Committee has undertaken to make grants to Housing Authorities to meet the cost of welfare amenities provided in connection with housing schemes specially designed for old people. For the same reasons the Welfare Committee makes substantial grants to voluntary organisations providing social and recreational facilities for old people.

Provision of Temporary Accommodation.

(b) (1) Similar arrangements to those set out above in paragraphs (1) to (3) and (5) exist for the provision of temporary accommodation.

(2) Three temporary accommodation units have, at present, been provided by the Welfare Committee with a total accommodation for approximately 75 families. Two of these units, providing for approximately 65 families, are situated within the review area.

(3) The number of persons at present being provided with temporary accommodation who originated from districts included in the review area is shown in the attached schedule.

(4) Separate arrangements have been made for accommodating persons rendered homeless by emergencies such as flooding or fire. Premises have been earmarked for use as Rest Centres when required for this purpose and voluntary organisations have undertaken to staff these Centres. Supplies of bedding and equipment are held in central stores.

The present arrangement under which the County Council, as Welfare

Authority, is required to provide temporary accommodation for persons rendered homeless in circumstances other than emergencies such as flooding, is regarded as unsatisfactory.

In many cases in which the need for temporary accommodation has arisen in circumstances which could not be regarded as unforeseen within the meaning of Section 21(1)(b) of the National Assistance Act, 1948, the Council has felt compelled, on humanitarian grounds, to provide accommodation for families who have been rendered homeless for reasons such as non-payment of rent. In other cases persons have been found to be in need of temporary accommodation in circumstances in which they have no claim for inclusion in any housing authority's housing list. This has occurred in this County when families have arrived at the ports on repatriation or to join members of their family who have recently taken up employment but have no adequate accommodation.

As the Welfare Authority has no resources for the permanent housing of such persons, it has inevitably resulted in families remaining for extended periods in accommodation intended for temporary occupation.

In some instances families have remained in temporary accommodation for as long as seven or eight years.

Arrangements for Promoting Welfare Services for Persons who are Blind, Partially-sighted, Deaf or Dumb and Other Persons Substantially and Permanently Handicapped.

(c) The Welfare Committee is responsible, in accordance with three schemes approved by the Minister of Health, for these services which are controlled centrally from the County Welfare Department.

(1) Welfare Services for Blind and Partially-sighted Persons.

(i) Welfare services provided for blind persons in their own homes include visiting, teaching of Braille and handicrafts, the provision of embossed literature, visits to holiday and rehabilitation homes, and facilities for social and recreational activities.

(ii) To assist in the provision of these services the Welfare Committee employs twenty-two Home Teachers and two Assistant Home Teachers. Of these, twelve are employed in the review area.

(iii) The boundaries of the Home Teachers' areas are not always conterminous with county district boundaries, and Home Teachers' case loads in the Metropolitan Area vary from 153 to 293 blind persons.

(iv) Under a Home Workers Scheme blind persons are enabled to carry on some remunerative occupations in their own homes and they receive supplementation to their earnings. This Scheme is operated under an agency arrangement with the Royal London Society for the Blind, and there are 23 blind persons so employed in the review area.

(v) Sheltered employment in workshops provided by voluntary organisations is made available for 15 blind persons from the review area, and these blind persons have their earnings augmented in accordance with approved scales.

(vi) The Welfare Committee employs a Placement Officer to find employment for blind persons in open industry, generally after special training from the Ministry of Labour and National Service schemes.

(vii) The Welfare Committee contributes to the funds of the County Association for the Blind, which provides or sponsors many activities of value to blind persons.

(viii) The number of registered blind, partially-sighted and defective-sighted persons in each county district in the review area is shown in the attached schedule.

(2) Welfare Services for Deaf or Dumb.

The Welfare Committee's responsibilities for welfare services for the deaf or dumb are provided through agency arrangements with the following voluntary organisations, who receive grants towards the cost of their services:

The Royal Association in Aid of the Deaf and Dumb.

The Essex League for the Hard of Hearing.

The Middlesex and Surrey League for the Hard of Hearing (Walthamstow Group).

(3) Welfare Services for other Persons Substantially and Permanently Handicapped.

(i) The Welfare Committee's services for persons substantially and permanently handicapped are provided in accordance with a scheme approved by the Minister of Health in 1953, and are only in the early stages of development.

(ii) The Welfare Committee provides directly for:

(a) the issue of equipment on loan to physically handicapped persons living in their own homes;

(b) a contribution towards the cost of structural alterations required to assist physically handicapped persons in their own homes; and

(c) grants towards holidays for physically handicapped persons.

(iii) The Welfare Committee also makes a grant to cover the administrative expenses of the Essex Association for the Welfare of the Physically Handicapped and, through this organisation, makes substantial grants to local organisations and clubs for the physically handicapped.

(iv) Diversional handicrafts for physically handicapped persons are provided through the services of the British Red Cross Society, who receive a grant towards the cost of the central organisation they have set up for this purpose.

Other Miscellaneous Duties under the National Assistance Act, 1948.

(d) (1) The Welfare Committee is responsible for the registration and supervision of homes for disabled and old persons under Section 37 of the National Assistance Act. Applications for registrations are considered in the light of reports from the County Welfare Officer who arranges for the routine supervision of registered homes through his local Area Clerks.

(2) The registration of charities for disabled persons is dealt with by the Welfare Committee, and the register relating to these charities is maintained by the Clerk of the County Council.

(3) The temporary protection of movable property of persons admitted to hospitals or residential accommodation is arranged by the County Treasurer's Department, where it appears to the Council that there is a danger of loss or damage to the property during the temporary or permanent inability of the persons to safeguard their own property.

Information about Welfare Services.

(e) Other social workers, family doctors and religious organisations, as well as the general public, have been kept informed about the welfare services and the manner in which they are being provided by the County Welfare Committee. This has been done through the medium of official publications, such as the County Services Guide, by representation on County and local voluntary committees interested in the welfare of elderly or handicapped persons, and by talks by members of the Department's staff to organisations such as W.V.S., Townswomen's Guilds and Women's Institutes. Information services have also been provided at exhibitions of the work of blind and physically handicapped persons.

A brochure on the work of the Welfare Department between 1948 and 1957 has been prepared and given a wide circulation throughout the County. An appendix to the brochure giving details of the authorities or bodies to whom application should be made for social services, has been reproduced in leaflet form for wider distribution to the public.

NATIONAL ASSISTANCE ACT, 1948

SCHEDULE OF ACCOMMODATION AND PERSONS RECEIVING SERVICES ON 1st MARCH, 1958

	Residential Accommodation (Section 21(1)(a))								*Temporary Accommodation (Section 21(1)(b))*					*Welfare Services for the Blind*				
	Number of beds provided by County Council in each Area			*Number of residents from each Area provided with accommodation at 1st March, 1958*					*Number of beds provided by County Council in each Area*	*Families accommodated from each Area*				*Number of persons on register*				*Home Teacher serving Area. (WT. ..... Whole-time PT. ..... Part-time)*
	County Establishments	*Mixed Institutions*	*Totals*	*County Establishments*	*Mixed Institutions*	*Other Local Authorities' Establishments*	*Voluntary Homes*	*Totals*		*Men*	*Women*	*Children*	*Totals*	*Blind*	*Partially Sighted*	*Defective Sighted*	*Totals*	
Boroughs:									*Persons*									
BARKING	—	—	—	14	24	1	9	48	—	—	2	6	8	93	27	8	128	1 PT.
CHINGFORD	—	—	—	16	14	2	12	44	—	—	2	2	4	89	16	5	110	1 PT.
DAGENHAM	—	—	—	28	49	2	17	96	—	1	16	36	53	160	58	9	227	1 WT. 1 PT.
ILFORD	—	—	—	81	71	4	48	204	—	—	5	17	22	328	60	12	400	2 WT.
LEYTON	—	*225(2)	225	38	81	4	27	150	*12(1)	—	5	10	15	272	48	12	332	1 WT. 1 PT.
ROMFORD	—	—	—	35	35	5	20	95	—	1	3	10	14	166	44	8	218	1 WT.
WALTHAMSTOW	44(1)	—	44	46	81	1	32	160	—	—	7	22	29	253	47	13	313	2 WT.
WANSTEAD & WOODFORD	15(1)	—	15	28	14	1	16	59	—	—	2	5	7	143	23	8	174	1 PT.
Urban Districts:																		
CHIGWELL	150(5)	—	150	22	17	2	1	42	—	—	—	—	—	70	34	5	109	1 PT.
HORNCHURCH	20(1)	*132(1)	152	32	33	2	6	73	*250(1)	1	5	21	27	139	38	6	183	1 WT.
WALTHAM HOLY CROSS...	—	—	—	1	7	—	—	8	—	—	—	—	—	18	5	—	23	1 PT.
	229	*357	586	341	426	24	188	979	*262	3	47	129	179	1,731	400	86	2,217	

Figures in brackets denote number of premises.
* Accommodation under User Agreement.

CARE OF CHILDREN

35. The County Council has established a Children's Committee in accordance with the provisions of Section 39 of the Children Act, 1948. This Committee carries out the County Council's functions under the above Act, the Children and Young Persons Act, 1933, Parts III and IV, the Child Life Protection provisions of Part VII of the Public Health Act, 1936, and the Adoption Act, 1950. Under the general direction of the Committee the Children's Officer is responsible for the organisation and operation of the Children's Department.

The care of children functions are carried out centrally, there being no delegation to area sub-committees, and strictly speaking no area administration, though certain local offices are provided for the use of field staff and for the convenience of members of the public needing help or advice. Correspondence is carried out centrally, and records are based at the central office, though the Child Care Officers, who are the field workers of the department, carry with them as necessary records relating to cases with which they are dealing.

The local offices provided in the review area are:

Place	*Area Served by Child Care Officers Using the Office*
Dagenham.	Dagenham, Barking, and part of Ilford.
Walthamstow.	Walthamstow, Leyton, and part of Ilford.
Leyton.	Leyton, and part of Ilford.
Romford.	Romford (including Harold Hill). Barkingside (part of Ilford).
Chingford.	Chingford, Wanstead, Waltham Holy Cross and Woodford.

Reception of Children into Care etc.

36. Applications for the reception of children into care, whether received centrally or at local offices, are investigated by the Child Care Officers, of whom there are at present thirty-one in the county, and twelve, two men and ten women, working in the review area. Each Child Care Officer has a defined area of work, and in some cases these are co-terminous with local authority areas.

The ten women officers are allocated as follows:

1. Barking and part of Ilford.
2. Dagenham (except the Hainault area.)
3. Chingford, Wanstead and Woodford, and Waltham Holy Cross.
4. Leyton and part of Ilford.
5. Walthamstow.
6. Chigwell and part of Ilford.

The remaining four divide between them: Romford, Hornchurch, and the Hainault and Barkingside areas of Dagenham and Ilford. The Child Care Officers for Hornchurch and Chigwell work from their own homes and do not use local offices.

The two men Child Care Officers deal with the supervision and welfare of the older boys for whom the County Council is responsible. One officer is employed in Dagenham, Romford, Hornchurch, and a part of the county outside the review area; the other covers the remainder of the review area.

The officers in neighbouring areas cover one another's work during absences on sick leave, and annual leave, and for this and certain other reasons there always tends to be a certain amount of interchange between neighbouring areas. All Child Care Officers are in daily touch with the central office and visit it at least once a week.

Boarding out of Children.

37. Great importance is attached to the boarding out of children, and this entails careful selection of foster homes in order to find the most suitable home for each child. The foster home must be one in which the child's personality and temperament are acceptable, where his abilities will have full opportunity for development, where he will be brought up in the religious denomination to which he belongs, and where difficulties of behaviour resulting from unhappy experiences in the past will be tolerated and helped. The circumstances of his own family may add to the problem, where, for example, there is need to place two or more children of a family together, or where there is a risk of interference by irresponsible or undesirable relatives. Handicapped children are particularly difficult to place, but often need even more than others the individual attention which can only be provided by this form of care.

A wide field of choice is essential in order that boarding out may have the maximum chance of success, and a large county provides the best opportunity for this. If the work were organised in smaller areas it might often be necessary, in order to find suitable homes, to place children outside the area in which they were known, while removals on the part of the parents or foster parents would also be more likely to take the family outside the area. This would necessitate either transferring the work of supervision to another authority, or arranging for staff of the original authority to visit in the new area. It is clearly uneconomical to have trained staff, who are in very short supply, visiting in districts already covered by the staff of another authority; on the other hand, it is not satisfactory to hand children over to be supervised by another authority, which knows nothing about them, immediately they move.

Residential Care for Children.

38. Of the twenty-three children's homes, four residential nurseries and one hostel for working girls, provided by the County Council, eight of the homes and the girls' hostel are in the review area.

The children's homes and nurseries are not earmarked individually for children from any part of the county, but various different factors influence the choice of a home for each particular child. Consideration is, of course, given to the fact that it is generally desirable that parents should be able to visit their children frequently and easily. There may be exceptional cases in which it is advisable that the child should not be very near his own home, but in the ordinary way children are not taken further away than is necessary. When a family of several children is taken into care, however, it sometimes happens that the only home in which they can be accommodated together is a long way from their own home. In such a case it is usually better to avoid separating the children even though this may entail longer journeys for visiting parents. For a child with particular problems it is nesecsary, as far as possible, to select a home where the staff have the qualities necessary to deal with the particular problem involved.

One of the homes in the review area is for children needing short-term care and this and the girls' hostel serve the whole county. A reception home for children needing a period of special observation, which is outside the review area, also serves the whole county, as do the four residential nurseries. All the homes and nurseries provided by the County Council are visited regularly by members of the Committee and by the supervisor and assistant supervisor of homes, on the Children's Officer's staff.

At the beginning of March, 1958, sixty-four children in the care of the County Council were accommodated in the residential nurseries. Twenty-one of these children came from the review area, and were placed as follows: ten were in

Chelmsford nursery; five at Harlow; five at Ardleigh, near Colchester; and one at Clacton-on-Sea. At the same time, of 363 children in the children's homes, 163 were from the review area. 70 of them were in homes within the area, 34 in homes a short distance outside the area, namely at Epping and Basildon, 9 in the reception home near Chelmsford and 50 in homes in other parts of the county. There were 57 children in homes within the review area who had come from outside the area.

Juvenile Courts.

39. The Beacontree and Romford Juvenile Courts serve the greater part of the area in question. The only other court in the area is Waltham Abbey (which also covers the Borough of Chingford). All these courts use the two County remand homes, Newport House, Great Baddow, near Chelmsford, for girls, and Boyles Court, Great Warley, Brentwood, for boys. These remand homes are also used by a number of other authorities. One member of the Children's Department, with long experience of juvenile court work, attends all sessions of the Romford Court, which sits weekly, and the Beacontree Court, which sits twice a week. The Waltham Abbey Juvenile Court has comparatively few cases to deal with, and is attended when necessary by one of the Child Care Officers working in the areas which it covers.

Adoption and Child Life Protection work.

40. Child Care Officers are responsible for supervision of children in their areas under Child Life Protection provisions and the provisions of the Adoption Act, 1950. They are also appointed by the Romford Court to act as guardian ad litem in all applications to that court for adoption orders. The Beacontree Court usually appoints Probation Officers to do this work, though in Walthamstow it is done by a member of the Education Department. Child Care Officers of the Children's Department also act as guardians ad litem in all applications for adoption orders which are made to the County Courts, those serving the review area being Ilford, Bow and Edmonton.

Information about Children's Services.

41. People wishing to apply for children to be taken into care, or to bring the needs of a child or family to the notice of the Children's Department can do so through the area offices or by letter, or telephone, to the Central Department.

The County Council does all in its power to prevent the break-up of families where it is in the families' interest to do so. Clearly, most parents can and do accept and carry out their responsibilities to their children, and keep the family together, but there are parents who now look after their children, but if they thought it a simple matter to do so, would shed these responsibilities. For this reason the County Council, while making the Child Care Service readily available to those who need it, is careful not to publicise it in such a way as to encourage anyone to endeavour to make use of it unnecessarily. All possible steps are taken, however, to make the facilities which are provided known to social workers of all kinds who may be in touch with people genuinely needing assistance of this kind. Information about such people is received from such sources as health visitors, school enquiry officers, probation officers, family doctors, teachers, housing authorities, voluntary bodies and members of the public, and the County Council has found that all these sources of information enable it to discharge its duty effectively and properly.

The review area and the remainder of the county are interdependent in providing the Children's Service, and any alteration of local government areas would, it is contended, inevitably mean the disruption of a well organised service, and duplication of accommodation and staff—particularly in the higher posts.

Registration of Nurseries and Child Minders

42. The County Council's functions under the Nurseries and Child Minders Regulation Act, 1948, are decentralised to Health Area Sub-Committees. At the 31st December, 1957, there were registered in the area under review 17 nurseries with a total accommodation for 339 children, and 20 child minders caring for a total of 106 children.

Notification of Infectious Diseases

43. The following arrangements ensure an overall view being maintained of the position in regard to the prevalence of infectious diseases throughout the County. In addition to information which is supplied direct to each Area Medical Officer to enable him to control the position in the Health Area, detailed and up-to-date statistics are kept in the Health Department at Chelmsford. Copies of all notifications of infectious disease (and of food poisoning) are sent by County District Councils to the County Council within a few hours of their receipt and arrangements exist for the Ministry of Pensions and National Insurance to provide information as to the number of new claims for sickness benefit received at their local offices. The latter arrangements enable a watch to be kept not only on increases of illness generally in the community but on impending outbreaks of non-notifiable epidemic diseases such as influenza.

The overall view of the position in every part of the County makes it possible for all available resources to be concentrated immediately where necessary to control an outbreak of an infectious disease or of food poisoning—these arrangements would be of special importance in the event of a serious outbreak of smallpox.

The Essex Epidemiological Committee, which was set up in 1940, meets periodically to survey (inter alia) the outbreaks of infectious diseases and food poisoning occurring throughout the County and to consider what steps should be taken to combat these diseases.

Health Education

44. The County Council disseminates propaganda designed to promote good health in the individual and in the community generally by arranging lectures, discussions, individual interviews, film shows, demonstrations, and exhibitions and by distributing posters and leaflets.

Arrangements are made by the health areas with central help and advice and provision is made centrally for the loan of equipment for exhibition and display purposes, including films and film strips.

There are also centrally maintained records of sources of teaching materials and equipment.

Central in-training courses are arranged so that up-to-date information on health education may be given, and the staff carry out research on methods and media and upon the effectiveness of health education programmes.

It is noteworthy that in the field of environmental health, which is largely under separate and smaller administrations, there appear to be few background facilities akin to those described above.

TOWN AND COUNTRY PLANNING

Present Arrangements in Outline.

45. (a) The powers and duties of the Local Planning Authority are exercised by the County Planning Committee and its Sub-Committees and by the County District Councils by delegation. These powers and duties are of two kinds:

(i) making and periodical reviewing of a Development Plan for their part of the Commission's Area (Part II of the 1947 Act) after survey, leading to the allocation of land for particular uses and definition of sites for specific purposes, and a statement of broad policies to be followed in the implementation of the Plan;

(ii) the control of development and preservation of amenities (Part III of the Act of 1947), including, where necessary to secure the proper implementation of the objects of the Plan, the acquisition of land.

(b) The **plan-making** duties are exercised by the County Planning Committee in consultation and with the assistance of each County District Council in respect of its own area and, for purposes of co-ordination and securing a broader consideration, with Area Planning Sub-Committees comprised of County and District Council elected representatives (see Appendix C(3) for constitution of Area Sub-Committees). Consultation is also affected with government and service departments, with statutory undertakers and other interested bodies and associations.

(c) The **development control** powers and the preservation of amenities are to a large extent exercised by each County District Council in relation to its own area, in accord with a delegation scheme, last generally reviewed in 1950, and approved by the responsible Minister.

Subject to certain general and some specific reservations, the County District Councils undertake the granting of permission for the carrying out of development, the enforcement of planning control, the administration of the Control of Advertisement Regulations, and other steps for the protection of local amenities. A copy of the form of delegation agreement now in use in the area concerned is contained in Appendix C(1)*, and in Appendix C(2)* are directions issued under the delegation agreement.

(d) The Area Planning Sub-Committees are also authorised to deal generally with the following matters on behalf of the County Council, which are required to be referred to them by County District Councils, viz., the decisions upon applications on which the County Officer's recommendation is unacceptable to the County District Council; matters of development control and its enforcement; the control of advertisements and the initiation of preservation orders—insofar as these matters are not exercisable by the County District Council.

(e) Technical work is undertaken by the County Planning Department organised in a headquarters staff and Area Planning staffs out-stationed in each of six Areas together covering the whole Administrative County. The areas concerned in the Greater London Area are South-West Essex Area—Barking, Chingford, Dagenham, Ilford, Leyton, Walthamstow, Wanstead and Woodford Boroughs, and Chigwell Urban District; South Essex Area—Romford Borough and Hornchurch Urban District; West Essex Area—Waltham Holy Cross Urban District.

(f) The administrative expenses are borne respectively by the County Council and generally by each County District Council to the extent arising from exercise of delegated functions in its own area; compensation arising from planning control so far as it falls to be borne by the local planning authority is shared by agreement in each case in proportion to the degree of county-wide or mainly local significance of the case.

(g) Co-ordination with adjoining local planning authorities in the Commission's Area is effected in part by the supervision exercised by the Minister of Housing and Local Government, in part by consultations between the local planning authorities at appropriate stages of their respective Development Plans and in part by day-to-day consultations at officer level. A large measure of co-ordination of objectives of the several Development Plans has in practice resulted from a common allegiance to the main principles of the Greater London Plan of 1944.

* Not reproduced in this publication.

It is understood that the Minister proposes to issue a further circular on delegation of town and country planning functions shortly. When this is received the question of revision of the existing arrangements will be considered.

Practical Operation of Present Arrangements.

46. (a) The transfer of the plan-making duty to the County Council enabled a relatively small but skilled planning staff to undertake in common form the work (i) of completion and analysis of surveys and formalities of plan-making and formal submission in respect of a group of County Districts, with economies in time and expense, and based on a common policy of planning objectives; and (ii) of tendering technical recommendations to the District Councils dealing with the day-to-day determination of development applications and of defending those decisions when the subject of appeals, upon the basis of that pooled experience and broad policy. This wide application of technical advice provided by an area-based planning staff has also enabled prospective applicants and their legal and technical advisers to obtain a wide measure of uniformity of treatment in whatever part of the Essex sector of the London area their interests lie.

(b) The centralisation of the plan-making functions and of the technical investigation of planning applications has enabled the staff of individual District Councils to cope with the daily routine procedure of development control, of registration of decisions, inspections and enforcement action where requisite, under the scheme of delegation. Local staffs are also enabled to prepare and execute specific projects of their District Councils and draft detailed proposals for their areas for the consideration of the plan-making authority and adoption in revisions of the County Development Plan. In turn the specialised experience of County Officers, at area level, and centrally, can be drawn on for advice upon planning problems upon enforcement of planning control or cases giving rise to claims for compensation.

(c) In practice, the reference of the more important classes of application to the Area Planning Office for examination and advice has in the Greater London Area of Essex, proved to operate without giving rise to acute or frequent controversies. The records of applications dealt with show that on over 95% of applications the decision is given by the District Council concerned, in terms favoured by them, and that in the majority of the remaining 5% of cases reserved for determination by the County Council, either because of excepional importance to County policy or involving departures from the provisions of the Development Plan, the ultimate decision reflects the views formulated by the District Council.

(d) The general concord of views between the District Councils, the Area Planning Staff, the County Council and the Minister's broad policy for London planning is reflected in the very small number of objections to the provisions of the Development Plan subsequently upheld by the Minister, on the report of the public enquiry into such objections; by the infrequency of disputed cases requiring the convening of Area Planning Sub-Committees since the formation stages of the draft, and final revisions of the County Development Plan; and the generally satisfactory record of appeals against individual decisions upon planning applications, the majority of which have been decided in favour of the local planning authority, acting through the District Council.

(e) By an extended exercise of officers' discretionary powers and without formal revision of the established and tried scheme of delegation, it has readily proved possible to give recognition to the successful record and experience in planning administration of District Councils in the London Area of Essex, by remitting from the Area Planning Officer for local determination at their discretion of a large portion of applications; leaving for formal recommendation and/or reference to the County Planning Committee cases of technical difficulty or of special importance, or involving departures from the policy of the approved Development Plan.

(f) The specialist examination of applications involving major aspects of London planning policy, e.g. proposals involving re-location of existing locally established industries, or transfers within London of industries and offices and factories, or mineral workings, often involves considerations of national and regional economy, and knowledge of possibilities of alternative and more suitable locations outside the District of the authority receiving the application initially. Such investigations and the ensuing technical recommendations are much more effectively undertaken by area planning staff, backed by the County's central specialist staff, than by the individual county districts. Similarly, the resisting of pressure for encroachment upon the Green Belt, whether by piecemeal or large scale development, is more effectively handled at Area or County Planning level because of the importance of the Green Belt to the County as a whole.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

47. (a) The powers and duties conferred by the Act upon the County Council as Local Planning Authority are delegated to and exercised by the County Planning Committee; those to be performed by the County Council as Highway Authority are delegated to the Highways Committee.

(b) The main duties falling to be undertaken by the County Planning Committee comprise:

- (i) carrying out a footpath survey throughout the County and publication of maps of alleged public rights of way;
- (ii) responding to objections lodged at prescribed stages of the survey;
- (iii) the undertaking of periodic reviews of the Footpath Map;
- (iv) consideration of proposals formulated by District Councils for the closure or diversion of specific rights of way;
- (v) carrying out a survey of areas of "Open Country" as defined by the Act, and the ensuring of adequate means of public access thereto;
- (vi) undertaking of schemes of tree planting for the preservation of areas of natural beauty or the treatment of derelict land, and the acquisition of land for either of those purposes under the provisions of Section 89 of this Act.

(c) District Councils have directly-conferred powers and duties in respect of initiation of closure and diversion orders, and for creation of new footpaths, but the consent of the County Council is required before such orders can be submitted for ministerial approval. District Councils also have concurrent rights to exercise the powers and duties of County Councils derived under Section 89 of the Act.

(d) The carrying out of the footpath survey has been achieved with the active co-operation and assistance of District Councils (and, in rural areas, of parish councils) and voluntary associations.

In the Greater London area of Essex, the mainly built-up areas were, by agreement with six of the Borough Councils, namely, Barking, Chingford, Dagenham, Ilford, Leyton and Wanstead and Woodford, and with the concurrence of the Minister, either wholly or partly excluded from the survey provisions of the Act. In the more open parts of the Greater London area, and of the County generally, the survey and maps have been completed to the stage of readiness to proceed with the final or Definitive Map after disposal of objections at Quarter Sessions.

(e) In the Greater London area of Essex the provisions of this Act for securing the diversion or closure of footpaths have been but sparingly used, in consequence of a directive of the Minister of Housing and Local Government that the alternative code available under the Town and Country Planning Act, 1947, should be employed wherever the need for a diversion or closure arises primarily from the implementation of a planning permission. In the more rural parts of the County the procedure under the National Parks, etc. Act is widely and successfully used.

(f) A county-wide review of areas of "Open Country" was carried out pursuant to Section 66 in consultation with District Councils, and a Review Map prepared and submitted to the Minister in 1952. In the event and on the facts which emerged, no action was taken to secure by the public to any such area.

(g) Approval in general has been given by the County Council for the putting in hand of pilot schemes of tree planting under Section 89 of the Act. If successful, further projects to be undertaken include a comprehensive scheme for improving the amenities by tree planting in sections of the Roding Valley, a stretch of Green Belt penetrating between the built-up areas of the Essex fringe of London, in conjunction with the development of an existing, much used, footpath system.

(h) The treatment by tree planting of certain sites of former war-works, now disused, is also receiving consideration.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

48. District roads are the entire responsibility of the respective County District Councils.

County roads are the entire responsibility of the County Council in the urban districts of Chigwell and Waltham Holy Cross. Elsewhere they are the joint responsibility of the County District Council and of the County Council, in that they are "claimed" by the County District Council. The effect of claiming is that, while the County District Council exercise all highway functions, the only expense falling upon them is a small percentage of the cost of major improvements. The entire cost of maintenance, and the greater part of the cost of improvements, is borne by the Minister of Transport and the County Council between them.

Trunk roads are the responsibility of the Minister who delegates functions to County District Councils and to the County Council. The scope and nature of the delegations to the County Council and to the respective County District Council depends on the Minister's assessment of the position in each area.

Other Ministry of Transport Functions.

49. As the whole area lies within the London Traffic Area, the Minister of Transport is responsible for traffic regulation generally, e.g. speed limits, "no waiting" orders, "one way" orders, and orders permitting parking on the highway. The Minister acts with the advice of the London and Home Counties Traffic Advisory Committee.

Miscellaneous County District Council Functions.

50. Among functions exercised by County District Councils on all roads are those respecting street lighting, naming streets, numbering houses, road safety and 'bus shelters; as well as providing parking places off the highway and carrying out works in private streets. The provision of pedestrian crossings is also their responsibility, except on trunk roads where the Minister is responsible.

County Administration.

51. All the highway functions of the County Council are either delegated or referred to the County Highways Committee. There are no area sub-committees.

FINANCE (General)

Financial Control.

52. The powers of levying a rate and borrowing money are exercised by the Council itself. The main instrument of the Council's control over its income and expenditure lies in a detailed annual capital and revenue budget for each of the services which it administers. Each Spending Committee is required to keep its level of expenditure under each heading within the amount voted therefor except to the extent of any supplementary vote approved by the Council or virement approved by the Finance Committee on its behalf. In addition, however, each new capital project and other expenditure within the ambit of Section 86(2) of the Local Government Act, 1933, as amended, ordinarily requires the specific and separate approval of the Council before it is incurred. The manner in which this control is exercised in the Review Area in relation to each of the specified services is indicated in the following paragraphs.

(a) Education.

Each Divisional Executive submits annually in accordance with the relevant statutory schemes estimates of income and expenditure in relation to decentralised education functions. If any item of expenditure in such estimates is disapproved or amended the County Council is required to inform the Divisional Executive of the reason therefor and to consider any representations submitted to it by the Divisional Executive. Following approval of these estimates a Divisional Executive is entitled in relation to functions delegated to it, subject to the general provisions of the statutory scheme, to spend up to the level of the approved expenditure under each vote without any further reference to the County Council. Before incurring any expenditure in excess of that approved a Divisional Executive is required to submit and obtain the approval either of the Council to a supplementary estimate or of the Finance or Education Committee, as the case may be, to a virement.

The system of financial control of centrally administered education functions has no significant feature peculiar thereto.

(b) Environmental Health.

Housing.

The system of financial control has no significant feature peculiar to either of these services.

(c) Personal Health and Welfare.

Each Health Area Sub-Committee submits annually a detailed estimate of income and expenditure on revenue account in respect of decentralised health functions and after any modification and approval of its estimate the Area Sub-Committee is authorised, subject to the general provisions of the delegation arrangements, to incur expenditure up to the level of each separate head thereof subject, for the time being, to the provisions of Section 86(2) of the Local Government Act, 1933, as amended. Before incurring any expenditure in excess of that so approved an Area Sub-Committee is required to submit and obtain the approval either of the Council to a supplementary estimate or of the Finance or Health Committee, as the case may be, to a virement.

The systems of financial control of the centrally controlled Personal Health Service and of the Welfare Service have no significant features peculiar thereto.

(d) Town and Country Planning.

The administrative costs of County District Councils undertaking delegated functions being, with minor exceptions, borne by the District Council concerned without reimbursement this expenditure lies mainly outside the purview of the County Council. Otherwise the system of financial control has no significant feature peculiar to the service.

(e) Traffic.

Claiming authorities submit detailed annual estimates of the cost of all work of maintenance and minor improvements which it is proposed should be carried out. After any modification and approval of its estimate a claiming authority is entitled to incur expenditure, subject to the general provisions of the arrangements under which claiming authorities operate, up to the amount of each separate head thereof. Before incurring any expenditure in excess of that approved a claiming authority is required to submit a supplementary estimate and obtain the approval either of the Council thereto or of the Finance or Highways Committee, as the case may be, to a virement.

Schemes of major improvement are submitted by the claiming authorities to the County Council, as and when they arise, for the approval of the latter body and the determination of its contribution towards the cost thereof.

The system of financial control in relation to the traffic service in those parts of the review area where it is directly administered by the County Council has no significant feature peculiar to the service.

Financial Administration.

53. The financial administration of the Council's services is mainly centralised in the Department of the County Treasurer whose functions as the Council's financial adviser, accountant and paymaster relative to the subject-matter of this Memorandum includes the co-ordination of the preparation of the Council's Budget and budgetary control, the preparation of the Council's accounts, the internal audit of the Council's transactions, the financing of capital and revenue expenditure, the assessment and payment of salaries, wages, pensions and allowances, the payment of invoices and accounts for goods and services rendered to the Council, the assessment and collection of income due to the Council and the transaction of the Council's Insurance business. The extent to, and manner in which, the administration of the particular functions referred to in relation to each of the specified services in the review area is decentralised is indicated in the following paragraphs.

(a) Education.

In the Excepted Districts of Barking, Dagenham, Ilford, Leyton, Romford and Walthamstow, the Borough Treasurers, as such, undertake in relation to the decentralised education services the functions referred to above with the exception of the maintenance of Capital Accounts, the financing of capital and revenue expenditure, and the transaction of insurance business. With these exceptions the County Treasurer's role in relation to these functions is mainly confined to guidance and co-ordination, the examination of the Divisional Estimates and Final Accounts and the incorporation of both in the Council's Budget and Accounts.

In the remainder of the review Area the functions undertaken by the Borough Treasurers in Excepted Districts are dealt with largely by Area Officers of the County Treasurer attached to each Divisional Headquarters except to the extent that, by reason of the availability of specialised accounting machinery or otherwise, it is more economical to centralise.

The system of financial administration in the centrally administered Education service has no significant feature peculiar thereto.

(b) Environmental Health.

Housing.

The systems of financial administration have no significant feature peculiar to either or both of these services.

(c) Personal Health and Welfare.

The Area Finance Organisation is co-terminous with the area organisation for the Education and Health services and in each Health Area the Area Financial Officer is responsible in relation to decentralised health services, for the preparation of the area budget and budgetary control, the assessment and payment of wages and the assessment and collection of income. In the areas co-terminous with the six Excepted Districts for education purposes the Borough Treasurer holds a separate part-time appointment as Area Financial Officer and in addition to the foregoing functions conducts an internal audit of the transactions of the Sub-Committee: in these areas the finance staff assisting the Area Officer are ordinarily employed by the Borough Council and the financial work of the local health authority undertaken at area level is functionally integrated for economy of administration as far as practicable with that of the Borough Council.

The financial administration of the centrally administered personal health and welfare services has no significant feature peculiar to either or both except that in the case of the latter assessment and collection of income is undertaken by two of the five whole-time Area Financial Officers.

(d) Town and Country Planning.

The system of financial administration has no feature peculiar to this service.

(e) Traffic.

The system of financial administration of the directly administered traffic service differs from that of other services so administered by the Council in that the detailed cost accounts and relative budgetary control is undertaken by the Chief Officer of the spending department concerned, namely, the County Surveyor.

The internal audit by the County Treasurer of the transactions of this service extends to the accounts of and claims submitted by claiming authorities.

ADMINISTRATION

General.

54. It is believed that the information supplied under the various services gives an adequate picure of how such services are administered and generally of the County Council's administrative set up. If, however, the Commission desire further information the County Council will be pleased to assist in any way possible upon a further approach being made to them.

Supplies and Transport.

55. Common Service departments have been set up by the County Council for Supplies and Transport. Both these departments serve requirements of the county administration throughout the County in the purchase, storage and delivery of supplies and in the provision and maintenance of transport. Substantial economies are achieved by dealing with supplies by large scale purchase which is possible when the requirements of the County are dealt with as a whole.

A new stores and administrative block is being built on the Widford Industrial Estate near Chelmsford at a cost of about £200,000 and with the use of this modern accommodation the supplies service will increase its scope and efficiency.

New accommodation which will provide up to date repair facilities for the maintenance particularly of ambulance vehicles is also being built at Chelmsford for the Transport Department. There are in addition two District Workshops, one at Ilford and the other at Harlow and a site for a further Workshop has been reserved on land owned by the County Council in Romford.

The County Council have in the past few years given much consideration to these two departments and have reached the conclusion that their activities could be expanded with benefit to the county administration as a whole, and this is being done now. In both departments a number of specialist officers are employed under Chief Officers of wide experience in their respective fields of commercial practice.

Organisation and Methods.

56. The County Council took an early opportunity in 1953 of sending officers to the organisation and methods courses of the Royal Institute of Public Administration and H.M. Treasury, and in April, 1956, the members decided to introduce organisation and methods services into the administration of the County Council with the object of securing continuing efficiency and economy in administration.

To this end, a team consisting of three officers, one of whom is seconded from the County Treasurer's Department, and all of whom have attended appropriate courses of training, is now permanently established on the staff of the Office of the Clerk of the Council, and is actively engaged on the work. Initial assignments have included aspects of the work performed in the Office of the Clerk of the Council, the Fire Brigade Department, the County Treasurer's Department, and the Health Department. The present assignment is a review of the County Ambulance Service.

PART II

VIEWS, OBSERVATIONS AND COMMENTS OF THE COUNTY COUNCIL

1. In answering the request of the Commission under heads II and III of paragraph 4 of the Chairman of the Royal Commission's letter of 17th February, 1958, the County Council wish, in the first place, to invite the Commission's attention to Table A on page 49 of this statement which shows that the part of the Administrative County now under examination by the Royal Commission represents about 56.5% of the population, about 61.8% of the Rateable Value, and about 8.5% of the acreage of the whole of the Administrative County of Essex. The Table also shows, for purposes of comparison, the same information in respect of the year 1947.

2. The Table shows part of the marked post-war trends of the population of the Administrative County. The first trend is a marked expansion of population which has affected the remainder of the County as well as the eastern part of the area under examination by the Royal Commission. The growth of populations in the areas in Essex not under review by the Royal Commission is shown, for comparative purposes in Table B on page 50 of this statement. It will be observed that this part of the County includes the two new towns of Harlow and Basildon. The second trend is the reduction in the populations of the Boroughs nearest to London.

3. It is the belief of the County Council that despite the stresses imposed by this very rapid growth of population coupled with the new legislation of the war and immediate post-war period the local government system, as at present established in the County, has discharged its tasks satisfactorily. The present system was able to overcome, in the immediate post-war period, the difficulties imposed by the two burdens of a marked shift of population and the assimilation of successive and substantial legislation, amounting to a re-casting of the local government system, at one and the same time without breakdown or even serious stress. This fact in itself demonstrates the flexibility and capacity of the system to meet any calls likely to be imposed upon it in the future.

The Government White Paper on areas and status of local authorities in England and Wales, in stating the Government's conclusions on page 6, said—

> "A fundamental alteration of the existing structure could be justified only if it had shown itself to be incapable of meeting present-day needs. That is not the situation. The present system has, over many years, stood up to the severest tests. It responded well to the abnormal demands made on it during the war and, despite certain weaknesses, has on the whole shown itself capable of adaptation to changing conditions."

The way in which the local government system of Essex tackled the disastrous floods of 1953 lends a special significance to the words "The present system has, over many years, stood up to the severest tests." It will be recalled that by these floods 21,000 people in the Administrative County were rendered homeless in one night and 54,000 acres of the County were flooded. Flooding with such disastrous consequences was quite unprecedented and measures for dealing with it on that scale quite unprepared. The flexibility which the local government system then displayed, coupled with the speed with which emergency action was taken, showed its ability to deal with quite extraordinary "present-day needs" and to adapt itself to conditions which changed in a few hours. The Technical Director of the Disaster Research Group of the American National Academy of Sciences, who brought over a team of experts to study the disaster, commented on how impressed they were with the smoothness with which normal and emergency functions in local government were interchanged. He wrote: "One person seemed to be able to move from normal governmental responsibilities to emergency (. . .) functions with no conflict or difficulty. One of our informants called this the 'spare hat principle' and we kind of took it to heart as a good example of how civil defence and regular government might be integrated." An administration which has been gradually built up as a whole to achieve such a performance should not be disrupted except for compelling reasons.

4. At this point the County Council wish to refer to the Commission's terms of reference which include the words "to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government . . ." These terms of reference, in the submission of the County Council, clearly contemplate that the Commission are to be satisfied before recommending changes that it is possible to devise a system which will secure effective and convenient local government better than the existing system. Whatever structure or distribution of functions may be proposed it will have its critics. Before a new system is brought into being there should be strong evidence that it will, in fact, provide better services for the people.

The County Council would, however, not in general contend that any proposals relating to delegation contained in the Local Government Bill, as enacted, should not be applied to this part of the County if the structure of local government in the area remains as it is today. A reservation must, however, be made in the case of the mental health services. The need for specialised staff, large catchment areas, and provision of premises, both senior and junior occupation centres, serving more than one County District make delegation most inappropriate in the case of this service. Similar considerations rule out delegation in respect of the training of health visitors, midwives, and home nurses, and the welfare of the blind and persons otherwise handicapped. It does not, however, appear to the County Council that (apart from retaining a concurrent responsibility in the case of major disasters causing a large number of homeless) the provision of temporary accommodation under Part III of the National Assistance Act is a function which should remain with County Councils and be delegated to County Districts only in exceptional circumstances. Except for dealing with large scale accommodation problems arising from major disasters this function is closely akin to housing. The Council, therefore, strongly suggest that, except as aforesaid, this is a function that should be directly conferred upon housing authorities.

5. The County Council consists of 109 Councillors and 36 Aldermen, 145 members in all. Of these members, 59 Councillors and at present 17 Aldermen come from the area under review. There is, therefore, adequate representation of the area concerned on the County Council, which it will be appreciated contains a majority of representatives from the review area.

The County Council consider that there are real sociological advantages in the present breadth of the County administration and representation on the County Council. This has led to a meeting on common ground of representation of the urban and rural parts of the County and has enabled each area to make its own special contribution to the welfare of the County as a whole. It has kept a balance between the two elements and prevented the County from becoming either predominantly urban or rural in type. The County Council at present represents a wide cross-section of localities and interests, among them, industry of diverse types, and agriculture, urban, suburban and rural areas, sea coast and inland towns, all of which by the exchange of views and sharing experience and knowledge, contribute to the collective wisdom and active local government of the whole County. The very size of the problem of the Local Government of Greater London calls for a solution which secures that there is no lessening of the size of the area which looks away from London for its services.

6. The part of the Greater London conurbation which is within the Administrative County exhibits (with the exception of Waltham Holy Cross to which special reference will be made later) a remarkable uniformity. All the Authorities concerned with the single exception of Chingford (population 46,450) have populations over 60,000; all the Authorities concerned are Municipal Boroughs or Urban Districts. This disposition is in marked contrast to the uneven population distribution and variety of authority in other conurbations. In the Government White Paper on Areas and Status, for instance, a reference is made to the South-East Lancashire Conurbation with its two Counties, seven County Boroughs, fifteen non-County Boroughs, twenty-nine Urban Districts and one Rural District. The Table C on page 51 demonstrates this point.

7. The County Council suggest that much of the concern about the local government of conurbations which is exhibited in the Government White Paper springs from the marked diversity of size and type among the Authorities which comprise the various conurbations. This is not a feature of the Essex part of the Greater London Area.

8. The Commission will, no doubt, have observed that under the arrangements which already exist or will exist, if the Local Government Bill becomes law and its proposals are applied to the Greater London Area, the County District Councils except Chingford and Waltham Holy Cross, in the part of the Greater London Area in Essex already enjoy, or would enjoy, if the Bill applied to them, wide powers in the field of education, health and welfare, town and country planning and traffic. With the addition of the powers they exercise in their own right they would enjoy substantial powers in every field mentioned in paragraph 3 of the letter from the Chairman of the Royal Commission. In fact, they already have, to a large extent, and would have over the whole field if the Local Government Bill provisions were applied to them, virtually the powers of what might be termed most purpose authorities. However, the County Council would advocate that these large County Districts in the area under review should have an additional important power entrusted to them, namely the power to spend, over and above the expenditure chargeable to the County Council, money from their own resources on functions which are delegated to them. This power would have the effect of giving to the County District Councils a feeling of independence in exercising the powers delegated to them. For example, in the important services of health (if the Local Government Bill proposals are applied) and education, an opportunity would thus be given for experiment and local improvement on the standards of service which the County Council deemed right for the County as a whole but the payment for the local experiments and improvements would be made by the local Council at the local expense. It is urged that this power would go far to obviate complaints against delegation. The smooth working of the arrangements with "claiming authorities" in respect of improvements not connected with maintenance of claimed roads affords an example of how arrangements of a somewhat similar nature can work in actual practice.

9. The success of these "claiming" arrangements prompts the observation that they have been in existence since 1930, and with some variation since the inception of County Councils in 1889. It is important that it should be appreciated that the present arrangements relating to education (appointed day 1st April, 1945), health and welfare (appointed day 5th July, 1948) and town and country planning

(appointed day 1st July, 1948) have all had only a short period to settle down and that period has been one of considerable national economic difficulty, coupled in Essex with exceptional growth and movement of population. Ten years is not a long time for the new conceptions introduced into local government to become established and accepted by the public. The Commission might well consider whether many of the features of the present system have yet had a proper opportunity to settle down and become established in the sense of being familiar both to all members of local authorities and the public.

10. It has been indicated in paragraph 6 of this statement that special reference would be made to the position of the Urban District of Waltham Holy Cross (population 10,520) which is included in the area under review by the Royal Commission presumably because it forms part of the Metropolitan Police District. By reason of its characteristics, position relative to the Green Belt and size both in population and acreage, compared with the other Authorities in Essex in the area under review, the County Council consider that the Waltham Holy Cross Urban District should not be dealt with as part of the Greater London area but as part of the remainder of Essex with which it has more in common than it has with the area under review by the Royal Commission.

11. The Commission will, no doubt, consider a large number of proposals both with regard to the local government structure and the distribution of local authority functions in the area under review. The County Council trust that in assessing what is effective, economic and convenient local government they will have regard to the financial effect measured in terms of cost of operation and administration involved in such proposals.

It is suggested that proposals which involve increases in costs of operation and administration and in the total staffs required should be especially carefully scrutinised. These dangers do arise where a large service is divided into smaller units. Similar considerations apply to the questions of recruitment of professional and technical staffs. In many of the services there is a shortage of qualified staff at the present time. The division of a service into smaller units would hinder the economic use of available professional, technical and specialist staffs. Similar considerations apply to the purchasing of supplies; the County Council have been able, by the use of a centralised Supplies Department, to achieve substantial economies by large scale purchasing. Other advantages which are secured by the present widely based County adminstration include a good standard of service over a wide area, the ability to employ highly specialised staff catering for a wide variety of needs, particularly in the health, education and welfare services, to provide specialist premises such as special Children's Homes, Boarding Schools and Technical Colleges and to accumulate a wide experience in such matters as the design of school buildings, as well as making experiment economically practicable and worthwhile by providing a large field for the application of successful results. The South -East Essex Technical College at Barking (which serves a large population in the Boroughs of Barking, Dagenham and Ilford, and the Urban District of Hornchurch and along Thamesside) and the South-West Essex Technical College at Walthamstow (which serves Leyton, Walthamstow, Wanstead and Woodford, Chingford, Chigwell and other districts outside the area under review) are examples of what can be provided by a large widely based authority; it is difficult to imagine that two such large colleges, each with a national reputation, would ever have been provided by any Authority without comparable resources. Again, a widely based administration avoids the necessity for agreements being reached and payments being made by one authority to another for the use of its services. Financial advantages tend to be available to large authorities when borrowing money.

Fragmentation of the County and its services would seriously curtail these advantages; the result would be that the general public whose primary interest is in the standard and scope of and value they receive from the local government services and not in the particular channel through which those services are supplied, would be the losers.

12. Certain services are by their very nature most satisfactorily and economically adminstered over a wide area and the present Administrative County provides such an area. Of these services the following in particular should be mentioned—

(a) Education and Youth Employment Service.

(See page 3 to page 7 of Part I).

The technical colleges (para. 11 above) the Institute of Agriculture, the teachers' training college, the residential youth centres and permanent camps and the Youth Employment Service are all capable of serving, and have successfully served, a substantially wider area than that now under review, and it is desirable that the facilities they offer should continue to serve a large area without the restrictions caused by local authorities' boundaries.

There are great advantages to be gained from the application of a common education policy and common standards over a large area. It is obvious, for example, that in the matter (of prime concern to parents and children alike) of the standard required for admission to grammar and technical schools (the 11 plus examination) grave dissatisfaction would be caused if a child's chances of allocation to a selective secondary school were to depend on which side of a local government boundary he happened to live; the greater the number of local education authorities created, the more scope there would be for this undesirable feature to exist. Scales of assistance to pupils (e.g. maintenance allowances and clothing and uniform grants) could similarly vary and the same considerations apply. The general public would have good grounds for bewilderment and discontent that such a position should arise owing to the lack of a common policy in contiguous areas of the same county. Indeed, it never has arisen so far as the County Council are concerned, in whose area there has been a common policy for many years. There is the further important point that should the education service be broken down into smaller units it would become less practicable to implement the national policy laid down in section 76 of the Education Act, 1944, which provides, subject to certain safeguards, that pupils are to be educated in accordance with the wishes of their parents. The extent to which this freedom operates at present is shown by the fact that each of the selective schools in the area under review (between 20 and 30) draws its pupils not merely from the county district in which it is situated but also from adjoining county districts and beyond.

In dealing with the present day problems of staffing schools, difficulties will be accentuated by any division of the County, e.g. a particular area where the nature of the district already tends to attract teachers might well provide a generous staff establishment or an unusually generous range of special allowances which would enable it to attract more teachers at the expense of other neighbouring areas. Variations like these could have serious consequences for the children. At present the County Council lay down staffing standards and scales of allowances for the County as a whole.

In the matter of school building the County Architect and his staff, by reason of the size of the Council's building programme (214 schools built since the war) have been able to acquire specialised knowledge in the design and building of schools, to carry out and apply the results of successful experiments and, by the standardisation of certain units of school planning and construction, to effect worthwhile economics. These examples serve to indicate further advantages to be gained from the education service being administered over a wide area with, as a consequence, a large programme of school building.

(b) **Environmental Health.**

(i) The disposal of refuse in the area under review needs to be planned over a wide area. Disposal from the area under review in fact takes place in the remainder of the County. (See page 8 of Part I).

(ii) *The provision of laboratories.* (See page 9 of Part I).

(iii) *Parks and Open Spaces.* (See pages 10—12 of Part I).

Under this heading attention is drawn to the preservation of the Green Belt and the action taken by the County Council in acquiring large areas of land for preservation as Green Belt partly within (2,460 acres) and partly outside (2,790 acres) the area under review. It is obvious that any further division of the Green Belt between Authorities, whether boundaries cut across the width of the Green Belt and divided it into segments or run through the length of the Green Belt and thus divide it into parallel strips, must put the whole conception of the Green Belt into jeopardy. The constant pressure on the Green Belt requires problems affecting it to be dealt with on a basis other than that of local considerations.

(c) **Personal Health, and Welfare.**

(i) *Ambulance Service.* (See page 20 of Part I).
This service is essentially one which needs to be controlled and administered over a large area if multiplication and consequent waste of depots, staff (especially in the supervisory grades) and journeys is to be avoided and flexibility, combined with a rapid service in emergency cases, is to be achieved.

(ii) *Training of Nurses and Midwives.* (See page 17 of Part I).
A reference has been made to the difficulties involved in organising this work except on a centralised basis over a large area. (See paragraph 4 of this statement—page 42).

(iii) *Mental Health Services.* (See pages 21—23 of Part I).
A special reference has already been made to this service in paragraph 4 (page 42) of this statement. The County Council consider that this service is one which must be planned and staffed on the basis of a large area. The size of the areas served by occupation centres and the scarcity of trained staff require this.

(iv) *National Assistance Acts.* (See pages 23—28 of Part I).
The provision of residential accommodation for old people from the area under review has had to be dealt with, to a large extent, by the adaptation of suitable properties outside the area under review. The table on page 28 of Part I clearly demonstrates that the size of the demand for accommodation in the area under review is in no way related to the availability of places in that area.

The provision of welfare services for the blind, handicapped and others under this Act have called for a small qualified staff serving a large area in the case of the blind or the making of agency arrangements with voluntary organisations. Both these methods require a large area for administration.

(v) *Care of Children.* (See pages 29—32 of Part I).
Boarding out of children is a most important feature of this service and calls for a large geographical area for the work to be done economically and efficiently. Special homes such as reception homes, can be provided for the County as a whole, and in this service the area under review and the remainder of the County are particularly interdependent. This has led to the provision of the service on a centralised basis.

(d) **Town and Country Planning.** (See pages 32—36 of Part I).

Part of the work, particularly development control, which falls under this head, is suitable for delegation and arrangements have been made for delegation to County District Councils which have been described in Part I.

However, the work of making and revising the Development Plan must be done for a wide area in order to co-ordinate the work done in neighbouring districts and to ensure that adequate provision is made for the needs of the districts which cannot solve their problems (e.g. overspill) within those areas. The protection of the Green Belt and the restriction of new industry in the Metropolitan Area of Essex and the planning of roads (other than local roads) and control of mineral working, are matters which must be dealt with on a wide basis. The needs of the area under review are increasingly being met in the remainder of the County as is shown by the trends of population referred to in paragraph 2 of this statement. All these factors point to the necessity of overall planning being carried out by the County Council itself subject, of course, to proper consultations.

The common services of Supplies and Transport (see page 40, Part I) require a wide field for their full benefits to be realised.

Reference has already been made (page 45) to the work of the County Architect's Department in connection with the provision of schools. The same arguments apply to all the architectural work of the County Council where specialised premises are concerned (e.g. health centres, clinics, hostels for old people, ambulance stations and fire stations).

Also, considerable benefit is to be gained from the establishment of a specialist department, i.e. the County Land Agent and Valuer's Department, for the numerous property transactions which are involved in the conduct of the County Council's functions in the area.

The same arguments can be advanced for the services which are becoming increasingly available as a result of the provision of mechanical and electronic accounting machinery, a considerable addition to which the County Council have recently installed.

13. The Royal Commission have selected certain services upon which they intend to concentrate their attention "in the first instance." The County Council understand from this that decisions on the organisation of Local Government will not be taken until all the Local Government services have been examined. A structure which might be suitable for the functions specifically mentioned in the Commission's letter might not be suitable particularly in the area under review for the functions upon which the Commission have yet to concentrate their attention (e.g. the fire service). The County Council would wish to have the opportunity of commenting further on these other services when the Royal Commission wish to deal with them.

14. For the reasons advanced in this Statement the County Council believe that the present system of Local Government in the part of Essex under review is sound and that its basic structure need not be disturbed. Apart from the matters referred to herein the County Council have not encountered material defects in the present arrangements. The existing distribution of functions is basically correct allowing, as it does, the advantages of a broadly based service quickly susceptible to local views and providing adequate means for the expression of those views, combined with a high standard of service to the public.

Whatever solution commends itself to the Royal Commission, the County Council have no doubt that the Commission will have fully in mind that their proposals should deal not only with the problems of to-day, but also provide a basis for dealing with the problems of the future.

Nevertheless, if the Royal Commission decide that changes should be considered and new methods of administering local government services examined, the County Council would be willing to assist by discussing any questions which might arise in relation thereto with members of the Commission and, if thought fit by the Commission, with representatives of the County District Councils also.

15. In conclusion, the County Council express the hope that they will be given full opportunity by the Royal Commission of commenting on any proposals for any alteration in the organisation or in the distribution of functions of local government in this area. Any new proposals should be most carefully examined in the light of the County Council's experience of these problems and subjected to the same opportunities for criticism as the existing system.

COUNTY HALL,

CHELMSFORD.

CHRISTIAN BERRIDGE

Clerk of the County Council

1st July, 1958.

TABLE A.

Royal Commission on Local Government in Greater London. Local Authorities affected in the Administrative County of Essex.

Authority	Registrar General's Estimate of population at—		Rateable Value at		Rateable Value per Head of Population						Acreage
	1957	1947	1957 £	1947 £	1957 £	s.	d.	1947 £	s.	d.	
Boroughs.											
Barking	75,070	78,370	1,002,550	779,379	13	7	1	9	18	11	3,877
Chingford ..	46,450	46,040	704,242	339,717	15	3	3	7	7	7	2,868
Dagenham ..	114,400	111,100	1,320,911	618,111	11	10	11	5	11	3	6,554
Ilford	179,600	181,750	2,856,079	1,591,102	15	18	0	8	15	1	8,425
Leyton	99,670	106,490	1,264,352	771,941	12	13	8	7	5	0	2,594
Romford ..	111,800	69,780	1,409,983	529,447	12	12	3	7	11	9	9,342
Walthamstow ..	115,300	123,680	1,578,718	870,280	13	13	10	7	0	9	4,342
Wanstead and Woodford ..	60,970	61,140	984,552	586,042	16	3	0	9	11	8	3,842
Urban Districts.											
Chigwell ..	60,420	31,190	805,825	251,635	13	6	9	8	1	4	8,971
Hornchurch ..	117,400	100,930	1,466,250	692,689	12	9	9	6	17	3	19,768
Waltham Holy Cross	10,520	7,970	167,239	57,827	15	17	11	7	5	1	10,958
Review Area ..	991,600	918,440	13,560,701	7,088,170	13	13	6	7	14	4	81,541
Remainder of County ..	763,000	592,040	8,369,671	3,715,689	10	19	5	6	5	6	877,922
Whole County ..	1,754,600	1,510,480	21,930,372	10,803,859	12	10	0	7	3	1	959,463

Summary.

Year	Area	Population	%	Rateable Value	%	Acreage	%
1957	Review Area ..	991,600	56.51	13,560,701	61.835	81,541	8.50
	Remainder of County	763,000	43.49	8,369,671	38.165	877,922	91.50
	Whole County ..	1,754,600	100.00	21,930,372	100.00	959,463	100.00
1947	Review Area ..	918,440	60.80	7,088,170	65.61	—	—
	Remainder of County	592,040	39.20	3,715,689	34.39	—	—
	Whole County ..	1,510,480	100.00	10,803,859	100.00	—	—

TABLE B.

Area Outside Review of Greater London.

Local Authority Areas	Population		Rateable Value		Rateable Value per Head of Population	
	1957	1947	1957 £	1947 £	1957 £ s. d.	1947 £ s. d.
Boroughs—						
Chelmsford	42,260	35,540	718,112	355,532	16 19 10	10 0 1
Colchester	63,380	50,550	721,788	378,027	11 7 9	7 9 7
Harwich	13,760	11,990	135,182	80,256	9 16 6	6 13 11
Maldon	9,910	9,570	106,232	52,025	10 14 5	5 8 9
Saffron Walden	7,430	7,140	102,149	40,718	13 14 11	5 14 1
Urban Districts—						
Basildon (Billericay)	65,960	41,440	542,243	211,625	8 4 5	5 2 2
Benfleet	24,970	20,040	284,428	112,199	11 7 10	5 12 0
Braintree & Bocking	18,490	17,340	233,907	92,848	12 13 0	5 7 1
Brentwood	42,330	28,070	469,666	254.072	11 1 11	9 1 0
Brightlingsea	4,630	4,376	40,307	21,165	8 14 1	4 16 9
Burnham-on-Crouch	3,860	3,755	37,683	21,184	9 15 3	5 12 10
Canvey Island	12,330	10,270	129,944	44,288	10 10 10	4 6 3
Clacton	24,890	22,550	461,902	250,255	18 11 2	11 1 11
Frinton & Walton	8,640	7,925	150,243	104.970	17 7 9	13 4 11
Halstead	6,360	6,440	70,510	28,586	11 1 9	4 8 9
West Mersea	3,070	2,400	30,996	14,670	10 1 11	6 2 3
Rayleigh	14,830	8,831	151,026	57,816	10 3 8	6 10 11
Thurrock	104,200	73,070	1,296,013	478,080	12 8 9	6 10 10
Witham	8,840	8,233	99,951	41,590	11 6 1	5 1 0
Wivenhoe	2,580	2,390	19,201	9,189	7 8 10	3 16 11
* Epping Harlow Epping and Ongar Rural District	77,280	37,780	829,519	195,897	10 14 8	5 3 8
Rural Districts—						
Braintree	20,260	17,840	155,145	57,735	7 13 2	3 4 9
Chelmsford	41,970	36,330	379,071	199,144	9 0 8	5 9 8
Dunmow	19,840	18,160	173,957	68,892	8 15 4	3 15 11
Halstead	16,380	16,500	128,661	55,046	7 17 1	3 6 9
Lexden & Winstree	22,190	21,840	208,519	131,664	9 7 11	6 0 7
Maldon	15,230	13,800	137,412	80,915	9 0 5	5 17 3
Rochford	23,850	17,750	223,407	103,524	9 7 4	5 16 8
Saffron Walden	18,550	16,770	151,727	69,325	8 3 7	4 2 8
Tendring	24,730	23,350	180,770	104,452	7 6 2	4 9 6
Whole area outside review area	763,000	592,040	8,369,671	3,715,689	10 19 5	6 5 6

* These areas were affected by the creation of the Harlow Urban District in April, 1955, and are, therefore, aggregated for the purposes of this Table.

TABLE C.
CONURBATIONS.
(See Special Review Areas in Third Schedule and the Metropolitan Area in the Fifth Schedule to the Local Government Bill.)

(1)	(2)	(3)						(4)		
		Population						Population in		
Area	Local Authorities Area	Up to 10,000 (a)	Over 10,000 up to 25,000 (b)	Over 25,000 up to 50,000 (c)	Over 50,000 up to 75,000 (d)	Over 75,000 up to 100,000 (e)	Over 100,000 (f)	County Boroughs	County Districts	Totals
Essex (part of Greater London Review Area.)	1 County. 2 County Boroughs. 11 County Districts.		1*	1	2	2	2 5	278,600	991,600	1,270,200
Tyneside Area.	2 Counties. 4 County Boroughs. 11 County Districts.		4	7	1		3	562,300	325,960	888,260
West Yorkshire Area.	1 County. 6 County Boroughs. 32 County Districts.	7	16	8	2 1	1	3	1,132,910	661,830	1,794,740
South-East Lancashire Area.	2 Counties. 7 County Boroughs. †46 County Districts.	10	19	14	1 3	1	5	1,413,720	1,002,047	2,415,767
Merseyside Area.	2 Counties. 4 County Boroughs. ‡10 County Districts.	2	3	2	3	1	3	1,094,230	299,359	1,393,589
West Midlands Area.	3 Counties. 6 County Boroughs. †20 County Districts.	2	4	10	2 3	1 1	3	1,599,020	703,836	2,302,856

* Waltham Holy Cross Urban District. See paragraph 10 of Part II of the County Council's statement.

† Includes only part of 1 rural district.

‡ Includes only parts of 2 rural districts.

* APPENDICES

APPENDIX B(1)

LIST OF STATUTORY PROVISIONS RELEVANT TO PERSONAL HEALTH AND HOUSING AND ENVIRONMENTAL HEALTH, WHICH CONFER POWERS, DUTIES, ETC. ON THE COUNTY COUNCIL

National Health Service Act, 1946.

Part III
- Sec. 19 ("Local Health Authorities")
- Sec. 20 (Proposals for carrying out duties)
- Sec. 21 (Health Centres)
- Sec. 22 (Care of Mothers and Young Children)
- Sec. 23 (Midwifery)
- Sec. 24 (Health Visiting)
- Sec. 25 (Home Nursing)
- Sec. 26 (Vaccination and Immunisation)
- Sec. 27 (Ambulance Services)
- Sec. 28 (Prevention of Illness, Care and After-care)
- Sec. 29 (Domestic Help)

Sec. 46 (Arrangements for use of Health Centres by practitioners)
Sec. 51 (Proposals for carrying out of duties by local health authorities under Lunacy and Mental Treatment Acts and Mental Deficiency Acts)
Sec. 53 (Grants to local health authorities)
Sec. 58 (Acquisition of land)
Sec. 63 (Use of premises and equipment of local health authority by other authorities)
Sec. 64 (Supply of goods by local health authorities)
Sec. 65 (Provision of residential accommodation for staff)
Sec. 66 (Qualifications, remuneration and conditions of service of Officers)
Sec. 71 (Recovery of Charges)
Sec. 76 and Tenth Schedule. (Application of provisions contained in Public Health Act, 1936, to Council as local health authority—see "Public Health Act, 1936," below)

National Health Service (Amendment) Act, 1949.

Sec. 22 (Removal of doubts as to duties of local health authorities in connection with midwifery)
Sec. 23 (Power of voluntary organisations to transfer property to local health authorities)
Sec. 24 (Cost of conveyance of certain persons under Sec. 27 of 1946 Act)
Sec. 25 (Payment by local health authorities of certain remuneration and expenses to medical practitioners)
Sec. 29 (Minor Amendments)
- Sec. 21 (1) (1946 Act) Health Centres.
- Sec. 22 (2) (1946 Act) Recovery of charges for residential accommodation and food.
- Sec. 46 (1946 Act) (Use of Health Centres by practitioners)
- Certain provisions of Public Health Act, 1936, as to notices regarding infectious diseases.

* Appendix "A" not reproduced in this publication.

National Health Service Act, 1952.

Sec. 5(2) (Amendment of Sec. 22 of 1946 Act by inserting "day nurseries" in Sub. Sec. (2) which authorises charges for residential accommodation, food or articles)

National Health Service (Amendment) Act, 1957.

Sec. 1 (Power to make ambulance services available for reward)

Midwives Act, 1936.

Sec. 2 (3) (4) (5) and (6) (Appointment and terms of employment of midwives by authorities)
Sec. 5 (Compensation to Midwives ceasing or required to cease practice)

Midwives Act, 1951.

Sec. 14 (Duty of midwives to summon medical assistance in emergencies)
Sec. 15 (Notification by midwives of intention to practise)
Sec. 16 (Notification by practising midwives of change of address)
Sec. 17 (Local supervision of midwives)
Sec. 18 (Compensation to midwives for suspension from practice)
Sec. 20 (Supply of forms etc., to midwives)
Sec. 23(2) and (3) (Payments to the Central Midwives Board)
Sec. 26 (Power of local supervising authorities to aid training of midwives)
Sec. 27 (Power of local supervising authorities to provide residential accommodation for pupil midwives)
Sec. 29 (Prosecution of Offences)*
Sec. 31 (Local supervising authority for purposes of Act)
*Sec. 29—The County Council as local supervising authority may prosecute any offences punishable on summary conviction under Sections 3, 4, 8, 9, 10, 11 and 12.

Public Health Act, 1936.

Sec. 85 (Cleansing of verminous persons and their clothing)
Sec. 86 (Provision of cleansing stations)
Sec. 187 }
Sec. 188 } (Registration and cancellation of registration of nursing homes)
Sec. 189 }
Sec. 190 (Bye-laws as to nursing homes)
Sec. 191 (Inspection of nursing homes)
Sec. 192 (Power of registration authority to exempt certain institutions)
Sec. 194 (Delegation of powers as to nursing homes by County Council to council of county district)

Note—Powers delegated by County Council to following Borough Councils—

Ilford	July, 1930
Leyton	July, 1930
Colchester	January, 1931
Walthamstow..	May, 1931

Sec. 196 (Provision of laboratories)
Sec. 203 (Notification of births)
Sec. 205 (Employment of women in factories or workshop after birth of a child)
(The following provisions made applicable to local health authorities by Sec. 76 of the 1946 Act)

Sec. 143 (Regulations made under this section with a view to the treatment of certain diseases and for preventing the spread of such diseases)
Sec. 169 (Provision for removal to hospital of person suffering from notifiable disease where serious risk of infection being spread)
Sec. 170 (Detention in hospital of infected person without proper lodging to return to)
Sec. 172 (Removal to hospital of infectious persons suffering from tuberculosis of the respiratory tract)
Sec. 179 (Instruction, lectures, etc., on questions relating to health or disease)
Sec. 196 (Provision of laboratories)
Sec. 244 (Power to remove to hospital inmate of common lodging house suffering from notifiable disease)
Sec. 254 (Infectious disease on canal boats)
Sec. 267 (Application to ships and boats of certain provisions of the 1936 Act and following provisions of Part XII of that Act)
Sec. 296
Sec. 297 } (Proceedings for offences)
Sec. 307 (Contributions by County Councils to certain expenses of county district councils)
Sec. 320 (Relinquishment of functions by district councils)
Sec. 321
Sec. 322 } (Exercise of powers where default by council of county district)
Sec. 323

Cancer Act, 1939.
Sec. 4 (Prohibition of certain advertisements)

Housing Act, 1936.
Sec. 124 (Power of County Councils to lend to local authorities)
Sec. 169
Sec. 171
Sec. 172 } (Default powers as respects county district councils)
Sec. 174

Housing (Financial Provisions) Act, 1938.
Sec. 1 (General Provisions for contributions in respect of housing)
Sec. 7 (County Councils' contributions)

Housing (Financial and Miscellaneous Provisions) Act, 1946.
Sec. 8 (County Councils' contributions)

Housing Act, 1949.
Sec. 4 (Power of local authorities to make advances for purpose of increasing housing accommodation)
Sec. 5 (Power of local authorities to guarantee repayment of advances by building societies)
Sec. 34 (Agreements by County Councils for exercise of powers of county district councils)
Sec. 47 (Power of local authorities to borrow)

Housing Act, 1957.
Sec. 103 (Power to acquire water rights for houses provided)
Sec. 116 (Responsibility of County Councils in respect of housing conditions in rural districts)

Sec. 119 (Power of local authorities and County Councils to promote and assist housing associations)
Sec. 126 (Power of County Councils to provide houses for their employees)
Sec. 136(1) (Power of local authorities to borrow for purposes of Act)
Sec. 138 (Power to issue local housing bonds)
Sec. 140 (Power of local authorities to lend to other authorities)
Sec. 171
Sec. 173
Sec. 174 } (Exercise of powers where default by county district councils)
Sec. 176

Land Drainage Act, 1930.

Sec. 32 (Power of local authorities to contribute to expenses of drainage works)

Local Government Act, 1933.

Sec. 111 (Arrangements for securing that medical officers of health shall not engage in private practice)
Sec. 108(2)
Sec. 109 } Payments by County Council towards salaries of medical officers of health and public health inspectors of county districts.
Sec. 117
Sec. 113 (Relations between medical officers of health of county and county districts)

Essex County Council Act, 1933.

Part IV—Establishments for Massage and Special Treatment.

Sec. 54 (Definition of establishment for massage or special treatment)
Sec. 55 (Date of commencement of Part IV)

(Note—This Part of the Act applies in the following county districts: Boroughs of Chelmsford, Chingford, Colchester, Dagenham, Maldon, Romford, Saffron Walden, Wanstead and Woodford. Urban Districts of Basildon, Brentwood, Chigwell, Clacton, Epping, Frinton and Walton, Harlow, Hornchurch, Thurrock, and Waltham Holy Cross and Rural District of Epping and Ongar. For "delegate" authorities see Sec. 69 below.)

Sec. 56 (Establishments for massage or special treatment to be licensed)
Sec. 57 (Applications for licences)
Sec. 58 (Grant of licences)
Sec. 59 (Council to give notice to local authorities as to licences)
Sec. 60 (Bye-laws as to establishments for massage or special treatment)
Sec. 61 (Powers of entry and inspection by Council and local authorities)
Sec. 62
Sec. 63 } (Penalties for offences in respect of establishments for masssage, etc.)
Sec. 64 (Local authorities may institute proceedings for penalties)
Sec. 65 (Local authorities to report to Council)
Sec. 68 (Extension of Part IV to other premises and businesses)
Sec. 69 (As to delegation of powers of Part IV to Barking and other corporations)

(Note.—County Council on 21st November, 1933, delegated their powers and duties under Part IV to Boroughs of Barking, Ilford, Leyton and Walthamstow.)

Part X.

Sec. 146 (Refuse Dumps)

Part XIV.

Sec. 184 (Further bye-laws under Nursing Homes Registration Act, 1927)
(Note—(a) Further bye-laws under this Section made by County Council on 1st October, 1935; (b) 1927 Act repealed by Public Health Act, 1936, but Sec. 4 of 1927 Act re-enacted with amendments by Sec. 190 of 1936 Act)
Sec. 185 (Provision of County laboratory service)

Food and Drugs Act, 1955.

Sec. 31 (Prohibition of sale of milk from diseased cows)
Sec. 36 (Restriction on use of special designations)
Sec. 37 (Compulsory use of special designations for retail sales)
Sec. 38 (Compulsory use of special designations for catering)

Rural Water Supplies and Sewerage Acts, 1944 *to* 1955.

Sec. 2 of 1944 Act (Contributions by County Councils)

Water Act, 1945 *(as amended by* 1948 *Act.).*

Sec. 3 (Joint Advisory Water Committees—appointment of representatives and defrayment of expenses by County Council)
Sec. 8 (Joint Water Boards)
Sec. 9 (Combination of undertakers and transfer of undertakings by agreement or compulsorily)
Sec. 13 (Default powers of Minister—Powers of Joint Boards and County District Councils may be transferred to County Council)
Sec. 14 (Control of abstraction and prevention of waste in certain areas)
Sec. 28 (Extension of power to provide water supply for houses and schools —consultations as to providing supply at reasonable cost)

Nurses Agencies Act, 1957.

(The conduct and licensing of agencies for the supply of nurses.)
(Note—Pursuant to Sec. 11 of the Nurses Act, 1943, Part II of which was repealed and re-enacted by the 1957 Act, the County Council, have delegated their powers under Part II to the Borough Councils of Barking, Ilford and Walthamstow.)

Nurseries and Child Minders Regulations Act, 1948.

(The regulation of certain nurseries and of persons who for reward receive children into their homes to look after them.)

THE SCHEDULE REFERRED TO MEMBERSHIP OF HEALTH AREA SUB-COMMITTEES

No. and Name of Area	Name of County District(s) comprising the Area	No. of members to be nominated by the Councils of the County Districts named in column (2)	No. of members of the County Council to be appointed by the Health Committee	No. of other persons to be appointed by the Health Committee	Total No. of members
(1)	(2)	(3)	(4)	(5)	(6)
1. North-East Essex	Colchester B.	3	7	7	29
	Harwich B.	1			
	Brightlingsea U.	1			
	Clacton U.	2			
	Frinton and Walton U.	1			
	Halstead U.	1			
	West Mersea U.	1			
	Wivenhoe U.	1			
	Halstead R.	1			
	Lexden and Winstree R.	1			
	Tendring R.	2			
2. Mid-Essex	Chelmsford B.	2	7	7	30
	Maldon B.	1			
	Saffron Walden B.	1			
	Braintree and Bocking U.	1			
	Burnham-on-Crouch U.	1			
	Witham U.	1			
	Braintree R.	2			
	Chelmsford R.	2			
	Dunmow R.	2			
	Epping and Ongar R. (representing that part of the Rural District within the Mid-Essex Health Area.)	1			
	Maldon R.	1			
	Saffron Walden R.	1			
3. South-East Essex	Basildon U.	6	7	7	30
	Benfleet U.	3			
	Canvey Island U.	2			
	Rayleigh U.	2			
	Rochford R.	3			
4. South Essex	Brentwood U.	3	7	7	29
	Hornchurch U.	7			
	Thurrock U.	5			
5. Forest	Chingford B.	3	7	7	30
	Wanstead and Woodford B.	4			
	Chigwell U.	4			
	Epping U.	1			
	Harlow U.	2			
	Waltham Holy Cross U.	1			
	Epping and Ongar R. (representing that part of the Rural District within the Forest Health Area.)	1			
6. Romford	Romford B.	15	7	7	29
7. Barking	Barking B.	15	7	7	29
8. Dagenham	Dagenham B.	15	7	7	29
9. Ilford	Ilford B.	15	7	7	29
10. Leyton	Leyton B.	15	7	7	29
11. Walthamstow	Walthamstow B.	15	7	7	29

*APPENDIX C(3)

CONSTITUTION OF AREA PLANNING SUB-COMMITTEES

The County is divided into six areas each of which has an Area Planning Sub-Committee which, with one exception, is constituted as follows, viz., one member nominated by each county district council in that area and an equal number of members appointed by the County Planning Committee, being members of that Committee. In addition, the Chairman of the County Planning Committee is, ex-officio, a member of each Area Sub-Committee and each county district council is entitled to nominate one of its members to accompany its duly appointed representative in an advisory capacity only. The exception referred to above is the West Essex Area Planning Sub-Committee, being an area comprising only four county districts where the county district councils are entitled to nominate two members instead of one and the number of the County Planning Committee's representatives is similarly increased. All the county districts with which the Commission is concerned are within the area of the South-West Essex Area Planning Sub-Committee except Hornchurch and Romford, which are in the South Essex Area, and Waltham Holy Cross, which is in the West Essex Area.

The functions of Area Planning Sub-Committees are briefly as follows:

1. To give decisions upon applications for planning permission and for consent to the display of advertisements which are referred to the Sub-Committees by county district councils, which position arises when the county district council desires to give a decision upon an application in a manner contrary to the formal recommendation of the County Planning Adviser (made through his Area Officer). Such a position cannot, of course, arise where the application is one which comes within one of the classes of cases upon which the County Planning Adviser does not require to be consulted or is one which the Area Planning Officer refers back to the county district council without a formal recommendation, leaving them to determine the decision at their own discretion. The decision of the Area Sub-Committee upon applications referred to them is final (subject to any appeal by the applicant to, or any direction given by, the Minister of Housing and Local Government) unless the decision proposed to be given by the Area Sub-Committee is not in accordance with the County Development Plan, in which case, in accordance with a direction issued by the County Planning Committee, the Sub-Committee are required to refer the application to the Committee, with their recommendation, for a decision.

2. To consider recommendations of county district councils in relation to any of the following matters and to make such recommendations to the County Planning Committee in regard thereto as they think fit:
   (a) the revocation or modification of planning permissions;
   (b) the discontinuance or modification of the authorised use of land;
   (c) the making of Tree Preservation Orders or Building Preservation Orders.

3. To consider and make recommendations, at the appropriate time, to the County Council with regard to any matters relating to the planning of their areas.

4. To authorise the taking of enforcement action upon recommendations made to them by those district councils who have not undertaken the responsibility for the enforcement of planning or advertisement control, or to act in the absence of any such recommendation. (NOTE—All the county district councils in the review area undertake their own enforcement action).

---

* Appendices C(1) and C(2) not reproduced in this publication.

Supplementary Evidence Submitted by the Essex County Council

The Essex County Council wish to accept the invitation contained in the letter, dated 19th August, 1958, from the Chairman of the Royal Commission to the Chairman of the County Council to submit further evidence to the Royal Commission.

The local government functions upon which the County Council wish to submit further evidence are:

(i) the fire service;
(ii) weights and measures and other related functions;
(iii) licensing of places of public entertainment.

It is proposed to deal with each of these functions in Sections as follows:

(A) a description of the present arrangements;
(B) the comments of the County Council on the present arrangements;
(C) the conclusions of the County Council.

THE FIRE SERVICE

(A) DESCRIPTION OF PRESENT ARRANGEMENTS

1. Statutory functions of the County Council as a fire authority.

The County Council are the fire authority for the administrative County of Essex (Fire Services Act, 1947, Section 4) and their statutory duties are defined in Sections 1 (1), 2 (1) and 13 of the Act in the following terms:

1. (1) It shall be the duty of every fire authority in Great Britain to make provision for fire-fighting purposes, and in particular every fire authority shall secure—

(a) the services for their area of such a fire brigade and such equipment as may be necessary to meet efficiently all normal requirements;

(b) the efficient training of the members of the fire brigade;

(c) efficient arrangements for dealing with calls for the assistance of the fire brigade in case of fire and for summoning members of the fire brigade;

(d) efficient arrangements for obtaining, by inspection or otherwise, information required for fire-fighting purposes with respect to the character of the buildings and other property in the area of the fire authority, the available water supplies and the means of access thereto, and other material local circumstances;

(e) efficient arrangements for ensuring that reasonable steps are taken to prevent or mitigate damage to property resulting from measures taken in dealing with fires in the area of the fire authority;

(f) efficient arrangements for the giving, when requested, of advice in respect of buildings and other property in the area of the fire authority as to fire prevention, restricting the spread of fires, and means of escape in case of fire.

2. (1) It shall be the duty of fire authorities, so far as practicable, to join in the making of schemes (hereafter in this section referred to as "reinforcement schemes") for securing the rendering of mutual assistance for the purpose of dealing with fires occurring in the areas of authorities participating in a reinforcement scheme where either—

(a) it is necessary to supplement the services provided under the last foregoing section by the authority in whose area the fire occurs, or

(b) reinforcements at any fire can be more readily obtained from the resources of other authorities participating in the scheme than from those of the authority in whose area the fire occurs.

13. A fire authority shall take all reasonable measures for ensuring the provision of an adequate supply of water, and for securing that it will be available for use, in case of fire.

In addition, the County Council are required by the Act—

(a) to make a scheme (referred to as an "establishment scheme") which, subject to approval by the Secretary of State, determines (inter alia) the establishment of members of the fire brigade of different descriptions and ranks, and of fire stations and equipment of different descriptions, to be maintained by the Council as a fire authority (Section 19);

(b) to constitute a fire brigade committee and make a scheme (referred to as a "management scheme") which, subject to approval by the Secretary of State, determines the constitution of the Committee (Section 20).

2. Management Scheme and constitution of the Fire Brigade Committee.

The Fire Brigade Committee of the County Council is constituted in accordance with a management scheme made by the County Council and approved by the Secretary of State in the year 1948, as amended by an Order made in the year 1955 forming two new county districts.

The scheme provides for—

(i) the Committee to consist of 44 members made up of the Chairman and Vice-Chairman of the County Council ("ex-officio"), 24 members appointed by the County Council from among its other members and 18 appointed on behalf of the councils of county districts in the administrative county;

(ii) the grouping of the county district councils into 6 groups for the purpose of the appointment annually of the 18 members referred to above;

(iii) each such group of councils to appoint a specified number of members to the County Fire Brigade Committee, the following extract from the Schedule to the scheme indicating the grouping arrangements as they affect the councils of county districts within the Commission's review area—

Groups of county district councils.

Group C—	*No. of Members*
Barking Borough Council	7
Chingford ,, ,,	
Dagenham ,, ,,	
Ilford ,, ,,	
Leyton ,, ,,	
Romford ,, ,,	
Walthamstow Borough Council	
Wanstead & Woodford Borough Council	
Hornchurch Urban District Council	

Groups of county district councils.

Group E—	
Chigwell Urban District Council	2
Epping ,, ,, ,,	
Harlow ,, ,, ,,	
Waltham Holy Cross Urban District Council	
Epping and Ongar Rural District Council	

and other related matters.

3. Establishment Scheme.

A copy of the Establishment Scheme made by the County Council and approved by the Secretary of State in accordance with the provisions of Section 19 of the Act and as at present in force, is set out on pages 76 to 83 of Appendix "A." This Appendix also includes notes of matters determined by the County Council and, where requisite, approved by the Secretary of State within the terms of the Scheme, and certain other matters concerning the Brigade organisation.

4. Operational and administrative control of the Brigade.

Overall operational and administrative control of the Brigade is exercised from Brigade Headquarters at Hutton, near Brentwood.

Operational staff attached to the Headquarters comprises, in addition to the Chief Officer:

1 Assistant Chief Officer	(Deputy.)
1 Divisional Officer (Grade I)	General operational staff and control duties.
3 Station Officers	
2 Sub-Officers	
2 Firewomen	
1 Divisional Officer (Grade II)	Fire Prevention Branch.
1 Assistant Divisional Officer	
5 Station Officers	
2 Sub-Officers	
1 Divisional Officer (Grade III)	Civil Defence duties including training.
1 Sub-Officer	
1 Fireman	
1 Assistant Divisional Officer	Communications.
3 Sub-Officers	Training duties.
3 Leading Firemen	
4 Firemen	Drivers.

All the administrative functions of the Brigade are carried out from Brigade Headquarters under the control of a Senior Administrative Officer, who is responsible to the Chief Officer, by

(i) an Establishments Branch, which deals broadly with all personnel matters, including recruitment, appointments, transfers, promotions and promotion examinations, retirements, discharges, etc., personal and other records, the application of conditions of service, emoluments, sickness, injuries, disciplinary matters, pensions and welfare;

(ii) a General Branch, which is responsible for all stores matters, including the Brigade equipment store, ordering, distribution and collection of operational stores and uniforms, records and ledgers, inventories, certification of accounts, etc., administrative matters concerning transport and accommodation;

(iii) a Hydrants and Water Branch, which undertakes work relating to the installation of fire hydrants and water supplies arising from Section 13 of the Fire Services Act, 1947;

(iv) a Catering Officer who has supervisory responsibility for all catering arrangements including emergency feeding arrangements at fires and exercises, and who undertakes certain other work;

(v) secretarial and typing staff.

A Central Brigade workshop is maintained at Lexden, near Colchester, under the control of a Chief Mechanical Engineer. Four mobile repair vans operate from different parts of the County as part of the workshop organisation. The workshop is equipped and staffed to deal with the highly specialised work of maintaining fire brigade appliances and other vehicles.

One technical officer and three operatives are engaged on the maintenance of communications equipment, including sirens and street fire alarms.

One or two cooks are employed at each whole-time fire station.

5. Operational organisation.

For operational fire brigade purposes the administrative county is divided into 5 divisions identified by the letters "A" to "E." Each division has its own headquarters at which operational staff are stationed to deal with matters of a supervisory nature and mobilising within the division. Details of such staff are given on page 84 of Appendix "A."

The fire stations in each division and the approved establishment of appliances and personnel for each station are also given in that Appendix.

The total approved establishment of appliances, vehicles and uniformed personnel for the Brigade is at present as follows:

Appliances and Vehicles (including Brigade reserve—excluding A.F.S. appliances).

Pumping appliances	132
Turntable ladders	6
Other appliances and vehicles	85

Personnel (excluding A.F.S.).

	Whole-time	*Part-time Retained and Volunteers*
Chief Fire Officer	1	–
Assistant Chief Fire Officer	1	–
Divisional Officers (Grade I)	4	–
Divisional Officers (Grade II)	3	–

	Whole-time	*Part-time Retained and Volunteers*
Divisional Officer (Grade III)	1	–
Assistant Divisional Officers	10	–
Station Officers	66	7
Sub-Officers	91	45
Leading Firemen	61	108
Firemen	529	461
Senior Leading Firewomen	16	–
Leading Firewomen	–	–
Firewomen	18	–
	*801	621

*Additionally there is authority to employ, when necessary, 10 recruits in training in anticipation of vacancies and a further 3 sub-officers, 3 leading firemen and 9 firemen at the Wennington fire station.

6. Training arrangements.

A training school is maintained at the Dagenham fire station, where whole-time recruits receive not less than 10 weeks initial basic training before being posted to a station. Recruits for a number of other brigades, namely, the Norfolk, East Ham, West Ham, Suffolk and Ipswich, Gt. Yarmouth, Cambridge and Norwich brigades are, by arrangement with the fire authorities concerned, also given basic training at the school.

Classes are also arranged for the theoretical and practical instruction of firemen in motor driving, the wearing and use of breathing apparatus, the operation of turntable ladders, and for those men wishing to sit for promotion examinations. The permanent instructional staff employed consists of 3 sub-officers and 3 leading firemen.

The training of Auxiliary Fire Service personnel (enrolled for the purposes of civil defence under the Civil Defence (Fire Services) Regulations, 1949), is carried out at certain stations and at a training centre at Suffolk Road, Ilford. One sub-officer is employed at the training centre on instructional duties and one fireman on general duties.

All the instructional staff mentioned are in the establishment for Brigade Headquarters.

7. Mobilising arrangements and communications generally, including receipt of calls and calling arrangements.

The mobilising of appliances and men is carried out at 5 divisional controls situated as follows:

A Division	Colchester fire station.
B Division	Grays fire station.
C Division	Ilford fire station.
D Division	Chelmsford fire station.
E Division	Harlow Central fire station.

The Brigade control at Brigade Headquarters takes over the mobilising for large incidents, e.g. those involving the attendance of over 10 pumps and where other special circumstances arise.

The arrangements for the reception of fire calls by the Brigade vary according to the communication facilities available. Street fire alarm systems exist in the Boroughs of Barking, Dagenham, Ilford and Leyton and a number of direct fire telephones and automatic fire alarms connect important fire risks to the most convenient fire station, but the main method of calls is by means of exchange telephone.

In three divisions, viz. "C" "D" and "E" arrangemets have been made for all calls made by exchange telephone to be routed to the appropriate divisional control and similar arrangements are being made in respect of the other two divisions.

Each divisional control is connected by direct telephone line to (with very few exceptions) each station in its division. Calls received at divisional controls are passed to stations over these lines. In the case of stations manned by part-time (retained) men the lines are used in conjunction with a remote control system by means of which the siren and/or house call bells are operated to call in the men.

Each divisional control is also connected by direct telephone line, with priority signalling arrangements, to the Brigade control, certain neighbouring brigades and the nearest divisional control.

The Brigade participates in the wireless scheme operated by the County police. Receiving and transmitting apparatus is installed in the Brigade control, there are receiving sets in each divisional control and 16 staff cars used by senior officers and 14 fire appliances are fitted with receiving and transmitting sets. By this means senior officers are in contact continuously with Brigade control, urgent messages may be passed to them and to the scene of fire-fighting operations without delay, and mobilising is expedited.

8. Inspection of fire risks and arrangements for obtaining other information required for fire-fighting purposes.

The mobilising arrangements in the Brigade provide for a predetermined first attendance on any call, of the number and type of fire appliances appropriate to the fire risk involved. These arrangements are reviewed not less than once a year by the Divisional Officers who also arrange for new and existing fire risks to be visited as necessary. Information required for fire-fighting purposes is also obtained by arranging exercises.

9. Salvage.

All "first-line" fire appliances carry first aid salvage equipment so that early steps may be taken to prevent or mitigate damage to property resulting or likely to result from fire-fighting operations. In addition, appliances carrying a full complement of such equipment are stationed at Barking, Chelmsford, Colchester and Grays and arrangements exist for the London Salvage Corps to be notified of fires in certain defined categories which are likely to require special salvage measures.

10. Fire prevention.

In order to fulfil the duties imposed by Section 1 (1) (f) of the Act, a specialist fire prevention branch is maintained at Brigade Headquarters with an establishment as indicated in paragraph 4. The services of the officers in the branch are available throughout the administrative county. Other functions of the branch are the investigation of fires of special interest and the preparation of research reports for the Home Office and other bodies; the instruction of staff and the supervision of fire drills at various residental premises; the dissemination of advice to the general public on fire prevention matters when suitable opportunities occur and the operation of the Brigade's photographic unit.

11. Provision of water supplies.

The mains water supply in the administrative county is supplied by 28 water undertakings, with which a close liaison is maintained by the Hydrants and Water Branch of Headquarters, mentioned in paragraph 4 (iii).

There are 24,600 fire hydrants in the County which are regularly inspected by operational personnel who thus gain knowledge of the position of hydrants and adjacent fire risks.

12. Reinforcement arrangements.

Arrangements have been made in accordance with Sections 2 and 12 of the Act, with fire authorities whose areas adjoin Essex—

(a) for mutual assistance to be rendered when necessary for the purpose of dealing with large fires, and/or

(b) for part of the first attendance to a fire in certain defined fringe areas to be supplied from the nearest fire station.

The authorities with whom such arrangements exist are—

London County Council.
Middlesex County Council.
Hertfordshire County Council.
Suffolk and Ipswich Joint Fire Authority.
Cambridgeshire County Council.
Southend-on-Sea County Borough Council.
East Ham County Borough Council.
West Ham County Borough Council.

(B) COMMENTS ON THE PRESENT ARRANGEMENTS

13. Management Scheme and constitution of the Fire Brigade Committee.

The provision made for 18 members of the Committee to be appointed on behalf of the councils of county districts in the administrative county ensures that these councils, through their representatives, take full part in the formulation of policy and control of the Brigade.

Of these 18 members 7 wholly represent county districts within the Commission's review area and 2 represent other districts within that area as well as three districts outside it.

In addition, at present 15 of the 26 members of the Committee appointed by the County Council come from the review area.

14. Operational and administrative control of the Brigade.

A particular advantage which accrues from the size of the Essex Fire Brigade is that efficient and satisfactory operational and administrative control can be provided economically. Supervisory and specialist officers and other staff of suitable calibre and experience can be employed who would be unlikely to be employed by or attracted to a smaller organisation. This is especially true in respect of the more senior operational and administrative officers and technical and specialist staff.

Similar remarks apply to the provision of technical facilities such as the workshops. The advantage of the brigade as at present constituted is that expense may be justified in providing facilities and equipment which would not be borne by each of a number of smaller units.

15. Operational organisation.

The area with which the Commission is concerned comprises almost the whole of "C" Division and part of "E" Division, and at present includes fire stations at—

Ilford
Dagenham
Leyton
Woodford
Waltham Abbey
Romford
Barking
Walthamstow
Hainault
Hornchurch
Leytonstone
Chingford
Loughton

In addition, the establishment provides for a station at Wennington within the Hornchurch Urban District.

The present approved establishment of fire appliances and uniformed personnel at the stations enumerated is as follows:

Appliances and vehicles (excluding A.F.S. appliances).

Pumping appliances	26
Turntable ladders	2
Other appliances and vehicles	5

Personnel (excluding divisional headquarters staff and A.F.S.).

Rank	*Whole-time*	*Part-time retained*
Station Officers	30	–
Sub-Officers	36	1
Leading Firemen	21	2
Firemen	315	9
	402*	12

*Excluding 3 Sub-Officers, 3 Leading Firemen and 9 Firemen for the Wennington station.

It will be observed that approximately half of the whole-time strength of the Brigade is in the review area. The main reason for this is, of course, the high fire risk and concentration of population in the area, but there are other advantages to the County as a whole. For example, the proximity of the review area to the oil installations, Tilbury Docks and other serious fire risks on Thames-side assists very substantially in providing efficient support cover for those risks. Some of the fire stations in the immediate vicinity of the installations are single appliance stations manned by retained personnel, a number of which cannot at present be relied on for continuous cover, and in any event cannot provide all the men and appliances required to deal with a large fire. Oil fires are frequently protracted and make heavy demands upon men and appliances, consequently the bulk of reinforcements for this type of fire is drawn from the review area. A further advantage of this arrangement is that these reinforcements are mainly composed of younger and better trained men, more experienced by reason of being stationed in a busy area.

This is but one example of how in a large brigade it is possible to station men and appliances strategically so as to provide immediate cover for heavily weighted areas and ready support for areas with isolated fire risks without particular regard to local government boundaries. The same point applies in relation to the allocation of expensive special appliances such as turntable ladders, hose layers and salvage tenders. Many, if not all of these advantages would be lost if the Brigade were broken down into smaller units.

No matter how much training a man is given, to become an efficient fireman he must also gain experience and the problem of providing experience is a serious one in many brigades. The large and varied risks and frequency of calls in the review area make it a source of valuable experience for both men and officers. This is true not only in respect of operational officers but also of fire prevention and staff officers, to the eventual benefit of the whole Brigade.

The possibility of the Brigade being divided into a number of small brigades is understood to be giving considerable anxiety to the younger officers. Many of them have not hitherto taken the opportunity of applying for positions in other brigades as prospects of promotion within the County Brigade have been promising and the experience they have been able to gain has been so varied that they see little need to seek experience and promotion further afield. These prospects could disappear overnight and the possible adverse effect upon morale needs no elaboration.

16. Training arrangements.

The loss of the facilities for training recruits in the review area would cause considerable difficulty. No alternative accommodation is available at Brigade premises outside that area and considerable expenditure would be incurred in acquiring or building suitable premises.

As regards instructional staff, there exists in the review area a pool of suitable junior officers who can at short notice be drafted into the school to train or take charge of additional squads in the event of sickness among the staff or a sudden influx of recruits. This advantage has been achieved because during recent years a number of such junior officers have performed a tour of duty at the training school and are familiar with the running of the school and its syllabus of training. Fragmentation of the Brigade could cause the loss of the services of this pool of potential instructors to the County.

If it should become necessary to set up a new training school for a smaller brigade outside the review area the number of instructional staff required could not be less than that employed at the existing school.

17. Mobilising arrangements and communications generally, including receipt of calls and calling arrangements.

The centralised reception of fire calls at divisional controls has in practice proved quick and efficient because the Post Office Telephone Service cannot be expected to decide which particular fire station is nearest the scene of a fire or other incident or can supply the appliances necessary. The Post Office telephone areas do not coincide with local government boundaries and a map illustrating this in respect of the review area is attached as Appendix "B". In the event of a number of small brigades being formed in the area considerable delays would be likely in passing calls from one brigade control to another.

As an example, there are 6 telephone exchange areas partly within the Borough of Ilford. These exchange areas extend into neighbouring county districts. On the other hand there are exchange areas that serve up to as many as four county districts.

Under existing arrangements a station does not attend calls solely within the county district in which it is situated. For instance, Hainault fire station, which was built by the County Council, is within the Borough of Ilford but provides the first attendance to parts of the Boroughs of Ilford, Wanstead and Woodford, and Romford and of the Chigwell Urban District and Epping and Ongar Rural District. This example is typical of what can be achieved by the strategic siting of a fire station; but this is possible only where a fire authority has an area large enough not to be inhibited in its planning by local boundaries.

The mobilising staff at "C" Division Control, Ilford, consists of 8 men (4 sub-officers and 4 firemen) who mobilise for nearly the whole of the review area and certain areas beyond. It is doubtful if smaller units would be able to set up controls with less than 8 staff, if for no other reason than the need to maintain 24-hour cover, seven days a week, involving, as it does, a shift system.

Mobilising consists not only of ordering appliances and men to a fire but also entails the ordering of "closing in" moves, reliefs, fuel supplies, special equipment and refreshments. Without recourse to the appliances stationed in the review area the problems of mobilising for large fires outside that area would be considerably increased. It would probably be necessary to ask another brigade for a number of appliances to attend the fire or stand by and delays could well occur because the mobilising officer would have no final say as to the appliances to be supplied by the neighbouring brigade. The complications of providing reliefs and arranging closing in moves are much greater when the mobilising officer has no direct control over the "borrowed" appliances. Moreover, it is the normal practice for smaller fire authorities, with their limited resources, to restrict the assistance given.

The net result is that the assisted authority has to go further afield for reinforcements with a consequential delay in receiving them. The alternative is for the authority concerned to increase the strength of its own brigade at considerable expense.

(C) CONCLUSIONS OF THE COUNTY COUNCIL

18. On the question of large or small fire authorities the recommendation of the House of Commons Select Committee on Estimates at their session in 1953/54 has an important bearing. The following is quoted from their report—

> "Your Committee are convinced that there would be economies in headquarters staff combined with greater opportunities for promotion and some improvements in operational efficiency if more fire authorities were combined. They, therefore, recommend that the Home Office should review carefully the possibility of furthering the adoption of combination schemes if necessary by the employment of the powers of the Secretary of State under Section 6 (of the Fire Services Act, 1947)."

19. While the Select Committee were speaking in terms of further combination schemes, they were clearly convinced that on a number of grounds, including greater operational efficiency, the larger fire brigades are to be preferred to a multiplicity of smaller brigades each operating over a relatively small area, e.g. within the comparatively confined boundaries of a single county borough. This point of view is strongly supported by the County Council from their experience of the many advantages which result from a brigade organised and equipped to discharge the varying functions of a fire authority throughout a large administrative county.

20. In their consideration of the arrangements which would best secure the effective and convenient administration of the fire service in the area they have under review, the Commission are invited seriously to consider whether the existing arrangements, whereby the County Council are the fire authority for the whole of the administrative county, can be improved upon (the County Council are firmly of the view they cannot) and in examining possible alternatives to have regard to the effect of the proviso to subsection (1) of section 6 of the Fire Services Act, 1947. The sub-section reads as follows:

> "Subject to the provisions of this section, if it appears to the Secretary of State that it is expedient in the interests of efficiency that a combination scheme should be made for the areas of any two or more fire authorities, and no scheme satisfactory to him has been submitted to him by the fire authorities for those areas under the last foregoing section, the Secretary of State may for that purpose by order make such scheme as he considers expedient, and the provisions of sub-section (2) of the last foregoing section shall apply in relation to any such scheme as they apply in relation to a scheme made under that section:

> "Provided that where the population of a county or county borough, as estimated by the Registrar General, is one hundred thousand or upwards, then except with the consent of the council of the county or borough no scheme shall be made by the Secretary of State under this section for the combination of the county or borough with any area or areas of a fire authority or authorities of which the population or aggregate population, as so estimated, exceeds that of the county or borough."

21. If a number of county boroughs were to be constituted in the review area (as has been suggested by the South-West Essex Authorities) and thus created fire authorities and these county boroughs had a population upwards of 100,000 (eight of the existing authorities, including the two county boroughs, exceeding or being very close to that population figure), the proviso would have the effect of preventing the Secretary of State from making a scheme combining the areas of those county boroughs for fire-fighting purposes unless the county borough councils consented thereto. Leaving this difficulty apart, however, the County Council submit that the divorcement from the area of the county fire authority of the whole or a major part of the Commission's review area in Essex would be bound to make the fire-fighting arrangements in the existing administrative county as a whole less efficient. The general ground on which this view is based is that the County Fire Brigade organisation has been built up as a complete entity and its breaking down into two or more smaller units could but result in a weakening of the basic structure on which it has been built up. More detailed information and comments supporting this general statement have already been given in Sections A and B above. For example in paragraph 15 in Section B it has been explained how support cover from within the Brigade for the serious fire risks on Thames-side is provided from stations within the review area and how fire stations have been strategically sited with fire-grounds having no particular regard for existing local government boundaries.

22. The County Fire Brigade has been built up, and has been proved, to be a flexible organisation capable in itself of meeting most of the demands made upon it from its own resources. A large brigade organised in this way can provide—

(i) its own flexible methods for reinforcing areas immediately when the occasion arises (in a number of districts urban and rural areas are intermixed; in such cases a large fire authority can provide economically the appliances required for each type of fire);

(ii) special and expensive appliances such as turntable ladders, hose layers, foam tenders, lighting units;

(iii) its own training school (which incidentally provides also for the needs of smaller authorities);

(iv) methods of communication, including radio, over a much wider area than a small brigade;

(v) far better promotion prospects for its members thus obviating the need to transfer for this purpose from one authority to another; men in smaller brigades inevitably have less opportunity for promotion within their own brigades;

(vi) flexibility in arranging the transfer of personnel who may wish to change the area of their residence;

(vii) a staff both uniformed and non-uniformed with senior officers of the calibre and experience to deal with the number of problems which arise more frequently and in a greater variety in a larger brigade than in a smaller brigade;

(viii) its own workshop organisation with equipment and technical skill to deal with the highly specialised duty of maintaining fire brigade appliances and equipment at an exceptionally high standard often outside the limits usually required and adopted in commercial organisations;

(ix) a fire prevention department in which because of the large area and innumerable risks covered a great deal of varied experience is gained which applies also to the section of the organisation dealing with water problems.

23. A large fire authority is better able to meet the expense of providing the service required than a smaller authority which might well find the cost of many of the important features mentioned above to be beyond its resources or not justifiable having regard to the size of its brigade. Two outstanding examples are included among the items enumerated above, i.e. the provision of a training school and of fire brigade workshops. It would obviously be uneconomical for these to be provided by each small brigade and the provision by them of special appliances could be more costly; the breaking down of the present County Fire Brigade, even into two, would involve greater expenditure in the duplication or, by breaking down into smaller units, the greater multiplication of a hierarchy of senior and specialist officers. The need to provide for definite arrangements for reinforcement between a number of fire authorities while offering less flexibility would undoubtedly lead to increased cost; each smaller authority would also presumably endeavour to provide full cover for what it regarded normally as its own particular needs and in this aspect alone there is more than the possibility that the total number of appliances would be greater. As mentioned above, in a large brigade men and appliances are stationed strategically so as to provide ready support in high risk areas and without particular regard to local government boundaries.

24. Division into smaller units would require overall a greater number of staff engaged in administration, etc. The purchase of equipment for a large organisation is more economical by reason of greater quantities ordered on more advantageous terms and by the opportunities to experiment with new ideas and methods not usually available to smaller organisations.

25. The proposition might be advanced that even if one or more new fire authorities were created in the review area, the opportunity would still be there for those authorities to combine with the Essex County fire authority and so enable a brigade to be maintained for approximately the same area as that at present covered by the county fire authority. Again, the difficulty of the proviso to section 6(1) would arise but the practical answer, the County Council suggest, is that a combination scheme would merely be a more complex and, therefore, less satisfactory means of attempting to achieve the same result which would obtain from leaving the County Council as the fire authority for the whole of the administrative county.

26. On grounds both of efficiency and economy it is the latter solution for which the County Council desire to press. It is not inappropriate to mention the considerable number of reorganisations (major and minor) in the Fire Services since 1938. While each has been designed to effect improvements there must come a time when continual change disrupts. Reviews of existing organisations from time to time can be healthy, but to make drastic alterations too frequently can be inimical to morale and to efficiency. If there must be a change then the tendency should be to create a smaller number of brigades of or about the size (or category) of Essex depending on

fire risks and population. This allows for a balanced establishment of appliances and operational personnel (including specialists) of administrative, clerical and workshop staff. This would have undoubted advantage in a time of national emergency when more centralised control would be imposed.

WEIGHTS AND MEASURES AND OTHER RELATED FUNCTIONS

(A) DESCRIPTION OF PRESENT ARRANGEMENTS

27. The County Council is the Weights and Measures Authority for the whole of the administrative county with the exception of the Borough of Colchester and administers the Weights and Measures Acts, 1878-1936, as extended to coke, other solid fuel and wood fuel by the Essex County Council Acts, 1933, 1952 and 1958 in that area.

28. In addition, legislation conferring powers and duties of a similar nature are administered by the Weights and Measures Department. The position in relation to such legislation in the review area is indicated in Appendix "D", Part I of which enumerates the provisions which the County Council administer throughout the review area and Part II enumerates those provisions which the County Council administer in only a small part of the review area.

29. The powers and duties of the County Council under this legislation are delegated (with limited exceptions) to, and exercised by, the Parliamentary Committee of the Council.

30. The staff employed on this work are grouped at three premises, viz.:
Headquarters and District Office at Chelmsford—accommodates staff covering Central, South-East and North-West Essex;
District Office at Wanstead—covering the review area and two other county districts and part of a third district;
District Office at Colchester—covering North-East Essex.

31. The staff at each office is as follows:

HEADQUARTERS

1 Chief Inspector

1 Deputy Chief Inspector

District Office Wanstead (13,000 traders)	District Office Chelmsford (14,000 traders)	District Office Colchester (5,700 traders)
1 Senior Inspector	5 District Inspectors	1 Senior Inspector
5 District Inspectors	4 Additional Inspectors	2 District Inspectors
2 Additional Inspectors	1 Coal and Food Officer	1 Coal and Food Officer
7 Unqualified Assistants	11 Unqualified Assistants	2 Unqualified Assistants
1 Clerk	1 Sampling Officer	1 Clerk
	1 Maintenance Assistant	
	1 Chief Clerk	
	4 Clerical Staff	
	2 Part-time Clerical Staff	
	2 Handymen	

32. The five District Inspectors at the Wanstead Office are allotted to the following five areas—

(i) the boroughs of Barking, Dagenham and Romford;

(ii) the urban districts of Chigwell and Waltham Holy Cross (within the review area) and the urban districts of Epping and Harlow and part of the rural district of Epping and Ongar (outside the review area);

(iii) the boroughs of Leyton and Wanstead & Woodford;

(iv) the borough of Ilford;

(v) the boroughs of Chingford and Walthamstow.

33. The Hornchurch Urban District forms part of the area dealt with by the District Office at Chelmsford.

34. At the Headquarters office there is a laboratory—serving all three District offices—for preliminary examination and sorting of samples of food. There is also a workshop for the maintenance of Inspectors' equipment and weighing and measuring appliances used at schools and County Health Services Clinics throughout the county.

35. At the District and Central Offices apparatus, for example, for the testing of weighbridges, cattle market machines, petrol pumps, metric apparatus, egg graders and for the checking of fuel deliveries, is shared between the Inspectors.

36. Duties under the Weights and Measures Acts, as extended to coke, other solid fuel and wood fuel and personal weighing machines by the Essex County Council Acts, 1933 to 1958, consist of the maintenance of standards as part of the system whereby uniformity of weights and measures throughout the country is secured; the verification of weighing and measuring apparatus before its introduction into use for trade and at other times after alterations and repairs have been effected; the inspection of such apparatus upon trade premises; the detection of the improper use of apparatus; and the checking of the weight and measure of an extensive range of goods sold, offered or exposed for sale and the correct labelling of goods.

37. Each of the statutes administered by the Weights and Measures Department is of such a nature as to require periodical visits to trade premises, and visits of inspection are made by the District and other Inspectors to secure due observance of the statutory requirements. Naturally the opportunity to combine inspections under the various statutory provisions can be and is taken at any one visit.

38. The following statistics relating to the year 1957 give some indication of the scope of the service:

	*Review Area**	*Rest of County*	*Total*
Trade Premises	12,709	19,425	32,134
Weights and Measures inspections ..	12,301	20,732	33,033
Prosecutions	175	96	271

* Details for each county district in the review area are given in Appendix "C."

(B) COMMENTS OF THE COUNTY COUNCIL

39. The administration of Weights and Measures and other related functions is a service in which small areas and intimate contact with the traders concerned can involve serious disadvantages and in which there are corresponding advantages in large areas.

40. Where the administration of these provisions is the responsibility of one authority for a comparatively large geographical area the following advantages ensue—

(i) there is one policy with regard to enforcement. Clearly confusion, particularly in the case of traders with a number of branches must ensue if varying interpretations and standards of enforcement are applied in small autonomous areas. Unscrupulous mobile traders are quick to take advantage of boundaries between weights and measures authorities. Honest mobile traders on the other hand may be unduly harassed by the number of inspectors employed by different authorities;

(ii) arrangements can be made to concentrate on particular investigations over a wide area. Examples of this from past experience are frauds in respect of the sale of manure involving forged weighbridge tickets, the short weight delivery of firewood on an extensive scale, and the misdescription of articles of food such as plums and fish;

(iii) when several districts are centred upon one office the exchange of information between inspectors is made easy. Complaints from the public can receive immediate attention irrespective of the commitments of the inspector for the particular district from which the complaints come. Another advantage of this arrangement is that an experienced senior officer is constantly available to advise and direct and to secure uniformity of technical and enforcement methods. Staff absences are more easily dealt with;

(iv) the important "surprise" inspections can be secured by a large authority with a sufficient staff to provide for inspections by inspectors unknown to traders;

(v) the modern apparatus (e.g. for testing a weighbridge) required for a Weights and Measures department is expensive and it can most economically be provided and used by a large authority;

(vi) a large authority offers better career prospects.

41. It is noteworthy that the Report of the Committee on Weights and Measures Legislation (the Hodgeson Report Cmd.8219—1951) recommended that "Weights and Measures law should eventually be administered only by local authorities of a size which would normally justify the employment of at least this number (3) of fully qualified inspectors" (para. 412). Experience in Essex has shown that a case-load of rather less than 2,000 traders can be allotted to each inspector on the basis of the present arrangements. Appendix "C" shows that on this basis the employment of 3 inspectors would not be justified for any of the present authorities in the review area. To secure the same standards if the service was divided up among county district councils would be difficult if not impossible for the reasons which have been stated. It would also involve an overall increase in staff. Thus 30 inspectors would be required to maintain an efficient service together with assistants and other staff. In addition the provision of offices approved by the Board of Trade, equipment and transport would substantially increase the present cost of the service.

42. Appendix "D" Part II shows that the Food and Drugs Act, Section 27 of the Road Traffic Act, 1930, the Shops Act and the Young Persons (Employment) Act, 1938, are not generally administered by the County Council in the review area. Anomalies thus arise; for instance, the County Council, as Weights and Measures

Act authority, is responsible for ensuring the quantity, and the county district councils, as Food and Drugs Act authorities, are responsible for ensuring the quality and true description of a very considerable number of kinds of food. Visits under both sets of statutory provisions can be made on one and the same occasion when one authority is responsible for the administration of these related provisions as is the case in other parts of Essex. Where two authorities are responsible the unnecessary expense in terms of officers' time and transport and the inconvenience to traders is obvious. The hygiene aspects of Food and Drugs legislation on unsound foodstuffs and cleanliness in shops should be left to the public health inspectors of county district councils.

43. The enforcement of the provisions of Section 27 of the Road Traffic Act, 1930, which involves the weighing of lorries to ensure that excessive weights are not transmitted to road surfaces involves technical problems which call for the employment of trained Weights and Measures Inspectors and the use of specialist equipment. It is not known to what extent these provisions are actively enforced in the review area except where the County Council is responsible.

44. In view of the strength of the case for a large authority acting as weights and measures authority and the similarity of the provisions referred to in Part II of Appendix "D" to Weights and Measures legislation, the Royal Commission may wish to consider whether all these statutory provisions with the exception referred to at the end of paragraph 42 should be exercised in the area under review by the County Council.

(C) CONCLUSIONS OF THE COUNTY COUNCIL

45. The County Council are of the opinion that legislation of the type under discussion which involves inspection of trade premises is not unlike some of the legal enforcement work of the police. Experience has shown that police forces are not best organised on the basis of small authorities. Considerations of efficiency including the best use of skilled manpower and specialist equipment all point to a solution based on the present organisation for the administration of the Weights and Measures legislation.

LICENSING OF PLACES OF PUBLIC ENTERTAINMENT

(A) DESCRIPTION OF PRESENT ARRANGEMENTS

46. The County Council is the licensing authority for stage play, cinematograph, music and dancing, boxing and wrestling licences throughout the whole county.

47. The statutes concerned are—

- (i) The Theatres Act, 1843 and the Local Government Act, 1888;
- (ii) The Cinematograph Acts, 1909 and 1952;
- (iii) The Home Counties (Music and Dancing) Licensing Act, 1926, and
- (iv) Part VII of the Essex County Council Act, 1933, and Part VIII of the Essex County Council Act, 1952.

48. The object of the legislation is broadly to ensure the safety of the public and proper conduct of the places at which these entertainments take place.

49. In the review area these powers are centrally administered, the technical (as well as the administrative and clerical) staff being based on County Hall, Chelmsford.

50. A field staff, comprising one Inspector and four Assistant Inspectors is employed to inspect licensed premises throughout the County whilst they are actually being used for entertainment purposes and to report upon non-compliance with statutory regulations, and licence conditions. Two of the Assistant Inspectors reside and are employed 4 days a week each on this work in the review area; the Inspector spends approximately 2/5ths of his time in that area.

51. In addition technical assistants are employed in the County Architect's Department for the purpose of examining plans, inspecting premises before licensing, and testing electrical installations.

52. The numbers of licensed premises and licenses granted in the review area and the rest of the County respectively are as follows, viz.:

	Review Area	*Rest of County*	*Total*
Number of licensed premises ..	394	596	990
Number of licences	745	977	1,722

53. A statement showing the different types of premises and the number of licences granted in respect of each county district in the review area is appended. (Appendix "E").

(B) COMMENTS AND

(C) CONCLUSIONS OF THE COUNTY COUNCIL

54. The same considerations apply to this service as apply to the Weights and Measures Service. The technical nature of the inspections and the best use of a small specialist staff require a large area and a large number of premises to provide an economical and efficient service.

55. A most unsatisfactory position could arise if different decisions were reached as to the exhibition of films by different authorities in a small area. If a film were "banned" in one area but not in another, it might only be necessary to walk a short distance into the area of an adjoining authority to see the film concerned. Differing rules and standards could create serious difficulties, and confusion result rendering enforcement very difficult.

56. There seems to the County Council to be no advantage in disturbing the present administration of this service. To do so would only create difficulties and no advantage would ensue.

County Hall, (signed) CHRISTIAN BERRIDGE,
Chelmsford. Clerk of the County Council.

18th November, 1958.

APPENDIX "A"

FIRE SERVICES ACT, 1947—SECTION 19

THE COUNTY OF ESSEX (FIRE BRIGADE—VARIATION OF ESTABLISHMENT) SCHEME, 1957 AND ALLIED MATTERS

The establishment to be maintained by the Fire Authority for the purpose of carrying out its duties under the Fire Services Act, 1947, shall consist of the members of the Brigade, fire stations and equipment stated below, and such ancillary equipment as may be necessary to ensure the efficient functioning of the Brigade:

A. Stations.

(i) The fire stations, equipment at fire stations and members of the Brigade of different descriptions and ranks at fire stations as set out in Table I subjoined hereto;

(ii) until such time only as Station 5, Dovercourt, is taken into operational use, a fire station at Harwich and a temporary fire station at Dovercourt, and equipment and members of the Brigade of different descriptions and ranks thereat, as set out in Table II subjoined hereto;

(iii) until such time only as Station 27, Basildon, is taken into operational use, fire stations at Laindon and Vange, and equipment and members of the Brigade of different descriptions and ranks thereat, as set out in the said Table II;

(iv) until such time only as Station 69, Harlow Central, is fully manned, a fire station at Roydon, and equipment and members of the Brigade of different descriptions and ranks thereat, as set out in the said Table II; and

(v) such additional whole-time members at those stations not exceeding in all 2 station officers, 4 sub-officers, 8 leading firemen and 36 firemen as the Authority may determine to be necessary owing to vacancies which cannot be filled in the part-time establishment, or to other special circumstances.

B. Supervisory, Specialist and Control Room Staff at Brigade and Divisional Headquarters and Training Schools.

(i) The Chief Officer of the Brigade, who shall be directly responsible to the Fire Authority or to a committee thereof; and

(ii) members of the Brigade for supervisory, specialist and control room duties of such number, not exceeding 115 whole-time members and 10 part-time members, and of such ranks as the Authority may, with the approval of the Secretary of State, determine.

C. Recruits.

Not more than 10 whole-time recruits in training in anticipation of vacancies.

D. Appliances and Mechanically Propelled Vehicles at Headquarters, Training Schools or in Reserve.

Not more than 27 pumping appliances and 4 other vehicles.

E. Members of private Brigades enrolled in the Brigade.

Such number of members of private fire brigades enrolled as part-time members of the Brigade as the Authority may, with the approval of the Secretary of State, determine.

F. Local Fire Units.

Local fire units, at such places and consisting of such number of members enrolled as part-time members of the Brigade, and supplied with such equipment, as the Authority may, with the approval of the Secretary of State, determine.

This Scheme may be cited as the County of Essex (Fire Brigade—Variation of Establishment) Scheme, 1957.

I hereby certify that the foregoing scheme, including the Tables subjoined thereto, as set out hereafter, was duly made by the County Council of Essex at a meeting of the Council held on Tuesday, the Fifth day of March, 1957.

(signed) CHRISTIAN BERRIDGE,

Clerk of the County Council.

11th March, 1957.

N.B.—The approval by the Secretary of State of this scheme was conveyed by letter dated 15*th March*, 1957, *from the Home Office.*

TABLE I

Nos., Names and Addresses of Stations	*EQUIPMENT*			*ESTABLISHMENT*									
				WHOLE-TIME					PART-TIME				
	Pumping Appliances	*Turntable Ladders*	*Other Vehicles*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*
"A" Division													
2. Colchester	2	1	4	3	3	9	27	42					
3. Manningtree	2								1	1	4	14	20
5. Dovercourt	5			1	1	1	7	10		1	4	14	19
7. Weeley	1									1	2	9	12
8. Frinton	2								1	1	4	14	20
9. Clacton	2	1		3	3		18	24		1	2	9	12
10. Wivenhoe	1									1	2	9	12
11. Brightlingsea	1									1	2	9	12
12. West Mersea	1									1	2	9	12
13. Tiptree	1									1	2	9	12
71. Braintree	2						3	3	1	1	4	14	20
72. Sible Hedingham	1									1	2	9	12
73. Halstead	2								1	1	4	14	20
74. Coggeshall	1									1	2	9	12
81. Wethersfield	1									1	2	9	12
	Station Totals ("A" Division)			7	7	10	55	79	4	14	38	151	207

TABLE I

Nos., Names and Addresses of Stations	*EQUIPMENT*			*ESTABLISHMENT*									
				WHOLE-TIME					PART-TIME				
	Pumping Appliances	*Turntable Ladders*	*Other Vehicles*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*
"B" Division													
17. Brentwood	2			3	3		27	33					
18. Billericay	1									1	2	9	12
19. Hockley	1									1	2	9	12
20. Wickford	1									1	2	9	12
21. Rochford	1									1	2	9	12
22. Rayleigh	1									1	2	9	12
24. Hadleigh	2		1	3	3		15	21			2	9	11
25. Canvey Island	2									1	2	9	12
27. Basildon	3		1	3	3		27	33					
28. Corringham	1		1							1	2	9	12
29. Tilbury..	6		1	3	3		15	21			2	9	11
30. Grays	2	1	2	3	3	9	27	42					
	Station Totals ("B" Division)			15	15	9	111	150		7	18	81	106

TABLE I

Nos., Names and Addresses of Stations	*EQUIPMENT*			*ESTABLISHMENT*									
				WHOLE-TIME					PART-TIME				
	Pumping Appliances	*Turntable Ladders*	*Other Vehicles*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*
"C" Division													
34. Ilford	2		1	3	3	6	24	36					
35. Romford	2			3	3		27	33					
36. Hornchurch	2			3	3		27	33					
37. Dagenham	2	1		3	3	3	30	39					
38. Barking	2		3	3	3		33	39					
39. Leytonstone	2	1		3	3	3	30	39					
40. Leyton	1				3	3	15	21					
42. Walthamstow	2		1	3	3		30	36					
43. Chingford	1				3	3	15	21					
44. Woodford	2			3	3		27	33					
45. Hainault	2			3	3		27	33					
46. Wennington	1				3	3	9	15					
	Station Totals ("C" Division)			27	36	21	294	378					

TABLE I

Nos., Names and Addresses of Stations	EQUIPMENT			ESTABLISHMENT									
				WHOLE-TIME					PART-TIME				
	Pumping Appliances	*Turntable Ladders*	*Other Vehicles*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*
"D" Division													
48. Chelmsford	3	1	3	3	3	9	21	36		1	2	9	12
49. Witham	1									1	2	9	12
50. Hatfield Peverel	1									1	2	9	12
51. Tollesbury	1									1	2	9	12
52. Maldon	2								1	1	4	14	20
53. Tillingham	1									1	2	9	12
54. Great Baddow	1									1	2	9	12
55. Burnham	2								1	1	4	14	20
56. Cold Norton	1									1	2	9	12
57. Ingatestone	1									1	2	9	12
58. Great Waltham	1									1	2	9	12
	Station Totals ("D" Division)			3	3	9	21	36	2	11	26	109	148

TABLE I

Nos., Names and Addresses of Stations	*EQUIPMENT*			*ESTABLISHMENT*									
				WHOLE-TIME					PART-TIME				
	Pumping Appliances	*Turntable Ladders*	*Other Vehicles*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*
"E" Division													
62. Loughton	3			3	3		21	27					
63. Harlow	1									1	2	9	12
64. Epping	1									1	2	9	12
65. Ongar	1									1	2	9	12
66. Waltham Abbey	2					3	9	12		1	2	9	12
68. Leaden Roding	1									1	2	9	12
69. Harlow Central	2		2	3	3	9	18	33					
75. Dunmow	1									1	2	9	12
76. Stansted	1									1	2	9	12
77. Newport	1									1	2	9	12
78. Thaxted	1									1	2	9	12
79. Saffron Walden	3		1						1	1	4	14	20
	Station Totals ("E" Division)			6	6	12	48	72	1	10	22	95	128
	Station Totals (Brigade)			58	67	61	529	715	7	42	104	436	589

TABLE II

Names and Addresses of Stations	*EQUIPMENT*			*ESTABLISHMENT*									
				WHOLE-TIME					PART-TIME				
	Pumping Appliances	*Turntable Ladders*	*Other Vehicles*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*	*Station Officers*	*Sub-Officers*	*Leading Firemen*	*Firemen*	*Total*
HARWICH	4			1	1	1	7	10		1	2	9	12
DOVERCOURT .. .. .. (Temporary)	1									1	2	9	12
LAINDON	3		1	3	3		27	33					
VANGE	2									1	2	9	12
ROYDON	1									1	1	6	8

NOTES

of matters determined by the Fire Authority and, where requisite, approved by the Secretary of State within the terms of the foregoing Establishment Scheme.

SECTION A (v). *Additional whole-time members at stations.*

SECTION B (ii). *Members of the Brigade for supervisory, specialist and control room duties.*

Establishment as determined by the Authority and approved by the Secretary of State in a letter from the Home Office dated 15th March, 1957:

Brigade Headquarters

(a) *Operational Branch (including communications and training duties).*

1 Assistant Chief Officer.
1 Divisional Officer (Grade I). (Senior Staff Officer).
1 Assistant Divisional Officer (communications).
3 Station Officers (general operational).
5 Sub-Officers (2 general operational and 3 training).
3 Leading Firemen (training).
4 Firemen (drivers).
2 Firewomen (control).

(b) *Fire Prevention Branch.*

1 Divisional Officer (Grade II).
1 Assistant Divisional Officer.
5 Station Officers.
2 Sub-Officers.

Divisional Headquarters

"A" Division.

1 Divisional Officer (Grade I).
2 Assistant Divisional Officers.
3 Sub-Officers.
4 Senior Leading Firewomen (control).
4 Firewomen (control).

"B" Division.

1 Divisional Officer (Grade I).
2 Assistant Divisional Officers.
3 Sub-Officers.
4 Senior Leading Firewomen (control).
4 Firewomen (control).

"C" Division.

1 Divisional Officer (Grade I).
2 Assistant Divisional Officers.
3 Sub-Officers.
4 Sub-Officer Watchroom Attendants.
4 Firemen Watchroom Attendants.

"D" Division.

1 Divisional Officer (Grade II).
1 Assistant Divisional Officer.
3 Sub-Officers.
4 Senior Leading Firewomen (control).
4 Firewomen (control).

"E" Division.

1 Divisional Officer (Grade II).
1 Assistant Divisional Officer.
3 Sub-Officers.
4 Senior Leading Firewomen (control).
4 Firewomen (control).

N.B. In addition to the above, the Brigade is augmented by 1 Divisional Officer (Grade III), 1 Sub-Officer and 1 fireman, under the Civil Defence (Fire Services) Regulations, 1949.

SECTION E. *Members of private brigades enrolled in the Brigade.*

Nine members of the private fire brigade maintained by the Crittall Manufacturing Company Limited at their Silver End factory enrolled as volunteer part-time members of the Brigade—approved by the Secretary of State in a letter from the Home Office dated 15th March, 1957.

SECTION F. *Local Fire Units.*

A unit at Great Bentley with a hose cart and appropriate equipment and 7 volunteer part-time members of the Brigade (including 1 Leading Fireman), approved by the Secretary of State in a letter from the Home Office dated 15th March, 1957.

ESTABLISHMENT OF MISCELLANEOUS APPLIANCES AND VEHICLES

as approved by the Fire Brigade Committee of the County Council at a meeting held on 16th October, 1956:

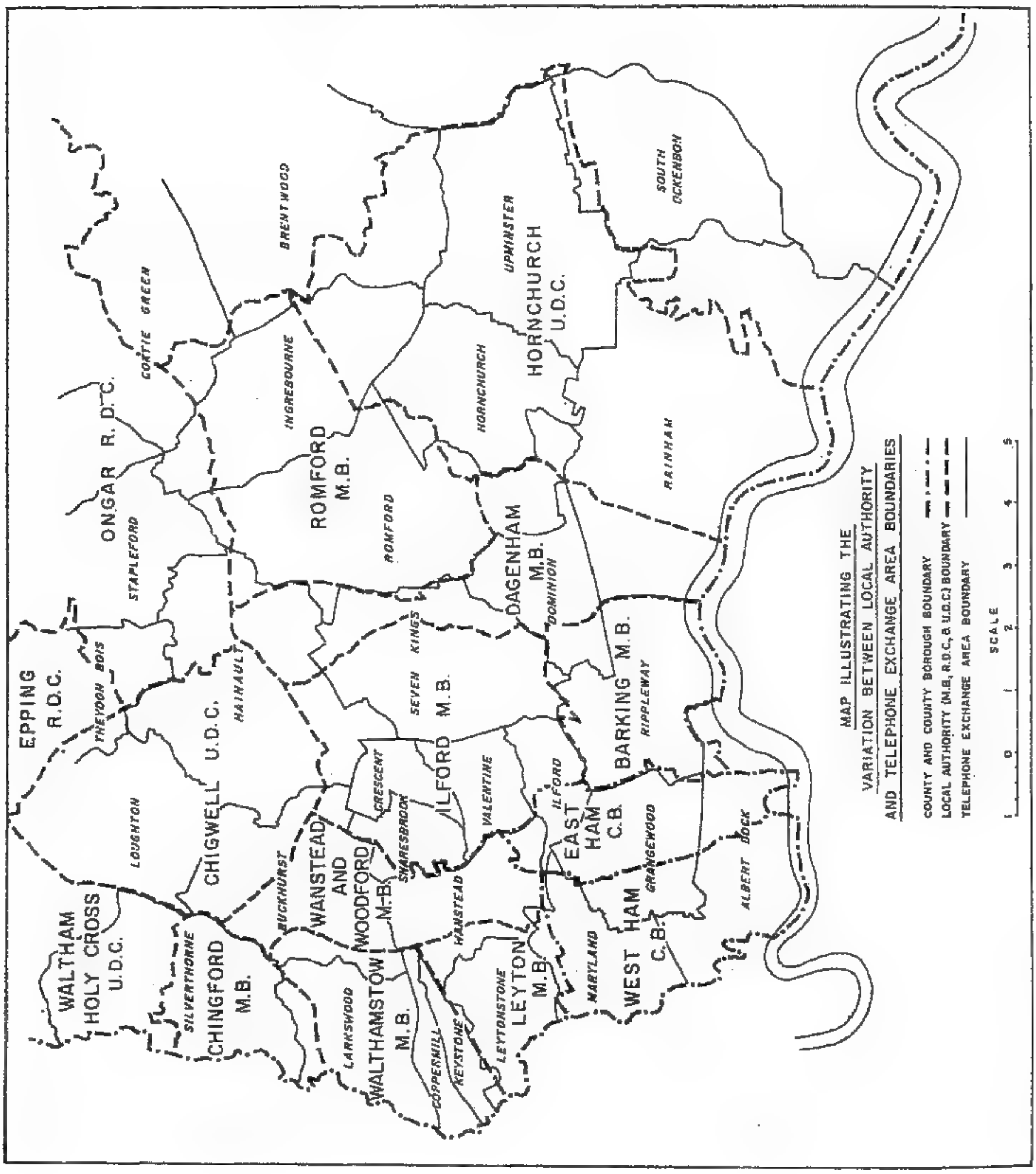
Staff vehicles	36
Mobile repair vans	5
General purpose vans	3
Communication vans	2
Emergency lighting units	4
Heavy lifting gear trailers	10
	60

DIVISIONAL ORGANISATION

Titles of divisions (1)	*Areas of divisions* (2)	*Location of divisional headquarters* (3)
"A" Division	The fireground of Stations 2 Colchester, 3 Manningtree, 5 Dovercourt, 6 Harwich, 7 Weeley, 8 Frinton, 9 Clacton, 10 Wivenhoe, 11 Brightlingsea, 12 West Mersea, 13 Tiptree, 16 Great Bentley (local fire unit), 71 Braintree, 72 Sible Hedingham, 73 Halstead, 74 Coggeshall and 81 Wethersfield.	Station 2, Colchester.
"B" Division	The fireground of Stations 17 Brentwood, 18 Billericay, 19 Hockley, 20 Wickford, 21 Rochford, 22 Rayleigh, 24 Hadleigh, 25 Canvey Island, 27 Basildon, 28 Corringham, 29 Tilbury and 30 Grays.	Station 30, Grays.
"C" Division	The fireground of Stations 34 Ilford, 35 Romford, 36 Hornchurch, 37 Dagenham, 38 Barking, 39 Leytonstone, 40 Leyton, 42 Walthamstow, 43 Chingford, 44 Woodford, 45 Hainault and 46 Wennington.	Station 34, Ilford.

"D" Division	The fireground of Stations 48 Chelmsford, 49 Witham, 50 Hatfield Peverel, 51 Tollesbury, 52 Maldon, 53 Tillingham, 54 Great Baddow, 55 Burnham, 56 Cold Norton, 57 Ingatestone and 58 Great Waltham.	Station 48, Chelmsford.
"E" Division	The fireground of Stations 62 Loughton, 63 Harlow, 64 Epping, 65 Ongar, 66 Waltham Abbey, 68 Leaden Roding, 69 Harlow Central, 75 Dunmow, 76 Stansted, 77 Newport, 78 Thaxted and 79 Saffron Walden.	Station 69, Harlow Central.

APPENDIX "B"



MAP ILLUSTRATING THE VARIATION BETWEEN LOCAL AUTHORITY AND TELEPHONE EXCHANGE AREA BOUNDARIES

COUNTY AND COUNTY BOROUGH BOUNDARY
LOCAL AUTHORITY (M.B., R.D.C., & U.D.C.) BOUNDARY
TELEPHONE EXCHANGE AREA BOUNDARY

APPENDIX "C"

Weights and Measures Statistics

Borough or District	*No. of Trade Premises*	*No. of Weights and Measures Inspections (1957)*	*No. of Prosecutions (1957)*
Barking	926	849	2
Chigwell	587	587	2
Chingford	502	491	5
Dagenham	890	849	1
Hornchurch	1,310	1,329	17
Ilford	2,207	2,202	49
Leyton	1,820	1,800	12
Romford	1,278	1,139	38
Waltham Holy Cross	325	321	—
Walthamstow	2,125	2,025	33
Wanstead & Woodford	739	709	16

APPENDIX "D"

Other Acts and Orders administered by the Weights and Measures Department (See para. 28 on p. 71)

PART I—Acts and Orders administered throughout the Review Area

Act or Order	*Brief Summary of Duties*	*Extent to which powers exercised*
Agriculture Produce (Grading and Marketing) Acts, 1928 and 1931.	Registration and inspection of premises used for cold or chemical storage of eggs. Enforcement of grade designation regulations or marks applied to produce.	There are no registered premises in the review area. Grade designation or marks are little used at present.
Bread Order, 1953	To take samples and ascertain that bread is sold in amounts of 14 ounces or multiples thereof unless its weight is 10 ounces or less.	It is estimated that approximately 1,717 shops in the review area now sell bread.
Fertilisers and Feeding Stuffs Act, 1926 ..	To enforce the requirements of the Act as to a statement of ingredients and quality of fertilisers and cattle or poultry feeding stuffs which a seller thereof must give to a purchaser and for that purpose to take samples and arrange for analyses of such goods.	In the review area 668 separate premises are visited in the course of the enforcement of this Act.
Merchandise Marks Acts, 1887—1953 (by virtue of the Local Government Act, 1933, Sec. 276).	To ensure that goods sold by trade description or with a recognised trade mark conform to the standard of quality or content associated with such description or mark.	The total number of trade premises in the review area is 12,709, and the provisions of these Acts may apply to them all.
Pharmacy and Poisons Act, 1933	To keep the list of persons entitled to sell Part II poisons not being registered pharmacists, and to carry out the necessary inspections to detect infringements and to establish suitability of persons for inclusion in the list.	Entries have been made in the list in respect of 972 different premises in the review area.

PART II—Acts and Orders administered in part only of the Review Area

Act or Order	*Brief Summary of Duty*	*Area*	*Extent to which powers exercised*
Food and Drugs Act, 1955 ..	The sampling and analysis of food and drugs to prevent the sale of adulterated or unfit goods.	The Urban District of Waltham Holy Cross.	There are approximately 229 shop premises in the Urban District to which the Act applies.
Road Traffic Act. 1930, Section 27.	Weighing of road vehicles to ensure that excessive weights are not imposed on road surfaces.	The Urban Districts of Chigwell and Waltham Holy Cross.	No prosecutions were instituted in the period January to December, 1957. (Note 83 vehicles weighed—12 offences detected—7 prosecutions in the part of Essex not in the Review Area.)
Shops Act, 1950	Inspections and general regulation of hours of business, early closing day, Sunday Trading and employment of shop assistants.	The Urban District of Waltham Holy Cross.	There are approximately 325 trade premises in the Urban District.
Young Persons (Employment) Act, 1938.	Regulating the hours of employment of persons under 18 years of age in certain occupations. In certain cases the provisions of this Act are an alternative to those of the Shops Act, 1950.	The Urban District of Waltham Holy Cross.	See under Shops Act, 1950.

APPENDIX "E"

Premises licensed for purposes of Public Entertainment

	Cinemas	*Theatres*	*Local Authority Halls*	*Clubs, etc., Church and other halls*	*Public Houses*	*Schools*	*Total Premises*	*No. of Licences*
Barking Borough	2	–	2	8	13	23	48	91
Chigwell Urban	1	–	–	15	9	12	37	62
Chingford Borough	2	–	2	7	7	4	22	37
Dagenham Borough	4	–	2	14	12	10	42	84
Hornchurch Urban	2	1	3	9	9	9	33	44
Ilford Borough	6	1	4	24	20	3	58	117
Leyton Borough	9	–	4	7	19	4	43	100
Romford Borough..	4	–	2	11	12	8	37	60
Waltham Holy Cross Urban	–	–	1	2	3	–	6	11
Walthamstow Borough	5	–	4	17	15	5	46	93
Wanstead & Woodford Borough	2	–	1	11	2	6	22	46
	37	2	25	125	121	84	394	745

Evidence Submitted by the South West Essex Authorities

(East Ham and West Ham County Borough Councils; Barking, Chingford, Dagenham, Ilford, Leyton, Romford, Walthamstow and Wanstead and Woodford Borough Councils; and Chigwell and Hornchurch Urban District Councils)

CONTENTS

Paragraph *Page No.*

– *Copy of Letter from Chairman of Royal Commission

1 Introduction 93

2 The South West Essex Area 93

3 The South West Essex Authorities 96

4 The Present Arrangements for Carrying Out the Functions specified in the Chairman's Letter 98

5 Education 99

6 Agricultural Education 101

7 Youth Employment Service 101

8 Powers and Duties under the National Health Service Acts 102

9 Notification of Infectious Diseases 106

10 Health Education 106

11 Mental Health Services 106

12 Powers and Duties under the National Assistance Acts .. 107

13 Powers and Duties under the Disabled Persons Employment Act, 1944 108

14 Care of Children 108

15 Baths, Wash-Houses and Bathing Places 109

16 Control of Water Courses, Ditches and Ponds, including Prevention of River Pollution 109

17 Disinfestation of Premises and Articles 110

*—Not reproduced in this publication.

Paragraph		*Page No.*
18	Drainage of Trade Premises	110
19	Mortuaries and Post Mortem Rooms	111
20	Public Conveniences	111
21	Refuse Collection and Disposal and Collection of Salvage ..	112
22	Regulation of Buildings and Sanitation of Buildings	112
23	Sewerage and Sewage Disposal	113
24	Street Cleansing	114
25	Burial Grounds, Cemeteries and Crematoria	114
26	Parks and Open Spaces	114
27	Powers and Duties under the Physical Training and Recreation Act, 1937	114
28	Port Health Functions	114
29	Provision of Houses	114
30	Slum Clearance	117
31	Assistance to Applicants	117
32	Regulation of Buildings and Byelaws	118
33	Town and Country Planning	118
34	Construction, Improvement and Maintenance of Roads and Bridges	121
35	Street Lighting	122
36	Naming of Streets and Numbering of Houses	122
37	Parking Places	122
38	Road Safety	122
39	Bus Shelters	122
40	Private Street Works	123
41	Transport Facilities	123

APPENDICES

A	General Statistics	124
B	Analysis of Rateable Values	125
C	Net Revenue Expenditure and Rate Poundages ..	126—129
D	Expenditure on Libraries and Registration of Electors where Administered by Essex County Council	130
E	Inter-local Authority Services	131
F	Total Net Loan Debt at 31st March 1957	132—133
G	Town Planning—Applications for Permission to Develop ..	134

INTRODUCTION

East Ham and West Ham County Borough Councils, Barking, Chingford, Dagenham, Ilford, Leyton, Romford, Walthamstow and Wanstead and Woodford Borough Councils and Chigwell and Hornchurch Urban District Councils are a group of local authorities having contiguous boundaries one with the other in the South and South West Area of the County of Essex and for convenience are collectively called in this memorandum "the South West Essex Authorities". The area of the Authorities is shaded on the Map attached to this memorandum which also shows the other county borough in Essex, Southend-on-Sea and the remaining borough, urban and rural district councils. The shaded area includes Waltham Holy Cross Urban District Council which is within the terms of reference of the Royal Commission, but the Urban District Council does not join in this memorandum. Each of the Councils of the South West Essex Authorities have considered the letter dated the 17th February, 1958, addressed to the Mayor or Chairman of the Council by Sir Edwin Herbert, K.B.E., the Chairman of the Royal Commission. Romford repeat the view already expressed to the Minister of Housing and Local Government that Romford is not part of the Greater London Area and express the hope that the Commissoin will so recommend. Part of the Green Belt separates Romford from the Greater London Area, it is outside the Metropolitan Police District, the Registrar General's Report on Greater London and Five Other Conurbations in connection with the Census, 1951 did not include Romford, and London Weighting is not paid to the staff of Romford Council. Nevertheless, Romford with the other South West Essex Authorities desire to co-operate with the Commission by submitting evidence and arranging for the Commission to visit their areas and see at first hand the varied services provided for over 1,000,000 people. For the purpose of giving evidence, the South West Essex Authorities have combined together and each of the Councils has approved the terms of this memorandum. Apart from certain preliminary details, it is confined to the evidence requested in paragraphs 4(I) and 4(II) of the Chairman's letter. The South West Essex Authorities desire to submit at a later stage their views on how any defects in the organisation of local government and the discharge of functions might be remedied as required by paragraph 4(III). They may wish to enlarge later on the terms of the present memorandum and will do so if requested so to do by the Commission, and to deal with any functions or matters not mentioned in the Chairman's letter. Finally, the South West Essex Authorities will appoint representatives to present and support before the Commission this memorandum of evidence and subsequent evidence submitted.

2. THE SOUTH WEST ESSEX AREA

Growth of the original communities has largely obliterated the physical boundaries between them—except for the Rivers Thames and Lee which with adjoining marshland effectively demarcate the South West Essex Area from Metropolitan London, apart from the anomalous incursion of a very small part of the Metropolitan Borough of Woolwich into territory which logically should be in East Ham. East Ham ask the Commission to review this anomalous boundary position.

Notwithstanding the continuity of building, the South West Essex Authorities retain their individuality and local patriotism, and heavily industrialised West Ham for instance has little in common with sylvan Chigwell or historical Walthamstow with modern Ilford. Adjacent communities still rely upon themselves for the purposes of day to day living, though there is necessarily a great deal of interchange in the matter of place of work as there is in any conurbation and special features such as Leyton Orient Football Team, Ilford County Cricket week and Romford Market exercise an attraction far beyond the boundaries of the area in which they are situated.

Individually, the South West Essex Authorities have strong historical roots. For instance, Barking now the seat of a Suffragan Bishop, has existed as a community since Barking Abbey was founded in 666 A.D., Chingford was probably Caegingaford —"the home of the dwellers by the stumps", (a reference to pile dwellings), while East Ham and West Ham have been clearly and separately identifiable since the 12th century and their areas were probably separately identifiable land units when the Domesday Book was compiled. Much the same can be said of the other areas.

Those South West Essex Authorities which are or have been Local Education Authorities testify to the strength of local sentiment fostered by the existence of separate educational systems which have built up local traditions and loyalties. They will not readily see these sentiments submerged for administrative convenience only. In their opinion, local government can only be local in relation to people and communities and must never be allowed to be merely descriptive of an administrative structure with no real local ties.

Parliament changed many of their constituencies under the House of Commons (Redistribution of Seats) Act, 1944 laying down rules which appeared to make mathematical neatness more important than local ties. They are now considering a Bill which will make it obligatory for the Boundary Commission to take account of the inconvenience and breaking of local ties which may follow boundary changes. If local ties are important to Parliamentary representation, how more important they must be to local government as a whole.

The following population figures are interesting:

	Census					
Local Authority	1901	1911	1921	1931	(b) 1951	(b) *Registrar General's Estimate June* 1957
East Ham	96,008	133,487	143,246	142,294	120,836	112,700
West Ham	267,358	289,030	300,860	294,278	170,993	165,900
Barking	21,547	31,294	35,523	51,870	78,170	75,070
Chingford	4,372	8,250	9,481	22,053	48,330	46,450
Dagenham	—	—	9,127	89,372	114,568	114,400
Ilford	41,244	78,188	85,194	131,061	184,706	179,600
Leyton	98,912	124,735	128,430	128,313	105,978	99,670
Romford	13,656	16,970	19,448	35,918	88,002	111,800
Walthamstow	95,131	124,580	129,395	132,972	121,135	115,300
Wanstead & Woodford	(a)45,395	34,764	36,534	43,129	61,623	60,970
Chigwell	—	—	13,700	16,338	51,802	60,420
Hornchurch	—	—	—	38,389	104,092	117,400

(a) The 1901 figures were due in part to the rapid development of an area of Wanstead, 323 acres of which were later transferred to a neighbouring district and which is reflected in the 1911 figures.

(b) In assessing these figures regard must be had to the losses of population due to evacuation and enemy action, the migration since the war to other parts of Essex, particularly the new towns of Harlow and Basildon, certain out district housing development and redevelopment at lower densities.

Industrial development is a marked feature of the South-West Essex Area, the old established industries having had added to them new ones attracted to the Greater London Area. Between the Docks in East Ham and West Ham and the recently opened Bank of England Printing Works in Chigwell are thousands of workshops and factories making a variety of articles in a variety of ways, from Fords in Dagenham to a badly sited workshop in Walthamstow producing novelties for export to the United States.

The different patterns of living and working to be found in the South West Essex Area are revealed by the "Report on Usual Residence and Workplace", published in 1956 by Her Majesty's Stationery Office, as part of the 1951 Census. The Commission are referred to this Report and will note from it the following general details:

Local Authority	*Population 1951 Census*	*Occupied Population*	*Resident but working elsewhere*	*Resident and working in the same area*	*Working in area but resident elsewhere*
East Ham ..	120,836	59,575	39,277	20,298	16,375
West Ham ..	170,993	85,093	37,386	47,707	47,867
Barking ..	78,170	39,150	23,783	15,367	15,388
Chingford ..	48,355	23,103	17,684	5,419	3,688
Dagenham ..	114,568	56,811	32,444	24,367	27,601
Ilford	184,706	86,551	55,549	31,002	18,089
Leyton	105,978	52,076	34,254	17,822	13,715
Romford ..	88,002	39,121	24,046	15,075	9,899
Walthamstow ..	121,135	60,640	32,515	28,125	16,909
Wanstead & Woodford ..	61,823	27,938	20,510	7,428	5,228
Chigwell ..	51,802	21,528	14,909	6,619	3,943
Hornchurch ..	104,092	47,809	33,935	13,874	7,138

These figures indicate considerable movement of working population brought about by wider employment opportunities and better transport facilities, but at the the same time a strong and vigorous local industrial pattern. Contrary to general belief, the areas of the South-West Essex Authorities are not purely dormitories for the City and West End of London.

For sport, pleasure and entertainments there are ample facilities for the residents of the South-West Essex Area to travel by bus, train, tube, car or any other means of locomotion to London, the well-known resorts of the east and south coasts, Epping Forest on their doorstep and the countryside of the Home Counties. However, it is really in their localities that such residents seek immediate relaxation and entertainment —in religious organisations, in local organisations, in clubs, in pubs, at the local football clubs, not forgetting West Ham United and Leyton Orient, in the cinemas, at one time in the local music hall and theatre and now in front of their television sets.

In each of the South-West Essex Areas there are countless local organisations catering for the needs of the residents, and retiring Mayors and Chairmen annually pay tribute to the virility of such organisations and the excellent work they do in knitting together in their individual way the community life of the area. And, therefore, although London is not far away, the South-West Essex Authorities assure the Commission from their long experience in administrating local affairs that their residents do in fact "live" in the area where they eat, sleep and drink.

3. THE SOUTH-WEST ESSEX AUTHORITIES

Although local government in the South-West Essex Area will be easily comprehended by the Commission, it is difficult to explain to the average person. Goschen in 1872 used a phrase known to all students of local government—"We have a chaos as regards authorities, a chaos as regards rates and a worse chaos than all as regards areas". The South-West Essex Authorities do not admit the application of these words to present-day local government in their area but their experience leads them to the conclusion that the changes in functions since 1945 have possibly produced confusion amongst authorities outside the County Boroughs of East Ham and West Ham. In the Appendices to this Memorandum, are set out certain statistics and financial details relating to the South-West Essex Authorities, from which the Commission will note that, excluding East Ham and West Ham, the South-West Essex Authorities represent 56% of the population of the Administrative County of Essex, and 61% of the rate product. Those persons who are 56% of the population of the Administrative County of Essex are subjected to the system of two tier administration which, however appropriate to the rest of the Administrative County, is not necessarily suitable for the discharge of local authority functions in the South-West Essex Area. Much will be said about this later.

East Ham has been a county borough since the 1st April, 1915, being constituted as such by the East Ham Corporation Act, 1914. It was granted a Charter of Incorporation in 1904. Prior to that, it had a local Board of Health and an Urban District Council.

West Ham had a Local Board of Health in 1856, received its Charter in 1886, despite the opposition of the Metropolitan Board of Works, the predecessors of the London County Council, and was one of the county boroughs set up under the Local Government Act, 1888.

The other South-West Essex Authorities show a similar historical growth, their status changing with the inevitable and at times rapid development of their areas, but none of them have received county borough status, although application with that object was made by Barking, Dagenham, Ilford, Leyton, Romford and Walthamstow to the Local Government Boundary Commission set up under the Local Government (Boundary Commission) Act, 1945.

Ilford have five times promoted Bills to confer county borough status on the borough. On the fourth occasion, the Bill was given a Second Reading in the House of Commons, but was withdrawn in view of statements made by the Minister of Housing and Local Government on local government reorganisation. The last Bill promoted in 1955 was also withdrawn in view of an assurance by the Government that it was about to introduce its own proposals for local government reorganisation.

To revert to the historical growth of the other South-West Essex Authorities, all of them have been Urban District Councils before receiving borough status at various times between 1918 and 1938 and Hornchurch Urban District Council have applied for a Charter of Incorporation, which is still under consideration by the Privy Council. In recent years, Dagenham, Romford and Walthamstow have erected new Town Halls and a new Town Hall is in course of erection for Barking.

Whilst there has always been the identity of local authority with the identity of community stressed earlier in this memorandum, changes have taken place, particularly in 1926 when Dagenham grew so quickly because of housing developments by the London County Council, and when the Essex County Council reviewed the County Districts under the Local Government Act, 1929. For example, the two Urban Districts of Wanstead and Woodford were amalgamated to form the Wanstead and Woodford Urban District Council with effect from the 1st April, 1934, prior to becoming a borough in 1937. Chigwell was constituted in 1933 by the amalgamation of Buckhurst Hill Urban District, Loughton Urban District and the Civil Parish of Chigwell, then part of Epping Rural District.

The writ of the Essex County Council does not run in the County Boroughs of East Ham and West Ham, but does in the rest of the South-West Essex Area. 58 county councillors are directly elected every three years to a county council consisting of 109 councillors. These 58 county councillors are elected for the South West Essex Area as follows, there being one county councillor for each electoral division into which the area is divided. So that the Commission may have the information immediately available to them, columns have been added showing the percentage voting at the Essex County Council elections, the Borough Council elections, and the Urban District Council elections in 1958.

	No. of County Councillors	*% voting in Essex County Council Election in* 1958	*% voting in Borough Council Election in* 1958	*% voting in Urban District Council Election in* 1958
East Ham	—	—	31·68	—
West Ham	—	—	24·03	—
Barking	5	28·7	36·7	—
Chingford	3	32·16	39·08	—
Dagenham	7	15·1	20·61	—
Ilford	11	24·87	32·12	—
Leyton	6	17·97	22·58	—
Romford	6	22·11	30·18	—
Walthamstow ..	7	22·8	29·02	—
Wanstead & Woodford ..	4	19·9	31·4	—
Chigwell	3	32·15	—	46·8
Hornchurch	6	29·8	—	45·6

The County Council has a total membership of 145 (109 councillors and 36 aldermen).

So far as distribution of functions is concerned, the Commission will detect from the evidence on those detailed in the Chairman's letter that, apart from the County Boroughs of East Ham and West Ham, there is confusion of responsibility arising from the system of delegation between two democratically elected bodies. The confusion arises chiefly from the system of divisional executives for education, from the method adopted by the County Council for decentralising their functions as the local health authority under the National Health Services Act, 1946, and from the separation of the authorities from the administration of services essentially local and personal.

It may be possible for a part time Director of the Bank of England to know precisely in which capacity he is acting at various times of the day, but it is not easy for a member of a local authority in the South-West Essex Area outside East Ham and West Ham, to sit on his Council's Health Committee, as an elected member of the Council, advised by a Town Clerk and Medical Officer of Health and then an hour later transform himself into a member of the Health Area Sub-Committee of the County Health Committee, as a member appointed by his Council and be advised by the same officers, but this time as Area Clerk and Area Medical Officer.

The Commission will notice the facts and views expressed later in this memorandum in relation to this complicated system and will appreciate that the South-West Essex Authorities, with the exception, of course, of the County Boroughs of East Ham and West Ham, will return to this vexed problem.

It is not thought that the Commission wish to be burdened with details of the constitution of the South-West Essex Authorities, the number of councillors and aldermen, the division of work into committees and the regular monthly meetings of the Council held in public to deliberate on the committees' recommendations and other matters of interest to the public in local government affairs. The Commission will see from the evidence given on the functions detailed in the Chairman's letter, which do not cover all the local government services, that it has been and is the constant aim to provide all the services permitted by law or required for the benefit of the inhabitants and for the improvement and development of the respective areas of the South-West Essex Authorities and to adapt and improve such services as circumstances require. Indeed, a number of the services now the responsibility of other bodies were successfully initiated by some of the South-West Essex Authorities. For example East Ham, West Ham, Barking, Ilford, Leyton and Walthamstow ran successful electricity undertakings and tramway undertakings.

It is appropriate to include in this section a paragraph on joint action. The power to form Joint Committees and Joint Boards has been held by local authorities for many years and the hesitancy in exercising this power has been criticised from time to time in government circles. The South-West Essex Authorities have in the past and are prepared in the future to join together in Joint Committees or Joint Boards or, as is often more convenient, informally, when they are satisfied that such joint action is necessary in the interests of their areas. The record in the past is given later and if the Commission consider that there should have been more joint action (and the South-West Essex Authorities do not think the Commission will), they would point out that the opportunity for joint action has not been as great since 1945 when there was a substantial transfer of powers to the County Council and to other authorities.

Basically however the South-West Essex Authorities believe that a local authority directly elected of suitable size and with adequate financial resources is the best method of administering local services.

4. THE PRESENT ARRANGEMENTS FOR CARRYING OUT THE FUNCTIONS SPECIFIED IN THE CHAIRMAN'S LETTER

The arrangements for carrying out the functions specified in the Chairman's letter with certain details of the services provided, are set out in a series of Appendices which are submitted as part of but as a separate document from this memorandum, there being a separate Appendix for each of the South-West Essex Authorities. Where the Essex County Council is the responsible Authority and the South-West Essex Authorities have no direct connection with the functions exercised by the County Council, it has been assumed that the County Council will forward to the Commission details of the services provided, and generally there is no mention of them in the Appendices, except in those for East Ham and West Ham County Boroughs. This avoids duplication of factual information.

Matters, however, in which the Commission will be specially interested are stated in the succeeding paragraphs.

5. EDUCATION

Before the Education Act, 1944, East Ham and West Ham were local education authorities for both elementary and higher educaion. Barking, Ilford, Leyton and Walthamstow were local authorities for elementary education only, with the Essex County Council the local authority for higher education, although in some areas, e.g. Ilford and Walthamstow, certain forms of higher education, chiefly technical education, had been or were being provided under and within limits laid down in the Education Acts. In the remainder of the South-West Essex Area, the Essex County Council were the local education authority for all purposes.

Under the 1944 Act, the County Boroughs of East Ham and West Ham remained local education authorities for all purposes and the Essex County Council became the local education authority for the whole of the administrative county. Any functions and property possessed by the remaining South-West Essex Authorities were transferred to the County Council. The South-West Essex Authorities have always taken a keen interest in education and the loss of powers under the 1944 Act was keenly felt.

The 1944 Act permitted any local authority with a population in 1939 of not less than 60,000, or having not less than 7,000 pupils on the rolls of the elementary schools in 1939 to become an "excepted district", that is excepted from the normal divisional administration of the County Council for the exercise of their education functions.

Barking, Dagenham, Ilford, Romford, Leyton and Walthamstow became excepted districts, but Hornchurch although entitled so to do on population grounds chose at the time not to do so. Hornchurch, therefore, was included in the County Council's scheme of divisional administration with Brentwood Urban District and Thurrock Urban District, in the South Essex Divisional Executive.

Similarly, Chingford, Chigwell, Wanstead and Woodford, Epping, Harlow and Waltham Holy Cross Urban Districts and part of the Epping and Ongar Rural District, were included in the Forest Divisional Executive. In the areas of the Divisional Executives, the borough or urban district councils have no direct control in the administration of education having the right however to nominate a certain number of members to serve on a body called the Divisional Executive.

In the excepted districts, however, the Divisional Executive is the Council which perform functions relating to primary, secondary and further education through Committees for Education and under powers delegated to them by education schemes made by the Council in consultation with the County Council and approved by the Minister of Education.

The Education Schemes were intended to give the Excepted Districts control of the day to day administration of education, subject to the County Council having control over policy and finance. The system of administration by the County Council as local education authority, acting by delegation through the excepted districts has however proved to be very unsatisfactory and the excepted districts have throughout felt that they would be competent to administer the education service themselves and that there has been no real advantage to their areas in having the County Council as the local education authority.

There have been disputes between some of the excepted districts and the County Council which have had to be referred to the Minister of Education for determination. The County Council have exercised their powers to make general regulations to ensure uniformity in the administration of education throughout the County and the excepted districts have felt that these regulations have at times been too rigid and have not taken account of differences in local circumstances. The excepted districts also consider that they they have suffered through not having the opportunity to experiment or the right of direct access to the Minister to discuss with the Minister policy questions affecting the development of education in their own areas.

In carrying out major capital projects there have been many unnecessary delays through such matters having to be considered, firstly by the Education Committees of the excepted districts and their sub-committees, and again by the various committees and sub-committees of the Essex Education Committee, before being submitted to the Minister for final approval. Annual estimates of expenditure both on Capital and Revenue Account are considered in a form laid down by the County Council first by the Education Committees locally, and when approved by them are forwarded to the County Education Committee for their consideration and adoption. Moreover, in order to secure the adoption of the education estimates by the County Council in March each year, the Education Committees locally have to commence their consideration in the autumn of the preceding year, so that the estimates have to be based on the actual current expenditure only for some six months of the year.

In any event, it is difficult for the Education Committees locally to view estimates for which they are not finally responsible with the same realism, as if they were recommending these estimates to their own Councils for inclusion in the general rate levied locally. The excepted districts all feel that they should have a greater measure of responsibility for expenditure on education, as it forms such a large part of the expenditure paid by the ratepayers of which they are the most direct representatives.

As compared with a system of direct administration, the excepted districts are convinced that the system of administration by two authorities must necessarily increase administrative costs since there is a great deal of duplication in matters being considered, first at the lower level, and again by the upper tier authority, involving a great deal of work by officers at both stages. So much of the work which under the system it is necessary to duplicate in this way could be disposed of easily by the excepted district's own officers, if the borough council were the responsible authority. Under the system, the County Council must necessarily reserve the right to decide matters of policy and finance and the excepted districts often find this control irksome and frustrating, particularly when it is clear to them that they have resources, experience and officers adequate to provide the service direct.

In relation to employees, the County Council's control is quite detailed, as the whole of the employees are in their service. There are varied methods of appointment and the matter is further complicated by the fact that some officers in the Health Departments of the excepted districts hold mixed appointments, i.e. partly borough and partly county, and further some are divided between education which is a Borough Council function in excepted districts albeit under delegated powers and health which is not delegated, but is controlled through Health Area Sub Committees, as described in succeeding paragraphs. The establishment and conditions of service have to conform to a County Council pattern, framed mainly having regard to the special circumstances of the County Hall, Chelmsford, some miles away and this creates anomalies and difficulties of administration where the County Council staff either hold mixed appointments or are working with Borough Council officers appointed under different conditions.

With regard to those authorities in the South-West Essex area who are not excepted districts, all are of the opinion that the present areas of the Divisional Executives are too large, and that smaller divisions if divisional administration is to continue would result in more personal contact between the public and the Divisional Executive. Administration tends to become remote and impersonal.

If delegation is to continue Hornchurch would now prefer to be an excepted district, with all its disadvantages, rather than merely appoint members to the South Essex Divisional Executive.

Wanstead and Woodford have now a population in excess of 60,000 and considers it is large enough and has the necessary financial resources to be an excepted district, if this form of administration is to continue.

6. AGRICULTURAL EDUCATION

In the Administrative County of Essex Agricultural Education is provided by the County Council who have established an Agricultural College at Writtle near Chelmsford. Students from the South-West Essex Area are received at this College.

In the County Boroughs of East Ham and West Ham no special provision has been made for agricultural education, but facilities are afforded to students to attend Colleges provided by other local education authorities.

7. YOUTH EMPLOYMENT SERVICE

This service springs not from the Education Act, 1944, but from the Employment and Training Act 1948, and the County or County Borough Council, as the local education authority is the responsible authority.

There is no provision for delegation of the Youth Employment service to excepted districts or Divisional Executives, but Local Youth Employment Committees have been set up in excepted districts and the areas of Divisional Executives. The Borough Education Officers in excepted districts and Divisional Education Officers in Divisional Executives act as Secretary to these Committees, whose function it is to oversee the work of Youth Employment Officers, who are employed for each excepted district and Divisional Executive. The Local Youth Employment Committee have however very restricted terms of reference, have no part in the preparation of annual estimates of expenditure, no power to spend money and no power to appoint staff.

In the opinion of the South-West Essex Authorities, this service should be linked by law with the education service and subject to delegation, or as the excepted districts assert—direct conferment.

The County Boroughs of East Ham and West Ham, of course, have their own arrangements in their areas and employ Youth Employment Officers.

8. POWERS AND DUTIES UNDER THE NATIONAL HEALTH SERVICE ACTS

Before the introduction of the National Health Service, the South-West Essex Authorities provided maternity and child welfare services and, as such, were called child welfare authorities. The service was designed to provide medical and general advice and attention (but not treatment except for minor ailments) for expectant and nursing mothers and for children under 5 years. For this purpose, the South-West Essex Authorities provided ante-natal and post-natal clinics and welfare centres and employed health visitors to give advice in the home. East Ham, West Ham, Barking, Ilford and Walthamstow also built and managed maternity hospitals.

The local supervisory authorities for the domiciliary midwifery service which had grown up under the Midwives Acts, 1902—1936 were East Ham, West Ham, Barking, Dagenham, Ilford, Leyton and Walthamstow and in the rest of the South-West Essex Area, the County Council (for historical reasons the local supervisory authority was not necessarily the same as the child welfare authority). The service was provided either directly by employing midwives or by arrangement with voluntary organisations.

The South-West Essex Authorities (apart from Romford and East Ham, where the service was undertaken by voluntary nursing associations) also employed home nurses with limited powers to provide for the nursing at home of patients suffering from infectious diseases, expectant or nursing mothers or children under 5 years, suffering from various conditions. As child welfare authorities, they also provided domestic help as part of their maternity and child welfare services and after a Defence Regulation was made in 1944 for the sick and infirm.

The National Health Service Act, 1946, empowers County Councils and County Borough Councils, as local health authorities, and exercising their functions through statutory health committees, to provide the following services:

(a) Health Centres.

The local authority's function is to provide premises at which general practitioner services, hospital services and/or local health services may be provided under one roof.

(b) Care of Mothers and Young Children.

This includes the provision of ante-natal and post-natal and infant welfare clinics; of dental care for expectant and nursing mothers and young children; and of day nurseries.

(c) Domiciliary Midwifery.

Midwives are provided to attend mothers who are confined in their own homes.

(d) Health Visitors.

Health Visitors are employed to give advice in the home generally, particularly as to the care of young children, old people, sick persons and expectant and nursing mothers.

(e) Home Nursing.

Home nurses are provided to attend to persons who require nursing in their own homes.

(f) Vaccination and Immunisation.

Local health authorities make arrangements for vaccination against smallpox and immunisation against diphtheria, through general practitioners or at their own clinics. In some areas, there are also arrangements for immunisation against whooping cough, poliomyelitis and tuberculosis.

(g) Ambulance Services.

Ambulances and sitting-case cars are provided for the conveyance of the sick to and from hospital when they are unable to travel by ordinary transport.

(h) Prevention of Illness and Care and After Care.

This includes arrangements for the loan of sick room equipment, provision of extra nourishment in kind, and arrangements for preventive or convalescent recuperation.

(i) Domestic Help.

Local health authorities may provide domestic help for households where there is illness or a confinement or where it is needed because of the presence of old people or young children.

(j) Mental Health.

This includes the ascertainment of mental defectives and their supervision, while they are living in the community. The functions of the local health authority can only be exercised after the Minister of Health has given his approval to detailed proposals for providing the service concerned, and after such approval it becomes the duty of the authority to provide the services in accordance with the proposals.

The 1946 Act deprived East Ham and West Ham of the hospitals which they had owned and administered for many years, but did not deprive them of their status as local health authorities, and they have continued to be responsible for the personal health services. They have not experienced any difficulties in the administration of these services under the general supervision of their full time Medical Officers of Health.

In the rest of the South-West Essex Area, the personal health services, which also included ambulance services, were transferred to the County Council and hospitals to the Minister of Health. That Minister did not exercise his power to make Regulations under the Act enabling the County Council to delegate functions and consequently the administration of these health services became the centralised responsibility of the County Council, through the County Medical Officer at Chelmsford. It was realised, however, that in so large a County as Essex there would have to be some decentralisation of administration, and that it was desirable to maintain continuity between the old administration and the new. Indeed, the Minister of Health so advised in Circular No. 118/47, issued on the 10th July, 1947. The County Council accordingly established Health Area Sub-Committees of the County Health Committee and devolved the administration of these services (excluding ambulances and mental health) to such Sub-Committees. For Barking, Dagenham, Ilford, Leyton, Romford and Walthamstow (all excepted districts for education) a Health Area Sub-Committee was appointed for each of them. For the remainder of the County, Health Area Sub-Committees were set up for areas coinciding with the areas of Divisional Executives for education, thus maintaining, as in the excepted districts a close connection between the school health services and the personal health services. Thus Hornchurch is included in the South Essex Health Area Sub-Committee with Brentwood and Thurrock Urban Districts, as in the case of the South Essex Divisional Executive for Education.

Chigwell, Chingford and Wanstead and Woodford with Waltham Holy Cross, Epping and Harlow Urban Districts with part of the Epping and Ongar Rural District are included in the Forest Health Area Sub-Committee, which therefore has the same constituent authorities as the Forest Divisional Executive for Education.

The membership of the Forest Health Area Sub-Committee is given as an example. It is:

	No. of Members
Chigwell	4
Chingford	3
Epping	1
Epping & Ongar	1
Essex County Council	12
Harlow	2
Waltham Holy Cross	1
Wanstead & Woodford	4
Co-opted Members	7

Barking, Dagenham, Ilford, Leyton, Romford and Walthamstow have the right to nominate 15 members out of a total membership of 29 for appointment by the County Council to their respective Health Area Sub-Committee and their Chief Officers act as Area Clerk, Area Medical Officer, Area Financial Officer and Area Surveyor for Building Maintenance. In these offices they are part time officers of the County Council, at the same time as acting as Chief Officers of their respective authorities.

Chigwell, Chingford, Hornchurch and Wanstead and Woodford, however, have no direct contact with the administration of the personal health services, except that they have the right to nominate certain members to serve on the Health Area Sub-Committees. These Authorities are still responsible for the environmental health services and are under a duty to appoint and do appoint Medical Officers of Health. They all feel it desirable that the Medical Officers of Health should be directly associated with the administration of the personal health services. Only in the case of Wanstead and Woodford is some link maintained because their Medical Officer of Health is Area Medical Officer to the Forest Health Area Sub-Committee. All these authorities are of the opinion that the areas under the jurisdiction of the Health Area Sub-Committees are too large and that the services have tended to become remote from the people for whose benefit they are intended. There is a strong feeling that these services would be much better administered locally under the direction of the Medical Officer of Health.

In Barking, Dagenham, Ilford, Leyton, Romford and Walthamstow which each have a Health Area Sub-Committee, the administration has proved cumbersome and frustrating. The intention was that the Health Area Sub-Committee should have responsibility for the day to day administration of the services within their area, subject to the County Health Committee being responsible for general policy and all matters of finance. There have, however, from time to time been differences of opinion between the Health Area Sub-Committees and the County Health Committee which has the last word, and leaves local council members serving on the Health Area Sub-Committees with the feeling that local views are not respected and local needs are not met.

These Sub-Committees being subordinate to the County Health Committee necessarily meet in private and their recommendations are considered in private by the County Health Committee. Only very occasionally, do matters of importance which have to be considered by the County Council, receive any publicity. The public have no means of knowing what goes on in the Health Area Sub-Committees, unless they go to the trouble of exercising their statutory right to inspect the Minutes of the County Council which they seldom, if ever, do. The members of the Sub-Committee may not disclose in public their proceedings and they have no direct contact with the public they serve.

A County Council administering services over a county as large as Essex must wish to standardise its arrangements as far as possible throughout its administrative area and the application of a standard pattern in areas where the local authority have been accustomed to administering their own services and are still responsible for administering many other important local government services causes resentment on the part of members who feel that their wishes have been overruled. Moreover, the system inevitably leads to delays in implementing decisions since, except in comparatively minor matters, the Health Area Sub-Committees have only power to make recommendations and these recommendations often have to be considered again, not only by the County Health Committee itself, but often by another County Committee. The control of policy by the County Council through its County Health Committee inevitably leads members serving on the Health Area Sub-Committee to feel that they are only there to "rubber stamp" decisions already made. This is not conducive to sound local government.

Serious administrative difficulties have also been encountered in routine administration. Prior to 1948 Health Departments worked as units and it was not necessary to make distinctions between one service and another in allocating work amongst the staff. Since 1948, however, it has been necessary to separate each Public Health Department into two distinct parts, one composed of officers employed by the County Council and the other of officers employed by the local authority. The terms and conditions of employment of the two groups of officers working side by side are not identical. The head of the department in his capacity of Medical Officer of Health holds a statutory appointment and is a chief officer in the eyes of the authority appointing him, but in his capacity as an Area Medical Officer he ranks only as an Assistant County Medical Officer on the staff of the County Medical Officer of Health.

It is very desirable that the local Medical Officer of Health should be in a position to take the lead and co-ordinate all activities within his area connected with the promotion of public health and in particular, to act as liaison between the hospitals, the general practitioners and the health authorities. His status as an Assistant Medical Officer does not help him to do this and in fact, the County Medical Officer of Health sometimes communicates direct with general practitioners without prior local consultation. Action of this kind, which is inevitable under the present administrative set up can only lead to confusion. The system also entails an immense amount of correspondence between the County Council's officers and local officers and enquiries by members of the public often have to be referred from one office to the other, with inevitable delay and to the bewilderment of people who do not appreciate and cannot understand the division of functions between one authority and another.

On the organisational side, an unnecessary amount of paper work and a great deal of duplication results. The Borough Treasurer who acts as Area Financial Officer is obliged to administer two completely different financial systems for the Health Department, one for the county and the other for his authority. This involves separate banking arrangements, separate arrangements for paying wages, the keeping of separate petty cash accounts and separate arrangements for the payment of accounts.

The South-West Essex Authorities see no advantage in the centralisation of the administration of these personal health services under the control of the County Council. They feel strongly that they could be better administered locally and that simplification of administration would result in economies both in money and in effort and in an improvement in the services provided. These services are, of course, locally administered in East Ham and West Ham, and since 1948, they have been able to develop and improve them, untroubled by administrative disturbances and complications.

9. NOTIFICATION OF INFECTIOUS DISEASES

General practitioners are under an obligation to notify the Medical Officer of Health of all cases of certain notifiable infectious diseases. The Medical Officer of Health is required by regulations made by the Ministry of Health to forward a copy of such notifications received to the County Council as the local health authority, but of course this requirement does not apply to the County Boroughs of East Ham and West Ham, through the County Medical Officer of Health. It is the duty of the local Medical Officer of Health in the case of an epidemic to take the necessary action to prevent it spreading. No local difficulties have occurred in the administration of this work.

10. HEALTH EDUCATION

Health Education activities are carried on by the South-West Essex Authorities and by the County Council through the various Health Area Sub-Committees. This is done mainly by the distribution of pamphlets, the holding of exhibitions and the giving of lectures by Medical Officers of Health, Public Health Inspectors and Health Visitors. Health Education should be looked at as a whole, i.e. from the point of view of both the environmental health services and the personal health services. The present division of functions between the County Council, as the local health authority, and the South-West Essex Authorities (apart from East Ham and West Ham) as local sanitary authorities tends to make the performance of this function a little disjointed, and where the Medical Officer of Health is also the Area Medical Officer and as such officer responsible to both authorities, on occasions he finds himself embarrassed by conflicting opinions expressed by the two authorities. These difficulties do not arise, of course, in the case of East and West Ham.

11. MENTAL HEALTH SERVICES

As part of the personal health services, the Essex County Council and the County Boroughs of East Ham and West Ham were requested as local health authorities to provide under the National Health Service Act, 1946, certain mental health services. The responsibilities of these authorities in relation to mental health are:

(a) the mental care and removal to hospital of persons who are dealt with under the Lunacy and Mental Treatment Acts.

(b) the ascertainment and (where necessary) removal to institutions of mental defectives and the supervision, guardianship, training and occupation of those in the community.

(c) the preventive care and after care of all types of patient so far as this is not otherwise provided for.

Like the rest of the other personal health services, it was the duty of the local health authorities to submit to the Minister of Health, proposals for the carrying out of their mental health duties and when approved by the Minister, they were legally bound to carry them into effect.

East Ham and West Ham are not aware of any defects in the administration of the mental health services. The rest of the South-West Essex Authorities would, however, draw attention to the following points:

(i) The mental health services are linked by the Commission quite rightly with the personal health services, particularly as they include the provision of an ambulance service for the transport of patients (including those of unsound mind or mentally defective) within their respective areas and to places outside. The mental health services are not included in the arrangements for decentralising the administration of the health services and the various Health Area Sub-Committees play no part in the discharge of this function which, so far as the County Council is concerned, is achieved through the Mental Health Sub-Committee of the County Health Committee.

(ii) Although the County Medical Officer of Health is the officer responsible to the County Council for the mental health services, the Medical Officers of Health even where they act as Area Medical Officers under the County Medical Officer of Health have no direct concern with the running of these services. The Medical Officers of Health, who as Area Medical Officers, may be expected to discover mental health cases have to report them to the County Medical Officer of Health, who instructs his local officers in the mental health service with whom the Medical Officers of Health have no direct contact.

(iii) The areas of the Sub-offices of the duly authorised officers (the modern counterpart in this respect of the old Relieving Officer) are not the same as the areas for the Health Area Sub-Committees or the Divisional Executives for Education. For example, the Sub-office for Barking, Dagenham, Ilford and Romford is at Romford. The Sub-office for Leyton, Walthamstow and the Forest Division is at Walthamstow.

12. POWERS AND DUTIES UNDER THE NATIONAL ASSISTANCE ACTS

Under the National Assistance Act, 1948, the Essex County Council and County Boroughs of East Ham and West Ham are welfare authorities and as such responsible for:

1. The provision of residential accommodation for persons who, by reason of age, infirmity or other circumstances, are in need of care and attention which is not otherwise available to them.

2. The provision of temporary accommodation for persons who are in urgent need thereof through circumstances which could not have been reasonably foreseen.

3. The arrangements for the welfare of blind, deaf and dumb and other handicapped persons.

4. Protection of property of persons in hospital.

5. Registration and inspection of disabled and old persons' homes.

In addition, East Ham and West Ham as well as the other South-West Essex Authorities have the duty under the National Assistance Act, 1948, of arranging for the burial or the cremation of a dead body, when no suitable arrangements are being made for the disposal of the body and also for the possible removal of old and other infirm persons in need of care and attention.

It is common knowledge that difficulties arise as to respective duties of the Welfare Authorities and the North East Metropolitan Regional Hospital Board, the former being responsible for providing hostel accommodation for persons who in certain circumstances are in need of care and attention and the latter for giving hospital treatment to the chronic sick. The dividing line between sickness and infirmity is not easy to draw. Apart from this, East Ham and West Ham have experienced no difficulties in administering their welfare functions.

There are difficulties, too, in deciding the respective duties of the County Council as the Welfare Authority and the South-West Essex Authorities as housing authorities, particularly in eviction cases.

The areas into which the County Welfare service is divided for administrative purposes under an Area Clerk do not coincide with the areas for the education, health and mental health services. The South Essex Area comprising Barking, Dagenham, Ilford, Romford and Hornchurch is administered from Romford. The Forest Area, comprising Chigwell, Chingford, Leyton, Walthamstow, Wanstead and Woodford with Epping, Harlow and Waltham Holy Cross Urban Districts and part of Epping and Ongar Rural District is administered from Wanstead and Woodford.

13. POWERS AND DUTIES UNDER THE DISABLED PERSONS EMPLOYMENT ACT, 1944

The South-West Essex Authorities have no local authority functions under this Act. Like any other employer of labour, they are bound to take a quota of disabled persons, but this duty falls upon them as an employer of labour, and not as a local authority function.

14. CARE OF CHILDREN

The modern charter for the care of children is the Children Act, 1948, which had two main purposes: to make new provision for children deprived of normal home life, who had hitherto been dealt with under the Poor Law, brought to an end by the National Assistance Act, 1948, and to put into effect the principal recommendations of the Report of the (Curtis) Care of Children Committee (Cmd 6922), behind which was the desire to ensure that "all deprived children shall have an upbringing likely to make them sound and happy citizens and shall have all the chances, educational and vocational, of making a good start in life which are open to children in normal homes."

Children deprived of home life are usually referred to as:

(a) Children received into the care of a local authority because they have no parents or a legal or de facto guardian, or because their parents or guardian are unable to provide for them properly or have abandoned them.

(b) Children and young persons committed by a Court under the Children and Young Persons Act, 1933 as being in need of care or protection or as offenders against the law, to the care of a local authority as a fit person.

(c) Children who are subject to supervision by a local authority having been placed privately with foster-parents for reward or placed for adoption, legal or de facto, through third parties, and

(d) Children who are being cared for by voluntary organisations.

Immediate responsibility for the care or supervision of children in class (d) rests with the voluntary organisations and of those in classes (a), (b) and (c) with the Essex County Council and the County Boroughs of East Ham and West Ham.

East Ham and West Ham are not aware of any defects in the administration of these services.

The South-West Essex Authorities (apart from East Ham and West Ham where the necessary co-ordination can be easily effected) point out there is no direct connection between the service for the care of children performed through a Children's Committee and a Children's Officer and the functions provided locally by the South-West Essex Authorities as housing authorities, excepted districts or represented on divisional executives for education or Health Area Sub-Committees. In short, although rightly classed by the Commission as a personal health and welfare service, it appears to be a centralized service and not specifically linked with the administration of the other personal and welfare services, nor even the education service.

15. BATHS, WASH-HOUSES AND BATHING PLACES

This old local government function has been exercised for many years by the South-West Essex Authorities with the exception of Chigwell and Wanstead and Woodford.

Chigwell has purchased land on which to construct a covered swimming bath when financial restrictions permit and at the present time makes an annual grant to an international centre in their area known as Grange Farm, where there is a modern open air bathing pool.

Hornchurch has erected the only new swimming bath to be built in the country since 1945, apart from the Empire Games Pool at Cardiff.

Leyton and Walthamstow in addition to their separate baths run the Whipps Cross Open Air Pool jointly with a Joint Committee, the Pool being in and part of Epping Forest.

16. CONTROL OF WATER COURSES, DITCHES AND PONDS, INCLUDING PREVENTION OF RIVER POLLUTION

The drainage authority and the authority responsible for river pollution for Leyton and Walthamstow is the Lee Conservancy Catchment Board, and for the rest of the area, except West Ham and a small part of East Ham, the Essex Rivers Board. Part of West Ham is comprised in the Lee Conservancy Catchment Area and a small part in the area of the Essex Rivers Board, while the County Borough Council itself exercises both the powers of a Catchment Board and the powers of former Commissioners for Sewers in respect of the remainder of the area, including most of the frontage of the River Thames. A small part of East Ham in the south of the Borough is not included in the area of the Essex Rivers Board, and in respect of this part the East Ham Corporation exercise certain supervisory functions. The functions of Catchment and River Boards are confined to the statutorily defined "main rivers" and preventing the pollution thereof. The responsibility for repairing the banks of and clearing out watercourses and ditches rests with the riparian owners, but public pressure has sometimes compelled the local authorities to clear out rubbish dumped in watercourses which the riparian owners think would be unreasonable for them to remove, being rubbish not normally accumulating in a properly used watercourse.

Some difficulty has been experienced by virtue of the fact that some Thames frontage is included in the Lee Catchment Area, while the functions of the Catchment Board are confined to protecting the River Lee with a consequent hiatus in responsibility for prevention of flooding from the River Thames.

Ilford are empowered by the Ilford Corporation (Drainage) Act, 1950 to carry out the enlargement, deepening, straightening and culverting of certain natural watercourses and to improve the flow of and to clear streams in the borough.

17. DISINFESTATION OF PREMISES AND ARTICLES

The South-West Essex Authorities exercise the powers given by Section 83 (Cleansing of filthy or verminous premises), Section 84 (Cleansing or destruction of filthy or verminous articles) and Section 85 (Cleansing of verminous persons and their clothing) of the Public Health Act, 1936, but the occasions when they exercise these powers are exceptional apart from cases of infectious diseases. There has been little need for cleansing stations, which the Authorities are given power to provide under Section 86 of the Public Health Act, 1936; some have been provided but mostly arrangements are made for the cleansing of articles on the premises or at local hospitals.

18. DRAINAGE OF TRADE PREMISES

Outside the County of London the drainage of trade premises is normally administered under the Public Health (Drainage of Trade Premises) Act, 1937. This Act, however, provided that it should not extend to any area which, immediately before the passing of that Act, drained directly or indirectly into any sewer or sewage disposal works vested in the London County Council or in the Council of a Metropolitan Borough, so long as that area continued to drain, as aforesaid, into any sewer or sewage disposal works so vested. By the time of the passing of the 1937 Act, part, or all, as the case may be, of the sewage from the undermentioned authorities drained directly or indirectly into the London County Council system, and accordingly the 1937 Act does not apply to the areas so drained—viz:

> Barking, East Ham (North Woolwich only), Ilford, Leyton, Walthamstow, West Ham.

Control is exercised under the powers conferred by the Public Health Act, 1936 in the above cases.

The London County Council (General Powers) Act, 1953 contains a number of provisions regarding the discharge of trade effluent into sewers, some of which apply outside the County area to areas which drain directly or indirectly into their sewage system. One particular provision is that the Minister is empowered, on application made to him to extend the provisions of the 1937 Act to those areas outside the confines of the London County Council which drain directly or indirectly into the L.C.C. System and to which the Act of 1937 does not apply.

In short, some of these South-West Essex Authorities, or parts of them, mentioned above which at present drain into the L.C.C. system may in future ask to have the 1937 Act applied to them by reason of the provision in the London County Council (General Powers) Act, 1953.

Although there are many factories and workshops in the South-West Essex area, few difficulties have been encountered in connection with the drainage of trade premises.

19. MORTUARIES AND POST MORTEM ROOMS

West Ham appoints its own Coroner and has provided a Mortuary and Post Mortem Room, but for the rest of the area Coroners are appointed by the County Council subject to the approval of the Home Secretary. East Ham, Barking, Chingford, Chigwell, Dagenham, Leyton, Ilford and Wanstead and Woodford are in the Metropolitan District into which the County Council area is divided for this purpose and Hornchurch and Romford in the Northern District.

Walthamstow provided a Coroner's Court, Mortuary and Post Mortem Room at the beginning of the 1900's and the Coroner for the Metropolitan District has his unofficial headquarters there.

Mortuaries and Post Mortem Rooms have been provided also by East Ham and Ilford and Wanstead and Woodford and facilities are provided in Town Halls and Council Offices for holding inquests for the convenience of relatives and others concerned. Romford provided a mortuary which was destroyed by enemy action.

Those authorities who have not provided a Mortuary and Post Mortem Room have mutual arrangements with their neighbours or a local hospital having mortuary accommodation. Barking and Dagenham pay Ilford and East Ham the sum of £3. 10. 0d. for each body received into Ilford or East Ham's mortuary from those areas and Chingford, Chigwell, Wanstead and Woodford pay Walthamstow a like sum for bodies received into Walthamstow's mortuary from their areas. Leyton pay the Leytonstone Management Committee an annual sum of £150 for receiving bodies from Leyton into the mortuary at Whipps Cross Hospital, Leyton.

20. PUBLIC CONVENIENCES

All the South-West Essex Authorities provide public conveniences. Those near the boundary of two or more authorities are generally erected under an agreement made between the local authorities. A public convenience has been erected by Ilford at Chadwell Heath within a few yards of the Dagenham boundary and under the agreement entered into by the two authorities 40 per cent of the net annual expenditure on the public convenience is reimbursed by Dagenham. A similar arrangement is made between Dagenham and Romford in respect of a public convenience provided by Romford at Rush Green, Romford.

21. REFUSE COLLECTION AND DISPOSAL AND COLLECTION OF SALVAGE

All the South-West Essex Authorities collect and dispose of house and trade refuse and in various ways collect and sell waste paper and other salvage items.

The Commission are asked to note:

(a) that by arrangement with Barking, Ilford transport all their refuse to a tip in Barking owned by Barking Borough Council and this arrangement is to continue until 1962.

(b) that an East Ham, West Ham and Ilford Joint Refuse Disposal Committee has been formed under an agreement made pursuant to Section 91 of the Local Government Act, 1933, and the authorities named have delegated to the Joint Committee certain of their powers and duties relating to the deposit, treatment and disposal of house, trade and street refuse. The Joint Committee are responsible for the provision of tipping facilities and the reception and treatment of refuse. The operating expenses are borne pro rata by the authorities, according to the proportion which the amount of refuse delivered to the Joint Committee tips by each authority bears to the whole delivery. Ilford are entitled to use the facilities provided by the Joint Committee, but will probably not do so until their arrangement with Barknig terminates.

(c) that Walthamstow are considering tipping as an alternative to a destructor and are exploring the possibility of being admitted as a constituent authority of the East Ham, West Ham and Ilford Joint Refuse Disposal Committee.

(d) that Dagenham uses the waste heat from their refuse destructor for a district heating scheme covering a large estate.

(e) that Wanstead and Woodford recently implemented a scheme for the bulk transport of refuse to a tip at South Ockenden, Essex. A transfer Depot was built as part of the scheme at a cost of £28,000 and facilities provided to deal with the transfer of refuse as well as the sorting of salvage. These arrangements, which also included the purchase of improved house refuse collection vehicles and bulk transporters, will meet the needs of the borough for at least 80 years. Discussions are taking place with neighbouring authorities with a view to these services being made available to these districts.

(f) that Chingford have specialised in salvage operations since 1922 with considerable financial success.

22. REGULATION OF BUILDINGS AND SANITATION OF BUILDINGS

There are no general matters to which the attention of the Commission need be drawn.

23. SEWERAGE AND SEWAGE DISPOSAL

The South-West Essex Authorities have provided for the proper sewering of their areas and the disposal of sewage and the Commission are asked to note:

(a) that Chingford dispose or are to dispose of their sewage through the Middlesex County Council's East Middlesex Main Drainage System.

(b) that West Ham, Leyton and Walthamstow discharge their sewage into the main drainage system of the London County Council under terms laid down in various Acts of Parliament.

(c) that in the case of East Ham, sewage from North Woolwich has been discharged into the main drainage system of the London County Council since 1901. For the remainder of East Ham, the sewage is disposed of through the Council's own sewage works, but in the very near future these works will be scrapped and a pumping station provided which will pump all East Ham's sewage and part of its surface water into the London County Council's main drainage system.

(d) that Barking and Ilford also discharge their sewage into the main drainage system of the London County Council on terms laid down in the London County Council (Ilford and Barking Drainage) Act, 1928, the sewage being pumped into that system through a pumping station in Barking owned jointly by Ilford and Barking. This joint pumping station is controlled by the Ilford and Barking Joint Sewerage Committee set up in 1930. The Town Clerk of Ilford acts as Clerk to the Joint Committee, the Borough Treasurer of Barking as Financial Officer and the Borough Engineers of Barking and Ilford as Joint Engineers.

(e) that there is a Romford and Hornchurch Joint Sewerage Committee which manages sewage works in Hornchurch on 180 acres of land owned by the Romford Council and leased to the Joint Committee.

(f) that apart from the small area of Wanstead and Woodford, referred to in (g) below, Wanstead and Woodford disposes of its own sewage through two of its own sewage works. These works are in course of substantial reconstruction in accordance with Ministerial Consents recently granted. The total cost will be approximately £295,000.

(g) that many reciprocal arrangements are made between the South-West Essex Authorities such as—

the sewage from certain parts of Barking, Chigwell, Hornchurch and Romford being treated at the Dagenham Sewage Works, certain properties in Romford draining into Hornchurch sewers and vice versa, certain properties in Dagenham draining into the sewers of Ilford and Romford, a small part of Wanstead and Woodford draining into the Chingford sewage system and then into the East Middlesex Main Drainage System,
a small part of Leyton draining into Wanstead and Woodford, certain properties in Walthamstow draining into the sewers of Chingford and Leyton and vice versa,
certain properties in Ilford draining into the sewers of Barking, Dagenham, Chigwell and East Ham.

24. STREET CLEANSING

There are no particular points to which the Commission's attention need be drawn, except the informal arrangements made for roads forming the boundary between two authorities whereby one authority cleanses the streets on behalf of the other.

25. BURIAL GROUNDS, CEMETERIES AND CREMATORIA

The Commission will note:

(a) that Dagenham are considering providing a crematorium jointly with any neighbouring authority interested,

(b) that a crematorium has been provided at Hornchurch, the authorities responsible being Romford, Hornchurch, Thurrock through a Joint Committee, known as the South Essex Crematorium Joint Committee,

(c) that discussions, undertaken at the request of the appropriate Ministry, between Chingford, Chigwell, Leyton, Walthamstow and Wanstead and Woodford have not yet been concluded.

26. PARKS AND OPEN SPACES

Many parks and open spaces for the use and enjoyment of the public have been provided by the South-West Essex Authorities with a few exceptions such as—

(a) the Parsloes Park of 118 acres partly in Dagenham and partly in Barking provided, managed and controlled by the London County Council,

(b) Hainault Forest also controlled by the London County Council,

(c) Epping Forest controlled by the City of London Corporation as Conservators of Epping Forest,

(d) West Ham Park maintained by the City of London Corporation.

27. POWERS AND DUTIES UNDER THE PHYSICAL TRAINING AND RECREATION ACT, 1937

There are no special points to which the Commission's attention need be drawn.

28. PORT HEALTH FUNCTIONS

In the dock areas of East Ham, West Ham, Barking and Dagenham the City of London Corporation is the Port Health Authority.

29. PROVISION OF HOUSES

The South-West Essex Authorities have exercised this important function for many years before and since the war and the Commission will be interested in the following summary, showing the position at the 31st December, 1957.

	No. of houses erected before the war	*New houses up to 31st December, 1957: Local Authorities and Housing Associations*	
		Under Construction	*Completed since* 1.4.1945
	(1)	(2)	(3)
East Ham	822	409	2,503
West Ham	2,279	751	4,310
Barking	2,194	766	2,385
Chingford	262	146	1,249
Dagenham	1,059	505	2,433
Ilford	772	77	3,185
Leyton	355	75	847
Romford	358	144	2,875
Walthamstow	1,615	313	2,046
Wanstead & Woodford	218	97	1,521
Chigwell	180	76	1,181
Hornchurch	600	—	2,762
TOTALS	10,714	3,359	27,297

With the exception of the London County Council, Barking is developing the largest single housing estate in the Greater London Area by erecting some 2,100 dwellings at a cost of 4 million pounds on reclaimed marsh land. The estate is the Thames View Housing Estate.

On "overspill" the Commission will be interested in the connection between the New Towns, such as Harlow and Basildon in Essex, and the South-West Essex Authorities, as well as the manner in which the authorities have dealt with this problem.

As to the New Towns, the following figures speak for themselves—

	No. of families accommodated in new towns at 31st December 1957
East Ham	558
West Ham	796
Barking	330
Chingford	282
Dagenham	971
Ilford	362
Leyton	585
Romford	252
Walthamstow	1,162
Wanstead & Woodford	216
Chigwell	74
Hornchurch	177

In addition to the use made of New Towns, overspill has been dealt with by building houses in Essex outside the housing authorities' area and considering developing expanded towns under the Town Development Act, 1952.

West Ham owns an estate of 380 houses in Dagenham built by them for overspill purposes immediately after the war on land owned by them. They have also acquired land at Stanford-le-Hope in Thurrock on which they plan to build 1,200 dwellings. The first section comprising 181 houses is now under construction.

East Ham had completed on the 31st March, 1958 the erection of 1219 houses on out-borough estates and a further 592 will be constructed, partly on estates now in course of development, and partly at Hutton, mentioned below.

Chingford, too, have built an estate of 266 dwellings at Epping.

East Ham, Barking, Dagenham, Ilford, Leyton, Romford, Walthamstow and Wanstead and Woodford have met in many conferences since 1952, and as a result Dagenham and Walthamstow are building houses at Canvey Island and have formed a Joint Committee to deal with the development and management of an estate of 430 houses. East Ham, Leyton and Romford are separately to build houses at Hutton on land originally purchased by Walthamstow and East Ham on behalf of the authorities mentioned above and land at Basildon with accommodation for 760 houses has still to be allocated to the authorities interested.

Barking, Chigwell, Dagenham, Ilford, Leyton, Romford, Walthamstow and Wanstead and Woodford were interested in expanded towns under the Town Development Act, 1952, and secured in the County Development Plan prepared under the Town & Country Planning Act, 1947, the earmarking of land at Witham, Colchester, Braintree and Bocking and in Chelmsford Rural District, all in Essex. A number of conferences were held between 1955 and 1957, but despite the utmost co-operation amongst the local authorities and exceedingly valuable help from the County Council, the negotiations terminated at the end of 1957. Witham was treated as the main town to be expanded, but in the final negotiations the South-West Essex Authorities mentioned as being interested, felt unable to commit themselves to proceeding with a scheme on land at Witham, which the Ministry of Housing and Local Government had said could be used for 1,500 houses. In making this decision, the South-West Essex Authorities had regard to the financial position including high interest rates, the large number of families who were being accommodated in the New Towns, the amount of land still available for development in their areas and the inherent difficulties of applying the Town Development Act, 1952. They would have preferred to have renewed the discussions in two years' time, but as Witham desired an answer and as the County Council would have difficulty in dealing with applications to develop the land earmarked if the position was left undetermined, the South West Essex Authorities reluctantly decided not to proceed with any town development at Witham or elsewhere.

These deliberations proved no lack of ability and willingness amongst the South West Essex Authorities to collaborate one with the other on common problems. That they failed was due to special circumstances at the time a decision was required, and the difficulty of working the Town Development Act, 1952, particularly where there are seven exporting authorities and one receiving authority.

West Ham were also interested in the facilities offered by the Town Development Act, 1952, and immediately it became law, approached several towns in Essex earmarked for expansion with proposals for co-operation. Only Chelmsford Borough Council was willing to explore the matter further, and several conferences took place between the two authorities. It is understood that Chelmsford are still preparing a scheme for expansion, but it is unlikely that active participation by West Ham will be of any advantage to either party.

30. SLUM CLEARANCE

Under the Housing Repairs and Rents Act, 1954, the Minister of Housing and Local Government approved slum clearance proposals submitted by the South West Essex Authorities. The main part of these proposals and the progress made is shown by the following table as at the 31st December, 1957:

	Houses to be demolished in five years	*Houses in Clearance Areas and Unfit Houses elsewhere*		
		Included in Orders confirmed 1.1.1955 *to* 31.12.1957	*Demolished or Closed* 1.1.55 *to* 30.9.57	
			In Clearance Areas	*Elsewhere*
East Ham	300	—	76	3
* West Ham	1,062	300	37	90
Barking	487	56	105	—
Chingford	—	—	—	12
Dagenham	55	6	14	10
Ilford	291	80	69	13
Leyton	490	167	—	2
Romford	320	218	—	39
Walthamstow ..	537	358	88	20
Wanstead & Woodford ..	235	133	69	45
Chigwell	400	48	9	10
Hornchurch ..	69	12	21	29

* In addition some 136 unfit houses have been demolished in the course of comprehensive redevelopment under the Town and Country Planning Acts.

31. ASSISTANCE TO APPLICANTS

The following summary will be helpful to the Commission:

	Advances under the Small Dwellings Acquisition Act, 1899 *or the Housing Act,* 1949		*Improvement Grants under the Housing Act,* 1949	
	Number	*Amount*	*Number*	*Amount*
		£		£
East Ham	4,503	2,563,218	159	28,194
* West Ham	934	625,741	53	8,105
Barking	3,741	2,807,339	46	8,230
Chingford ..	1,150	1,343,706	8	800
Dagenham	1,300	1,080,000	4	906
Ilford	8,449	8,087,221	69	7,625
Leyton	2,415	1,670,160	81	14,793
Romford	3,191	3,166,646	41	6,080
Walthamstow ..	2,290	2,210,750	226	47,400

Wanstead & Woodford ..	883	1,364,066	46	11,505
Chigwell	736	1,278,600	32	7,527
Hornchurch.. ..	3,021	2,500,920	44	6,248

* There has been little demand for this facility in West Ham.

Ilford, Chingford, Chigwell and Wanstead and Woodford have sold Council dwellings chiefly by means of tenant purchase schemes. By this method, Ilford have sold 564 Council dwellings to Council tenants, Chingford 247, Chigwell 29 and Wanstead and Woodford 98.

The defects in these schemes are—

(a) the difficulty in borrowing money at reasonable rates of interest to relend to borrowers,

(b) improvement grants have been applied for mainly by owner occupiers, whose houses might lack certain modern amenities, and only in rare cases by landlords. A factor contributing to this is the rent control imposed as a condition of making the improvement grant.

32. REGULATION OF BUILDINGS AND BYELAWS

There are no special points to which the attention of the Commission need be drawn.

33. TOWN AND COUNTRY PLANNING

Before the Town and Country Planning Act, 1947, East Ham and West Ham and the other South-West Essex Authorities were Town Planning Authorities. Extensive building development took place between the two wars and the layout and general appearance of most of this development shows that the Authorities exercised their limited planning powers to the best advantage. In Ilford, a planning scheme covering the newer part of the Borough was in operation and in Chigwell, Chingford and Wanstead and Woodford, planning schemes were also in operation. The remainder of the area with the exception of West Ham which was almost wholly built up, was subject to planning control, as a result of resolutions to prepare planning schemes under the Town and Country Planning Act, 1932.

In 1945, the South-West Essex Authorities with the exception of Romford and Hornchurch, but including East Ham and West Ham, formed the South West Essex Joint Planning Committee. Billericay, Brentwood, Hornchurch, Romford and Thurrock Councils formed the South Essex Joint Planning Committee at the same time. The authorities delegated to these Joint Committees all their powers (other than power to borrow money or levy a rate) and duties in connection with the preparation of a planning scheme. The constituent authorities were asked to submit to the Committees any applications for permission to develop which appeared to involve major planning considerations or to be in any way contrary to the Greater London Plan prepared by Professor Abercrombie, or to affect an adjoining authority. The Committee appointed Planning Officers and commenced the preparation of Planning Schemes but did not proceed far, owing to the Town and Country Planning Act, 1947. During their existence, however, the Committees did consider a number of interim development applications and showed every promise of working well and effectively. A feature of the Committees was the Technical Officers Committees consisting of the Planning Officers of each constituent authority, working with the respective Planning Officers of the Joint Committees.

The Town and Country Planning Act, 1947, provided that Planning Authorities should be County Councils and County Boroughs. It was, therefore, necessary to wind up the Joint Committees and planning powers were transferred to the Essex County Council. East Ham and West Ham, however, retained their planning powers.

Section 34 of the Town and Country Planning Act, 1947, empowered the Minister to make Regulations requiring Local Planning Authorities to delegate to the Councils of County Districts certain of their functions relating to the control of development. The Town and Country Planning (Authorisation of Delegation) Regulations, 1947 were made in pursuance of this section, and under these Regulations the Essex County Council after negotiations with the County District Councils prepared a standard form of agreement, whereby certain planning functions were delegated to the County District Councils. Under this Agreement the county district councils were empowered, subject to any general or special directions which might be issued by the County Council to deal, after consultation with the County Planning Adviser, with applications for permission to develop land wholly within the area of the County District Council. The delegation is subject to a proviso that a county district council shall refrain from taking any action upon an application if (a) a direction is issued by the Minister referring the case to him, (b) a direction is issued by the County Council referring the application to the County Planning Committee, and (c) the District Council consider that the case should be dealt with in a manner conflicting with the advice of the County Council's Area Planning Officer on the staff of the County Planning Adviser. Under the Agreement in cases (a) and (b), the County District Councils are required to comply with the direction, and in case (c) to refer the application to the South West Essex or the South Essex Area Planning Sub-Committees which have been set up by the County Council, consisting of representatives from the County Council and the County District Councils.

The County District Councils are required to keep a register of planning applications and are empowered to take enforcement proceedings and to make determinations as to whether or not planning permission is required, subject to the County Council having the right to initiate and take such action as they considered necessary in any specific case or class of cases.

County District Councils are also empowered to make recommendations to the County Council with regard to the revocation or modification of planning permissions already granted, the discontinuance of any use of land, the imposition of conditions on the continuance of any use of land, the alteration or removal of any buildings, the making of Tree Preservation Orders, and the making of Building Preservation Orders. In these cases, County District Councils are required to take such action as may be determined by the County Council.

County District Councils are also empowered to consider and make recommendations at the appropriate time in regard to any matters relating to the planning of their respective areas.

Following the coming into operation of the Town and Country Planning (Control of Advertisements) Regulations, the delegation agreement was amended so as to empower the County District Councils, subject to the right of the County Council or the Minister, to deal with any particular case, to deal with all applications for express consent to display advertisements, or for the use of land for that purpose. They are also empowered to challenge any existing advertisements and to take enforcement action with regard to the display of advertisements.

It will be seen that whilst under the Agreement, the County District Councils have fairly wide powers to deal with applications for planning consent, they have no power to take a direct part in the preparation of the Development Plan, having only a right to make recommendations to the County Council in regard to any matters relating to the planning of their district. In particular, they have no right to prepare the Town Map for their own area.

The South-West Essex Authorities, being in a position to employ competent qualified technical staff, did play a considerable part in preparing the initial drafts of the Development Plan, and those drafts and surveys were incorporated in the County Development Plan.

The Development Plan for the County of Essex was approved by the Minister in September, 1957, and is now in force. Town Maps containing the more detailed planning proposals were not prepared individually for the towns in South-West Essex, but one comprehensive Town Map was prepared which includes the whole of the South-West Essex Area and parts of districts beyond.

It will be seen that the system of administration of town planning in the South-West Essex Area is extremely complicated. That it has worked fairly well and that there have been comparatively few differences of opinion between the Authorities and the County Council, has been due to co-operation between members and officers of the County District Councils and the County Council. In particular, the relationships between the Area Planning Officers and the Authorities' Planning Officers have been harmonious and this has helped to make the delegation arrangements work. Nevertheless, these arrangements necessarily result in duplication of work and in delay in giving decisions, particularly where it is necessary to refer matters to the Area Planning Officer or County Planning Adviser to obtain a County Planning Committee decision or a decision of the Area Planning Sub-Committee.

If the South-West Essex Authorities were planning authorities, decisions on applications could in many cases be given in the same month in which they were received, but under the present arrangements, a number of cases have to be referred in the first instance to the Area Planning Officer, and even if he deals with them expeditiously his recommendations may not be received until just after the County District Council's Planning Committee have met, which may result in delay. In other cases, consultation with the County Surveyor may be necessary, which results in further delay, and it may be necessary to obtain the agreement of the applicant to an extension of time for the giving of a decision.

In the event of disagreement with the advice of the Area Planning Officer, the application must, as previously stated, be referred to the Area Planning Sub-Committee, and in such cases further delays must arise.

All appeals to the Minister of Housing and Local Government against decisions made by the borough and district councils are responded to by those Councils and only in rare cases are the appeals conducted by officers of the County Council.

In the Appendices is a summary of the method by which applications for permission to develop have been dealt with.

It may be argued that planning is a function which should be looked at over as wide an area as possible in order that co-ordination may be achieved. It is no doubt essential that the planning schemes should be co-ordinated in order that the scheme of one authority does not conflict with the proposals of the neighbouring authorities, but this could be achieved by consultation and co-operation between the authorities concerned.

There is a general feeling that greater responsibility for exercising planning powers should be entrusted to the individual local authorities, particularly now the Development Plan has been approved. There is a danger of unnecessary difficulties and delays occurring when the various decisions on applications are divided between the County Council and the Authorities.

The County Boroughs of East Ham and West Ham are of course not included in the South-West Essex Authorities for the purpose of this parapgraph. They are planning authorities in their own right and have each prepared Development Plans for their own boroughs, and whilst there has been consultation with neighbouring authorities to ensure that these plans conform to the overall pattern, no special difficulties have arisen. East Ham and West Ham, not being under any obligation to submit applications to any other authority and not having to consult any officers other than their own, have not experienced any difficulties in dealing with planning applications.

On the question of consultation between adjoining Planning Authorities, it is interesting to note that at the instance of the Ministry a South-West Essex Joint Advisory Planning Committee was set up in 1948 under powers contained in the Town and Country Planning Act, 1947, consisting of three members from East and West Ham and the Essex County Council. Its terms of reference were to consider and tender advice on any town planning matter referred to it by any of the constituent Authorities, being a matter appearing to be of common interest to any two or to all three of the Authorities. Members have been appointed regularly each year to this Joint Committee, but only one or two meetings were held, the last one in July, 1950. From a practical point of view, therefore, it has been found that there was no real necessity for the Joint Committee, since any necessary consultation on planning matters affecting adjoining Planning Authorities can easily be effected by consultation between the Planning Officers concerned.

34. CONSTRUCTION, IMPROVEMENT AND MAINTENANCE OF ROADS AND BRIDGES

East Ham and West Ham are, of course, the only highway authority for their respective areas, except in respect of trunk roads and even in that regard, they are the agents of the Minister of Transport and Civil Aviation. The other South-West Essex Authorities consider that they should be, as of right and not under any system of "claiming" on the County Council, the highway authority for all purposes with the exception of trunk roads, provided adequate grants are received from the Ministry of Transport and Civil Aviation. With regard to trunk roads, they consider they should all be the agent authorities of the Ministry for all purposes, unless otherwise agreed with the Ministry.

With regard to county roads, where the South-West Essex Authorities are claiming authorities, much duplication, complications and frustrations would be avoided if the relationship was direct with the Ministry of Transport and Civil Aviation and not with the Ministry through the County Council.

No difficulties arise on the maintenance and cleansing of boundary roads.

35. STREET LIGHTING

There was no formal machinery for securing uniformity of street lighting, but this was secured by mutual consultations locally and through such bodies as the Metropolitan Essex Surveyors' Association and by the consent of the Minister of Transport and Civil Aviation, when making grants for the lighting of trunk roads and agreeing to loan sanctions for improving the lighting on other roads. Recently however the Minister of Transport and Civil Aviation convened a conference of delegates from Lighting Authorities in the Greater London Areas resulting in the setting up of a Consultative Committee.

36. NAMING OF STREETS AND NUMBERING OF HOUSES

There is no machinery whereby street names are not duplicated in the South-West Essex Area, but little difficulty arises in practice, particularly if the Head Postmaster is consulted. It is not known how the London County Council avoids duplicating street names with those in the adjoining counties of Kent, Middlesex and Surrey.

37. PARKING PLACES

The South-West Essex Authorities hesitate to criticise a body which owes its existence to the recommendations of the earlier Royal Commission on London Government (the Ullswater Commission) and possibly the only recommendation adopted, but under this heading the South-West Essex Authorities draw attention to the functions of the London and Home Counties Traffic Advisory Committee, on which none of the South-West Essex Authorities are represented, other than East Ham and West Ham. It seems to the South-West Essex Authorities that in traffic control (and parking places comes under that heading) there are a multiplicity of authorities, including the local police, the special traffic control branch of Scotland Yard, the Ministry of Transport and Civil Aviation and the London and Home Counties Traffic Advisory Committee, which body the Ministry seems obliged to consult before making any Order dealing with traffic control. The South-West Essex Authorities, being responsible public bodies, knowing their areas and responsible to public opinion, are at times at a loss to understand why their proposals for parking places, bus stops, stopping places, no waiting restrictions, one-way streets, unilateral waiting, should be subject to so many checks, often without any rewarding result, and why any achievment is secured after the consumption of an enormous amount of time.

38. ROAD SAFETY

There are no Joint Committees as have been constituted in other parts of Greater London, and so far as the exercise of their Road Safety Powers are concerned, the South-West Essex Authorities have no special points to raise.

39. BUS SHELTERS

The South-West Essex Authorities have a permissive power to erect bus shelters under the Local Government (Miscellaneous Provisions) Act, 1953. There is no obligation on the London Transport Executive, although they have done so but only in some cases after strong pressure from the local authority.

Since 1953, the London Transport Executive have pleaded financial stringency in answer to complaints about lack of bus shelters. They have indicated, however, that if the local authority will erect shelters, they will contribute towards the cost, provided all advertising rights are reserved to the London Transport Executive. The South-West Essex Authorities consider that in an area containing the capital city where transport is the function of a monopoly, uniform shelters should be erected by and at the expense of the Transport Executive in adequate numbers to be attractive to and used by the fare paying passenger. Ilford and Romford are, however, erecting bus shelters out of revenue derived from letting the advertising rights on the shelters.

40. PRIVATE STREET WORKS

Private Streets are made up under the powers in the Public Health Act, 1875, and the Private Street Works Act, 1892. No real difficulty has been experienced in exercising these powers once a loan sanction has been obtained of the Ministry of Housing and Local Government.

41. TRANSPORT FACILITIES

There are a number of Traffic Advisory Committees now operating in the Greater London area. The first to be formed, in 1936, was the South Essex Traffic Advisory Committee, covering Barking, Dagenham and Romford, and the Urban Districts of Brentwood, Hornchurch and Thurrock. Later on another such Committee was formed, called the South-West Essex Traffic Advisory Committee, covering East Ham and West Ham, and Chigwell, Chingford, Leyton, Waltham Holy Cross, Walthamstow and Wanstead and Woodford. The former Committee meets at the Barking Town Hall and the latter at the West Ham Town Hall, and senior officers of British Railways and the London Transport Executive attend the meetings when various traffic problems, both rail and road, in this part of London, are discussed.

30th June, 1958.

APPENDICES

NOTE:

The rateable values used throughout the Financial Appendices are those resulting from the Revaluation which became operative on the 1st April, 1956. They do not reflect the reductions affecting certain specified hereditaments (shops etc.) which operated from the 1st April, 1957.

Appendix 'A'

GENERAL STATISTICS—1956/57

1	2	3		4		5		6	7		8	9	
	Conference Authorities	Population (June 1956)		Rateable Value at 31.3.57		Actual Product of Penny Rate		R.V. per head	Rate in Pound 1956/7		Rates per head	Area (acres)	
			%	£	%	£	%	£	s.	d.	£		%
1	Barking	75,560	6	1,032,746	6	4,207	6	14	18	0	12·3	4,174	5
2	Chigwell	59,740	5	842,244	5	3,426	5	14	15	10	11·2	8,972	11
3	Chingford	46,840	4	730,847	4	3,219	4	16	15	10	12·4	2,868	4
4	Dagenham	115,100	9	1,378,993	8	5,618	8	12	17	6	10·5	6,728	9
5	East Ham	114,400	9	1,526,890	8	6,184	8	13	19	6	13·0	3,326	4
6	Hornchurch	113,600	9	1,526,060	9	6,156	9	13	17	4	11·6	19,768	25
7	Ilford	180,600	14	3,027,958	17	12,307	17	17	17	4	14·5	8,411	11
8	Leyton	100,900	8	1,349,576	7	5,424	7	14	17	8	11·8	2,594	3
9	Romford..	110,100	9	1,513,702	8	6,157	8	14	17	4	11·9	9,342	12
10	Walthamstow	116,700	9	1,661,265	9	6,684	9	14	19	6	13·9	4,343	5
11	Wanstead & Woodford ..	61,130	5	1,021,498	6	4,104	6	17	16	8	13·9	3,824	5
12	West Ham	167,000	13	2,396,858	13	9,639	13	14	19	2	13·8	4,680	6
13	TOTAL	1,261,670	100	18,008,637	100	73,125	100	14	17	10	12·8	79,030	100
14	County Boroughs	281,400	—	3,923,748	—	15,823	—	14	19	3	13·5	8,006	—
15	Other Conference Authorities	980,270	56	14,084,889	61	57,302	61	14	17	6	12·6	71,024	7
16	Rest of Essex	760,094	44	9,049,948	39	35,917	39	12	17	0	10·1	888,439	93
17	Total of Administrative County	1,740,364	100	23,134,837	100	93,219	100	13	17	4	11·5	959,463	100

Appendix 'B'

ANALYSIS OF RATEABLE VALUES AT 31st MARCH, 1957

	Local Authority 1	HEREDITAMENTS										Total 7	
		Houses 2		Shops 3		Industrial (De-Rated) 4		Commercial & Industrial (Not De-Rated) 5		Other 6			
		£	%	£	%	£	%	£	%	£	%	£	
1	Barking	558,713	54·1	111,062	10·8	81,314	7·9	121,649	11·8	160,008	15·4	1,032,746	1
2	Chigwell	584,585	69·4	65,610	7·8	33,312	4·0	24,738	2·9	133,999	15·9	842,244	2
3	Chingford	528,559	72·3	74,555	10·2	16,679	2·3	14,568	2·0	96,486	13·2	730,847	3
4	Dagenham	801,758	58·1	128,547	9·3	210,545	15·3	78,721	5·7	159,422	11·6	1,378,993	4
5	East Ham	821,805	53·8	309,485	20·3	59,940	3·9	193,051	12·7	142,609	9·3	1,526,890	5
6	Hornchurch	1,080,312	70·8	147,271	9·7	53,881	3·5	58,303	3·8	186,293	12·2	1,526,060	6
7	Ilford	1,962,792	64·8	536,353	17·7	85,090	2·8	231,070	7·7	212,653	7·0	3,027,958	7
8	Leyton	796,108	59·0	208,852	15·5	61,830	4·6	155,659	11·5	127,127	9·4	1,349,576	8
9	Romford..	894,805	59·1	278,910	18·4	32,954	2·2	141,206	9·3	165,827	11·0	1,513,702	9
10	Walthamstow	1,003,146	60·4	236,945	14·3	114,097	6·9	86,855	5·2	220,222	13·2	1,661,265	10
11	Wanstead & Woodford	777,861	76·2	88,832	8·7	9,698	0·9	52,337	5·1	92,770	9·1	1,021,498	11
12	West Ham	1,021,915	42·6	401,635	16·8	300,565	12·5	374,734	15·7	298,009	12·4	2,396,858	12
13	Total	10,832,359	60·2	2,588,057	14·4	1,059,905	5·9	1,532,891	8·5	1,995,425	11·0	18,008,637	13

Appendix 'C'

NET REVENUE EXPENDITURE

* Note: For Libraries and Electoral Registration—see also Supplementary Statement

1	2	3		4		5	
	AUTHORITY	Education		Personal Health Services		Sewerage and Sewage Disposal	
		Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate
		£	d.	£	d.	£	d.
1	Barking	—	—	—	—	45,880	10·9
2	Chigwell	—	—	—	—	38,661	11·3
3	Chingford	—	—	—	—	27,587	8·6
4	Dagenham	—	—	—	—	44,708	8·0
5	East Ham	565,273	91·4	70,964	11·5	56,167	9·1
6	Hornchurch	—	—	—	—	73,449	11·9
7	Ilford	—	—	—	—	108,034	8·8
8	Leyton	—	—	—	—	35,514	6·5
9	Romford	—	—	—	—	41,837	6·8
10	Walthamstow	—	—	—	—	61,741	9·2
11	Wanstead & Woodford	—	—	—	—	43,196	10·5
12	West Ham	695,619	72·2	104,905	10·9	110,740	11·5
13	Total	1,260,892	—	175,869	—	687,514	—
14	County Boroughs	1,260,892	79·7	175,869	11·1	166,907	10·5
15	Boroughs	—	—	—	—	408,497	8·5
16	Urban Districts	—	—	—	—	112,110	11·7

NET REVENUE EXPENDITURE

10	11	12		13		14	
	AUTHORITY	Highways Bridges Footpaths		Public Lighting		Protection of Children	
		Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate
		£	d.	£	d.	£	d.
1	Barking	39,547	9·4	20,030	4·8	—	—
2	Chigwell	36,681	10·7	23,240	6·8	—	—
3	Chingford	24,050	7·5	20,019	6·2	—	—
4	Dagenham	63,156	11·2	32,141	5·7	—	—
5	East Ham	102,633	16·6	23,437	3·8	41,511	6·7
6	Hornchurch	79,601	12·9	32,833	5·3	—	—
7	Ilford	184,321	15·0	44,847	3·6	—	—
8	Leyton	82,228	15·2	22,423	4·1	—	—
9	Romford	86,641	14·1	34,249	5·5	—	—
10	Walthamstow	111,665	16·7	28,597	4·3	—	—
11	Wanstead & Woodford	51,584	12·6	48,849	11·9	—	—
12	West Ham	180,296	18·7	39,573	4·1	47,767	5·0
13	Total	1,042,403	—	370,238	—	89,278	—
14	County Boroughs	282,929	17·9	63,010	4·0	89,278	5·6
15	Boroughs	643,192	13·5	251,155	5·3	—	—
16	Urban Districts	116,282	12·1	56,073	5·9	—	—

AND RATE POUNDAGES 1956/57

on page 130.

6		7		8		9	
Environmental House and Trade Refuse		Health Services Baths, Washhouses, etc.		Parks, Pleasure Grounds, etc.		Other Public Health Expenses	
Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate
£	d.	£	d.	£	d.	£	d.
38,412	9·1	14,747	3·5	54,350	12·9	30,880	7·3
24,707	7·2	—	—	14,827	4·3	8,562	2·5
20,704	6·4	8,641	2·7	24,858	7·7	10,663	3·3
59,742	10·6	11,267	2·0	56,006	10·0	22,308	4·0
50,793	8·2	22,910	3·7	52,757	8·5	42,096	6·8
66,280	10·8	12,849	2·1	53,017	8·6	17,814	2·9
109,265	8·9	23,626	1·9	117,098	9·5	58,811	4·8
46,507	8·6	56,326	10·4	44,453	8·2	41,672	7·7
74,919	12·2	7,675	1·2	70,871	11·5	20,209	3·3
62,768	9·4	19,624	2·9	51,192	7·6	42,557	6·3
30,398	7·4	—	—	17,002	4·1	14,197	3·4
90,932	9·4	73,697	7·6	49,738	5·2	60,898	6·3
675,427	—	251,362	—	606,169	—	370,667	—
141,725	8·9	96,607	6·1	102,495	6·5	102,994	6·5
442,715	9·3	141,906	3·0	435,830	9·1	241,297	5·1
90,987	9·5	12,849	1·3	67,844	7·1	26,376	2·7

AND RATE POUNDAGES 1956/57 (Cont.)

15		16		17		18	
Housing				Town and Country Planning		Land Drainage	
Housing Rev. A/c.		Other					
Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate
£	d.	£	d.	£	d.	£	d.
35,941	8·6	1,666	0·4	—	—	—	—
22,564	6·6	1,709	0·5	1,332	0·4	—	—
—	—	131	—	453	0·1	—	—
28,683	5·1	2,744	0·5	1,809	0·3	—	—
32,627	5·3	10,105	1·6	15,574	2·5	19,784	3·2
967	0·2	Cr. 205	—	3,227	0·5	—	—
20,282	1·7	2,279	0·2	1,486	0·1	—	—
24,094	4·4	5,652	1·0	5,055	0·9	—	—
24,303	3·9	1,074	0·2	2,455	0·4	—	—
41,099	6·2	1,895	0·3	6,405	0·9	—	—
17,251	4·2	1,178	0·3	1,850	0·5	—	—
163,812	17·0	17,339	1·8	44,340	4·6	3,996	0·4
411,623	—	45,567	—	83,986	—	23,780	—
196,439	12·4	27,444	1·7	59,914	3·8	23,780	1·5
191,653	4·0	16,619	0·3	19,513	0·4	—	—
23,531	2·4	1,504	0·2	4,559	0·5	—	—

NET REVENUE EXPENDITURE

19	20	21		22		23	
	AUTHORITY	* Libraries Museums & Art Galleries		National Assistance Act		Fire Service	
		Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate
		£	d.	£	d.	£	d.
1	Barking	31,210	7·4	23,494	5·6	—	—
2	Chigwell	—	—	—	—	—	—
3	Chingford	—	—	—	—	—	—
4	Dagenham	54,414	9·7	3,625	0·7	—	—
5	East Ham	42,263	6·8	85,684	13·9	43,171	7·0
6	Hornchurch	—	—	—	—	—	—
7	Ilford..	70,469	5·7	9,180	0·8	—	—
8	Leyton	46,932	8·6	1,353	0·3	—	—
9	Romford	—	—	1,575	0·3	—	—
10	Walthamstow	58,984	8·8	2,744	0·4	—	—
11	Wanstead & Woodford ..	—	—	—	—	—	—
12	West Ham	55,709	5·8	80,259	8·3	99,036	10·3
13	Total..	359,981	—	207,914	—	142,207	—
14	County Boroughs	97,972	6·2	165,943	10·5	142,207	9·0
15	Boroughs	262,009	5·5	41,971	0·9	—	—
16	Urban Districts	—	—	—	—	—	—

NET REVENUE EXPENDITURE

28	29	30		31		32	
	AUTHORITY	* Registration of Electors		Municipal Elections		Trading Services	
		Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate
		£	d.	£	d.	£	d.
1	Barking	1,458	0·4	735	0·2	1,084	0·3
2	Chigwell	—	—	765	0·2	2,004	0·6
3	Chingford	—	—	475	0·1	299	0·1
4	Dagenham	2,133	0·4	865	0·2	8,635	1·5
5	East Ham	2,034	0·3	1,212	0·2	153	—
6	Hornchurch	2,624	0·4	2,167	0·4	2,198	0·4
7	Ilford..	2,753	0·2	1,888	0·2	13,478	1·1
8	Leyton	1,885	0·3	1,452	0·3	1,367	0·3
9	Romford	1,941	0·3	1,259	0·2	8,382	1·4
10	Walthamstow	1,824	0·3	1,207	0·2	5,950	1·1
11	Wanstead & Woodford ..	887	0·2	737	0·2	252	0·1
12	West Ham	2,643	0·3	1,647	0·2	3,766	0·4
13	Total..	20,182	—	14,409	—	47,568	—
14	County Boroughs	4,677	0·3	2,859	0·2	3,919	0·3
15	Boroughs	12,881	0·3	8,618	0·2	39,447	0·8
16	Urban Districts	2,624	0·3	2,932	0·3	4,202	0·4

AND RATE POUNDAGES 1956/57 (Cont.)

24		25		26		27	
Civil Defence		Administration of Justice, etc.		Weights & Measures		Registration of Births, Deaths, etc.	
Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate
£	d.	£	d.	£	d.	£	d.
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
4,487	0·7	8,613	1·4	6,082	1·0	2,810	0·5
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
407	0·1	—	—	—	—	—	—
4,995	0·5	16,166	1·7	4,917	0·5	4,473	0·5
9,889	—	24,779	—	10,999	—	7,283	—
9,482	0·6	24,779	1·5	10,999	0·7	7,283	0·5
407	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—

AND RATE POUNDAGES 1956/57 (Cont.)

33		34		35		36	
Unallocable Administration		Other Expenditure		E.C.C. and/or Metropolitan Police Precepts		**Total**	
Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate	Net Expend.	Rate
£	d.	£	d.	£	d.	£	d.
101,159	24·1	Cr. 4,517	Cr. 1·1	597,001	141·9	1,033,077	245·5
43,297	12·6	Cr. 7,660	Cr. 2·2	507,868	148·2	718,557	209·7
51,658	16·1	Cr. 1,621	Cr. 0·5	477,184	148·2	665,101	206·5
104,619	18·6	28,869	5·1	797,246	141·9	1,322,970	235·5
138,815	22·5	20,277	3·3	106,676	17·2	1,568,908	253·7
101,218	16·4	12,217	2·0	899,510	146·1	1,359,766	220·9
196,524	15·9	2,541	0·2	1,745,137	141·8	2,712,019	220·4
69,273	12·8	Cr. 7,013	Cr. 1·3	769,153	141·8	1,248,236	230·1
105,751	17·2	5,487	0·9	899,661	146·1	1,388,289	225·5
207,781	31·1	29,209	4·3	947,840	141·8	1,683,082	251·8
61,560	15·0	907	0·2	606,427	147·8	896,682	218·5
167,138	17·3	10,159	1·0	166,276	17·2	2,300,836	238·7
1,348,793	—	88,765	—	8,519,979	—	16,897,523	—
305,953	19·4	30,436	1·9	272,952	17·2	3,869,744	244·5
898,325	18·8	53,772	1·1	6,839,649	143·3	10,949,456	229·4
144,515	15·1	4,557	0·5	1,407,378	146·9	2,078,323	216·9

Appendix 'D'

SUPPLEMENTARY STATEMENT SHOWING EXPENDITURE ON LIBRARIES AND REGISTRATION OF ELECTORS WHERE ADMINISTERED BY ESSEX COUNTY COUNCIL

Local Authority	Libraries	Registration of Electors
	£	£
Chingford	18,863	1,449
Romford	36,080	—
Wanstead & Woodford	24,044	—
Chigwell	20,076	1,542
Hornchurch	36,068	—
	d.	d.
Precept Levied	5·86	0·45
	d.	d.
Average Rate for Boroughs Administering the Service ..	7·7	0·3
	d.	d.
Amended Average Rate for all Boroughs	7·1	0·3

Appendix 'E'

INTER-LOCAL AUTHORITY SERVICES 1956/57
JOINT COMMITTEES WITHIN SOUTH-WEST ESSEX

1	Service 2	Joint Body 3	Constituent Authorities 4	Expenditure 5
				£
1	House & Trade Refuse	East Ham, West Ham and Ilford Joint Refuse Disposal Committee	East Ham .. West Ham .. Ilford.. ..	3,292 4,091 —
2	Baths, etc.	Whipps Cross Swimming Pool Joint Committee	Leyton .. Walthamstow	4,128 4,128
3	Sewerage & Sewage Disposal	Ilford & Barking Joint Sewerage Committee	Ilford.. .. Barking ..	26,445 16,235
4	do.	Romford & Hornchurch Joint Sewerage Committee	Romford .. Hornchurch ..	29,069 21,287

JOINT ARRANGEMENTS OUTSIDE SOUTH-WEST ESSEX

5	Sewerage & Sewage Disposal	East Middlesex Drainage Scheme Middlesex C.C. (Agency Basis)	Chingford ..	24,144 12,394
6	do.	London County Council Main Drainage Scheme	East Ham .. West Ham .. Barking .. Ilford.. .. Leyton .. Walthamstow	931 28,917 15,775 45,563 21,874 25,066
7	Crematorium	South Essex Crematorium Joint Committee	Romford .. Hornchurch ..	2,223 2,211

OTHER JOINT ARRANGEMENTS

1	Service 2	Authorities making Payment 3	Expenditure 4	Authorities receiving payment 5
			£	
1	Libraries	East Ham	2,208	West Ham
		Woolwich..	1,446	East Ham
2	Sewerage & Sewage Disposal	Wanstead & Woodford ..	1,740	Chingford
		Hornchurch .. .. Ilford .. .. .. Barking .. .. .. Chigwell .. .. .. Romford	5,844 1,093 2,226 1,957 69	Dagenham
		Hackney .. .. .. Leyton .. .. .. Chigwell	323 437 1,320	Wanstead & Woodford
		Walthamstow	329	Leyton
		Dagenham .. .. Chigwell .. .. .. Barking	187 829 190	Ilford
3	Conveniences	East Ham..	1,190	Woolwich
		Dagenham	258 1,299	Romford Ilford
4	House & Trade Refuse	Ilford	13,790	Barking
5	Fire Service	East Ham..	4,190	West Ham
		Essex County Council ..	950	East Ham
6	Nursing Service	West Ham	15,747	Essex County Council
7	Binding Library Books	Barking	938	Dagenham

Appendix 'F'

TOTAL NET LOAN DEBT AT 31st MARCH, 1957

(Note: Loan debt on services transferred to other bodies has been excluded.)

1	2	3		4		5		6		7		8		9	
	Authority	Education		Personal Health Services		Environmental Health Services		Highways, Bridges, Footpaths		Public Lighting		Protection of Children		Housing	
		Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head
		£	£	£	£	£	£	£	£	£	£	£	£	£	£
1	Barking	—	—	—	—	142,599	1·9	18,747	0·2	5,246	0·1	—	—	4,600,396	60·9
2	Chigwell	—	—	—	—	226,802	3·8	16,066	0·3	22,821	0·4	—	—	2,012,864	33·7
3	Chingford	—	—	—	—	125,916	2·7	23,716	0·5	27,471	0·6	—	—	2,400,863	51·3
4	Dagenham	—	—	—	—	254,004	2·2	43,429	0·4	65,976	0·6	—	—	4,315,947	37·5
5	East Ham	1,941,205	17·0	27,957	0·2	126,108	1·1	162,831	1·4	9,260	0·1	34,595	0·3	4,857,903	42·5
6	Hornchurch ..	—	—	—	—	537,111	4·7	112,226	1·0	19,223	0·2	—	—	4,472,757	39·4
7	Ilford	—	—	—	—	565,321	3·1	565,671	3·1	64,439	0·4	—	—	5,768,258	31·9
8	Leyton	—	—	—	—	98,356	1·0	33,551	0·3	9,079	0·1	—	—	1,625,275	16·1
9	Romford	—	—	—	—	220,404	2·0	81,722	0·7	87,797	0·8	—	—	4,509,677	41·0
10	Walthamstow ..	—	—	—	—	195,375	1·7	21,640	0·2	49,472	0·4	—	—	5,025,142	43·0
11	Wanstead & Woodford ..	—	—	—	—	122,105	2·0	23,921	0·4	63,096	1·0	—	—	2,744,839	44·9
12	West Ham	1,049,466	6·3	8,582	0·1	7,051	—	250,985	1·5	—	—	59,859	0·4	8,236,746	49·3
13	Total	2,990,671	—	36,539	—	2,621,152	—	1,354,505	—	423,880	—	94,454	—	50,570,667	—
14	County Boroughs ..	2,990,671	10·7	36,539	0·1	133,159	0·5	413,816	1·5	9,260	—	94,454	0·3	13,094,649	46·5
15	Boroughs	—	—	—	—	1,724,080	2·1	812,397	1·0	372,576	0·5	—	—	30,990,397	38·4
16	Urban Districts ..	—	—	—	—	763,913	4·4	128,292	0·7	42,044	0·3	—	—	6,485,621	37·4

10	11 Authority	12 Town and Country Planning		13 Libraries, Museums, Art Galleries		14 House Purchase Advances		15 National Assistance Act		16 Fire Service		17 Civil Defence		18 Other		19 Total	
		Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head	Net Loan Debt	Debt per Head
		£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£
1	Barking ..	—	—	10,050	0·1	1,258,362	16·7	—	—	—	—	—	—	255,826	3·4	6,291,226	83·3
2	Chigwell ..	—	—	—	—	974,591	16·3	—	—	—	—	—	—	60,947	1·0	3,314,091	55·5
3	Chingford ..	—	—	—	—	732,228	15·6	—	—	—	—	—	—	15,568	0·3	3,325,762	71·0
4	Dagenham ..	—	—	6,830	—	519,979	4·5	—	—	—	—	—	—	190,902	1·7	5,397,067	46·9
5	East Ham ..	185,489	1·6	798	—	897,823	7·8	106,851	1·0	7,566	0·1	2,203	—	71,644	0·6	8,432,233	73·7
6	Hornchurch ..	—	—	—	—	1,617,661	14·2	—	—	—	—	—	—	137,139	1·2	6,896,117	60·7
7	Ilford	102,653	0·6	6,454	—	4,567,123	25·3	—	—	—	—	—	—	488,576	2·7	12,128,495	67·1
8	Leyton	39,910	0·4	—	—	800,392	7·9	—	—	—	—	—	—	37,757	0·4	2,644,320	26·2
9	Romford ..	21,640	0·2	—	—	2,063,774	18·7	—	—	—	—	—	—	104,482	1·0	7,089,496	64·4
10	Walthamstow ..	237,203	2·0	20,404	0·2	1,027,291	8·8	—	—	—	—	—	—	302,405	2·6	6,878,932	58·9
11	Wanstead & Woodford ..	—	—	—	—	951,391	15·6	—	—	—	—	—	—	84,552	1·4	3,989,904	65·3
12	West Ham ..	1,107,521	6·6	704	—	362,613	2·2	72,988	0·4	15,532	0·1	—	—	383,875	2·3	11,555,922	69·2
13	Total	1,694,416	—	45,240	—	15,773,228	—	179,839	—	23,098	—	2,203	—	2,133,673	—	77,943,565	—
14	County Boroughs ..	1,293,010	4·6	1,502	—	1,260,436	4·5	179,839	0·6	23,098	0·1	2,203	—	455,519	1·6	19,988,155	71·0
15	Boroughs ..	401,406	0·5	43,738	0·1	11,920,540	14·8	—	—	—	—	—	—	1,480,068	1·8	47,745,202	59·2
16	Urban Districts	—	—	—	—	2,592,252	15·0	—	—	—	—	—	—	198,086	1·1	10,210,208	58·9

K

Appendix 'G'

Town Planning—Applications for permission to develop

	(a) Romford and Hornchurch being part of South Essex Area			(b) South-West Essex Area			Waltham Holy Cross Urban District		
	1955	1956	1957	1955	1956	1957	1955	1956	1957
1. DECIDED by District Councils WITHOUT consultation with Area Planning Officer	581	494	343	1189	1083	1081	40	39	28
2. Applications referred by District Council to Area Planning Officer									
(a) Returned by Area Planning Officer to be dealt with at District Council's DISCRETION ..	7	8	5	629	539	436	—	—	—
(b) RECOMMENDATIONS made to and DECIDED by District Council	618	514	555	378	388	390	85	42	83
(c) Cases decided by County Planning Committee, Special Powers Sub-Committee or Area Planning Sub-Committee	30	31	25	5	97	117	1	4	6
3. Applications by District Councils developing in their own Areas (decided by Special Powers Sub-Committee)	16	10	6	84	111	115	2	4	4
4. Total cases decided	1252	1057	934	2285	2218	2139	128	89	121
5. APPEALS LODGED	29	51	54	41	58	67	2	7	2
6. APPEALS HEARD	21	5	24	19	19	18	4	1	4
7. APPEALS HEARD with evidence by Area Planning Officer	3	4	5	4	5	10	4	1	3
8. APPEALS DECIDED	44	22	41	31	34	38	3	4	3

(a) The South Essex Area includes Billericay, Brentwood, Hornchurch, Romford and Thurrock.
(b) The South-West Essex Area includes Barking, Chigwell, Chingford, Dagenham, Ilford, Leyton, Walthamstow and Wanstead and Woodford.

Supplementary Evidence Submitted by the South-West Essex Authorities

SECOND MEMORANDUM of Evidence submitted by East Ham and West Ham County Borough Councils and Barking, Chingford, Dagenham, Ilford, Leyton Romford, Walthamstow and Wanstead and Woodford Borough Councils and the Chigwell and Hornchurch Urban District Councils in the County of Essex.

1. In their First Memorandum, the South-West Essex Authorities described the present arrangements in the South-West Essex Area for carrying out the functions specified in the Chairman's letter of the 17th February, 1958, and analysed the defects in the present arrangements. This Second Memorandum gives the views of the South-West Essex Authorities on how these defects may be remedied.

2. Before considering remedies, a general summary of them is set out below. It will be noted that the defects relate entirely to the position in the County District Councils, and not to the County Boroughs.

(a) Where functions are delegated, the delegation arrangements do not work well, and there is complicated and expensive administration, with a considerable sense of frustration on the part of the lower tier authorities, who generally have large populations and resources. The striving for uniformity in county administration and the lack of direct access to Government Departments prove irksome to the lower tier authorities.

(b) Where functions are not delegated, but are operated centrally, or even under decentralisation arrangements described in the First Memorandum, the local authority does not know what is going on, which is most undesirable in the case of the personal and welfare services, where co-ordination with other functions is most important.

(c) Persons living in the area of the South-West Essex Authorities outside the County Boroughs of East Ham and West Ham find matters more complicated than in a County Borough. The position is made more difficult by reason of the varying arrangements for the administration of top tier functions which amount virtually to the super-imposition of a set of ad hoc authorities with boundaries which are by no means coincident.

(d) The major services tend to be vested in a County Council with a County Hall some 30 miles away situated in an area which bears no relation to the South-West Essex Area and remote from the communal life of that Area.

3. The First Memorandum does not indicate any defects in administrative arrangements in respect of the functions set out in the Chairman's letter of the 17th February, 1958, so far as the County Boroughs of East Ham and West Ham are concerned and they have already expressed their satisfaction with the existing organisation insofar as those functions are concerned. The following sections which deal with remedies, are therefore confined to the remaining South-West Essex Authorities.

4. In the opinion of these South-West Essex Authorities the only possible solution is the raising, wherever practicable, of the present Councils to the status of all-purpose Authorities. These South-West Essex Authorities have shown that they are fully responsible bodies, of adult status, and the administration of their own local authority functions has not presented them with any insuperable difficulties. They have

demonstrated a very considerable facility for co-operating between themselves, and this facility would be stimulated if these Authorities were granted County Borough status.

5. Lest it be said that the South-West Essex Authorities have not examined any other solution to the problem, it would be as well to deal here with other methods which might be suggested for remedying defects. As has been set out above, the principal defect arises from the problems inherent in delegation. The South-West Essex Authorities are of substantial size and well established, with thoroughly sound and good administrations. They are entrusted with a number of important functions themselves, which they are perfectly capable of carrying out without any direction from anybody else. This is particularly true in the realm of housing, where capital expenditure is often much in excess of that which is spent on education. The nature of such functions as education, health and so on, with authorities of the size generally of those in the South-West Essex Area, involves under existing legislation delegation or decentralisation to a lower tier, and with their competent administrations they cannot see any necessity for the interposition of the County Council, which in effect creates a form of regional government, from a County Hall at Chelmsford, some 30 miles away. In the opinion of the South-West Essex Authorities, therefore, the problem of the principal defect cannot be solved by any improved delegation. The other alternative of complete centralisation under the County Council would be expensive and completely unsatisfactory.

6. It may be said, particularly so far as conurbations are concerned, that the establishment of a number of additional County Boroughs in the South-West Essex Area is against the trend towards administration by larger units. When areas and functions of local government are discussed, theories are always propounded with regard to "planning or administering services over wider areas". These theories have in fact been put into practice since the Ullswater Committee reported on Local Government in Greater London in 1923. Municipal and private transport undertakings have been merged into the London Passenger Transport Board, later to form part of the national undertaking of the British Transport Commission, as the London Transport Executive, with the London Traffic Area as its sphere of operation.

The Minister of Transport and Civil Aviation has assumed wider responsibility for trunk roads and special roads under the Trunk Roads Acts and the Special Roads Acts.

Municipal Gas and Electricity Undertakings have been transferred compulsorily from many enterprising local authorities to Gas and Electricity Boards.

Many other changes in local authority functions have taken place since the war, as the following table shows:

Function	*Act*	*To whom transferred*
Functions transferred from County Boroughs and Non-County Boroughs.		
Hospitals (including Tuberculosis and Infectious Diseases and Maternity Homes).	National Health Service Act, 1946.	Regional Hospital Boards.
Valuation for Rating.	Local Government Act, 1948.	Central Government.

River Pollution.	Rivers (Prevention of Pollution) Act, 1951.	River Boards.
Dairy Farms—Registration.	Food and Drugs (Milk and Dairies) Act, 1944.	Central Government.
Relief of the Poor (except residential accommodation).	National Assistance Act, 1948.	National Assistance Board.
Licensing—Milk Producers Special Designations.	Food and Drugs (Milk and Dairies) Act, 1944.	Central Government.

Functions transferred from Non-County Boroughs.

Ambulance Service Midwifery Service Maternity and Child Welfare Domestic Help Service	National Health Service Act, 1946.	County Councils.
Fire Service.	Fire Service Act, 1947.	,, ,,
Child Life Protection.	Children Act, 1948.	,, ,,
Elementary Education.	Education Act, 1944.	,, ,,
Police.	Police Act, 1946.	,, ,,
Town and Country Planning.	Town and Country Planning Act, 1947.	,, ,,
Licensing. Milk Dealers. Pasteurisation.	Food and Drugs (Milk and Dairies) Act, 1944.	,, ,,

7. The above are merely specific examples of a general trend towards centralisation, which has been going on for a very long time, not only in the sphere of government, but in industry as well. Since the war, particularly in local government and having regard to the examples set out above, the trend appears to have been intensified. More recent events suggest, however, some move to a reversal of this trend, e.g. in the field of state industry the Electricity Act, 1957, gives the Area Boards more local autonomy, abolishes the Central Electricity Authority, and appoints an Advisory Council more or less on the lines of the Gas Council. The various regions of the railways are to be given greater local autonomy too. In the realm of local government, the White Paper dealing with functions of County Councils and County District Councils (Command 161) and the Local Government Bill now before Parliament, shows tendencies towards greater local independence, as does also the recent London County Council Bill, which provides for greater powers to the Metropolitan Boroughs.

The difficulties of the present system, in the South-West Essex Area, the feeling of frustration thereby engendered and the multiplicity of authorities with which the average citizen is concerned, confirm that centralisation has gone too far and that what is needed is a return to a simpler form of administration where the citizen can look to his own Town Hall for certainly most, if not all, of his local government services.

In the opinion of the South-West Essex Authorities, the problem of local government in the South-West Essex Area is, as in the middle of the last century with its numerous ad hoc authorities, simply one of bringing together all those local government functions which the average local government electorate expects to be administered locally, and which can be better dealt with from the local Town Hall. In short, integrated local democracy.

8. Before, however, dealing with this simple, but vital problem of co-ordination, it might be well to say what the South-West Essex Authorities are opposed to.

They are opposed to a Greater London Authority exercising functions of any kind over the Greater London Area. Such an authority would be far too big and unwieldly and not by any description a "local" authority.

They are opposed to any extension of the London County Council area of administration to include any part of the South-West Essex Area. As the Commission will see from the First Memorandum, the area is effectively demarcated from the London County Council Area and there are few local government connections between the two areas.

9. In the opinion of the South-West Essex Authorities, there must be a concentration of responsibility for all services which are suitable for local administration in the hands of the elected local authorities responsible to the needs of the "consumer", whose interests and welfare should predominate. Elected representatives account directly to the public by whom they are elected and with whom they must maintain constant touch and to whose wishes they must remain responsive. Neither the electorate nor persons desirous of joining a local authority will maintain interest in a system in which the citizen must look to the Town Hall for some services, to a remote County Hall for others; to a divisional executive for his education needs; to a Consumer's Council to voice his complaints about his gas service; to yet another Council in the case of electricity and to officers of a Hospital Management Committee for information about the hospital service.

10. The South-West Essex Authorities are strengthened in their views, by the evidence of the County Boroughs of East and West Ham, particularly as set out in later paragraphs in this paper; but, what is far more important, their views are fortified by the knowledge these Authorities have had of the administration of the two County Boroughs, with their freedom to govern themselves without intervention from any other local authority, and their ability to co-ordinate and integrate their local government services.

11. The other South-West Essex Authorities which have had a long experience of delegation and decentralisation arrangements with duplication of administration, confusion of Committees and divided loyalties of officers, do therefore strongly urge the Commission to accept their view, which they share with the County Boroughs of East Ham and West Ham, that the single tier authority is the best form of local government and as far as possible should be achieved for the South-West Essex Area.

12. The non-County Boroughs of Barking, Dagenham, Ilford, Leyton, Romford, Walthamstow and the Urban District of Hornchurch therefore submit that their Boroughs and District should be constituted County Boroughs for their respective

areas, that is to say, with no alteration in their boundaries, unless there is agreement between the authorities affected by any such change. It is true that the population of Barking is 75,000, but that Council submits that if the Commission should conclude that the future local government in South-West Essex lies in the formation of a number of County Boroughs, then the existing Borough of Barking both on merit and because of its geographical position should be granted a similar form of government.

The Commission will note from the Local Government Bill now before Parliament that the Local Government Commission when dealing with Special Review Areas will have power to constitute an Urban District into a County Borough.

13. Wanstead and Woodford would be prepared to accept County Borough status and consider that they would be capable of providing and maintaining all the services which this change of status would involve. They appreciate, however, that the Commission may feel bound to have regard to a higher figure of population than 60,000 as one appropriate for a County Borough. Should that be so, Wanstead and Woodford submit as the alternative that they should remain as at present constituted but have transferred to them

(a) either by direct conferment or by effective delegation the following functions:

Local Health.
Education—to the extent at present delegated to "Excepted" Districts.
Youth Employment.
Community Centres.
Employment of Children.
Town Planning—preparation of Town Map.
Fertilisers and Feeding Stuffs.
Children.

and (b) by direct conferment the following functions:

Welfare.
Classified Roads.
Bridges on Classified Roads.
Town Planning—Control of Development.
Theatres and Cinemas, including Sunday Entertainment.
Weights and Measures.
Diseases of Animals.
Libraries, Museums and Art Galleries.
Smallholdings.
Superannuation.
Nurses' and Other Employment Agencies.
Registration of Births, Deaths and Marriages.

in addition to the functions already vested in them. They wish to point out that H.M. Government in Paragraph 8 of the White Paper on Functions of County and County District Councils (Cmd. 161) expressed the view that the larger Borough and District Councils—those with a population of 60,000 or more—should be entrusted with the main responsibility for a large number of additional functions.

In seeking these additional functions, Wanstead and Woodford are expressing a desire to ensure that all the services involved are administered in accordance with the needs of the Borough by an Authority which can be in the closest touch with, and most conscious of, those needs. They appreciate that some of these functions may be found to be more effectively and efficiently administered over a wider area than the Borough of Wanstead and Woodford; this would be a matter for close and continuous examination. They therefore wish to state that, if these functions are transferred to them they would be willing to co-operate with adjoining and neighbouring authorities in the joint provision of services where the circumstances so justify. In order that this may be done, however, they must seek the transfer to their Council of the foregoing functions if no improvement is recommended in the status of the Council.

14. It is the view of Chingford Council that Joint Boards formed by the Chingford, Chigwell and Wanstead and Woodford Councils, to administer the following functions would be to the advantage of all three authorities:

Ambulance.
Mental Health.
Education (to the extent at present delegated to "Excepted" Districts).
Care of Children.
Libraries.

The Council also desires to undertake the under-named functions in addition to those already vested in it by statute:

Local Health (except Ambulances).
Welfare.
Classified Roads.
Bridges on Classified Roads.
Shops Acts.
Theatres and Cinemas, including Sunday entertainment.
Weights and Measures.
Diseases of Animals.
Smallholdings.
Superannuation.
Nurses' and other Employment Agencies.
Registration of Births, Deaths and Marriages.
Fertilisers and Feeding Stuffs.
Town Planning—Control of Development.

In asking for additional powers up to those to be exercised by a "most-purpose" authority, the Chingford Borough Council realises that Chingford has not the minimum population required in the Government White Paper on Functions (Cmnd. 161) and the Local Government Bill, for this purpose in areas outside Greater London.

Chingford would accordingly be prepared, whilst retaining its identity, to increase its area and population up to the figure to be decided by the Government for "most-purpose" authority status in the Greater London Area.

Any such extension should be made with areas with which Chingford has some community of interest and with similar geographical and residential characteristics.

15. Chigwell Council desire the undermentioned additional powers, namely—

Classified Roads.
Bridges on Classified Roads.
Theatres and Cinemas, including Sunday entertainment.
Weights and Measures.

Diseases of Animals.
Fertilisers and Feeding Stuffs.
Milk and Dairies (Prohibition of sale of tuberculosis milk).
Nurses and other Employment Agencies.

Further, the Chigwell Council is of opinion that the undermentioned matters might be considered by the Royal Commission for administration jointly with other Councils, namely—

Education (to the extent at present delegated to "Excepted" Districts).
Employment of Children.
Town Planning—Preparation of Town Map and Control of Development.
Local Health.
Welfare.

16. It would be proper here to say something of the effect upon the Essex County Council of the above proposals.

As was indicated in the First Memorandum, the population of the South-West Essex Authorities, excluding East and West Ham, represented approximately 56% of the population of the Administrative County of Essex. According to the census figures in 1951, this percentage was 60. In the report of the Town Planning Survey for the County of Essex in connection with their Development Plan the population of the South-West Essex Authorities, excepting East and West Ham, is estimated to be in 1971, 952,000, while the estimated population for the Administrative County of Essex in 1971 is given as 1,895,000. Therefore, on the estimates of the Essex County Council itself, the South-West Essex Authorities, excepting East and West Ham, would only represent some 50% of the total population for the County. In other words, since at least 1951 the importance of the South-West Essex Authorities in the County administration has been decreasing. Furthermore, if the County Boroughs suggested are created, the population of the rest of the County would still be 941,360 on the basis of the mid-June 1957 figures of the Registrar-General. The rest of the County would still be one of the most important in the country as there would be only nine other Counties (out of a total of fifty) with greater populations, and eight with a greater rateable value.

17. In making these submissions, however, all the South-West Essex Authorities acknowledge as is indicated in this Memorandum that it may be necessary to plan or administer over a wider area certain services which cannot be planned or administered efficiently within their individual areas. Where co-ordination of services between two or more areas is necessary, it could be sought by the established procedure of Joint Boards or Joint Committees.

18. The County Boroughs of East Ham and West Ham accepted the invitation of the other South-West Essex Authorities to collaborate in these Memoranda of evidence, partly because they thought it would be to the convenience of the members of the Royal Commission, if they did so and partly because they are on excellent terms with their neighbours and desire to co-operate with them on all appropriate occasions.

19. The First Memorandum indicated that so far as the County Boroughs of East Ham and West Ham were concerned, there were no difficulties in administration of the functions set out in the Chairman's letter of the 17th February, 1958, to bring to the attention of the Commission. Strictly speaking, therefore, no further words from the two authorities are required. The two County Boroughs feel, however,

that the Commission would expect, particularly having regard to the views of the remainder of the South-West Essex Authorities, some expression of views in regard to their own position as two of the three County Boroughs in the Greater London Area, and in view of their experience as all-purpose Authorities in the conurbation, which is in marked contrast to the experience of the remainder of the South-West Essex Authorities.

20. Each of the two County Boroughs is firmly of the opinion that it is of adequate size and resources to maintain County Borough status and exercise all functions normally exercised by County Boroughs throughout the country and that nothing but disadvantage would accrue to its burgesses if it were to lose either its status or its identity.

21. Single tier administration has the advantages of being easily understandable by the average citizen, of avoiding conflicts of purpose and interest between different authorities dealing with the same area, of being economical and of placing the responsibility for raising revenue upon those who spend it. Having experienced these advantages and observed the two tier system in operation on their borders, the two County Borough Councils would strongly oppose any suggestion that their areas should be incorporated in any existing County Council area or in any type of superior authority to be created. They are particularly impressed with the advantages of being able to co-ordinate in one unified and interrelated system, the housing services with the personal health services, the school medical services, the welfare services and services for the care of children and town planning functions. Co-ordination and co-operation between all these services both in the conception of policy and in its execution and daily administration are of inestimable benefit to the inhabitants of an area, and such integration can only be fully and simply achieved if all these services are administered by one authority for any given area. In some areas, such an ideal may be unattainable because of factors militating in the opposite direction, but where such an organisation already exists, it is submitted that it would be a highly retrograde step to disrupt it.

22. The two County Boroughs are also convinced that local government units should be as small as is consistent with provision of services upon an adequate scale and they submit that their record of achievement in the various fields of local government give ample evidence of the adequacy of their resources in this respect. The reconstruction of war damage, the way they have tackled their tremendous housing problems, the education and health services they provide are instances which they confidently submit to the Royal Commission's examination as evidence of their competence and the adequacy of their resources in this respect. Neither of these authorities is too small for instance to be able to provide as an economic unit an occupational centre for ineducable children. Each has a local demand for a variety of technical and commercial courses of further education, which justifies the provision of a technical college. More advanced studies admittedly demand a wider catchment area, but the machinery recently provided by the Regional Advisory Councils on Higher Technological Education for the avoidance of overlapping courses and the provision over a wide area of a balanced selection of courses should enable individual education authorities to provide co-operatively for the needs of a whole region.

23. Some other facilities also require for economic working to draw upon a larger population than either of the County Boroughs alone can provide. Workshops for the Blind, Remand Homes, and some types of Special School are examples. But no difficulty has been found in providing such facilities locally by one or other of two simple expedients. Either one Authority after assuring itself that sufficient support will be forthcoming from its neighbours provides the facility and accommodates

residents from the other areas upon payment of an appropriate share of the cost or the Authorities combine for the provision of the required facility jointly.

24. The two County Boroughs feel too that local government units should be small enough for the individual citizen to feel that the administration belongs to him and can be influenced by him and that he can both expect his point of view to be both understood and met in all proper cases. They should also be small enough for the personal influence of the head of a service to run throughout the organisation for which he is responsible so that a proper esprit de corps can inspire the service and the losses of energy which seem inevitable at interposed levels of control may be avoided as far as possible. The County Borough Councils submit that they are each of a size to satisfy these criteria and that any great enlargement of area or population would jeopardise these features which they claim for their present administrations.

There are, of course, certain problems inseparable from a local authority being responsible for part only of a continuously built-up area. Such, for example, are sewage disposal and refuse disposal, but adequate arrangements can be and are in fact made for these services within the present local authority organisation, and attention is drawn to the First Memorandum showing how these matters are dealt with by the two County Boroughs. It is submitted that such arrangements are quite adequate and suitable to meet this problem.

25. Town Planning and provision for overspill population deserve a special word. The two County Boroughs accept that the Development Plans for Greater London must be prepared against a framework for the whole area. This was in fact done by the Government employing a very eminent planning consultant to prepare a master plan for a very wide area—much wider in fact than the area defined in the Royal Commission's terms of reference—and this plan, after modification by the Minister following full consultation with all the Authorities affected, was made mandatory upon the Authorities as the framework within which the individual Planning Authorities prepared their Plans. The Local Plans did not of course, become operative until the Minister approved them, so that inconsistencies between them could be removed, before they became operative. Such a device repeated at suitable intervals of time is considered adequate to secure consistency in the major principles of a plan, and in view of the very large area which should be considered as a whole for this purpose, it is submitted that no system of local government in the usual sense in which that word is used, in connection with the administration of public affairs in this country, would be adequate to deal with the problem of planning and overspill for Greater London.

26. The provision of accommodation for overspill is, of course, a complex problem, which has been effected with varying degrees of success by differing agencies in the several conurbations. Success depends on many factors, principally, of course, the availability of land, financial responsibility, absence of local opposition and industrial location. It is considered that the status of the exporting Authority, whether County Borough, District Council or County Council, has no bearing on the matter at all. Even the London County Council, with its enormous resources and administrative machine, and despite its valiant efforts, has not yet solved its overspill problem. The two County Boroughs have had here their own difficulties to solve in the post-war years, but they consider adequate arrangements have been made to deal with the matter. Success was due principally to the two Authorities finding land available in Essex for the purpose, and the acceptance by the two Authorities of the financial burden involved. It should be here made clear that the overspill areas are not within the area with which the Royal Commission is dealing.

27. The two County Boroughs respectfully submit that from one administrative centre, a full range of municipal services is provided for their inhabitants and the premises and workpeople of each area and these services will bear comparison with municipalities in any part of the country, and they are carried out as economically as is consistent with the standard of service required. They are at all times willing to consider joint action with each other and with their other neighbours for the provision of services which can be better provided over a wider area, or for a larger population than they respectively govern, and if changes in the status of any of their neighbours open a wider field for co-operation than has existed up to now, any proposals here will be treated in the same spirit of neighbourliness which has existed for so long among the South-West Essex Authorities.

28. The South-West Essex Authorities have confined their statements and views to the functions specified in the Chairman's letter. Although invited to deal with matters, other than those referred to above, which the South-West Essex Authorities might wish to bring to the notice of the Commission, the Authorities prefer to do this after specific request from the Commission, who are aware, of course, that a number of important local government services were not mentioned in the Chairman's letter.

29. Finally, the South-West Essex Authorities will be pleased to take advantage of the opportunity which the Chairman stated there would be of supporting and elaborating the views expressed in this Second Memorandum either orally or in writing.

31st July, 1958

Appendices to the Evidence Submitted by the South West Essex Authorities

CONTENTS

AUTHORITY	*Page No.*
Borough of Barking	146
Urban District of Chigwell	160
Borough of Chingford	162
Borough of Dagenham	187
County Borough of East Ham	199
Urban District of Hornchurch	231
Borough of Ilford	240
Borough of Leyton	257
Borough of Romford	271
Borough of Wanstead and Woodford	283
County Borough of West Ham	295
Borough of Walthamstow	324

30th June, 1958

BOROUGH OF BARKING

General Description and Area.

The Borough of Barking, comprising some 4,174 acres, is situated in the south-west corner of the County of Essex and is bounded on the west by the County Borough of East Ham, on the north by the Borough of Ilford, on the east by the Borough of Dagenham and on the south by the River Thames and the Metropolitan Borough of Woolwich.

The River Roding, a navigable river as far as Barking, flows through the town.

The Borough is primarily industrial and residential. The Barking Power Station and the Beckton Gas Works, two of the largest undertakings of their respective kinds in Europe, are situated in the southern part of the Borough and there are upwards of 151 firms, employing some 30,755 hands, operating in the Borough.

The town has good shopping facilities and both industry and commerce are well represented by their respective Associations, namely, the Barking Manufacturers' Association and the Barking Chamber of Trade.

Parliamentary Constituency.

Under the House of Commons (Redistribution of Seats) Order, 1945, the Borough of Barking was constituted a Parliamentary Borough, and Mr. Somerville Hastings, M.S., F.R.C.S. was returned as the first Member of Parliament for Barking at the 1945 General Election. Mr. Hastings still represents the Constituency in the House.

Historical.

Barking Town is of great antiquity and was at one time a centre of great pilgrimage.

In 1853 a Local Board of Health was established; in 1882 the district became a Local Government District and in 1894 an Urban District Council. In 1931 Barking obtained its Municipal Charter.

In 1929 the London County Council commenced the development of that part of their Becontree Estate situate in Barking. They erected 7,500 houses in the Borough and this abnormal development, together with other development by private enterprise, necessitated the local Council providing many new local services. The assimilation of the old and new parts of the town has continued in the intervening years, and this existing community of interest was fully demonstrated through the war years when there was abundant evidence of united and voluntary effort in the common interest of all.

Statistics.

	Population	*Rateable Value at 31st March*	*Product of 1d. Rate in year ended 31st March*	*Rates per head of population in year ended 31st March*
1921	35,523	£ 203,095	£ 897	£ 3. 3. 2.
1951	77,800	£ 556,249	£2,250	£ 6. 16. 3.
1957	75,070	£1,032,746	£4,207	£12. 0. 6.

In 1939 the Electricity and Gas Industries in Barking paid 37·7 per cent. of the local rates, but in 1958/59 are paying 9·4 per cent. If the Local Government Bill becomes law this present position will be materially improved.

Place of Work.

The following information is extracted from the 1951 Census Report on usual residence and work place:

Number of residents in Borough	77,800
Number of working residents	39,150
Number of working residents working—	
(a) in Borough	15,367
(b) in County of London	12,450
(c) in East Ham and West Ham ..	4,057
(d) in remainder of Essex	6,770
(e) elsewhere	506
Number of persons working in the Borough but resident outside	15,388

It will be noted that approximately 50 per cent. of the available jobs in Barking are filled by residents of the Borough.

Co-operation with Neighbouring Authorities.

Barking has entered into the following joint arrangements with neighbouring authorities:

(i) By virtue of the London County Council (Ilford and Barking Drainage) Act, 1928, the London County Council admit into the London Main Drainage System the sewage and drainage from the two Boroughs. Ilford and Barking have a joint Committee constituted under section 91 of the Local Government Act, 1933, to administer the provisions of this Act.

(ii) The Barking and Dagenham Councils have an arrangement for the maintenance of a Joint Library Bookbindery to be managed by the Dagenham Council.

(iii) In 1952 the Ilford Council were unable to continue their arrangements for refuse disposal by barging and Barking Council agreed to accept their domestic refuse on the Barking tip.

Transport Facilities.

Barking is exceptionally well served with both rail and road facilities, Barking Station being a junction for the Underground and British Railways Services.

The Barking Railway Improvement Scheme, which British Railways acknowledge to be the king pin of their £20 million London/Tilbury/Southend Electrification Scheme, is well in hand and the Barking works are costing some £4 million. The total number of tickets (including weekly, monthly and quarterly season tickets) issued annually at the three Barking Stations exceeds six million.

The town is equally well served by road transport, there being numerous omnibus services to the Metropolis and neighbouring districts.

Barking initiated the formation of the South Essex Traffic Advisory Committee, being the first Traffic Advisory Committee formed in the Greater London Area. The Town Clerk of Barking has been the Clerk to the Committee since its formation in 1936.

New Town Hall.

Barking is building, by direct labour, as part of its Central Area Redevelopment Scheme, a New Town Hall and Assembly Hall, at an estimated cost of £500,000. The Council Chamber, Committee Rooms, Members' Suite and Office Accommodation will be available for occupation in October, 1958, and it is hoped to complete the whole scheme by the end of 1959.

The open architectural competition for this scheme dates back to 1935 and a building contract was actually entered into in September 1939 which, owing to the outbreak of war, was abandoned.

From 1945 onwards the Council made repeated requests to the former Ministry of Health and later to the Ministry of Housing and Local Government to be allowed to continue this scheme and ultimately, after investigation by the Capital Estimates Committee, the Minister's approval to commence the first stage was received in September 1953, and building work was started in April 1954.

The Essex County Council have agreed, with the approval of the Home Office, to acquire the present Town Hall, and propose to adapt it, at considerable expense, as an additional Court House in the Beacontree Petty Sessional Division.

Education

Number of children on school roll as at 31/3/58—12,828.

Schools	*No.*	*No. of School Places*
Primary	26	10,360
Secondary Modern	11	3,810
Secondary Technical	1	1,000
Special	2	200
Total number of places provided		15,370

Further Education facilities under the supervision of the Barking Committee for Education:

Youth Centres (incorporating Junior Evening Institutes) ..	5

A wide and varied number of classes is run in conjunction with the Townswomen's Guilds, etc.

Youth Centres—total enrolments	2,224
Junior evening classes held in Youth Centres and by voluntary youth organisations	88
External adult classes provided	22
Number of pupils who were sent to other schools within the County of Essex, including special schools, Elmbridge and Kennylands Schools, during the school year 1957/58	123
Number of pupils who were sent to other schools, including special schools, outside the County of Essex, during the school year 1957/58	50

365 pupils come into Barking, chiefly to attend the Secondary Technical School. Also, 130 pupils enter the Borough for education at Faircross Special Schools.

The South-East Essex Technical College is situated in Barking although, of course, it serves a much wider area. Barking students attend this College and the South-West Essex Technical College for full-time and part-time day and evening courses.

School Health Service.

The Medical Officer of Health acts as Divisional School Medical Officer and his Assistant Medical Officers also act as School Medical Officers. The Health Visitors also act as School Nurses.

Regular medical inspections of school children are carried out and close liaison is maintained with the Education Department. There is a Special School for Handicapped and Delicate Children at which a School Medical Officer is in weekly attendance.

A number of clinics are provided, particulars of which are given in the Schedule relating to the services provided under Part III of the National Health Service Act.

One full-time and three part-time dental officers are at present employed and are also employed in the Maternity and Child Welfare Service. B.C.G. vaccination is carried out at schools and at school clinics.

Environmental Health

Baths, Wash Houses and Bathing Places.

The Council have two swimming baths:

(a) The covered swimming bath in East Street opened in 1898, comprising a bath of 90 ft.×30 ft., 16 slipper baths and a laundry. The swimming bath is converted for use as a Concert Hall during the winter season.

The following particulars relate to the year 1957/58:

Number of Bathers	77,566
Number of Spectators	817
Slipper Baths	39,713

(b) The Open Air Swimming Pool in Barking Park opened in 1931, comprising a pool of 265 ft.×90 ft. and a sun bathing area and cafe.

The following particulars relate to the year 1957/58:

Number of Bathers	89,857
Number of Spectators	11,130

The Council have proposals for the construction of a Swimming Pool at Mayesbrook Park and a Slipper Bath in the Central Area, but both of these proposals have been delayed because of the prevailing financial conditions.

Control of Watercourses, Ditches and Ponds.

The main open watercourses in the Borough are under the control of the Essex River Board. In recent years the River Roding Catchment Board and their successors, the Essex River Board, have carried out extensive improvement schemes in connection with the Mayes Brook and Loxford Water in the Borough.

Drainage of Trade Premises.

Control of the drainage of trade premises is exercised under the Public Health Act, 1936. The Public Health (Drainage of Trade Premises) Act, 1937, has not been adopted by this Council.

Refuse Collection and Disposal and Collection of Salvage.

Refuse collections are made weekly from all premises within the Borough. The refuse is tipped on low lying land near to the River Thames where the level is being raised preparatory to development for open space purposes.

The collection of refuse during the financial year ended 31st March, 1958, amounted to some 18,894 tons and the estimated gross expenditure for the collection and disposal of this refuse was £57,860.

An agreement with the Ilford Borough Council provides for that Council to tip refuse at the Barking tip until 1962, and during the past year 51,074 tons of refuse were received from Ilford, an additional 1,447 tons were received from Leyton Borough Council and 130 tons from the Metropolitan Borough of Stepney.

In the year ended 31st March, 1958, Barking received £13,700 from Ilford, Leyton and Stepney in respect of tipping facilities afforded those Councils; £1,250 was received for the collection of trade refuse and a further £9,500 for the sale of waste paper and other salvage materials, resulting in a nett cost to the rate of £33,310 in respect of its own refuse collection and disposal costs.

Sewerage and Sewage Disposal.

The Borough is drained by the separate, partially separate and combined systems. All post-war development has been on the separate system to facilitate future re-drainage schemes. It is necessary to pump foulwater sewage from certain low-lying areas, and for the purpose, five pumping stations have been installed.

Foulwater is conveyed by way of the trunk sewer system to the Ilford and Barking Joint Pumping Station. This is situated within the Borough and is under the control of the Ilford and Barking Joint Sewerage Committee, a Joint Committee consisting of seven representatives of Ilford Council and five of Barking Council. This Joint Committee was established in 1930.

From the Joint Pumping Station sewage is delivered through a joint sewer into the Northern Outfall Sewer of the London County Council. The reception of all sewage is controlled by the London County Council (Ilford and Barking) Drainage Act, 1928.

Surface water is conveyed by means of the trunk sewer system to the main rivers, namely, the Mayes Brook and the Gores Brook (which have recently been widened and straightened and are now interlinked), the River Roding and Loxford Water. An improvement scheme for Loxford Water will shortly be put in hand by the Essex River Board.

The incidence of minor flooding which was a frequent experience in the Borough in former years, has diminished as the watercourses have been improved.

Street Cleansing.

The Council undertake the cleansing of all trunk, classified and district roads (totalling 63¼ miles) within the Borough. The main shopping thoroughfares are cleansed at least twice daily, and residential district roads are cleansed at least once per week. The Council employ 21 street orderlies with manual barrows and two mechanical brooms.

Miscellaneous Environmental Health Matters.

There is a staff of Public Health Inspectors consisting of the Chief Public Health Inspector, a Senior Public Health Inspector, four District Inspectors and two Pupil Inspectors.

(*a*) *Repairs to Insanitary Dwellings*—

The Public Health Inspectors make about 5,000 inspections a year of various premises in connection with the sanitary provisions of the Housing Acts and the Public Health Acts.

(*b*) *Rent Act*, 1957—

Since the passing of the Rent Act, 1957, over 950 premises have been visited.

(*c*) *Clean Air*—

Approximately 200 observations are made annually on factory chimneys and appropriate action taken to deal with contraventions of the smoke byelaws.

Arising from consultations with the industrialists, new fuel burning appliances have been installed, and several others are planning alterations to reduce risk of atmospheric pollution.

(*d*) *Food and Drugs*—

The Borough is a Food and Drugs Authority and about 200 samples per annum are submitted to the Public Analyst for chemical analysis. About 100 milk samples, together with other foods, are taken for bacteriological examination each year.

Throughout a year approximately 2,400 inspections are made to premises where food is prepared or sold, including factory canteens and school meals centres.

(*e*) *Factories and Workplaces*—

Approximately 1,200 inspections are made annually to factories, offices, workplaces and outworkers premises, including the Barking Power Station and the Beckton Gas Works.

There are also numerous registerable processes and offensive trades licensed by the local authority.

(*f*) *Pest Control*—

The Council employs a rodent operative who treats on average 60 industrial premises and 350 dwelling-houses each year.

(*g*) *Disinfestation of Verminous Premises*—

The incidence of vermin infestation has been greatly reduced over the last twenty years and 21 minor infestations have been dealt with during the last year.

(*h*) *Petroleum Installations*—

There are 94 petroleum installations in the Borough licensed by the Council covering the storage of some 3,259,150 gallons of petroleum.

(*i*) *Shops Act*—

The Council administer the provisions of the Shops Act, 1950, and employ a Shops Act Inspector.

Burial Ground.

The Council have one Burial Ground and, during the year ended 31st March, 1958, 682 interments took place thereat.

No crematorium has been provided within the Borough. The City of London Crematorium at Manor Park is readily accessible.

Parks and Open Spaces.

The Council have provided nine Parks and Open Spaces, having a total area of approximately 250 acres. The largest of these are Barking Park, 76 acres, and Mayesbrook Park, 116 acres.

The Parks contain the usual facilities for children, football pitches, cricket pitches and tennis courts. Boating and sailing are catered for in lakes of approximately 7 acres in Barking Park and 13 acres in Mayesbrook Park. Bowling facilities are available in Barking Park and a first class running track (which has been used by the Amateur Athletic Association for the National Championships) is available in Mayesbrook Park.

The Council owns the Vicarage Field, situate right in the centre of the town. It is let to the Barking Football Club on a yearly basis. The Club is in the Isthmian League.

Housing

(a) Erection of Dwellings—

(*i*) *Permanent Accommodation*—

By 1916 the former Urban District Council had erected 313 dwellings under the Housing of the Working Classes Act, 1890. Between 1918 and 1939 a further 1,881 dwellings were erected, and since 1945 a further 2,524 dwellings have been built by the Council. In 1949 the Council began discussions for the development of their Thames View Housing Estate and commenced building operations in May 1953. This estate, when completed, will comprise some 2,177 units all of which will have been built on raft and pile foundations on reclaimed marsh land, following the carrying out of a major surface water drainage scheme and site filling to a depth of four feet. On the 1st May, 1958, 1,313 dwellings were occupied.

The Council have also erected 63 shops and 277 garages on their various housing estates. Plans have been approved for a further 366 garages.

(ii) Temporary Accommodation—

During and after the war the Council requisitioned many properties for housing accommodation. The highest number under requisition at any one time was 365 and all have been released except 82. Temporary prefabricated bungalows were also erected and of these 85 have been demolished, leaving 200.

(b) Slum Clearance—

The Council's slum clearance programme provides for the demolition of 487 dwellings by 1961. This programme covers 23 areas and the Medical Officer of Health's Official Representation has been made to the Council in respect of some 16 areas comprising 385 dwellings. The Minister of Housing and Local Government has confirmed three Orders providing for the demolition of 60 dwellings and a further 103 dwellings have been acquired by the Council and the occupiers rehoused pending demolition of the buildings. The Ministry of Housing and Local Government will be holding a public inquiry in the very near future into the Borough of Barking (Linton Road No. 1) Compulsory Purchase Order, 1957 and the Borough of Barking (Church Road) Compulsory Purchase Order, 1957, which comprise some 183 dwellings.

(c) Loans for House Purchase—

To assist intending house purchasers the Council commenced making loans under the Small Dwellings Acquisition Acts in 1902. Their first mortgage was to secure the sum of £210 on a property in Victoria Road, valued by the Council's then Surveyor at £262.10.0., the rate of interest being 3¾ per cent. for 20 years. Today the figures are 3,741 mortgages securing £2,807,399. The Council have also made 49 Improvement Grants amounting to £8,230 under section 20 of the Housing Act, 1949, for the improvement of privately owned dwellings.

(d) Regulation of Buildings and Byelaws—

Byelaws under the Public Health Act, 1936, were last made in 1954 and were based on the model form approved by the Minister of Housing and Local Government. An addition to these byelaws was made in 1957, dealing with arrangements in buildings for preventing smoke. The Council employ four Building Inspectors on the administration of the building byelaws and associated work.

Personal Health

All services in the Borough of Barking provided under Part III of the National Health Service Act, 1946 are administered by the Essex County Council through the Barking Health Area Sub-Committee of the County Health Committee, with the exception of the Home Nursing Service which is administered direct by the County Council.

The following facilities and staff are available:

(a) *Chiropody Service*—

There are four foot clinics employing 6 full-time Chiropodists and 1 part-time Chiropodist. Children under five, school children and adults are all treated and there is a heavy demand for this service.

(b) *Dental Workshop*—

There is a dental laboratory employing a Senior Dental Technician in charge, 1 Senior Dental Technician, 2 Dental Technicians and 1 Apprentice, and work is accepted from a number of surrounding districts.

(c) *Section 22—Care of Mothers and Young Children*—

There are 5 Infant Welfare Centres holding a total of 13 sessions weekly, with an average weekly attendance of 92 children per centre.

There are 5 ante-natal clinics—

Upney Clinic	10 sessions per week (including 5 with obstetric Specialist) and weekly midwives clinic.
Central Clinic Porters Avenue Clinic Woodward Clinic Greatfields Clinic	2 sessions per week at each clinic, 1 by doctor, 1 by midwife.

Post-natal clinics are held at Upney Clinic twice a week and at the other centres once a week.

A Family Planning Clinic is held weekly for women referred on medical advice.

Other Clinic Sessions (in conjunction with the School Health Service)—

	Number of Clinics
Foot Clinics	4
Minor Ailments	4
Diphtheria & Whooping Cough Immunisation	5
Ear, Nose and Throat	1
Ophthalmic Treatment	3
Paediatric (including Enuresis)	1
Ante-Natal Relaxation Exercises	5
Poliomyelitis Vaccination	5
Orthopaedic and Remedial Exercises Treatment	2
Artificial Sunlight Treatment	1
Dental (Children and Expectant Mothers)	4
Oral Hygiene	1
Speech Therapy	3
Orthoptic	1
Skin Clinic	1

The Clinics are staffed by the Health Visitors and Clinic Nurses and Attendants and full-time Clerical Assistance is available at four centres.

(*d*) *Day Nursery*—

There is 1 Day Nursery in Barking with 50 places which are generally fully occupied. It is staffed by a Matron, Deputy Matron, Warden, 5 Nursery Nurses, 6 Students and 5 part-time Domestics.

Arrangements are made for Students to attend part-time courses.

(*e*) *Distribution of Welfare Foods*—

There are 5 Distribution Centres of which 3 are open continuously.

(*f*) *Section 23—Domiciliary Midwifery*—

There are 5 Domiciliary Midwives and 2 Pupil Midwives supervised by the Matron of the Barking Hospital. Every midwife is qualified to give inhalational analgesia.

(*g*) *Section 24—Health Visiting*—

There is a Superintendent Health Visitor/School Nurse, 1 Tuberculosis Visitor and a staff of Health Visitors/School Nurses, usually about 12 in number.

Homes are visited, advice and assistance given and arrangements made for convalescent treatment, etc.

(*h*) *Section 26—Vaccination and Immunisation*—

Services provided through various clinics and through general practitioners for vaccination and immunisation against diphtheria, whooping cough, poliomyelitis and smallpox.

(*i*) *Section 28—Care and After Care*—

A wide variety of items of sick room equipment are issued on loan from the Health Department.

Free milk to tuberculosis patients is arranged on the recommendation of the Chest Physician.

(*j*) *Section 29—Domestic Help Service*—

This service is operated by 1 full-time Organiser, 74 regularly employed part-time domestic helps and 16 casual helps. There is a very heavy demand for this service. Barking domestic helps attend training courses arranged by the County Council.

National Assistance Act, 1948.

Pursuant to section 31 of the Act, the Borough Council make contributions to the funds of a number of Old People's Clubs. In the year ended 31st March, 1957, the Borough Council paid the sum of £23,000 to a voluntary organisation known as the Barking Old People's Welfare Committee, which runs an Assisted Meals Scheme, "Meals on Wheels", a Social Centre and other Welfare Services.

There is in the Borough an active Association for the Welfare of the Physical Handicapped, which sponsors a number of Clubs and Occupational Classes, and also the Barking Blind Club which is engaged on a number of welfare activities for blind persons.

Town Planning

The arrangements under which the Borough Council exercise various planning functions on behalf of the County Council are described in the First Memorandum.

(a) *Development Control—*

The Highways and Town Planning Committee, to which planning matters are referred, hold two meetings per month to avoid delay in dealing with development applications.

The following particulars relate to the applications dealt with in recent years:

	1955	1956	1957
(1) Section 14 Applications decided without consultation with the Area Planning Officer	97	114	128
(2) Section 14 Applications referred to Area Planning Officer	62	35	33
(i) Returned to be dealt with without any recommendation	24	13	11
(ii) Decided by Borough Council with a recommendation from Area Planning Officer	38	22	22
(iii) Referred by Borough Council to the Area Planning Sub-Committee the Council not having accepted the recommendations of the Area Planning Officer	Nil	Nil	1
(3) Appeals to Minister	Nil	Nil	1 (Council successful)
(4) Advertisement Applications decided by Borough Council	36	30	22
(5) Advertisements challenged	Nil	Nil	10

(b) *County Plan—*

The Borough Council prepared and submitted drafts to the County Council for the preparation of the County Development Plan. These included the following four major planning proposals to be undertaken by the Borough Council:

(1) the provision of open space development around the ancient St. Margaret's Church in the centre of the town. This scheme has been approved for grant purposes by the Ministry of Housing and Local Government, and the Essex County Council have agreed to make a contribution thereto. A number of properties in this area have been acquired, including a £30,000 factory and arrangements have been made with Brewery Companies for the removal of four public houses.

(2) The development of an open space adjoining the River Thames. The Council have purchased 90 acres of the land, the level of which is being raised by tipping refuse. It is anticipated that the first 10 acres will be available for use as playing fields in 1959.

(3) The Thames View Housing Estate provides housing accommodation on reclaimed marshland and this development was undertaken to meet housing needs within the Borough and to obviate, as far as possible, the need for the people to undertake long journeys to the outer areas. It is an excellent example of attractive development on a difficult site and the Council hope that members of the Commission may be able to inspect the estate.

(4) To alleviate traffic congestion in the main shopping centre, two proposed new roads were included—

(i) a link road between the central area and Ilford Lane to facilitate through traffic to Ilford; and

(ii) a road connecting Ripple Road and Gascoigne Road extending to the Broadway to facilitate traffic to the eastern part of the Borough.

Property acquisitions have been made for both of these schemes.

The Council have attached great importance to liaison on planning matters with interested bodies in the town, and they received much support from the Barking Manufacturers' Association when the future of the industrial area in the Roding Valley was under consideration.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges.

All adopted highways in the Borough are maintained by the Corporation including the portion of the A.13 London to Tilbury trunk road within the Borough which is maintained by agreement with the Ministry of Transport and Civil Aviation under section 5(i) of the Trunk Roads Act, 1936. All the classified roads within the Borough have been claimed by the Corporation pursuant to the provisions of section 32 of the Act of 1929. The mileage of the roads and the estimated gross expenditure on maintenance and minor improvements for the year ending 31st March, 1959, is as follows:

Trunk Roads	3·076	£18,000
Class I	4·03	£24,900
Class II	2·65	
Class III	4·87	
District Roads	48·62	£20,000
Total:	63·246	

Arising from the Council's successful petition against the British Transport Commission Bill 1950/51, an agreement has been reached with the Commission for the reconstruction of Barking Railway Station and a concurrent widening of the adjacent highway.

Street Lighting.

The Council are the public lighting authority for the whole of the Borough, and undertake the lighting of the trunk, classified and district roads.

All Class I and trunk roads are now lighted to Class A standard and a programme for the improvement of the lighting of all other traffic routes has been undertaken in recent years and it is anticipated that it will be substantially completed within the financial year 1958/59. The lighting in the district roads has been maintained to a standard consistent with the modern Code of Practice. The overall gross expenditure on public lighting during the current financial year is estimated at £22,010, of which £9,500 is the cost of current supply.

Naming of Streets and Numbering of Houses.

The Council exercise the powers relating to naming of streets and numbering contained in sections 64 and 65 of the Towns Improvement Clauses Act, 1847.

Parking Places.

The Council have made the following arrangements for parking or garaging cars:

(a) Street parking places for 70 cars authorised pursuant to section 10 of the London Traffic Act, 1924, as amended.

(b) Temporary car parks for 40 cars near to the business centre of the town.

(c) A car park for 70 cars on the Becontree Housing Estate.

(d) 277 garages on Corporation Housing Estates.

In common with other towns in the London area, Barking has some parking difficulties in the shopping centre and a considerable problem with overnight parking of vehicles in the residential areas. Since 1950, 1,066 building plans have been passed for private garages and for 100 London County Council garages. The Council are proposing to erect many more and are considering the provision, in the central area, of a car park for 70 cars.

Road Safety.

The Council have taken an active interest in all aspects of road safety for many years. In 1946 a Road Safety Committee was set up and a full-time Road Safety Officer appointed.

The Road Safety Committee consists of members of the Council and representatives of various local organisations, the Education Authority, the Police, School Teachers, Transport interests and the Royal Society for the Prevention of Accidents.

During the current financial year gross expenditure on road safety amounts to £2,497.

URBAN DISTRICT OF CHIGWELL

Constituted	October, 1933, by amalgamating the then Urban District of Buckhurst Hill, the Urban District of Loughton and the Rural Parish of Chigwell at the request of the three then Local Authorities.
Parishes	Buckhurst Hill, Chigwell and Loughton.
Wards	Buckhurst Hill, Chigwell, Loughton (North), and Loughton (South).
Number of Councillors	Six per Ward, namely, a total of twenty-four.
Number of Electors	38,405 (Total—Local Government).
County Electoral Divisions	Three, with one County Councillor to each, namely, a total of three County Councillors.
Council Offices	Built in 1935 and a large extension completed in 1958. All administrative staff in the one building.
Present Population	60,420 (Registrar General's Estimate, June, 1957). 63,000 (Estimated—April, 1958).
Area	8,970 acres.
Rateable Value	£829,880 (1st April, 1958).

Rate in the £ (1958-59)	s. d. s. d. County .. .. 12 5·27 Metropolitan Police 1 6·25 Urban District Council .. .. 3 7·48 Total 17 7
Penny Rate Product	£3,440 (Estimate—1958-59).
Loan Debt	£3,469,355 (Estimated).
Number of Council Houses	1,579 180 pre-war. 1,169 post-war. 176 temporary bungalows 54 other properties.
Number of advances under the Small Dwellings Acquisition Acts and Housing Act, 1949	736.
Total amount advanced	£1,278,600.
Council-owned playing fields and open spaces	336 acres (which include Chigwell Golf Course (100 acres) leased to a private Club; and a site for a Hall and covered Swimming Bath when financial restrictions permit).
Mileage of highways	Trunk Roads Classified Roads } 25·7 miles. District Roads 60 miles (approx.).
Sewage Disposal Works	Main works at Luxborough constructed 1937-1939; Extended 1955; Further extensions now in progress. One small sewage works and four pumping stations. Separate system of drainage now enforced.
Public conveniences	Five.
Refuse collection	Weekly, throughout the District.
Depots	New main Depot now under construction.
Allotments	709.
Burials	Council own Burial Ground.
Railway	Central Line (electric). Six stations in the District.
Bus services	Seven.
Green Line Services	Two.
Character of District	Residential, with an Industrial Estate which

	includes the Bank of England Printing Works. Compact and well-shaped, with large areas of Epping and Hainault Forests and Green Belt round most of the District boundary forming a buffer.
Community	Balanced.
Education	Chigwell Urban District at present in Forest Divisional Executive area.
Schools (including Private Schools)	Total number: 41.

Note: Details of many other services in the District, e.g. Old People's Hostels; Clinics; Libraries, will no doubt be supplied by Essex County Council.

BOROUGH OF CHINGFORD

Education Service

The present arrangements for carrying out the functions of the Education Service in Chingford are the sole responsibility of the ESSEX COUNTY COUNCIL.

Pursuant to Section 6(2) of, and Part III of the First Schedule to, the Education Act 1944, the Essex County Council on the 2nd January 1945, made a scheme of divisional administration. Eleven divisions were created under this scheme, one of which is the Forest Division now comprising the county districts of the Boroughs of Chingford and Wanstead and Woodford, the Urban Districts of Chigwell, Epping, Harlow and Waltham Holy Cross and part of the Rural District of Epping and Ongar.

Minor amendments have been made to the original scheme of divisional administration in 1949 and 1953 and the present operative scheme made by the County Council on the 26th April, 1954, and approved by the Minister of Education on the 14th July, 1954, provides for the appointment by the Chingford Council of three representatives on the Forest Divisional Executive. The total representation on the Executive being:

Names of County Districts comprising the Division	*No. of Members to be appointed respectively by Councils of Cty. Districts named in Column (2)*	*No. of Members of C.C. or of Educn. Committee of C.C. to be appointed by the C.C.*	*No. of persons to be appointed by C.C. pursuant to Article 4(c)*	*Total*
Boroughs of:				
Chingford	3			
Wanstead & Woodford ..	4			
Urban Districts of:				
Chigwell	4			
Epping	1			
Waltham Holy Cross ..	1			
Harlow	2			
Part of Rural District of:				
Epping & Ongar ..	1	6	6	28

The office of the Divisional Executive is situate in the Urban District of Chigwell, in close proximity to that authority's boundary with the Boroughs of Chingford and Wanstead & Woodford.

There are provided within the Borough of Chingford the following schools, each with school rolls shown as at the 1st January 1958:

(a)	Primary Schools	
	Chingford Chase Lane County Junior	577
	Chingford Chase Lane County Infants	287
	Chingford Larkswood County Junior	598
	Chingford Larkswood County Infants	233
	Chingford Longshaw County Junior	289
	Chingford Longshaw County Infants	116
	Chingford Whitehall County Primary	360
	Chingford C. of E. Junior	382
	Chingford C. of E. Infants	203
	Chingford Yardley County Primary	685
	Chingford St. Mary's R.C. Primary	264
	TOTAL	3,994
(b)	Secondary Modern Schools	
	Chingford Heathcote County Secondary	806
	Chingford County Secondary School for Boys	672
	Chingford County Secondary School for Girls	568
	TOTAL	2,046
(c)	Selective Secondary Schools	
	Chingford County High School	483
	TOTAL	483

(d)	Independent and direct grant schools: (Number of pupils as at September 1957)		
	Dominican Convent	(Ages 4½ to 11 years)	90
	Normanhurst School	(Ages 3½ to 11 years)	199
	Richmond House School	(Ages 4½ to 11 years)	150
	St. Helens School	(Ages 3 to 11 years)	58
	The Mount School	(Ages 4½ to 11 years)	79
	St. Egbert's College	(Ages 7 to 17 years)	
	Primary		80
	Secondary		213
		TOTAL	869

Schools outside the Borough.

Approximately 650 Chingford children attend Selective Secondary and Technical Schools outside the Borough area.

County Colleges.

The South West Essex County College, Walthamstow, serves the needs of scholars in the Chingford area. It has been proposed that a County College should be erected on the site of Hawkwood House, Chingford, to serve Chingford and Waltham Holy Cross, and to provide playing fields for this College (20 acres) in the Urban District of Waltham Holy Cross. The land required for this proposed County College, previously in the ownership of the Chingford Borough Council, was conveyed to the Essex County Council in 1947.

Further Education.

(1) *Community Centres.*

There are at present provided in the Borough two Community Centres, one at Friday Hill House, Simmons Lane, and the other at the Hall Lane Community Association, Hall Lane. In addition to the operative Community Centres, the Borough Council has conveyed a suitable area of land at the junction of Yardley Lane and Sewardstone Road, Chingford, at a nominal price, to the Essex County Council, for the erection of a Community Centre, and proposals have been agreed in conference between the Borough Council and the Essex County Council for the future siting of a Community Centre on land owned by the Borough Council.

(2) *Youth Centres and Evening Classes.*

The existing Youth Centres in Chingford are housed in the Chingford County Secondary Schools, and the Chingford Heathcote County Secondary School.

Evening classes of a vocational type are available at the above Youth Centres, and in addition at the Community Centres. In addition a Senior Evening Institute is held at the Chingford County High School.

Defects which have been Encountered

Joint meetings of representatives of the authorities in Metropolitan Essex within the area of the Forest Divisional Executive have been held at intervals during recent years and representations have been made to the County Education Committee with a view to securing a division of the Divisional area.

The total population in the Division in 1945 was approximately 139,000, in 1953 it had increased to approximately 216,000, and in 1958 it is estimated to be 235,000. The Borough Council is of the opinion that a serious defect has existed in the arrangements within its area for carrying out the functions of education, in that the present Division is a very unwieldy type of unit, having regard to the large and increasing population, the districts it embraces having widely different problems, being of Metropolitan, Urban and Rural nature, and the development of the Harlow New Town with the provision of many new schools has meant a concentration of the resources of the Division on the development of educational facilities in this area to the detriment of the other districts.

An additional defect which has been encountered by the Borough Council in the present arrangements for carrying out education functions is that the existing permanent school accommodation is in part unsatisfactory, not conducive to the attainment of a high standard of education and the use of temporary buildings attached to permanent structures cannot but lead to an ultimate sub-standard in education.

This is particularly so in the case of the Chingford Secondary Schools where the practical rooms and gymnasia in the permanent buildings are grossly inadequate to meet the needs of the schools.

It is appreciated that during the bulge in school population, emergency arrangements must of necessity prevail but the use of temporary accommodation originally constructed to meet the needs of primary education is most unsatisfactory and should only be used for secondary education for the minimum possible period. So far as Secondary education is concerned, temporary accommodation is being used to a marked extent at the Chingford County Secondary Schools. So far as Primary education is concerned, a portion of the Larkswood Primary School is of temporary construction which was erected some 30 years ago.

The continued use of temporary accommodation decreases to a marked and detrimental extent the area of playgrounds and playing fields available for scholars.

The allocation of accommodation for Primary School education in the Borough has also been a defect upon which the Council have made representations to the Divisional Executive from time to time. Primary schools are provided near the north-west and south-west boundaries of the Borough and the Council have endeavoured to obtain the erection of a new school in a central position in the western area of the Borough, on land owned by the Council, to remedy long journeys by infants and juniors, without a direct public transport service to either of the established schools. This proposal has not met with success, but the Divisional Executive Committee have resorted to the erection of extensive temporary classrooms, especially at the school on the north-west boundary, to meet the need of primary education from this western area of the Borough.

A further defect in the arrangements for the Education Service in Chingford is the lack of information available to the inhabitants of the deliberations and decisions of the Divisional Executive, and the lack of an adequate Educational information service within the Borough. Ratepayers naturally turn to their elected Councillors and the Town Hall Staff for assistance in all matters of Local Government administration, and are naturally aggrieved when they cannot use this avenue of approach on the Education Service.

Agricultural Education.

Through its Education Committee, the Essex County Council operates an Agricultural Institute at Writtle, near Chelmsford.

No defects in this service have arisen upon which the Borough Council has been required to make representations.

Youth Employment Service.

Arrangements for the Youth Employment Service in the Borough are under the control of the Essex County Council.

The Borough is served by the Chingford and Waltham Abbey Youth Employment Committee, and a Bureau is open at Chingford, and a sub-office is provided in Waltham Abbey. Provision has been made in the rebuilding of the Municipal Offices for accommodation for this County service.

The Chingford Borough Council has made no representations in respect of any defects in this service to the Essex County Council. The only possible defect in the arrangements for carrying out the functions of this service is in the local authority not being directly represented on the Managing Committee.

Analysis of Defects in Present Arrangements Due to Defects in the Organisation of Local Government in the Area.

1. *Area of Divisional Executive Committee.*

The Forest Division of Education in which Chingford is situated is too large for efficient local government control of the Education Service. It is an unwieldly type of unit, having regard to the large and rapidly increasing population, the districts it embraces having widely differing problems, being of Metropolitan, Urban and Rural nature, and the development of the Harlow New Town has meant a concentration of resources of the Division on the development of educational facilities in this area, to the detriment of the other districts.

2. *Lack of Local Information Facilities.*

The Education Service being administered through a Divisional Executive Committee, and the administration offices being situated in an adjoining authority's area, the residents of Chingford have no easy access to information, either from their elected representatives or from their usual source of information at the Town Hall.

3. *Lack of Knowledge of Local Circumstances.*

Although the Borough Council appoint three representatives to serve on the Divisional Executive Committee, whose total membership is 28, the local circumstances attaching to the administration and organisation of the Education Service in Chingford cannot be adequately understood by the majority of members of the Executive Committee, and many decisions result in representations having to be made by the Council on behalf of the residents.

Environmental Health

Baths, Wash-Houses and Bathing Places.

The Borough Council own Larkswood Open Air Swimming Pool which was opened in July 1936. The Pool was designed primarily to meet the need for swimming facilities in the Borough and adjoining areas.

The Pool is situated in about 7 acres of rising ground and is cruciform in shape. The depths vary from a maximum of 10 ft. in the diving area to 2 ft. in the area provided for learners and children.

Total capacity of the Pool is 765,000 galls. with a water area of 2,700 sq. yds.

A large sun-bathing area is provided and a main Cafe fully equipped with modern kitchen appliances is situated in the grounds. The administrative block in addition to the usual offices contains a small shop which provides light snacks.

The Pool is opened each May and normally closes in September.

Since the inception of this scheme there has been a total charge on the General Rate of £43,601 including £37,613 for loan charges and £2,846 for revenue contributions towards capital expenditure. The average seasonal attendance during the last 5 years is 127,072 including 12,197 schoolchildren in parties.

No administrative defects have been encountered.

Control of Watercourses, Ditches and Ponds.

Most of the public watercourses in the Borough have been culverted; the short lengths which remain are cleansed and maintained.

Any pollution of watercourses, ditches and ponds is dealt with.

No administrative defects have been encountered.

Disinfestation of Premises and Articles.

As there are no slums in the area, the need for this service is practically non-existent.

Drainage of Trade Premises.

As there is little industrial development in Chingford, the drainage of trade premises does not present any great difficulty. In two cases, however, the Council has, in collaboration with the Middlesex County Council, entered into agreements with regard to the discharge of trade effluent into the Council's foul water sewer at the Disposal Works.

Public Conveniences.

The area is adequately served by four public sanitary conveniences.

Three conveniences are in shopping areas, and the fourth adjoins the Forest.

One free water closet is provided in each section of all public conveniences.

Washing facilities, utilizing paper towels, are offered free of charge at one convenience, with small charge for use of cloth towels. Simple washing facilities, consisting of wash-hand basins with water over, are provided free of charge at the other conveniences.

It is envisaged that an additional convenience will be completed during the financial year 1960/61.

Public sanitary conveniences are also provided in the various Parks and Open Spaces.

Refuse Collection and Disposal.

Refuse Collection.

An efficient and regular weekly collection of house and trade refuse is maintained in connection with which the Council own and operate eight modern vehicles.

Vehicles are maintained efficiently and economically under contract by a firm of motor engineers and this Contract provides for the servicing of each vehicle once per fortnight. The life of refuse collection vehicles is accepted as 10 years and renewals are provided for through the Repairs and Renewal Fund set up by the Council. Contributions to the Operating Account for the use of vehicles on an hourly basis facilitates considerably the ability to purchase new vehicles as occasion demands.

The unit cost per ton for the collection of refuse for the year 1955/56 was 27*s.* 1*d.* as compared with the average figure of 33*s.* 1*d.* for the Non-County Boroughs in England and Wales.

Refuse Disposal.

Refuse Disposal is carried out by incineration following the screening out of dust and ashes and the extraction of salvage. The plant was erected in 1930 and, owing to the rapid increase in the population, extended in 1935. It consists of two flat grates with four cells, two of 25 square feet area, and two of 30 square feet, together with dust-interceptor of the water-trap type. An electro-magnetic separator has been provided for the extraction of tins and a hopper of 28 tons capacity for the storage of screenings awaiting removal.

In addition to the above plant, there is a 20 ton weighbridge which is used by the public and other buildings include rag store and waste paper baling house. This latter building contains a Smith continuous Paper Baler, as well as a power press.

Clinker, screenings and street sweepings are removed to an approved tipping site outside the Borough.

The net cost per ton for the disposal of refuse for the year 1955/56 was 4*s.* 8*d.* as compared with the average figure of 3*s.* 10*d.* for Non-County Boroughs in England and Wales.

Although the net cost for disposal of refuse is slightly higher than the average over the whole country, it compares very favourably with costs of adjoining authorities.

Although the capacity of the works is sufficient for the immediate needs, the Council for some time has had under consideration their reconstruction or modification to meet changing circumstances.

Salvage.

As an integral part of refuse disposal, the Corporation has since 1922 always specialized in salvage operations and, in fact, the low cost for disposal of refuse has been due largely to the income derived from this source. For some years, the average income has been over £10,000 and, during the past twenty-seven years, the contribution to the General Rate Fund has amounted to over £135,000.

The table below gives the actual income for the years 1954/58:

Year ended 31.3.54	£9,152
Year ended 31.3.55	£10,292
Year ended 31.3.56	£11,456
Year ended 31.3.57	£11,729
Year ended 31.3.58	£11,530 (est.)

Quite apart from the monetary value of salvage recovered, many hundreds of tons of materials have been returned to industry for re-processing, thus assisting the national economy. During the five years ending 31st March, 1958, the weight of materials salvaged was 10,233 tons.

The Council operates a salvage bonus scheme in which all men engaged on Refuse Collection and Disposal participate.

Trade Refuse.

As empowered by the Public Health Act, 1936, the Council undertakes the collection of trade refuse and reasonable charges are made.

Normal shop refuse is collected weekly, a flat rate of 6*d.* per week being charged. Many traders have taken advantage of this scheme.

Butchers' and Greengrocers' refuse is collected twice-weekly and in these cases, charges vary in accordance with the quantity of refuse collected.

Cleansing of Cesspools.

With one exception, the whole of the district is on the water-carriage system.

Regulation of Buildings and Sanitation of Buildings.

The consolidation of the law relating to sanitation and buildings under the Public Health Act, 1936 has proved to be sound and no considerable difficulties have been encountered.

Byelaws for the Regulation of Nuisances were adopted by the Council in 1950.

Sewerage and Sewage Disposal.

The sewerage of Chingford conforms to three approximately parallel natural drainage areas running from north to south, which are as follows:

The High Level System laid from 1875 onwards and draining an area of 880 acres includes the central area of older parts of the district in the north, most of which is drained on the combined system and the more modern development in the south, which is separately drained.

The surface water from the separately drained areas drains into the Ching Brook.

The Western System drains an area of about 700 acres on the Eastern slopes of the Lea Valley, consisting predominantly of modern domestic development with industrial buildings in the extreme south. The area is separately drained, the surface water draining by intermediate outfalls into the Metropolitan Water Board aqueduct on the west.

An area of about 90 acres in the extreme north drains to a subsidiary pumping station built in 1939 where sewage is raised by automatic pumps to the main trunk sewer, which was constructed about 1925.

The Eastern System drains the eastern area of the Borough comprising about 445 acres the interceptor being located along the eastern boundary and constructed in 1934 to drain new domestic development and as a relief sewer for a small area in the extreme north of the central high level area.

The area is separately drained and the surface water discharges into the Ching Brook adjacent to the trunk sewer.

Sewer Maintenance.

Sewer maintenance and cleansing is carried out by direct labour from time to time as occasion demands and the infrequent repairs required on a similar basis. The dredging of sewers by power operated winches is carried out in those areas where minimum flows cause silting.

Arrangements with other Authorities.

Under an Agreement of 1934 the Eastern Trunk sewer drains an area of 281 acres in the Borough of Wanstead and Woodford, and an area of 165 acres in the Urban District of Chigwell. The rateable value of the areas is £50,932.

The drainage of these areas into Chingford sewers enabled Wanstead and Woodford to abandon its Western Sewage Disposal Works.

The pumping station on the Western system also raises sewage which drains into the head of the subsidiary system from an area of 5·54 acres of Waltham Holy Cross Urban District Council.

Nos. 41, 43, 45 and 47 Waterhall Avenue, Walthamstow, drain into the Chingford sewers. The total rateable value of these premises is £149.

Rodent Control.

The Council carry out maintenance treatment of sewers twice yearly in accordance with the requirements of the Ministry of Agriculture, Fisheries & Food. These treatments have been successful in reducing the rat population in sewers to negligible proportions.

Relief Sewers.

Short relief sewers are constructed where improved standards of housing have rendered the existing sewers under capacity for present-day needs, but the lengths involved have not been extensive.

Sewage Disposal.

By virtue of the Middlesex County Council Act 1944, Chingford became part of the area comprising the East Middlesex Sewerage District. In this respect it is pointed out that Chingford and Waltham Holy Cross are the only authorities in Essex included in the Middlesex Scheme as constituent authorities.

Sewage Disposal Works.

The Sewage Disposal Works are situated in the south-west corner of the Borough and comprise two units as follows:

High Level Works treating the sewage from the high level and eastern drainage areas.

Low Level Works treating the sewage from the western drainage area.

Each unit comprises detritus tanks, septic tanks, percolating filters, humus tanks, sludge digestion and sludge drying beds.

The works are due to be abandoned after 1961 when crude sewage will drain from a point in the present works by gravitation to the Deephams Works of the East Middlesex Main Drainage Committee.

As a temporary expedient a limited quantity of sewage is now being pumped to Deephams by temporary plant installed for the purpose.

Agreement has been reached with the Lea Conservancy Catchment Board that when the gravity sewer to Deephams is constructed, the excess flow over 240 gallons per head per day will be permitted to overflow to the Ching Brook, provided that the first 300,000 gallons are retained in balancing tanks.

No administrative defects have been encountered.

Street Cleansing.

The Council provides a comprehensive system of street cleansing.

District roads, of which there are 40·86 miles, are scheduled for cleansing once per week. Classified roads (12·85 miles) are also cleansed on behalf of the County Council, the rota providing for weekly cleansing, with the exception of shopping areas, which receive attention four times weekly.

One trunk road (A.406—0·62 miles) passes through the area, but the Local Authority is not responsible for the cleansing of this road.

The net cost per street mile cleansed (1955/56) was £114 as compared with the average figure of £169 for the Non-County Boroughs of England and Wales.

Only one defect has been observed in relation to Street Cleansing, and that is with regard to Trunk Road A.406. During the past few years, the condition of this road has been far from satisfactory, due to the inability of the Essex County Council, acting on behalf of the Ministry of Transport to adequately deal with the cleansing of such a long and much-used road passing through more than one County District.

It is suggested that the cleansing of that section of this road passing through the Borough should be delegated to the Local Authority.

A defect in delegation of this service is the difficulty of obtaining approval to supplementary expenditure during the course of a year due to rising costs.

Litter.

Litter receptacles are provided in all main shopping areas and the Local Authority has pursued a progressive campaign by the use of posters and other means to reduce the amount of litter produced.

Byelaws for Good Rule and Government, adopted in 1950, provide penalties for the deposit of litter to the detriment of public amenities.

Gulley Cleansing.

The cleansing of road gullies is carried out by Contract, those in District and Class III Roads being cleansed twice per year, and those in Classes I and II Roads, four times per year.

The number of gullies in District Roads is 2,577 and in County Roads 725. The Council undertakes the cleansing of gullies in County Roads on behalf of the Essex County Council.

The net cost per 1,000 street gully cleansings is £66 as compared with the average figure of £78 for the Non-County Boroughs in England and Wales (1955/56).

Burial Grounds.

There is one Cemetery and one Burial Ground in active use within the Borough.

The Cemetery is the Chingford Mount Cemetery in the ownership of the Abney Park Cemetery Co. Ltd. and covers an area of 50 acres. It was opened in 1838 and its services include a Chapel. There is no restriction on internments and the Cemetery is amongst the largest in North-East London. The burials in 1957 numbered 1,000.

The Burial Ground is in the Churchyard of St. Peter & Paul and is available for the internment of parishioners and occupies an area of 1·2 acres.

In addition there is a small and very old burial ground adjacent to the Church of All Saints at Old Church Road which is now used on very rare occasions and then only for internments in ancient family graves.

There is no Crematorium within the Borough area, but this service is available at the Tottenham & Wood Green Joint Board Crematorium at Enfield, approximately 4 miles outside the Borough. Other crematoria are at Golders Green, London, N.W., and at Manor Park, Ilford.

The Borough Council has no control other than statutory for public health, over the cemetery and two burial grounds and it is to be noted that the burial ground at the Churchyard of St. Peter & Paul is a relatively small one and consequently the Chingford Mount Cemetery provides the main burial facilities for the Borough area. This cemetery is largely used to take burials from all districts in North-East London, and as the land available for burial purposes in London itself becomes filled, the number of burials at the Chingford Mount Cemetery will tend to increase. Although its size at present is sufficient to meet Chingford's needs, its use is not limited to the district, and it is difficult to assess how long it will be available before all the grave spaces have been taken. At some time in the future it will presumably be necessary for additional burial grounds to be provided to meet the needs of the North-East London districts.

In the years 1948 and 1949, the Ministry of Health became concerned about the lack of land planned for burial purposes in the Greater London area, and requested all Local Authorities in London, to consider this problem with a view to planning provision then being made to meet the future need. The Ministry of Health made groupings of authorities showing estimated future needs and requested authorities in the various groups to co-operate and hold meetings with a view to joint action being taken to solve the problem. In the South-West Essex area, the District Councils of Chingford, Chigwell, Leyton, Walthamstow and Wanstead and Woodford were placed in a single group, and the Chingford Borough Council was asked to act as convenor of meetings of representatives of these Councils. The Wanstead and Woodford Borough Council intimated that it had sufficient land for its own needs and accordingly withdrew from the group, but the other Councils actively continued the discussions. As a direct result provision has been made in the Essex County Development Plan for a burial ground for the grouped authorities at Grange Hill, Chigwell, comprising an area of approximately 52 acres. The negotiations at these discussions have included proposals for the formation of a Joint Burial Board and a draft constitution has been prepared. This project of a burial ground at Grange Hill, Chigwell, has however, been delayed by the financial restrictions placed by the Government on burial grounds. It is now almost certain to be subject to review after joint consultations with the Ministry of Housing & Local Government, which resulted in a revised grouping of authorities and which affected certain of the authorities hitherto included in the group, and in the light of further joint reports now being completed by the technical officers of the District Councils concerned and the Area Planning Officer for South-West Essex. At the Group Meetings referred to above, emphasis has been laid on the importance of providing a Crematorium in the Burial Ground site at an early date after the commencement of the scheme.

In all the negotiations conducted since 1949, the Town Clerk and his staff has acted as the Secretariat of the Group Meetings.

Parks and Open Spaces.

In the ten years before 1939 the Chingford Council actively pursued a policy of acquiring land for parks, open spaces and playing fields and these acquisitions formed the basis upon which the Council's present parks, open spaces and playing fields were established.

The total area of land at present owned by, or leased by, the Council for parks, open spaces or playing field purposes totals 205·04 acres.

Of the above area, 23·65 acres are at present being used as a temporary measure, for allotment and other emergency purposes.

Whilst it is appreciated that the area of open space per 1,000 of population in the Borough does not conform to the standards of the National Playing Fields Association it is considered that the very considerable area of Epping Forest within the Borough is an amenity which might be said to amply compensate for any alleged deficiency of developed park area. The advent of war stopped schemes for development of open spaces and the financial restrictions in the post-war periods have tended to limit the extent to which the Council would have proceeded with prepared development schemes. A good deal of progress has been made, however, and the Council has encouraged and materially assisted in establishing first class amateur cricket and rugby football in the Borough. The facilities provided to meet the demand of other tennis, cricket, football, hockey and bowls clubs have proved adequate without being ostentatious and the hire charges are moderate. Children's play facilities, playground equipment, model boating pools and a model railway are also available in the parks.

The facilities provided in the Borough's thirteen open spaces are summarised in the following table:

Hockey	4 pitches
Grass ¼ mile Running Track	2
Association Football	10 pitches
Rugby Football	2 pitches
Cricket	8 tables
Tennis Hard Courts	20
Netball	2 courts
Bowls Rinks	12
Min. Golf	1 course
Rounders	1 pitch
Model Railway	1
Model Boating Pond	2
Cricket Practice Nets	1
Children's Playgrounds with various equipment	5
Open Air Draughts Board	1

The Council spent £94,002 on acquisition and development before 1939, and £36,030 since 1945.

Development projects under consideration include the following:

1. Completion of Chingford Hall Park Pavilion.
2. New Pavilion at Larkswood Playing Fields.
3. Completion of Mansfield Park by providing additional pitches, tennis courts, parks buildings and paths.
4. Completion of Lea Valley Playing Fields by providing a Pavilion and additional pitches.

Consideration has also been given to the provision of a running track when circumstances permit.

A Nursery comprising several greenhouses is maintained at Pimp Hall within the Borough, and floral decorations for local and private authority functions and for most of the requirements of the Parks are supplied from this nursery.

To facilitate administration the Council has made and adopted byelaws in respect of the larger park areas.

No administration defects have been encountered.

Allotments.

Insofar as allotment plots might be considered a contribution to environmental health this authority has provided approximately 58 acres—22 acres of statutory allotment land and 36 acres of 'temporary' land—on seventeen separate sites. The interests of plot-holders on each site are safeguarded through the medium of a voluntary committee consisting of representatives of each site. This Committee is in turn represented on the statutory Allotments Committee of the Council which meets bi-monthly. The Council has always allocated the maximum possible area for temporary and permanent allotments and considerable encouragement is given to plot-holders by the promotion of an annual competition.

The maximum security of tenure on temporary allotment sites is given whenever possible. Whilst it is inevitable that one site would be more popular than others, it would appear that overall the number of allotments provided in the Borough is adequate to meet the demand at the present time. Permanent and temporary allotments in the Borough cover an area of 57·60 acres.

No administrative defects have been encountered.

Powers and Duties under the Physical Training and Recreation Act, 1937.

The Council has used powers provided under the Physical Training and Recreation Act 1937 for the acquisition of land for playing field purposes and the making of grants to a community association in the Borough.

Prevention of River Pollution.

The River Ching passes through the district, and is a tributary of the River Lea. It marks part of the eastern boundary of the Borough, proceeds through the Borough of Walthamstow and then, for a short distance, returns to pass through land at the southern extremity of the Borough of Chingford. The river is free from trade wastes but occasionally action is taken in respect of pollution arising from incorrectly connected house drains.

The controlled effluent from the Chingford Sewage Disposal Works discharges into the Ching, the condition of this being such as satisfies the Lea Conservancy Board.

Port Health Functions.

This is not applicable.

Housing

(a) (i) Provision of Houses.

The Borough Council has widely used its housing powers and has been actively engaged in the provision of houses since 1920; the table set out at the end of this report summarises all houses which have been erected by the Council up to March 31st, 1958.

About 1951 the Council were advised that very few suitable sites for Housing Estates remained within the Borough and in consultation with the appropriate authorities the Council decided to build 266 houses at the Tower and Beaconfield Estates within the Urban District of Epping.

The Housing Programme has been carried out in close collaboration with the Ministry of Housing and Local Government, and of its predecessors. The Ministry's Officers have been most helpful and no administrative defects have been encountered.

(ii) Programme of Building.

In 1921 the Urban District Council erected some 140 houses in the district under the 1919 Act, and in 1930 and 1932 erected some 60 houses under a Tenant Purchase Scheme. In 1935 the Council erected 62 houses under the Housing Act, 1935 to accommodate families that were living in over-crowded conditions in other parts of the district.

During the war period and immediately after the war the Council requisitioned some 350 properties in the Borough for the purpose of housing families rendered homeless by enemy action, and for families who were in need of housing accommodation immediately following the cessation of hostilities.

Over the past few years the Council have carried out the wishes of the Central Government in derequisitioning the properties which had been requisitioned during the war and immediately following the cessation of hostilities, and in December, 1957, the last of the houses under requisition were released to the owners concerned.

Immediately after the war the Council pursued an active policy of erecting housing accommodation and in 1945 and 1946, 120 temporary bungalows were erected in the Borough.

From 1946 up to date the Council has erected 1,290 permanent houses and flats, 266 of which have been erected in the Epping Urban District area to house families from the Borough. A further 132 are in the course of erection within the Borough.

At the present time two out of three temporary bungalow sites are being redeveloped as permanent houses which will be for sale or letting. The Council has also provided, during the post-war period 23 shops and 67 garages and has 77 garages under construction or proposed.

(iii) Management and Control.

In 1947, in consequence of the extensive housing programme the Council set up a separate Housing Department to deal with applications for housing accommodation, the allocation of housing accommodation and the repair and maintenance of all Council-owned dwellings, including the management and control of housing sites in the Borough and subsequently the two estates which have been erected in the Epping Urban District Council's area.

Repairs and exterior and interior decorations of all Council-owned buildings are carried out by the department's own direct labour force.

The Council have maintained a housing waiting list from which housing accommodation becoming available in the Borough and in the Epping Urban area has been allocated in accordance with the Council's housing points scheme.

The Council have co-operated with other Local Authorities with regard to the exchange of housing accommodation between tenants and also between the Council and private Landlords.

Some two years ago the Council decided to offer their existing houses for sale to the sitting tenants, and up to date approximately 100 tenants have availed themselves of the opportunity to purchase the houses which they occupy.

L.C.C. Housing Estate.

In 1935 the London County Council acquired by compulsory powers approximately 200 acres of land for housing at Friday Hill, development of which was commenced before 1939. The estate was completed during the post-war period, and now comprises 1,583 dwellings. All the families accommodated at Friday Hill estate have come from the inner London area. The London County Council will not accept responsibility for the rehousing of sons and daughters of their tenants and as a consequence, the Borough Council are required to provide accommodation in these cases.

New Housing Units Completed to 31st March, 1958.

			Capital Costs
(a) Pre-1939		262*	£224,660
(b) Post 1945			
(1) Temporary Bungalows		120**	£7,010
(2) Permanent Houses and Flats			
(i) in Borough of Chingford	1,024		£1,950,127
(ii) in Epping U.D.C.	266	1,290	£411,541
Total to 31st March, 1958		1,672	£2,593,338

* Includes 2 houses demolished due to subsidence and 11 houses demolished by enemy action.

** Includes 80 temporary bungalows which have been demolished.

Slum Clearance.

There are no slums in the Borough. The 1955/56 Slum Clearance programme dealt with only 15 individually unfit houses, the majority of which have been demolished and the occupants rehoused by the Borough Council.

Small Dwellings Acquisition Acts, 1899/1923.
Housing Act, 1949, section 4.

The Council adopted the scheme for making loans to house purchasers in 1931.

Up to 1939 580 loans amounting to £330,766 were made and since 1945 570 have been granted amounting to £1,012,940. About 520 loans have still to be repaid, the amount outstanding being approximately £775,000.

The large majority of loans were made under the Small Dwellings Acquisition Acts 1899/1923 but about 23 loans were made under section 4 of the Housing Act 1949, in those cases when further advances were made for improvements, alterations or repairs which could not be made under the S.D.A.A.

The Council exercised its powers under both Acts, as appropriate, but consider that in future legislation it would be better if the house purchase scheme operated by local authorities was brought within one consolidating Act in the interests of efficient administration and to avoid unnecessary overlapping.

Housing Acts, 1949/1957.
Improvement Grants.

The Council has made grants for the improvement of sub-standard properties or conversion. All applications are treated on merit.

Sale of Council Houses. Housing Act, 1936 (sec. 79 (1) (d), and Housing Act, 1957 (sec. 104).

It has always been the practice of the Council to encourage house ownership.

Up to 1939 the Council had erected 262 houses, of which 62 had been sold either to sitting tenants or applicants for housing accommodation.

When the authority to sell houses was revived in 1952, the Council immediately offered for sale to sitting tenants and applicants 36 houses on two small estates in the Borough, and 30 houses forming part of a larger estate together with 28 houses within the Epping Urban District all of which were then in course of construction. In 1956 all tenants were given the opportunity of acquiring the house in which they were living.

Up to date 185 houses have been sold excluding those sold before 1939; 142 being within the Borough and 43 within the Epping Urban District. A further 28 houses on another estate under construction are shortly to be sold to people in housing need as well as tenants.

It is believed that the Council was one of the first, and is one of the few, to operate an attractive tenant-purchase scheme which has the consent of the Minister.

Assistance to Other Bodies.

In July 1928 the Council obtained loan sanction for £600, being the amount of a grant made under the Housing Act, 1923, to The British Legion for the erection of 12 houses in the Borough.

Regulation of Buildings and Byelaws.

The following table shows details of the work which has been carried out during the last 4 years:

	1954	1955	1956	1957
Building plans submitted to Council for Byelaw approval	452	532	409	423
Renewal of Licences on Temporary Buildings	118	47	125	255

The Building Byelaws are satisfactory, but it is found that due to their complexity and the large number of references to British Standards and Codes of Practice, many Builders frequently ask for explanations and interpretations.

Personal Health and Welfare

Powers and Duties under the National Health Service Acts.

In the case of Chingford, the Essex County Council is the Local Health Authority. The County administers the Act through Health Area Sub-Committees.

Local Clinics and Treatment Centres are five in number, two of which are buildings specially constructed for the purpose; church halls are utilised for holding clinics in the other three cases.

Clinic and treatment sessions are held weekly, in some cases twice weekly, a Health Visitor being always in attendance. A Medical Officer attends weekly in most cases, otherwise fortnightly.

As an indication of the extent to which these Clinic Centres are attended, the number of persons attending (in 1956) for advice and/or treatment was 13,121.

Complementary to attendance at fixed clinics and other centres the Health Visitors undertake a vast amount of home visiting, the number of visits in 1956 being 7,556.

Similarly, Home Nurses made 17,369 visits in the same year, and Midwives attended 124 cases.

It is conceded that there is good liaison between the Local Health Authority and Chingford Council in regard to the personal health services under the control of the former, which have been outlined. This liaison is further strengthened by the arrangement, which is common to all County District Councils, by which the Medical Officer of Health of a County District also acts as an Assistant County Medical Officer, in his own area, for a certain proportion of his time.

Under present arrangements, however, any points of administration and the day-to-day problems that arise have to be referred to the Local Health Authority which, in the case of Chingford, is the Forest Health Area Sub-Committee which operates from without the Chingford Council boundary, viz. in the area of the Wanstead and Woodford Council. It would clearly be an advantage for the Chingford Council to administer these services locally through their Medical Officer of Health, so that they would have an essentially local character, which is the basis of true local government.

The Ambulance Service (Section 27) is administered on a County or Regional basis through the Essex County Council at Chelmsford.

Domestic Help (Section 29): There are at the present time 55 Home Helps employed by the Local Health Authority, who actually live within the Chingford boundary. This number is inadequate to meet all local demands which are made on the service. In addition to working in Chingford, these Home Helps can be required to work in adjoining Local Authority Districts, if within easy reach of their homes, such as Wanstead and Woodford and Waltham Abbey. This would not be the case were they to be recruited locally and under Chingford Council supervision.

Mental Health Services.

The Mental Health Services, administered by the County Council, are carried out direct from Chelmsford and have not been delegated to Health Area Sub-Committees.

The problem of mental health and welfare is a very vast one and the demand for welfare services is likely to grow rather than to diminish.

The accommodation for institutional care and in Occupation Centres is inadequate for present needs, more especially the former for which there is a long waiting time before admission.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944.

National Assistance Act, 1948.

The present Part III accommodation provided by the Essex County Council is very inadequate to meet demands and there are now long waiting lists of persons for admission, the average waiting time being nine months.

It is felt that the local Council has a much fuller picture of the need for accommodation for the aged and infirm than has a remote body like the County Council, and should be empowered to provide such accommodation within or without its own district.

The Chingford Council has had to act under Section 50 on few occasions; the administration of this Section and Section 47 causes no difficulties.

The Disabled Persons (Employment) Act, 1944.

The Act is of only indirect concern to the Chingford Council, in that it must employ a minimum of 3 per cent. of registered disabled persons on its staff. There have been no administrative difficulties. Liaison is maintained with the local office of the Ministry of Labour and National Service when the occasion demands.

Care of Children.

So far as this authority is concerned, liaison with the County Council as Local Health and Education Authority is made easier by reason of the Medical Officer of

Health also acting as Assistant County Medical Officer to the latter, by which daily contact is made with the County staff of Health Visitors and others detailed to carry out health duties under the Acts enumerated above.

There would appear to be no reason, however, why the duties at present being undertaken by County Health staffs in so far as the National Health Service Act, 1946, The P.H. Act, 1936, The Children and Young Persons Act, 1933, and the Nursery and Child Minders Regulation Act, 1948, should not be undertaken by similar staffs acting under the Chingford Council through the Medical Officer of Health. This would provide a service essentially local in character.

Registration of Nurseries and Child Minders.

Since the inception of the Act, there has been no registration of either premises or persons in Chingford. Moreover, so long as the Day Nursery in Chingford continues to function, it is not anticipated that there will be any premises or persons registered under the Act. Were the Day Nursery to close, and this is not foreseen at the present time, it is probable that the number of premises and persons applying for registration would be very few, probably not more than two or three, if any at all. The administration of the Act would, therefore, present no difficulty and could quite easily be undertaken by the Chingford Council instead of the Local Health Authority.

Notification of Infectious Diseases.

The Public Health Act, 1936 (Part V) requires the notification to the Medical Officer of Health of County Districts, of certain specified infectious diseases. Similarly the Food and Drugs Act, 1955 (Section 26) requires notification to be made in cases of food poisoning or suspected food poisoning.

These notifications are, in the great majority of cases, made by the medical practitioner attending the case; in some instances, particularly where the persons concerned are school children, the information first comes to the notice of the Local Authority through the Head Teacher of the school.

On receipt of a notification of infectious disease or food poisoning, the County District Medical Officer of Health is required, under a provision of the National Health Service Act, 1946, to forward a copy of such notification to the Local Health Authority of the area of which his district forms a part.

The arrangements for notification of infectious disease by general practitioners and Head Teachers of schools are satisfactory and work very smoothly: there is very good liaison maintained between the County District Medical Officer and the Doctors in his district, likewise with the Head Teachers.

It is felt that the obligation to forward copies of all notifications of infectious diseases and food poisoning to the Local Health Authority is unnecessary and is an encroachment by the latter on County District affairs, more particularly as the County District Medical Officer of Health is solely responsible for the control of infectious disease and food poisoning in his own district.

In any case, Medical Officers of Health maintain excellent relations with their colleagues in adjoining districts and exchange information in regard to infectious illness where such is thought to be desirable. It is considered that this mutual arrangement should suffice, without the statutory obligation to notify the Local Health Authority.

Health Education.

This is a function of both Local Health Authorities and County District Councils.

Health Education is provided by means of:

a. Leaflets.
b. Posters.
c. Film shows.
d. Talks to selected groups, such as school children, women's organisations, etc.

No difficulties have arisen as between the Local Health Authority and Chingford Council in this matter: there is good liaison between them to avoid overlapping of material and duplication of function.

Town and Country Planning

As early as March, 1933, the Minister approved a Town Planning Scheme for Chingford, and this, together with a varying scheme was in force until the 16th November, 1945, when the Minister, in pursuance of his powers under the 1944 Town and Country Planning Act, suspended the whole of the provisions of the Chingford Town Planning Scheme. From that date until the coming into operation of the Town and Country Planning Act, 1947, Chingford was subject to interim development control. Before the coming into operation of this Act, negotiations took place between the Essex County Council and the District Councils, culminating in an agreement whereby the Council delegated certain of their planning functions to District Councils. Chingford has been operating this agreement successfully since 1950 and very amicable relations have always existed between the Borough Council, the Area Planning Office and the several officers concerned.

Recently, however, representations have been made to the Essex County Council to the effect that now that the County Development Plan has been approved by the Minister, the Delegation Agreement should be revised and extend to the Borough a very much wider degree of delegation.

The Town Map and Programme Map as submitted to the Minister of Housing and Local Government for approval were prepared in accordance with the Borough Council's suggestions. All amendments to these maps, other than those made by the Minister, have been approved by the Council from time to time.

Planning Appeals have been conducted by the Borough Council and on occasions evidence has been provided by the County Council.

As there was an operative planning scheme in the Borough before 1945, no great benefit has been derived by the Borough under the Town and Country Planning Act, 1947, for the general pattern of the recently approved Town Map is the same as that of the operative scheme.

The County Council has delegated its functions under the Control of Advertisement Regulations to the Borough Council, and no difficulty has been experienced. The Borough Council has successfully defended all appeals against its decisions under these Regulations.

It is possible to make out a case for altering the Delegation Agreement so that the Borough Council would be able to have greater planning responsibilities within the framework of the approved scheme.

It is considered that planning is a subject which lends itself to delegation. It is fairly obvious that it is much better for planning to be done over a large area, rather than by individual authorities, each covering a small part of the whole, particularly as some of the small rural areas do not have the necessary qualified staff. If there were no co-ordinating authority there would be complete chaos, towns would spread and sprawl across the land, according to the intention of each individual authority, industry might become mixed with residential property on the fringes of the authority's area. No two authorities would have the same ideas on planning and what would be allowed in one area could quite easily be prohibited by the adjoining authority, which would cause confusion amongst the public. However, once the general plan has been set it is thought that complete delegation could then be given to all authorities. On the other hand, of course, having one central authority for a large number of smaller areas necessitates a duplication of work, which in turn causes the employment of more staff. Also, large areas do, to a great extent cut out the local interest, as officers and councillors of a large authority cannot possibly have the local knowledge of the smaller units.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949.

As the Borough is, for all practical purposes, fully developed, the Council agreed with the Essex County Council that it was inexpedient that the survey provisions in Part IV of the Act should apply (Epping Forest being excluded from specified provisions).

There are, however, two footpaths which are included in the Statement of the Rights of Survey.

There is no land which is under the control of the Borough Council which is designated as a National Park or Nature Reserve.

The Act has, therefore, not affected Chingford to any marked extent, but in a number of cases advantage has been taken of the provisions of Part IV, Section 43.

The acreage of Epping Forest within the area of the Borough is 445 acres.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges.

The mileage of the various classes of roads within the Borough is as follows:

	Miles
Trunk Roads	0·62
Class I Roads	8·20

Class II Roads	2·35
Class III Roads	2·30
District Roads	40·86
Total ..	54·33

On April 1st, 1932, the Chingford Urban District Council became a claiming Authority in connection with the maintenance of County Roads; prior to that date Classified Roads were maintained under a Delegation Agreement with the Essex County Council.

An extensive programme of improvement and of the reconstruction of County Roads and Bridges commenced in 1926.

Trunk Roads.

0·62 miles of the Trunk Road A.406 (North Circular Road) are situated within the Borough and this road is directly maintained by the Essex County Council, with the exception of snow clearing and gritting which is carried out by the Borough Council.

This arrangement in respect of snow clearing and gritting was made in order to promote efficiency, and the Borough Council are directly reimbursed by the Ministry of Transport for this service.

Defect.

With three different authorities exercising varying powers of control, i.e. the Ministry of Transport, the Essex County Council and the Borough Council, there is inevitably a delay in obtaining approvals of schemes, and on occasions difficulties arise due to differences between the three Authorities.

No other administrative defects have been encountered.

Street Lighting.

The street lighting of the Borough is as follows:

Trunk Roads, Class I and Class II Roads.

Class A standard lighting, consisting of 140 watt sodium lamps in enclosed lanterns mounted on 25 ft. steel columns with 6 ft. outreach brackets, has been provided. Steel columns are used as they harmonise with the characteristics of the Borough.

The installation of Class A lighting on these roads has been completed and 10·55 miles of this lighting are in service.

Class III Roads and Principal District Roads.

Class B standard lighting consisting of 60 and 45 watt sodium lamps in refractor lanterns on 15 ft. concrete columns has been installed on about 3½ miles of these roads, and the programme is almost completed.

District Roads.

District Roads are lighted by two-light 'Bijou' gas lamps, on cast iron columns which are being replaced on a programme basis by 100 watt metal filament lamps in refractor lanterns on 15 ft. concrete columns, in accordance with Class B standard.

If the programme as at present envisaged by the Council is maintained it will be practically completed by the end of the financial year 1961.

Lighting Hours.

All sodium lighting is in all-night lighting together with some of the metal filament installations whilst District Roads are generally lighted from half-hour after sunset to 1 a.m.

With commendable foresight as to the future needs of the District, the former North Metropolitan Power Company, with the close co-operation of the Borough Council, laid five-core cables throughout almost the whole of the District; these enable the street lighting to be controlled in sub-station areas, thus avoiding the expense and technical disadvantages of time-switches on individual lamps.

Maintenance.

The maintenance of lamps, including painting of columns, cleaning lanterns and the replacement of lamps is undertaken by the Eastern Electricity Board under an Agreement with the Borough Council.

No administrative defects have been encountered.

Naming of Streets and Numbering of Houses.

When new streets are proposed, suggestions for street naming are usually made by the Developer, which are normally accepted by the appropriate Committee of the Council—particularly if these have local associations. In other cases the Committee recommends the Council to adopt a suitable street name.

The proposed houses in new streets are numbered prior to the erection of the houses and the street name plates and house numbers are provided by the Developing Owner.

Similar arrangements apply to Local Authority development.

Parking Places.

Chingford comes within the London Traffic Area, and the Borough Council have provided nine parking places on public highways within the Borough. These parking places are controlled by the London Traffic (Parking Places) Consolidation Regulations, 1957. Although not coming strictly under this heading, it is thought that reference to "No Waiting" Regulations is applicable. Chingford is in the Outer London Area and is affected by the new Regulations which are about to be made. Station Road, Chingford, is one of 15 streets which are being used as an experiment for a new type of restriction which will allow for "No Waiting" to apply only during the morning and evening peak periods.

The Borough Council have collaborated with the Ministry of Transport and the Metropolitan Police on these parking places and they are constantly under review.

The Borough Council at the present time are negotiating for the provision of additional car parks on private land.

No administrative defects have been encountered.

Road Safety.

Since 1946, when the first local safety organisation was formed, Chingford has carried out a persistent and continuous road safety propaganda campaign, with particular emphasis on child accident prevention.

The Council has appointed a Road Safety Committee comprising five members of the Council and representatives of local organisations in the Borough, together with the Police and R.O.S.P.A. The Press is admitted to meetings of the Committee. This Committee is a sub-committee of the Council's Highways and Planning Committee.

There is a full-time Road Safety Organiser.

The arrowhead of the Council's campaign is the film show, and this has been the means of obtaining immense good-will from the many Clubs and Associations in the Borough. In conjunction with film shows, the Organiser usually gives a brief talk on a carefully chosen aspect of road safety propaganda, and by this personal contact, has done much to break down the antipathy which is so often experienced in campaigns of this nature.

An extensive programme of child cyclist instruction and testing is carried out, throughout the year, by the Organiser in conjunction with the Police, and the Council has purchased a model road and ancillary equipment.

Chingford has been one of the very few Boroughs in the country to have reduced its accident rate, in 1953 and again in 1954. This the Council feels sure, is in no small measure due to its policy of sustained effort throughout the whole year, rather than periodic short-lived concentrated drives.

The Minister has indicated his satisfaction with the arrangements for road safety propaganda within the Borough, and it is difficult to see how this campaign could better be administered. The only administrative defect which has been encountered has been the delay in obtaining Ministry approval to Estimates.

Bus Shelters.

Originally ten bus shelters in the Borough were provided as required, by the London Transport Executive; it is understood, however, that no further supplies are available from this source and the Borough Council have entered into an agreement with a Commercial firm who have, to date, provided three additional bus shelters.

Private Street Works.

The Private Street Works Act, 1892, was adopted in 1895, and since 1928 the Borough Council and its predecessors have made up 42 private streets under the Act, and Estate Developers have made up 110 streets to the Council's specification. All of these streets have been adopted by the Council as Highways repairable by the inhabitants at large.

Only seven minor streets are unmade and of these, three adjoin Forest land.

The objections received under the Private Street Works Act have not been unusually numerous and no administrative defects have been experienced in connection with either method of making up private streets.

It is interesting to note however, that the Council has had two appeals under section 268 of the Public Health Act, 1875, one of which was successful. This would appear to be a defect in the 1892 Act.

The provisions of the New Streets Act, 1951, have been enforced in connection with new development and in a number of cases an agreement has been entered into with the developers under the provisions of section 146 of the Public Health Act, 1875.

Administrative defects were found under the Act of 1951 but these have been rectified by the Amendment Act of 1957.

BOROUGH OF DAGENHAM

General description of Area including Statistics of Population, Rateable Value, Product of a Penny Rate and Rate Per Head of Population

General History.

The area which is now known as the Borough of Dagenham, prior to 1926, comprised the districts of Chadwell Heath, Becontree and Dagenham, which had been combined for ten centuries in the ancient Parish of Dagenham. The area was instituted as a Civil Parish in 1894 then in the Rural District of Romford, and on the 1st April, 1926, the Parish as the result of the growth of its population was constituted an Urban District.

On 10th September, 1938, the town was granted a Royal Charter incorporating Dagenham as a Municipal Borough.

Growth of Population.

The increase in the population in the area was remarkable, as evidenced by the following facts. From a population of 4,324 in 1891 and 9,127 in 1921 it soared to 89,362 in 1931. This figure grew to 114,588 in 1951 and the Registrar General's estimate for mid-June, 1957, was 114,400.

Area, Boundaries and Characteristics.

The Borough has an area of 6,728 acres, and from the north (Hainault Forest) to the south (the Thames) is 7 miles long. At its greatest it is 4 miles wide and in places a little over one-third of a mile. Whilst the shape of the Borough on the map is peculiar this feature must be considered in conjunction with the main road system radiating in all directions from the centre of the Borough and the fact that the land beyond this narrow "waistline" is a green belt area.

The Borough of Dagenham is bordered by the Urban District of Chigwell in the north, the Borough of Romford and the Urban District of Hornchurch to the east and the Boroughs of Barking and Ilford to the west.

The eastern boundary of the Borough is coterminus with the eastern boundary of the Metropolitan Police District.

The Borough has modern residential and industrial areas, and a large acreage of green belt.

The major industrial development of the Borough has been confined to four areas. By far the greatest is in the south of the Borough with a frontage to the River Thames where the Ford Motor Company Ltd. have their large motor works and where also is situated the trading estate of Samuel Williams & Company Ltd., who maintain the Dagenham Docks. Other smaller industrial estates (mainly of light industries) are at Freshwater Road and Selinas Lane, Oxlow Lane and Wantz, and the Hainault Industrial Estate. The whole comprises a total of approximately 85 industries employing over 50,000 people. These industries range from the heavy, including motor, chemical, electrical and cable works, to many light and domestic industries, in addition to a large petroleum and coal distribution centre situated in the dock area of the Borough.

General.

Whilst having only 20 years tradition as a Borough the town throughout its existence has continued to develop civic pride and a strong local community of interest. For enjoyment the residents have formed themselves into 236 associations, social and sports clubs (in addition to the church and factory social and recreative organisation). Members of these organisations (which embrace the whole of the Borough) take an active interest in the civic, political, cultural and social life of the town. The Council, also conscious of the necessity for local recreation, arrange an annual Town Show and Carnival, concerts and entertainments in parks and sponsor an annual Horse Show. The size of the Town Show can be judged by the fact that over 80 organisations take part in its activities and an average of over 20,000 people visit the showground each year in addition to probably an equal number lining the carnival procession route.

The Borough Council, conscious of the need to provide efficient and economic services, endeavour to do so for all the functions directly conferred on them or claimed. In the opinion of the Council their services are only deficient where limits have been placed on the capital expenditure as a result of the Government's financial restrictions.

Within the financial limits and policy laid down by the Essex County Council the Borough Council carry out delegated functions with the same efficiency as the services directly conferred. Details regarding these particular services are referred to later.

Dagenham have no direct Local Government connection with the London County Council, although that Authority are owners of the Becontree Estate (comprising 26,500 houses) half of which are in Dagenham. The County Council administer their own properties and select their own tenants, subject to an arrangement to accommodate on this and other housing estates some 68 sons and daughters of tenants on payment by the Borough Council of £8 per dwelling per annum for 10 years.

Statistics.

	1921	1951	1957
Population	9,127	114,588	114,400 (Registrar General's estimate Mid-1957)
Rateable Value	£48,555	£655,938	£1,341,085 (Latest revised estimate)
Product of Penny Rate ..	£202	£2,662	£5,410
Rate per Head of Population ..	£5 6 5	£5 14 9	£11 14 5

Education

Number of children on school roll as at 28/2/58		21,129
Grammar Schools	1	
Modern Schools	16	
Primary Schools	45	
Technical Schools	1	
Special Schools	2	
Total number of places provided		23,310

Further Education facilities under the supervision of the Dagenham Committee for Education:

Youth Centres	8
Senior Evening Institutes	1
Day Release Centre	1

and a wide and varied number of classes and courses run in conjunction with voluntary Youth Clubs and independent Adult Organisations.

Youth Centres

Total enrolments	1,929
Total number of classes provided	57

Evening Institutes

Total enrolments	430
Total number of classes provided	33
Day Release Centre	
Total enrolments	220
Voluntary Youth Clubs	
Total number of classes provided	4
External Adult Classes	
Total number of classes provided	12
Pupils sent to other Grammar and Technical Schools in the County of Essex	107
Students attending Essex Technical Colleges full time	South-East Essex 37, and 38 Sandwich full time plus a number at the South-West Essex.
In addition a large number of students attend part-time Evening Courses at these two Institutions.	
Pupils sent to Grammar and Technical Schools outside the County of Essex	43
A number of students are also sent to Technical Colleges outside the County.	
About 50 handicapped pupils attend special classes outside the Borough, either in Essex or in West Ham.	

The above figures give the outgoing pupils, but there are approximately 110 incoming pupils to the Grammar and Technical Schools in the Borough. Also 70 pupils enter the Borough for education at the Bentry Special School (Educationally Sub-Normal and Physically Handicapped). There is also a relatively small number of pupils crossing the Borough Boundary in either direction to attend Primary Schools situated fairly close to the Borough Boundaries.

School Health Service.

The Medical Officer of Health acts as Divisional School Medical Officer and his qualified assistants act as Assistant School Medical Officers. Ten full-time School Nurses are employed. There are a number of part-time dentists equivalent to a full-time staff of two. Regular medical inspections of school children are carried out and a close liaison maintained between Head Teachers and the School Medical Officer.

The clinics provided are included in the Schedule relating to the services provided under Part III of the National Health Service Act.

Environmental Health

(a) Baths, Wash Houses and Bathing Places.

There are no public wash houses in Dagenham but the modern development of the Borough means that the vast majority of properties have baths installed.

The Council have provided two open air bathing places, one of which (Valence Baths) is 150 feet long and 50 feet wide; the other (Leys Pool) comprises a main swimming pool 165 feet long and 75 feet wide with a separate children's pool 50 feet by 25 feet. Diving stages up to 10 metres have been recently erected at the main pool and the filtration and purification plant is one of the most up-to-date and is designed to purify completely the water once every 4 hours. Sun-bathing and lido facilities are available at this latter pool and at each pool refreshment facilities are provided.

The construction of a covered swimming pool is under consideration.

(b) Control of Water Courses, Ditches and Ponds.

At the moment control is in the hands of the Borough Council, the Essex River Board, the Port of London Authority, the Essex County Council, and where the watercourse forms the boundary between authorities, adjoining Local Authorities. This multiplicity of authorities gives rise to concern, particularly on account of the fact that the more remote authorities are those with the strongest powers but appear to have the least interest in the local drainage problems. The Borough Council have no representation on these other bodies controlling the watercourses inside the Borough, and the Council are of the opinion that the ordinary watercourses should be their responsibility. It is conceded that the defined "main rivers" may well have to be left with the River Board (these incidentally are the only parts in which some other authority actually execute work). The Council have been compelled by public pressure to carry out clearance works on watercourses and ditches which are not main rivers although their powers to do so are ill defined.

(c) Disinfestation of Premises and Articles.

The Council provide this service (free of charge) although there is in fact very little occasion to do so. They have the use of hospital facilities for the larger articles.

(d) Drainage of Trade Premises.

The Borough Council undertake this function within the limited statutory powers available in consultation with the Port of London Authority as the sewage works has an outfall into the River Thames.

(e) Mortuaries and Post Mortem Rooms.

There is no mortuary or post mortem room in the Borough but the Council have satisfactory arrangements with two adjacent Local Authorities for the use of their facilities, for which a payment is made.

(f) Public Conveniences.

Seven Public Conveniences with free toilet and washing facilities have been provided at or near the main shopping thoroughfares in addition to those situated inside the parks.

Arrangements have been made with neighbouring authorities for the provision of conveniences on the Borough Boundaries.

(g) Refuse Collection and Disposal.

The Council undertake the collection and disposal of refuse including trade refuse, for the whole of the area. A modern salvage system with residual incineration is in operation. Residues are disposed of within the Borough. The heat from the refuse destructor is used for the purposes of a district heating scheme.

The whole of the salvage material from the separation of refuse is sold and the income for the year ended 31st March, 1957, was approximately £17,000.

The Borough Council have from time to time offered to take refuse into their plant from other districts.

(h) Regulation of Buildings and Sanitation of Buildings.

The Borough Council exercise all their powers under the Public Health and analogous Acts in the performance of these functions.

(i) Sewerage and Sewage Disposal.

The Borough Council are responsible for this service and have a modern sewage disposal works with an outfall into the River Thames in Hornchurch. The Council's works also cater for parts of the neighbouring authorities of Romford, Hornchurch, Chigwell and Barking and the Borough Council are willing to extend these facilities. A small number of properties within the Borough discharge drainage into the sewers of the neighbouring authorities of Romford, Ilford and Barking. These reciprocal arrangements work very satisfactorily.

(j) Street Cleansing.

The Borough Council carry out this function on all classified roads (24 miles) and district roads (77 miles) and in the case of one trunk road (New Road/Ripple Road) (1½ miles) also do the work for the Essex County Council who are agents of the Minister of Transport in this connection. The County Council however, undertake the cleansing of a comparatively short stretch of the other trunk road (Eastern Avenue) (one-third of a mile) which passes through the Borough, although the central verge on this road is maintained by the Borough Council. The Council have also satisfactory informal arrangements with neighbouring authorities for the cleansing of boundary roads.

(k) Burial Grounds, Cemeteries and Crematoria.

The Borough Council own one cemetery and burial ground (20·7 acres) and accept burials from other Authorities' areas. The Council are also discussing with other local authorities the provision of a cemetery as a joint project on a further 31 acres owned by the Council in the Borough. The Council desire to establish a crematorium in the Borough also on a joint basis with other Councils interested.

(l) Parks and Open Spaces.

The Borough Council provide and maintain 318 acres of parks and recreation grounds. Facilities are available in the parks for all team games and the special features include a fully equipped athletic cinder and marl track in the Old Dagenham Park Arena and three miniature golf courses.

There is a modern equipped children's playground in every park and recreation ground in the Borough.

The Council are also one of the few authorities in the country to organise a Playleader Scheme which at the moment is operating in two of the parks and will be extended to another park this summer. This scheme provides organised games, sports and competitions including Cricket, Boxing, Soccer, Rounders, Shinty, Athletics and Volley Ball. During the three months to September, 1957, 219 sessions of 2-hour duration were held and attended by 49,000 children. Now an average of 600 children attend each session.

In addition the Council maintain their own plant Nurseries for propagating plants used in laying out ornamental beds in the parks, open spaces and public gardens in various parts of the Borough.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937.

The Council have exercised powers and duties under this provision and established one Sports Ground (let to a Town Football Club) within the Borough. They have also planned Community Centres which will also be provided under this Act when economic circumstances permit.

(n) Port Health Functions.

The City of London Corporation (on which, of course, the Borough Council have no representation) is the Port Health Authority for Dagenham. It seems anomalous that the City of London, a Local Authority, should have control over waterside health arrangements so far away from their actual area although it is probably not a function which could be controlled by individual Local Authorities.

Housing

(a) Provision of Houses.

is covered by midwives from the County Council's Training Home and another part by a Salvation Army Midwife by arrangement with the Regional Hospital Board. The services of the Non-medical Supervisor of Midwives from an adjoining Area are utilised.

Section 24—Health Visitors.

There are ten full-time plus one part-time Health Visitors, one Tuberculosis Visitor (two vacancies), and one Superintendent Health Visitor/School Nurse/Tuberculosis Visitor.

Homes are visited and advice and assistance are given, arrangements made for convalescent facilities etc.

Section 26—Vaccination and Immunisation.

The Service provides through various Clinics and through general practitioners for vaccination and immunisation against Diphtheria, Whooping Cough, Poliomyelitis and Smallpox.

Section 29—Domestic Help Service.

This Service is operated by one full-time Organiser, two full-time Helps, 45 part-time Helps and 30 casual Helps. Arrangements are made for Helps to attend training courses organised by the County Council.

(b) Powers and Duties under (1) The National Assistance Act, 1948 and (2) The Disabled Persons (Employment) Act, 1944.

(1) *National Assistance Act, 1948.*

The County Council and the Borough Council both exercise functions in this connection. The County Council, as Welfare Authority, exercise powers to deal with handicapped cases mostly by arrangements with voluntary and private organisations. The Borough Council, with their limited power, make grants to their Old People's Welfare Committee (a Borough Council sponsored body) who arrange meals for old people both at their homes and in Clubs. In addition this body also arranges holidays for old people and gives assistance to the Old People's Clubs established within the Borough.

There are as yet no County Council Welfare Hostels in the Borough in contrast with the provision for old people which the Borough Council have made under the Housing Acts, namely bungalows and flats and also an Old Persons Hostel (with a Warden, towards the cost of whom the County Council contribute) accommodating old folk in nine flats not in need of care and attention. When, therefore, old people become too infirm to lead an independent existence they have to be transferred to hostels outside the Borough away from their relatives and friends.

The Borough Council are often initially faced with the impact of problems of homeless families for although the Essex County Council are the authority for persons homeless through no fault of their own, they have no premises or offices in the Borough for the purpose of fulfilling their obligation.

(2) *Disabled Persons (Employment) Act, 1944.*

Disabled persons are registered by the local officials of the Ministry of Labour but the Council is not represented on the body making provision for these people.

Town and Country Planning

This is a County Council function partly delegated to the Borough Council. The Borough Council have a measure of development control and the local officers are Borough Officers although a County Council Area Officer has jurisdiction over the Borough.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949.

The Borough Council administer functions in connection with the National Parks and Access to the Countryside Act, 1949, although this service is of little practical importance in this largely industrial Borough. The Council's activities include the stopping up and diversion of footpaths.

Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges.

The County Council is the bridge authority for classified roads in this area; there are no bridges on district roads.

The Borough Council have direct responsibilities for the construction, maintenance and repair of district roads.

They are also the claiming authority for works of construction, maintenance and repair on classified roads; here being subject to directions and controls (sometimes conflicting) of the Ministry of Transport and the Essex County Council.

The mileage of roads is as follows:

Trunk roads—one of 1½ miles and another of one-third of a mile.

Claimed County Roads maintained by the Borough Council:

Class I	6·66 miles
Class II	6·25 miles
Class III	10·20 miles
District Roads (unclassified)	77·07 miles

They are, in addition, the agent authority for the Minister of Transport in respect of certain works on two trunk roads.

(b) Street Lighting.

The Borough Council are the lighting authority and have completed a conis covered by midwives from the County Council's Training Home and another part by a Salvation Army Midwife by arrangement with the Regional Hospital Board. The services of the Non-medical Supervisor of Midwives from an adjoining Area are utilised.

Section 24—Health Visitors.

There are ten full-time plus one part-time Health Visitors, one Tuberculosis Visitor (two vacancies), and one Superintendent Health Visitor/School Nurse/Tuberculosis Visitor.

Homes are visited and advice and assistance are given, arrangements made for convalescent facilities etc.

Section 26—Vaccination and Immunisation.

The Service provides through various Clinics and through general practitioners for vaccination and immunisation against Diphtheria, Whooping Cough, Poliomyelitis and Smallpox.

Section 29—Domestic Help Service.

This Service is operated by one full-time Organiser, two full-time Helps, 45 part-time Helps and 30 casual Helps. Arrangements are made for Helps to attend training courses organised by the County Council.

(b) Powers and Duties under (1) The National Assistance Act, 1948 and (2) The Disabled Persons (Employment) Act, 1944.

(1) *National Assistance Act, 1948.*

The County Council and the Borough Council both exercise functions in this connection. The County Council, as Welfare Authority, exercise powers to deal with handicapped cases mostly by arrangements with voluntary and private organisations. The Borough Council, with their limited power, make grants to their Old People's Welfare Committee (a Borough Council sponsored body) who arrange meals for old people both at their homes and in Clubs. In addition this body also arranges holidays for old people and gives assistance to the Old People's Clubs established within the Borough.

There are as yet no County Council Welfare Hostels in the Borough in contrast with the provision for old people which the Borough Council have made under the Housing Acts, namely bungalows and flats and also an Old Persons Hostel (with a Warden, towards the cost of whom the County Council contribute) accommodating old folk in nine flats not in need of care and attention. When, therefore, old people become too infirm to lead an independent existence they have to be transferred to hostels outside the Borough away from their relatives and friends.

The Borough Council are often initially faced with the impact of problems of homeless families for although the Essex County Council are the authority for persons homeless through no fault of their own, they have no premises or offices in the Borough for the purpose of fulfilling their obligation.

(2) *Disabled Persons (Employment) Act, 1944.*

Disabled persons are registered by the local officials of the Ministry of Labour but the Council is not represented on the body making provision for these people.

Town and Country Planning

This is a County Council function partly delegated to the Borough Council. The Borough Council have a measure of development control and the local officers are Borough Officers although a County Council Area Officer has jurisdiction over the Borough.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949.

The Borough Council administer functions in connection with the National Parks and Access to the Countryside Act, 1949, although this service is of little practical importance in this largely industrial Borough. The Council's activities include the stopping up and diversion of footpaths.

Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges.

The County Council is the bridge authority for classified roads in this area; there are no bridges on district roads.

The Borough Council have direct responsibilities for the construction, maintenance and repair of district roads.

They are also the claiming authority for works of construction, maintenance and repair on classified roads; here being subject to directions and controls (sometimes conflicting) of the Ministry of Transport and the Essex County Council.

The mileage of roads is as follows:

Trunk roads—one of 1½ miles and another of one-third of a mile.

Claimed County Roads maintained by the Borough Council:

Class I	6·66 miles
Class II	6·25 miles
Class III	10·20 miles
District Roads (unclassified)	77·07 miles

They are, in addition, the agent authority for the Minister of Transport in respect of certain works on two trunk roads.

(b) Street Lighting.

The Borough Council are the lighting authority and have completed a conversion scheme for all roads in the Borough except private streets. In the last three years 4,000 electric lamp standards have been installed. The Council's officers in consultation with manufacturers have devised equipment subsequently adopted as a general standard.

Amicable arrangements have been made with neighbouring authorities for the lighting of boundary roads and a uniform system has been adopted by the adjoining authorities (after consultation with each other) for a trunk road passing through their areas.

(c) Naming of Streets and Numbering of Houses.

This is a Borough Council function which works satisfactorily.

(d) Parking Places.

Arrangements have been made by the Borough Council for the public to use cinema parking places at two of the busy shopping centres in the Borough. Dagenham falls within the London Traffic Area and the designation of parking places is subject to Ministerial control. The Council are considering the possibility of buying their sites as car parks.

(e) Road Safety.

The Borough Council have set up a Road Safety Council representative of 35 organisations. This body have, during each of the last eight years, produced a Road Safety Publicity Film which has then been viewed by 60,000-70,000 people in the Borough. The films are made available for loan and sale to other authorities.

(f) Bus Shelters.

Until 1948 the provision of shelters in this area was the sole prerogative of the London Transport Executive. Local authorities now have the power to provide shelters but the Council consider that the London Transport Executive, who have a virtual monopoly of the road services in the area, should provide the shelters in the same way as the Executive are responsible for railway stations.

(g) Private Street Works.

The Borough Council have adopted the Private Street Works Act, 1892, under which a few of the small number of private streets remaining in this largely built-up Borough have been made up since the war. The Borough Council have a programme of priorities in relation to the unmade streets which is much restricted by the economic controls of the Government.

COUNTY BOROUGH OF EAST HAM

General description of Area including Statistics of Population, Rateable Value, Product of a Penny Rate and Rates Per Head of Population

The County Borough of East Ham comprises 3,326 acres, bounded on the west by the County Borough of West Ham, on the north by the Borough of Wanstead and Woodford, on the east by the Boroughs of Ilford and Barking, and on the south in part by the River Thames and in part by the Metropolitan Borough of Woolwich. This latter Borough, which lies almoust entirely on the south side of the River, has a small colony on the north side, thus preventing East Ham having a continuous river frontage.

East Ham is in the geographical county of Essex, and its population at mid-June 1957 (Registrar-General's estimate) was 112,700. It comprises two main areas, namely that part north of the East Ham and Barking By-Pass Trunk Road, which is predominantly residential, and that part south of that road, which is mainly industrial, including part of the Royal Group of Docks and part of the great Beckton Gas and By-Products Works.

The residential area consists broadly of middle-aged, middle-class housing, with few pockets of property which can be redeveloped. The residential area comprises 2,116 acres, and there is a considerable area used for industry, including railways and docks (560 acres) and cemeteries (268 acres) of which there are six, none being under the Corporation's control.

Three Metropolitan road arteries run east-west across the Borough, and are intersected by the High Street, which forms part of the North Circular Road and which is used by traffic coming from the provinces (particularly the Midlands) down to the docks; East Ham is therefore a communication centre and an ocean terminal for goods and passenger traffic, which will increase when two further large docks proposed to be constructed by the Port of London Authority in East Ham are completed.

The heart of the town is the High Street, which has a very excellent shopping centre, patronized by a large area outside the Borough. At an important road junction and in the centre of the town, well served by public service vehicles, is the Town Hall, built at the turn of the century and generally regarded as a very fine building; the remainder of the municipal offices are near to it.

Whilst the greater part of East Ham is modern, East Ham was certainly known in the times of the Saxons, and is referred to in the Domesday Book. Its parish church of St. Mary Magdalene was built about the time of the Norman Conquest. As late as 1871 its population was only 5,000, but from then on its growth was phenomenal, and by mid-June 1914 its population was 146,526.

East Ham's rapid development was brought about partly by the great immigration from inner London, partly by the continued growth of London as a commercial centre, and partly through the local influences of the rising importance of the Beckton Gas Works and the Docks.

East Ham's modern local government history commences with the parish of East Ham being made a Local Government District in 1878, extended in 1886 to include the parish of Little Ilford. In 1894 it became an Urban District, and in 1904 a Borough. Finally, by the East Ham Corporation Act, 1914, East Ham achieved its present status as a County Borough. It was the only Borough in the London conurbation to be made a County Borough after the Local Government Act, 1888, although many others had the necessary populations. The Town returns two Members of Parliament and has a separate Commission of the Peace but no Quarter Sessions.

East Ham's development took place when there was in being a reasonable local government structure, unlike the case of the earlier growth of much of the Metropolis, so that the nature and quality of East Ham's development was a great deal better than that which had obtained previously in other areas of Metropolitan development. In fact, at the time it was built East Ham was looked upon as a sort of new town.

This progressive spirit has characterised the work of the Council throughout its history, both in its period of rapid growth and later consolidation, and now in its new phase of planned reduction of its population to a level which, in the Council's view, is more consistent with modern standard of amenities and open space. The Council's Development Plan provides for the optimum population to be approximately 110,000, and to this end the Council have built a number of Council estates out-borough in rural Essex; the first of these estates was awarded a housing medal by the Ministry of Housing and Local Government. Last year the Royal Assent was given to a General Powers Bill of some 180 sections, giving further and up-to-date powers to the Corporation.

In common with many other authorities, the considerable variety of East Ham's former services has been somewhat reduced over the years by the loss of its tramway and electricity undertakings, its modern mental hospital at Runwell (shared with the County Borough of Southend) and its T.B. Sanatorium at Woodford.

In spite of the almost continuous built-up nature of the area generally, East Ham is very much a community, and this is very simply exemplified by the way the people of East Ham look upon their Town Hall, not only as their one administrative centre, but also as a social centre. The East Hammer certainly does not regard himself as a Londoner, and, whilst he is appreciative of his ties with the geographical county of Essex, he does not regard these as anything more than a matter of interesting historical survival.

Statistics.

	Population	*Rateable Value* £	*Estimated product of 1d. Rate* £	*Rates per Head of Population*
1st April, 1921 ..	143,246	581,446	2,355 Poor Rate 2,273 General District Rate	£5 5 11
1st April, 1951 ..	120,836	761,863	3,105	£7 1 10
1st April, 1957 ..	112,700	1,423,900	5,714	£13 13 10

A consideration of the industrial structure of the town indicates reasonably wide employment opportunities. The following predominate:

Employment in the Docks and Gas and By-Product Works.
Woodworking.
Clothing.
Confectionery.
Distributive Trades.
Commerce.

An examination of the figures for workplace and residence dealt with in the First Memorandum (page 95) indicates that there is employment in East Ham for two-thirds of the resident working population. In actual fact only one-third of the working population use the employment opportunities within the Borough, two-thirds of the working population going out of the Borough to work, mainly, of course, in adjoining areas and the City and West End, and a number equivalent to one-third of the resident working population coming in from outside.

Co-operation with Neighbouring Authorities

No reference has been made to arrangements concerning Education, which will be dealt with separately in the Education section of this Appendix.

(a) Joint consultative arrangements for the consideration of matters of common interest have been established as follows:

1. The South-West Essex Traffic Advisory Committee, comprising eight contiguous authorities in South-West Essex; the Town Clerk of West Ham is the Honorary Secretary. (This Committee previously called the Local Transport Committee, arose out of discussions with the London Passenger Transport Board and was to deal initially with transport service matters).

2. East Ham is a member of the Outer London Standing Joint Committee.

3. Ad hoc conferences among neighbouring authorities are convened as necessary, the initiative being taken by one or other local authority in the area as necessity arises. Recent examples of such consultations are as follows:

   (i) Conference convened by East Ham and attended by most of the South-West Essex Authorities in regard to residential qualifications and housing applicant lists, as a result of which mutual arrangements were made in regard to non-resident housing applicants ("stateless" persons);

   (ii) Conference on the siting of slaughterhouses, convened by West Ham;

   (iii) Conference on the provisions of the Clean Air Act, convened by Leyton.

(b) Mutual assistance arrangements in respect of fire and ambulance services exist with the County Borough of West Ham and the Essex County Council. These are, of course, the normal arrangements made between adjoining authorities throughout the country.

(c) Border arrangements with adjoining authorities exist, and the following are specific instances:

(i) The boundary between East and West Ham runs through the centre of Green Street and a small part of Romford Road, and arrangements have been made for the maintenance and cleansing of these streets on a lateral rather than on a longitudinal basis.

(ii) A public library has been provided at Claughton Road on the boundaries of East and West Ham, for the service of the surrounding area irrespective of Borough boundaries. The library is provided and maintained by West Ham on lines agreed with East Ham and half the cost is paid by East Ham.

(iii) A very small area of Ilford adjoining the common boundary is drained into East Ham.

(iv) The Essex County Council, as fire authority, is not able to provide complete first attendance for part of Barking adjoining the River Roding, and for the part of the Beckton Gas Works which is situate in Barking. Accordingly, part first attendance is provided by East Ham. Similarly, East Ham does not provide complete first attendance for that part of East Ham south of the Docks and known as North Woolwich; accordingly, West Ham provides partial first attendance, though this will be reduced as East Ham will shortly be able to increase their own provision.

The net effect in the financial year ended March, 1958, of arrangements with the Essex County Council and West Ham involving the provision of partial first attendance as mentioned above and the arrangements for mutual assistance is:

Partial first attendance provided by East Ham for Essex	160 occasions
Partial first attendance provided by Essex for East Ham	16 occasions
Partial first attendance provided by East Ham for West Ham	52 occasions
Partial first attendance provided by West Ham for East Ham	53 occasions

For somewhat similar reasons, West Ham service the North Woolwich area of East Ham for Civil Defence purposes, but so far no similar arrangements have been made in respect of the same part of Barking.

(d) There are at present two joint arrangements, each involving more than two authorities, in respect of a local government service, as follows:

(1) The East Ham, West Ham and Ilford Joint Refuse Disposal Committee, which has been set up by these three authorities to deal with the disposal of refuse by tipping.

(2) East Ham, Leyton and Romford are joining together for the development of a single housing estate at Hutton in the Urban District of Brentwood, where the work of design and construction of the estate will be undertaken on behalf of the three authorities by East Ham, but the three authorities will each own individual portions of the estate.

(e) Miscellaneous.

There are a number of miscellaneous arrangements where East Ham provide services for adjoining authorities and vice versa.

(1) Sewage Disposal.

For many years the North Woolwich section of East Ham has drained into the London County Council system, and arrangements have now been made with the London County Council for them to take the sewage from the rest of the Borough, the present Sewage Works being replaced by a pumping station.

(2) Welfare.

(i) Residential accommodation—Section 21 (a) and (b)—National Assistance Act, 1948.

Good co-operation exists between East Ham and the Essex and London County Councils in making available to each other accommodation provided under these Sections where it is desirable, for family and other reasons, that accommodation is required otherwise than in the place of residence of the individual concerned.

(ii) Welfare of the blind and other handicapped persons.

East Ham have accepted a number of applications from the Essex County Council for handicapped persons to attend the East Ham Occupational Centre.

(iii) Welfare of the blind and deaf-blind—Section 29—National Assistance Act, 1948.

East Ham is responsible for the formation of clubs for the blind and deaf-blind, and membership is open to residents in Essex and other London adjoining areas.

(3) Remand Home.

East Ham used to provide its own Remand Home, but of recent years the number of cases had fallen to such an extent as not to justify its continued maintenance. East Ham have now a standing arrangement with the Essex County Council for the reception by them in their Remand Home of cases from East Ham.

Education

Primary and Secondary Education.

(a) Population as at 7th February, 1958.

(i) Number of pupils on the registers of grant-aided schools ..	17,037
(ii) Number of pupils attending non-maintained schools	190
(iii) Number of "out County" pupils attending East Ham schools	418
(iv) Number of East Ham pupils attending maintained schools outside the Borough	1,318
NOTE: The planned school population (based on a total population of 110,000 and on a birth rate of 14 per thousand, giving an annual age group of 1,540 and including numbers resulting from the proposed raising of school leaving age)	18,600

(b) Grant-aided Primary and Secondary Schools maintained by the Authority.

14 Infant Schools.
7 Junior and Infant Schools.
13 Junior Schools.
8 Secondary Modern Schools.
2 Grammar Schools.

The figure for Junior and Infant Schools includes four Roman Catholic Voluntary Schools.

(c) Development Plan.

The Development Plan provides for the modernisation or replacement of virtually all the schools in the Borough. Of this programme, which provides for the building of 38 new schools, seven have been completed to date, including five large Secondary schools. The Girls' Grammar School has been considerably extended. Capital expenditure so far amounted to approximately £1,600,000.

Proposals for 13 Nursery schools and five classes attached to Infant schools have not yet been implemented. Sites for eight Nursery schools have been reserved and are available.

(d) Primary and Secondary Schools not maintained by the Authority, but forming part of the Local School provision for the area.

Aldersbrook (Primary School)	Essex L.E.A.
St. Angela's Ursuline and St. Bonaventure's R.C. (Secondary) Schools	West Ham L.E.A.
North Woolwich (Secondary) School Six Grammar Schools	London L.E.A.

(e) Playing Fields.

The Authority have four school playing fields (two provided since the war). In addition, arrangements are made for the extensive use of playing fields on Wanstead Flats and in the public parks provided by the Council.

(f) Boarding Arrangements.

Since 1948 the Authority have conducted a scheme for the admission of selected pupils to secondary boarding schools. The number of pupils in attendance at such schools in January 1958 was 51. The pupils selected are those whose secondary education would, because of home circumstances, be severely prejudiced were they to remain at home and attend day schools. In practice the scheme has proved invaluable to the great majority of the selected pupils: there have been few failures.

(g) Organisation of Secondary Education—Education Guidance.

The Authority have devoted much attention to the development of a local system of secondary education in which every child will find his appropriate place, and they have laid it down as a matter of principle that each child shall be allocated to a secondary school suitable to his aptitude and ability: the number of pupils allocated to secondary schools of any particular type is not to be limited by any given number of available "places". There is therefore no element of competition in the arrangements for the allocation of pupils to secondary schools at 11+. In the furtherance of this principle annexes are being established for most of the secondary schools, including both grammar schools, in September 1958.

Allocation at 11+ is in no sense final for head teachers are encouraged to make recommendations at any time during a pupil's secondary school course.

Since the war the grammar schools have developed very large sixth forms: at the Girls' Grammar School the number is 85 and there is a sixth form of 121 pupils at the Boys' Grammar School. Both schools secure a high quota of State Scholarships and University entrances.

In all the secondary schools there are courses leading to the General Certificate of Education examinations. There is thus opportunity for every pupil to pursue a course leading to the General Certificate of Education whatever his allocation at 11+ years of age.

Special Educational Treatment.

A Day Special School for 100 educationally sub-normal pupils, the Lansbury School, has been built in accordance with the Development Plan. A number of places at the school are taken up by the Essex Education Authority. East Ham handicapped pupils in other categories attend Day Special Schools in West Ham and Essex. Pupils from East Ham also attend residential Special Schools in the Essex Education Authority's area. Where necessary, arrangements are made for pupils to receive home tuition.

Transport.

Transport of handicapped pupils to and from school is undertaken by the Authority's own and hired vehicles; pupils attending ordinary schools, who have to travel beyond the prescribed distances are issued with passes for public transport. The compact nature of the Authority's area reduces the necessity for transport to a minimum.

Camps and Educational Visits.

Governing and Managing Bodies are empowered to authorise and to make grants for educational visits and journeys. The Authority arrange an annual holiday camp for secondary school and the older primary school pupils.

Further Education.

(a) Full-time and Part-time Education.

(i) East Ham Technical College.

The East Ham Technical College provides a wide range of courses with a particular emphasis on provision for part-time day release students. The student roll at 7th February, 1958 was:

Department	Number of Students			
	Part-time Day	*Part-time Day and Evening*	*Part-time Evening*	*Total*
Arts and Crafts	22	—	167	189
Building	—	466	390	856
Engineering	226	664	447	1,337
Science	43	212	146	401
Commerce	38	198	760	996
Liberal Studies	—	—	104	104
Women's Subjects	33	—	319	352
Total	362	1,540	2,333	4,235

Agreement has been reached with the Ministry of Education for the existing out-of-date, inadequate and scattered buildings to be replaced by a new Municipal College, plans for which are well advanced. Building is to begin early in 1959.

(ii) Regional Arrangements.

The Authority are party to the reciprocal arrangements adopted by all local education authorities in the area comprising London and the Home Counties whereby they accept each other's students on the same terms and conditions as apply to their own students.

(iii) Youth Institutes.

The Authority provide two Youth Institutes which combine provision for class and club work, formal and informal, with a full programme of recreational facilities. The Youth Institutes have an age range of from 15 to 20 years.

(iv) Residential.

The Authority maintain at Debden Green, Essex, a large house which has been developed as a Centre to provide short courses for adults and young people. School children use the Centre for mid-week courses. A full-time Warden is in residence. During the academic year 1956-57 there were 1,227 enrolments and 64 courses were provided.

(b) *Social and Recreational Provision for Leisure Time.*

(i) Institutions maintained by the Local Education Authority.

Two Youth Institutes and a Youth Club with a total membership of 445 are maintained by the Authority.

(ii) Associated Voluntary Bodies.

Under the aegis of their Further Education and Libraries Sub-Committee and their Youth Committee, the Authority co-ordinate and encourage voluntary organisations in the Borough. Some ten adult organisations with a membership of 1,400 are assisted in this way together with the East Ham Drama Guild and the East Ham Symphony Orchestra.

The Authority's Youth Service is under the supervision of the Youth Committee constituted as a Sub-Committee of the Further Education and

Libraries Sub-Committee. The following statistics indicate the scope of the service:

Annual Expenditure 1957-58:	
Institutes, etc., maintained by the Authority	£12,668
Aids to Voluntary Organisations	£3,689
Institutes maintained by the Authority	2
(Membership: 354. Number of classes: 59)	
Clubs	1
(Membership: 100. Number of classes: 7)	
Clubs assisted by the Authority	85
(Membership: 4,000 approximately)	

(iii) Playing Fields and Camping Facilities.

At Debden, Essex, adjacent to the Residential Education Centre, some 47 acres of camping and playing fields are provided for East Ham organisations and residents. Limited facilities for games for adults and youth are also available at the school playing fields in the Borough.

(iv) Community Centres.

The Scheme of Further Education provides for the establishment and maintenance of a Community Centre in each of the ten neighbourhood units into which the Borough is divided. Two of the Centres are in existence, one in the north and one in the south of the Borough.

Aids to Students.

(a) Senior Awards.

The Authority made awards to the value of £37,000 during the year 1957-58; details of the awards are shown below:

Senior Awards 1957-58

	Student's Year of Study								
	1st Year	*2nd Year*	*3rd Year*	*4th Year*	*5th Year*	*6th Year*	*7th Year*	*8th Year*	*Total*
Scholarships	45	30	30	8	6	—	1	1	121
Exhibitions	12	9	6	1	1	—	—	—	29
Total	57	39	36	9	7	—	1	1	150

(b) Maintenance Allowances and Intermediate Awards.

The parents of pupils who remain at school or pursue preliminary courses in further education after the compulsory school age may receive an annual grant, based on the Authority's scales. Assistance totalling £1,150 was granted in respect of 35 scholars during the year 1957-58.

(c) Miscellaneous.

In accordance with income scales in cases of hardship, school meals are offered free of charge or at a reduced rate, and school uniform or other clothing may be provided.

School Meals.

The Authority provide school dinners for any child whose parent so desires. The total number of meals served by the Authority's kitchens on 7th February, 1958 was 4,417 for pupils and 448 for staff.

Welfare.

The Authority have, since the war, transformed their former School Attendance Section into a Welfare Section. This Section is composed of an experienced staff of Welfare Officers who, in exercising the Authority's functions under the Education and Children and Young Persons Acts, work closely in co-operation with the other social services, local and national, and thus ensure that in every case of child need all the appropriate resources are immediately available.

The Borough is divided into districts, for each of which an Education Welfare Officer is responsible. He makes regular visits to schools and is in close touch with any family where the social conditions may be causing difficulty for school children. He is also responsible for providing the raw material for the statistical information required for the planning of school organisation and which necessitates a visit to every house in his district at least once annually.

Youth Employment Service.

The Youth Employment Service provided by the Authority, exercising their powers under the Employment and Training Act, 1948, is administered by a section of the Education Department which works in close co-operation with the education services generally. Confidence in the Service is illustrated by the fact that the proportion of school leavers placed in employment by the Service in East Ham in 1956-57 (62%) is much higher than the national average for that period (46%). (See Annual Report on Youth Employment Service, 1956-57—Ministry of Labour and National Service (page 7)).

The following statistics for "placings" during the year 1956-57 illustrate the scope of the Service:

	Boys	*Girls*	*Total*
Local Applicants placed in East Ham:			
School Leavers	174	160	334
Others	406	212	618
Local Applicants placed in other Districts:			
School Leavers	223	222	445
Others	173	85	258
Applicants from other Districts placed in East Ham:			
School Leavers	11	57	68
Others	25	22	47
Total ..	1,012	758	1,770

School Health Service.

This service is integrated with the Local Health Services and forms an integral part of the Health Department under the control of the Medical Officer of Health who also is the Principal School Medical Officer. The Deputy Medical Officer of Health holds office also as Deputy Principal School Medical Officer, and the five Assistant Medical Officers act also as School Medical Officers. Nursing services for the School Health Service are provided by staff of the Health Visiting Service.

The services provided are as follows:

Medical Inspection and Treatment.

Every child eligible to enter school undergoes a complete examination before admission to infant school so that any defects still requiring treatment may receive immediate attention. In addition, each child has five periodic medical inspections during the school life and all pupils remaining in school after the normal leaving age for that school are examined annually.

Dental Inspection in Schools.

All children attending maintained and voluntary schools have been inspected annually. It is hoped that with a full staff of dental officers, inspections may be made at six-monthly intervals in future.

Audiometric Surveys in Schools.

All children are tested in Junior schools at age 10+ (fourth year Junior) by means of a group testing speech audiometer, the testing being carried out by specially trained health visitors. It is proposed to augment this service by the purchase of a pure tone audiometer which will be used both in schools and in the clinics.

Provision of Treatment.

The general clinic premises owned or used by the Education Authority and the sessions held are as follows:

Town Hall Annexe, Barking Road, E.6.

Minor Ailment Clinics (four sessions per week).
Physiotherapy Clinic (ten sessions per week).
Speech Clinic (one session per week).
Wart Clinic (one session per week).
Ear, Nose and Throat Clinic (two sessions per week).
Ophthalmic Clinic (four sessions per week).
Orthopaedic Clinic (one session per fortnight).

Manor Park Clinic, Church Road, E.12.

Minor Ailment Clinic (two sessions per week).
Physiotherapy Clinic (ten sessions per week).
Speech Clinic (nine sessions per week).

Roman Manor Community Centre, By-Pass Road, E.6.

Minor Ailment Clinic (one session per week).

Fernhill Street Baths, North Woolwich, E.16.

Minor Ailment Clinic (one session per week).

Dental Clinics. Five surgeries are operated in two centres, four being staffed by dental officers, and one by an oral hygienist. The service is administered as part of the School Health Service but provides treatment for expectant and nursing mothers and pre-school children, in addition to school children of all ages. Evening sessions are held to facilitate attendance of those patients who find it difficult to attend during the day. X-ray facilities are available at both centres and orthodontic treatment is provided in appropriate cases.

Seven general anaesthetic sessions are held every fortnight for which the anaesthetists are provided by the Regional Hospital Board.

Child Guidance Clinics. This is a self-contained unit and deals with pre-school and school children. Two psychiatrists attend for four sessions per week, and six full-time and one part-time staff also are employed by the Local Authority.

In all cases seen at routine medical inspections or in the school clinics where it is considered that referral to hospital is indicated, the child's general practitioner is advised and given the option of arranging the hospital appointment if he so wishes. The general practitioners also have facilities for referring any patients in the priority groups to any of the clinics mentioned above. These procedures have been introduced by agreement with the Local Medical Committee as part of the Local Authority-General Practitioner liaison in East Ham.

Other Treatment, etc.

Convalescence. By arrangement with the Health Committee convalescence for school children is provided through the Local Health Authority's scheme for Care and After-Care. Placement is effected direct in suitable Homes, and every child is re-examined by the recommending doctor, clinic or hospital after the convalescence.

Follow-up. All children found at routine inspection at school or at special inspection to require treatment, are referred to the appropriate clinic or hospital. When defects requiring observation only are discovered the child is seen at appropriate intervals in one of the Minor Ailment Clinics.

B.C.G. Vaccination. All children in secondary schools and in grammar schools are offered at age 13+ the opportunity of having a skin test and vaccination against tuberculosis if necessary.

Other Services.

Ad hoc examinations are arranged for children going on school journeys, to organised school camps, on special courses, entering universities, and taking part-time employment.

At the conclusion of a medical inspection in a school, the examining medical officer also carries out a thorough inspection of the school premises, and reports on the condition with special reference to hygiene and sanitary defects. Any items requiring attention are brought to the notice of either the head teacher or the Chief Education Officer.

The Authority have participated, and still are participating, in the Medical

Research Council's trials of B.C.G. vaccine, in the investigation by the Institute of Child Health, the Society of Medical Officers of Health, and the London School of Economics, into the health and development of the school child, in the research by the Department of Social Medicine of the University of Oxford regarding the incidence and cause of leukaemia, and in the investigations by the London School of Hygiene and Tropical Medicine of the incidence of smoking in children in secondary and grammar schools.

General Cleanliness.

All children in infant and junior schools (i.e. up to age 11 years) are inspected by health visitors every term, and any child found to be unclean or verminous is referred to the Minor Ailment Clinic for appropriate treatment. Only a small number of cases are discovered each year, and formal action under Section 54 of the Education Act has not been necessary.

Health Education.

As a domestic arrangement in the interests and pursuit of personal hygiene and health education, lectures, demonstrations and films are arranged by school health service staff for selected groups of school meals service personnel, school teachers and others.

Section 34—*Education Act*, 1944.

The dual use of medical officers and nursing staff in Local Health Authority and Local Education Authority services ensures good co-operation particularly in regard to handicapped children. Any child examined in the infant welfare clinics or seen by the health visitor in the course of her visits to the homes of the Borough, and thought to be mentally or physically handicapped, is the subject of special surveillance, so that by the time the child is approaching school age full information is available of any handicap necessitating special educational treatment. No difficulty occurs, therefore, in completion of the procedure for ascertainment as a handicapped pupil, and the parents are cognisant of the child's condition and accept more readily the need for special care.

Section 57—*Education Act*, 1944.

As stated in the preceding paragraphs, children with possible mental handicaps are subject to special surveillance and, when in special schools, are examined at least once a year. As and when necessary, special examinations are conducted by the Authority's medical officers, six of whom are so authorised by the Minister, and by child guidance clinic staff, for the purposes of Sections 57(3) and 57(5) of the Act.

Relations with Neighbouring Education Authorities (1)

(a) Primary and Secondary Schools.

The Authority have arrangements with West Ham, London and Essex for sending pupils of primary and secondary school age to schools maintained by these Authorities; children from these Authorities also attend East Ham schools. In particular, it is provided in the Education Development Plans of both the West Ham and East Ham Authorities, that all secondary school children of the Roman Catholic faith resident in the two Boroughs shall be educated, if the parents so wish at the St. Bonaventure's

School (Boys) and the St. Angela's School (Girls), situated in the area of the West Ham Authority and maintained as "aided" schools by that Authority.

Statistics as at 1st April, 1958.

	Extra-District Children in East Ham Schools.		*East Ham Children in Extra-District Schools.*	
	Primary.	*Secondary.*	*Primary.*	*Secondary.*
West Ham ..	166 (4)	8	102 (4)	543*
Essex ..	13	87	133	56
London ..	137	3	4	389†
	316	98	235	992

* 493 at Roman Catholic Schools in West Ham.

† 359 at Grammar Schools maintained by the London County Council.

(1) See also Special Educational Treatment.

(b) Further Education.

It is the practice of Authorities in the Greater London Area to arrange for the admission of each other's students to classes held at their Colleges on the same terms and conditions as apply to their own students. Recoupment for the cost of "out County" provision under the Local Education Authorities Recoupment (Further Education) Regulations, 1954, is greatly facilitated by agreement between the Authorities on administrative and accounting procedure. Claims lodged by Authorities for the year 1956-57 are as follows:

Claims on other Authorities by East Ham

	No. of Students.	*Amount Received.*
Essex	1,428	£10,080
London	144	£985
West Ham	784	£5,054

Claims from other Authorities on East Ham

	No. of Students.	*Amount Paid.*
Essex	272	£2,053
London	882	£6,760
West Ham	481	£2,566

Environmental Health

1. Baths, Wash-houses and Bathing Places.

The East Ham baths comprise the following:

(a) Two swimming pools—Major 120 ft×40 ft.—open May to September.
Minor 75 ft.×40 ft.—open all the year round.

(b) Hot baths—Ten for ladies and 18 for men—open winter and summer. Old age pensioners are allowed free admission at certain periods.

(c) Russian Vapour Baths with dressing accommodation for 56.

Municipal Dances. The major bath is converted to a hall in the winter and dances are promoted by the Council.

Public Hall. The public hall is available for hire on a number of days during the week.

Subsidiary Services. Catering in connection with the running of the baths and laundry in connection with the baths.

Figures for attendances during the year ended 31st March, 1958, are as follows:

The two Swimming Pools	204,015
Slipper Baths	101,481
Vapour Baths	27,956
	333,452

2. Control of Watercourses, Ditches and Ponds.

The Essex River Board is responsible for cleaning and maintaining "main rivers" into which East Ham surface water sewers discharge. There are, however, some three miles of smaller open water courses and culverts which are cleaned by Corporation staff under the direction of the Superintendent of Sewage Disposal. The tracing of pollution and chemical analysis of water in ditches are also carried out by Corporation staff. To keep down mosquitoes, these smaller open watercourses and culverts are sprayed periodically by staff under the control of the Chief Public Health Inspector.

3. Drainage of Trade Premises.

Under the Public Health (Drainage of Trade Premises) Act, 1937, industrial users have a prescriptive right to discharge wastes existing at that time into the system, and only future wastes are subject to any form of control. Whilst the Council have recorded the increases in the trade wastes and have controlled the various constituents that may be so discharged, no restrictions have yet been applied as to quantities, and the treatment has so far been free of charge. Discharges from trade premises are discovered either when applications are made under the Building Byelaws or Town Planning for extensions to existing premises, or as a result of discharges found in the surface water sewers.

4. Mortuaries and Post Mortem Rooms.

A public mortuary of modern design was opened two years ago. It is well sited on a main thoroughfare, properly heated and well ventilated and equipped with suitable sterilising apparatus and a destructor for small pathological specimens, etc. A refrigeration chamber is available for nine corpses, with a suitable mechanical hoist to expedite the work, and modern post mortem facilities are included. There is also office accommodation for both the pathologist and the post mortem attendant, and for the public there is a viewing room adjacent to an appropriately furnished chapel. These premises are under the control of the Medical Officer of Health.

5. Public Conveniences.

The Council maintains public conveniences in or adjacent to or under the main thoroughfares on six sites, and, in addition, has had for many years an agreement with over 80% of the leading licensed houses which have urinals attached to their premises. These agreements require that the urinals shall be open for 24 hours daily, and in return the Council carries out a daily cleansing, except on Sundays.

6. Refuse Collection and Disposal.

Refuse is collected at seven-day intervals in the most hygienic type of refuse collection vehicle. The collected refuse is transferred to large capacity vehicles and delivered to disposal sites under the control of the Joint Refuse Disposal Committee.

A thrice-weekly separate collection of kitchen waste and waste paper is operated in East Ham. Separate kitchen waste containers and dustbins are provided and maintained by the Corporation.

7. Disinfestation of Premises and Articles.

The Health Department maintain one full-time disinfector-operative, who carries out disinfestation of premises in the vast majority of instances by spraying with D.D.T. solution. Bedding and other articles are steam-disinfested at the Disinfector Station containing one steam chamber, and the raising of steam is obtained in collaboration with the Sewage Works Manager. The Department is able to cope adequately with all calls made upon it for this service. This work is carried out under the direction of the Chief Public Health Inspector.

8. Regulation of Buildings and Sanitation of Buildings.

Sections 59 and 60 of the Public Health Act, 1936, dealing with exits and entrances to certain public buildings and means of escape from fire in the case of certain high buildings is dealt with jointly by the Borough Engineer, through his Building Inspectors, and the Chief Fire Officer.

Similarly, the following licensing functions of the Council devolve upon these three officers:

Cinemas under the Cinematograph Act, 1952.
Public dancing, singing and music, or other public entertainments of a like kind under the Home Counties Music and Dancing Licensing Act, 1926. (In the remainder of England and Wales the Magistrates Court issues the licences).

In regard to the sanitation of buildings, where this arises out of the erection of a new building or alterations to existing buildings it is a matter for the Building Inspector's staff upon submission of the necessary byelaw plans. There are, however, a number of sections in the Public Health Act, 1936, dealing with existing buildings and where the method of administration is unconnected with building byelaws, and ensuring compliance therewith devolves upon the Chief Public Health Inspector.

9. Sewerage and Sewage Disposal.

Design, new construction, repairs and reconstruction are carried out by the Borough Engineer's staff and direct labour organisation. The servicing of the system is carried out by the Superintendent of Sewage Disposal, who comes under the general direction of the Borough Engineer.

(a) Sewerage.

(i) 180 miles of surface and soil sewers are cleaned by Council employees (15 men and a ganger).

(ii) Free weekend drain cleaning service is in operation (one man on stand-by duty).

(b) Sewage Disposal.

The present system consists of pumping, chemical precipitation, primary and secondary sedimentation, filtration, sludge digesting and grinding. The number of employees in this section is 34. The future policy is the provision of a new pumping station and the pumping of all sewage to the London County Council's Outfall Sewer. Contracts are now being placed for this work.

10. Street Cleansing.

The present street cleansing service allows for every district road being swept not less than five times weekly, whilst all secondary roads are swept again on Saturday morning. The busy sections of the Borough's main roads are swept seven times per week.

Gulley cleansing, snow clearing and gritting are carried out efficiently at a reasonable cost.

There are 63 staff and 48 vehicles in this section.

The Cleansing Superintendent is in charge of this work, and comes under the general direction of the Borough Engineer.

11. Burial Grounds, Cemeteries and Crematoria.

The Council maintain a small disused churchyard but do not themselves provide any cemetery or crematorium facilities as these are adequately provided by outside bodies, e.g. there are two private cemetery companies and the City of London has a very large cemetery and crematorium in the extreme north of the Borough. There are also two Jewish cemeteries in the Borough, but one only is now in use.

12. Parks and Open Spaces.

The Council maintain seven parks with a total area of 132 acres. The Borough Engineer is responsible for their administration and has on his staff a Parks Superintendent, and his section has a total staff of 85.

The Parks Section maintains about 30,000 cu. ft. of glass where all the parks plants are raised from seed, cuttings, etc. This glass also provides floral decorations for municipal functions.

The Parks Superintendent also acts as technical adviser to the Education Committee and provides plants for the schools and playing fields.

The Section maintains gardens and nurseries at various homes and hostels, both inside and outside the Borough, and also looks after the 10,000 trees in the streets of the Borough.

The Council maintain 225 acres of allotments, the Parks Superintendent advising on horticultural problems.

The Development Plan provides for an increase of 50 acres in open space.

In the extreme north of the Borough and partly within it is the Wanstead Flats, maintained by the City of London Corporation (460 acres), and in respect of 60 acres of the Flats the Parks Superintendent exercises supervision and clears rubbish.

13. Powers and Duties under the Physical Training and Recreation Act, 1937.

The Council have no playing fields to which this Act applies.

14. Prevention of River Pollution.

This matter has been dealt with in the section dealing with control of watercourses, ditches and ponds.

15. Port Health Functions.

Although the Borough has a certain frontage to the River Thames, it has no port health functions. All port health functions in regard to the River Thames are the responsibility of the City of London.

Housing

Provision of Houses—Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses.

The Corporation's objectives in regard to the above are broadly as follows:

1. The provision of new houses for letting to people without a separate home of their own.

2. The provision of additional accommodation by the acquisition, adaptation, conversion and improvement of houses.

3. The making available of advances and grants to people in need of a separate home, for the acquisition, improvement and repair of houses.

4. The management and maintenance of those houses under the control of the Council.

The Council, as at the 1st March, 1958, had under their control the following housing properties:

Permanent Housing—

Pre-war		830	
Post-war—	In-Borough	1,275	
	Out-Borough	1,193	3,298
Temporary houses			861
Acquired houses			340
Requisitioned houses			628

In connection with housing estates, they have erected 90 garages and 23 shops.

At the 1st March, 1958, 381 houses were under construction and the acquisition of 96 houses was in progress, negotiations having been completed.

A programme of 1,609 new dwellings has been formulated and it is anticipated that construction of these will proceed.

The Corporation's Development Plan provides for a population target of 110,000, and the actual population of 120,000 approx. in 1949 was in a measure a reflection of the need of many families for a separate home.

In view of the shortage of land in the Borough, a considerable over-spill problem arose, and in the early post-war years the Essex County Council and the East and West Ham County Borough Councils pressed the Government for a new town, which was subsequently established at Basildon. From 1949 until 1958, 346 families have been housed at Basildon, and another 200 families rehoused from East Ham in other new towns.

The Corporation also decided to make direct provision in Essex for their overspill population and, notwithstanding the very real difficulties in securing the co-operation of receiving authorities, the Corporation have, through their own efforts, secured the rehousing out-borough of 1,193 families to date, whilst a further 260 homes are under construction and 258 homes will very shortly be on tender. The completion of the out-borough housing programme will provide for 1,711 families, constituting a substantial part of the over-spill.

The Housing Medal provided by the Minister of Housing and Local Government was awarded to the Council in 1952 for their Ingrave Housing Estate, Brentwood.

The Corporation acquires land in the Borough for housing purposes wherever possible, and has been conspicuously successful in the exercise of its housing functions by securing the liquidation of non-conforming industries, principally through the exercise of powers under the Town and Country Planning Acts.

As was common in badly blitzed Boroughs, the Council held under requisition 1,341 requisitioned properties, and by release and acquisition the number to date remaining under requisition is now only 628; the Ministry have approved the purchase of 500 of these over the next two years.

Acquisition of standing houses has contributed very successfully to the abatement of under-occupation and the more economical use of housing accommodation in the Borough. The Council has also improved and converted a large number of properties, and has made available to house owners 176 grants for the modernisation and improvement of properties under the Housing Act, 1949. Advances to persons to acquire houses in the Borough for their own occupation have been made in considerable numbers since the war, and these have been supplemented by further grants for the repair, improvement and modernisation.

All these functions are under the control of the Chief Housing Officer, who is responsible, not only for lettings and management, but also prospecting and selection of sites, design and construction (excepting roads, which are dealt with by the Borough Engineer), valuations for advances and, recently, most negotiations in respect of land. The Department has its own direct labour section.

A close relationship is maintained by the Housing Department with other Departments whose functions may be affected by housing need or housing action. The co-ordination of this effort in connection with aged persons and large families with children who may be facing eviction are typical examples of where the combined operation of services under one roof can secure considerable economy.

The shortage of land in the Borough has necessitated its use for more than one purpose. Schemes have therefore been prepared by the Department, with the approval of the Committees concerned, for Clinics with housing above and for schools with housing above. These proposed schemes have been considerably facilitated by the fact that the Council is not only the Housing Authority, but the Education and Health Authority.

Slum Clearance.

The Council has approved a very comprehensive scheme for the clearance of slum houses, and the programme submitted to the Ministry under Section 1 of the Housing Repairs and Rents Act, 1954, included 2,580 houses. All the detail work of ascertainment of condition and house survey in connection with slum clearance work is undertaken by the Chief Public Health Inspector. So far, since the war 11 areas have been represented, involving 573 houses.

Regulation of Buildings and Byelaws.

In general terms these include all controls exercised by the Council in relation to the Building Byelaws made under the Public Health Act, 1936, certain Sections of the Public Health Acts, 1875 to 1936, and amending legislation including the East Ham Improvement Act, 1898, and the East Ham Corporation Act, 1957.

The chief duties related to housing concern:

(1) erection of new buildings;
(2) alterations and extensions to existing buildings;
(3) dangerous buildings.

Responsibility for administration is that of the Borough Engineer, and he has a Building Inspectors Section to deal with this work. The work is dealt with twice every five weeks by a Committee with delegated powers.

Plans in respect of buildings are deposited and approved or disapproved usually within a period of two weeks. The plans deposited are scrutinised for compliance with the byelaws, the existing sites examined, existing buildings checked, and written reports are submitted to the Building Plans Sub-Committee. When approved, the notices from builders at appropriate stages ensure inspection as the work proceeds, and between 350-500 routine visits a month are made to works in progress. The inspection staff give considerable service to intending developers in advice regarding constructional problems in relation to the byelaws.

The Council's planning control is similarly dealt with by the same Committee at the same time.

In the case of dangerous structures, the control is exercised by virtue of the Public Health Acts, the East Ham Improvement Act, 1898, and the East Ham Corporation Act, 1957. These powers at the moment are not normally invoked, the owners of defective structures invariably being prepared to act without compulsion.

Personal Health and Welfare

Powers and Duties under the National Health Service Acts.

Care of Mothers and Young Children (Section 22).

Services provided by the Council include:

1. Infant Welfare Clinics.
2. Toddler Clinics.
3. Ante-Natal Clinics (including the care of unmarried mothers).
4. Dental Clinics.
5. Sunlight Clinics.
6. Physiotherapy Department.
7. Day Nurseries.
8. A service for the care of premature infants.

Services 1 and 2 are conducted by Medical Officers at five centres in the Borough, and much of the field work and detailed recording is conducted by the Health Visitors, 23 in number, each of whom has an area of the Borough under her supervision.

Ante-Natal care at the Clinics includes—

(a) general and special investigation, blood tests, etc., carried out in hospital, if necessary, or by reference to pathological laboratory services:

(b) instruction in personal hygiene, infant hygiene, breast feeding, proper dietary and the hygiene of labour:

(c) the issue of valuable adjuvants to health such as iron tablets, calcium tablets, cod liver oil or vitamin A and D tablets, orange juice, and other vitamins.

The distribution of all welfare foods and adjuvants is made by the clinic staffs and the W.V.S. from designated centres. All the distribution centres are appropriately sited to obviate tiring journeys by expectant and nursing mothers to obtain supplies:

(d) maternity outfits are provided at the centres on request, free of charge:

(e) ante-natal exercises and relaxation classes are held regularly and instruction is also given in the administration of gas and air analgesia.

Service 4 is carried out under the general direction of the Medical Officer of Health by the Principal Dental Officer and three Assistant Dental Officers and a specially trained Oral Hygienist. Comprehensive dental facilities are available to the priority groups in the community and the work is conducted from two centres, one at the Town Hall Annexe with two fully-equipped dental surgeries, and the second at the Church Road Clinic where there are three fully-equipped dental surgeries.

Services 5 and 6 are comprehensive and provide for the priority groups every variety of physiotherapy and sunlight treatment which in most areas is available only in hospitals.

East Ham has always adopted the principle of separating, as far as possible, the priority groups from general hospital patients, and this plan is supported by the Regional Hospital Boards, who conduct their own specialist clinics in Local Authority premises. In this way, an orthopaedic service, an ophthalmic service, an ear, nose and throat service—which includes audiometric testing—is available in the clinics to mothers and their young children and school children generally, without attendance at hospital. So advanced is this service that hospitals refer back children to the clinics by reason of the congestion in their several departments and their realisation of the desirability of separating the priority groups from out-patients generally.

Service 7 is concentrated in one Day Nursery to which children are brought from all parts of the borough by appropriate transport.

Service 8 has been developed as a special part of the Health Visiting service and plays a signal role in the prevention of perinatal mortality with premature infants.

Dental care for expectant women, nursing mothers and their children is a cardinal service administered under the general direction of the Medical Officer of Health by the Senior Dental Officer and his staff of three Assistant Dental Surgeons and an Oral Hygienist. Special care is devoted to the dental supervision of infants in the first two years of life and regular dental supervision of toddlers between the age of two and five is a feature of our service. In all this work particular attention is devoted to conservative treatment.

Midwifery (Section 23).

A comprehensive domiciliary midwifery service is provided under the general direction of the Medical Officer of Health and the detailed supervision of the Superintendent Nursing Officer, who is also the non-medical Supervisor of Midwives. There are five domiciliary midwives, appropriately sited at various points of the Borough. This service is closely tied in with the various services provided at the five welfare clinics sited in various parts of the Borough, and also with the Hospital Midwifery Service and the General Practitioner Obstetrician Service, augmented by an Obstetric Flying Squad which operates from Forest Gate Hospital. By and large, hospital midwifery bookings are effected through the Public Health Department, and emergency admissions are arranged by practitioners themselves or the Emergency Bed Service.

Health Visiting (Section 24*).*

This service is carried out under the direct control of the Superintendent Health Visitor, who conducts not only the domiciliary health visiting and clinic work but also the school health work in conjunction with the Assistant Medical Officers in the School Health Service. The domiciliary health visiting includes not only the care of mothers and their young children, but the giving of advice and help to adults, including old people, and assisting general practitioners in providing for the particular needs of their patients. There are 23 health visitors employed, each of whom has an area of the Borough under her supervision.

Home Nursing (Section 25*).*

A comprehensive Home Nursing Service to augment the efforts of general practitioners and the hospitals is available to all persons who need nursing care in their own homes. The service has its headquarters at Ascot Lodge where several of the nurses are resident, and is administered through the agency of the East Ham District Nursing Association. The detailed nursing is under the supervision of the Superintendent Nursing Officer, who is employed by the Corporation and works under the Medical Officer of Health. The number of nurses employed at the moment is the equivalent of 15 full-time.

Vaccination and Immunisation (Section 26*).*

Immunisation against diphtheria, whooping cough and poliomyelitis as required by the Ministry of Health is carried out at clinics conducted primarily at two main centres in the Town Hall Annexe and the Church Road Clinic, with subsidiary clinics elsewhere as and when required. Vaccination against smallpox is also advocated, and every encouragement is given to general practitioners to enhance the vaccinal state of the inhabitants.

Ambulance Services (Section 27*).*

A comprehensive ambulance service has been instituted with suitable ambulances and vehicles for the transport of all types of sick cases as and when needed. The service is controlled by an officer in charge under the direct control of the Medical Officer of Health. The Council's central ambulance station in Wellington Road is a model of its kind for the housing of vehicles and the accommodation of staff. The service works in very close co-operation with the general practitioner and the hospitals generally. The service has the following vehicles:

Two-stretcher ambulances	6
Dual-purpose vehicles	4
Sitting-case car	1

Prevention of Illness—Care and After-Care (Section 28*).*

(a) *Tuberculosis.* A comprehensive preventive diagnostic and therapeutic service has been built up in the Borough centred at the Chest Clinic sited in Katherine Road. Five tuberculosis nurses specially trained in this work carry out both the clinic and the field work and visit and deal with persons in their own homes and with all contacts.

Occupational Therapy classes are held bi-weekly at a special centre, and patients are also instructed at home by a trained occupational therapist.

B.C.G. vaccination is undertaken is suitable cases, as advised by the consultant to the Chest Clinic, and a systematised B.C.G. scheme is going forward in relation to certain groups of school children.

(b) *Mental Illness.* In relation to mental illness, a Therapeutic Social Club is maintained, run by the Duly Authorised Officers as part of their community and domiciliary social work. The main trend of this service is the rehabilitation of sufferers from mental illness and in the prevention of mental breakdown in persons predisposed to neurosis and in those who are known to have suffered mental illness.

(c) *Illness generally.* Prevention is fostered through lectures on hygiene, diet, epidemiology, cancer and tuberculosis. The prophylactic value of immunisation is stressed and the health visitors conduct a carefully thought-out programme of health education in the homes.

The provision of nursing equipment and apparatus is systematised through a Loan Cupboard Service sited at the Town Hall Annexe and the Church Road Clinics. Articles of nursing equipment are loaned in appropriate cases on the advice of general practitioners or the Corporation's nursing staff.

(d) *Convalescence and Admission to Convalescent Homes.* Apart from convalescence necessitated as continuation of treatment in hospital which is arranged by the Regional Hospital Board, cases in adults and children arising from specific fevers, malnutrition, general debility, poor environmental conditions, etc., are dealt with by the Medical Officer of Health and a special officer is employed to deal with each individual case and the service is under his direct control.

Domestic Help (Section 29).

A comprehensive scheme is worked under the direction of an Organiser to bring domestic help into any household where such help is required owing to the presence of any person who is ill, lying-in, an expectant mother, mentally defective, aged, or a child not over compulsory school age. The service reinforces measures employed for the care and after-care generally for all cases of illness or defectiveness, the care of mothers and young children, and the domiciliary midwifery and home nursing services. Charges are made in appropriate cases and initial medical certification is required by a local doctor. At present, sufficient home helps, full-time and part-time, are employed to provide a maximum of 3,250 hours attention per week.

Clinics.

There are five clinic premises in the Borough, and the following is a list of clinics other than school health clinics, which are held regularly in the Borough:

*Infant Welfare Clinics	9 sessions per week.
*Ante-Natal	10 " " "
Toddler	3 " " "

Immunisation	3 sessions per week.
Ante-Natal Exercise Class	8 ,, ,, ,,
Dental Clinics	It is not possible to separate the information on many health service clinics from school medical services clinics.

* Two Ante-Natal and Infant Welfare sessions are combined.

Provided by the Regional Hospital Board in Council premises.	Ophthalmic Clinics	4 sessions per week.
	Oral ,,	2 sessions per week.
	Orthopaedic ,,	1 session fortnightly.

Mental Health Services.

1. Services provided by North East Metropolitan Regional Hospital Board.

(a)	Nearest Mental Hospital.	Runwell Hospital, Wickford, Essex.
(b)	Nearest Psychiatric Out-Patient Clinic.	East Ham Memorial Hospital, Shrewsbury Road, E.7.

2. Services provided by County Borough of East Ham.

(a)	Address of officers responsible for ascertainment and care of mental patients.	Medical Officer of Health, Health Department, Town Hall Annexe, Barking Road, E.6.
(b)	Address of local office of Mental Health Service.	As above.
(c)	Number of medical practitioners practising in the Borough or District authorised under ss. 1(3) and 5(3) of the Mental Treatment Act, 1930.	Two.
(d)	Number of Duly Authorised Officers employed full-time in the Borough or District.	Five.
(e)	Arrangements for emergency calls.	One Duly Authorised Officer is on call per rota outside office hours. A weekly rota of officers on duty is circulated to all concerned.
(f)	Nearest Occupation Centre(s):	M.D. Occupation Centre, The Labour Hall, Katherine Road, East Ham. 50 places. Centre in rented accommodation. Caters for all M.D.s over 5 years of age.
	Is transport to the Centre provided by the Local Health Authority?	Yes.
(g)	Is a Psychiatric Social Worker available in the area?	Only for cases under care of Runwell Hospital or Psychiatric Out-Patient Clinic.
(h)	Is an Occupational Therapy service provided?	No.
(i)	Other facilities available.	After-Care Club for ex-patients of Mental Hospitals to aid in social rehabilitation within the community.

3. Statistics relating to Lunacy & Mental Treatment Acts, 1890-1930, for year 1956.

Number of calls to Duly Authorised Officers in connection with mental illness:	No records kept.
Number of visits made during year:	2,333.

4. Statistics relating to Mental Defectives.

(A) Particulars of Mental Defectives on Register at 31.12.56:

	Under age 16		*Aged* 16 *and over*		*Total*
	M.	F.	M.	F.	
(a) Cases ascertained to be defective found "subject to be dealt with".					
(i) under Statutory Supervision (excluding patients on licence)	15	18	79	64	176
(ii) Under Guardianship ..	—	—	1	5	6
(iii) In places of safety	—	—	—	—	—
(iv) In hospital (including cases on licence therefrom)	20	6	87	90	203
Total ..	35	24	167	159	385
(b) Cases not ascertained to be defective found "subject to be dealt with" under Voluntary Supervision	—	—	26	25	51
Grand Total ..	35	24	193	184	436
(c) Number of cases in above receiving training: In Occupation Centre ..	12	13	18	12	55

(B) Particulars of cases reported during 1956:

	Under age 16		*Aged* 16 *and over*		*Total*
	M.	F.	M.	F.	
(a) Cases at 31st December ascertained to be defectives "subject to be dealt with": Action taken on reports by:					
(i) Local Education Authorities on children					
(1) While at school or liable to attend school: ..	7	3	—	—	10
(2) On leaving special schools	—	—	3	2	5
(3) On leaving ordinary schools	—	—	—	—	—
(ii) Police or by Courts ..	—	—	—	—	—
(iii) Other sources	—	—	—	—	—
(b) Cases reported but not regarded at 31st December, 1956, as defectives "subject to be dealt with":	—	—	1	1	2
(c) Cases reported but not confirmed as defective by 31st December ..	1	1	—	—	2
Total number reported ..	8	4	4	3	19

National Assistance Act, 1948.

Welfare Services provided under National Assistance Act, 1948:

1. Residential accommodation provided by East Ham and available to Borough residents:

(a) Permanent accommodation (s. 21(1) (a)).

Address of Establishment	*Beds available*	*Beds occupied at* 31.12.56
Howard Lodge, nr. Brentwood, Essex ..	44	43
Windermere, Manor Park, E.12	14	14
Fairplay House, Wickham Bishops, Essex ..	40	38
Dudbrook, nr. Brentwood, Essex	60	60
Braeside, Weald Road, Brentwood, Essex ..	16	16
Lea Rigg, Brentwood, Essex	17	17
Pontlands, Gt. Baddow, nr. Chelmsford ..	27	27
Sunnyhaven, Forest Gate, E.7	12	12
Laburnums, Westcliff-on-Sea, Essex	22	21
Aldersbrook, Wanstead, E.11	63	63
	315	311

(b) Temporary accommodation (s. 21(1) (b)).

Address of Establishment	*Beds available*	*Beds occupied at* 31.12.56
14-20 Ashford Road, E.18	31 beds	10
	12 cots	7

2. Welfare Services (s. 29).

Statutory Schemes have been made for the provision of Welfare Services for the following categories of handicapped persons:

Blind.
Partially-sighted.
Deaf-dumb.
Hard of hearing.
Other handicapped persons.

(a) Blind and partially-sighted.

(i) Number on Register at 31.12.56.	353	
(ii) Number employed in open employment.	19	
(iii) Number employed at home.	3	
(iv) Number in sheltered employment.	16	(Blind only)
(v) Number in hospital.	15	(Blind only—no record of partially-sighted kept).
(vi) Number of cases visited by Home Teachers in year 1956.	333	
(vii) Number of visits paid in that year	2,281	

(viii) If sheltered employment is available, who provides it, where and in what form?

West Ham County Borough Council	— West Ham Workshops for the Blind, West Ham Lane, E.15.	Mattress Making. Basket Making. Brush Making. Machine Knitting.
London Association for the Blind.	— 21, Crawford St., W.1.	Weaving.

(b) Deaf and Dumb.

(i) Number on Register at 31.12.56.	30
(ii) What training facilities are available and how and where?	Assistance given towards securing training under the Education Act, 1944, or the Disabled Persons (Employment) Act, 1944.
(iii) What social facilities are available and how and where?	
Occupational Centre, 95 Arragon Road, East Ham, E.6.	Handicrafts, Social Activities, Outings, Theatre Visits.
East Ham Club for the Deaf, 95 Arragon Road, East Ham, E.6.	Social Activities. Wednesdays and Saturdays.
(iv) Other facilities available.	—

(c) Other Handicapped Persons.

(i) Number on Register at 31.12.56.	408
(ii) What training facilities are available, and how and where?	—
(iii) What social facilities are available, and how and where?	
Occupational Centre, 95, Arragon Road, East Ham, E.6.	Handicrafts, Social Activities, Outings, Theatre Visits.
(iv) Other facilities available.	Holiday Schemes, Meals Service, Structural Adaptations to Home, Aids for the Disabled.

Care of Children.

Statistics for 1957.

1.	Population	112,700
2.	Population under 18	28,000
3.	Number of children in care at 31.3.57	209
	Number per thousand population	1·8
	Number per thousand population under 18 ..	7·5
4.	Number of children in care boarded out	85
	Percentage of total number in care..	41·5%

5.	Number of children in lodgings and residential employment	4
	Percentage of total number in care..	1·9%
6.	Number of children in Local Authority's Children's Homes	99
	Percentage of total number in care..	47%
7.	Number of children in care in:	
	(i) Voluntary Homes	—
	(ii) Homes or Hostels for Handicapped Children	7
	Percentage of total number in care..	3·2%
8.	Number of children in care in Hostels	1
	Percentage of total number in care..	·5%
9.	Number of children in care in farm/sea training	4
	Percentage of total number in care..	1·9%
10.	Number of children in Special Boarding Schools	5
	Percentage of total number in care	2·1%
11.	Number of children in care of Local Authority under "Fit Persons" Orders	33
12.	Number of "Fit Persons" cases at home	4
13.	Number of applications during year ended 31.3.57 for reception of children into care	174
	Number of applications accepted	117
14.	Number of applications received from prospective foster parents	82
	Number approved	25
15.	Number of children supervised under Child Life Protection Regulations	24
16.	Number of adoptions in which the Council acted as Guardian ad Litem during year ended 31.3.57	34
17.	Number of Approved School After-Care cases	2
18.	Number of children in care who were adopted	6

The Corporation provides ten family-group type homes, with a total capacity of 89 places. One home is intended primarily for short-stay cases. In addition, a new residential nursery to accommodate up to 15 children under the age of five was recently opened.

Registration of Nurseries and Child Minders.

This is part of the responsibility of the department of the Medical Officer of Health. Any work of ascertainment and inspection will be carried out through the staff of Health Visitors. So far there have been no registrations under the Act.

Infectious Diseases.

General practitioners are required by law to notify certain infectious diseases on a prescribed form: thereafter all steps are taken to ensure the proper care of the sufferer to prevent the spread of infection and to determine the source of the infection.

Both the health visitors and the public health inspectors take part in this work, which is of cardinal importance in protecting the community against infectious illness. In addition an energetic campaign to stimulate interest in vaccination against smallpox and immunisation against poliomyelitis, diphtheria and whooping cough is maintained.

Owing to the great docks for ocean-going traffic in our area, a special care is taken to prevent the ingress of infectious diseases from foreign sources.

This work is carried out under the control of the Medical Officer of Health.

Health Education.

Considerable effort is being made, mainly along two specific paths, to foster health education:

(1) in relation to certain illnesses and major or minor mishaps:
(2) In promoting healthy living; a much wider project.

Under the first heading, health education in maternal and child welfare is designed especially to prevent or ameliorate such conditions as toxaemia of pregnancy, premature births, problems of breast feeding, rickets and early emotional and psychological disturbances of childhood.

With families generally, the care of children and their education in dietetics and the technique of self-injection with insulin is an increasing function of the health visitors of the Public Health Department. With cancer and certain gastric conditions, patients can be taught to live with their illness, and with tuberculosis generally a wide field of education is entered to ensure treatment in "a zone of hygiene", prevention of spread, including B.C.G. inoculation propaganda and psychological adjustment of the individual to his illness, his family and the community.

The prevention of accidents in the home, with special reference to burns and scalds and the budgetting for family needs, are other health education functions which fall to the health visitors.

In regard to the promotion of healthy living, films, lectures, posters, displays of suitable propaganda material, issue of leaflets and books on health topics are all part of a programme of health education designed in the department of the Medical Officer of Health.

Town Planning

The Council's planning functions are administered through the Town Planning Committee, which has a Plans Sub-Committee, meeting twice every five weeks. The Borough Engineer is the Planning Officer.

The Council were fully aware of the need for planning in such a highly urbanised area prior to the 1947 Act and used powers which were available to them under prewar legislation to the best advantage. The position in the Borough in 1938 was that an operative town planning scheme (No. 1) covered certain parts of the Borough, and the remainder of the Borough was covered by a Resolution to prepare a scheme which had been approved by the Minister in February 1938. World War II delayed progress on this latter planning scheme but immediately opportunity arose problems were re-assessed, and in April 1943 an Interim Report on Planning and Re-development was considered by the Council, who then decided that to ensure attractive and healthy living conditions in the Borough the optimum population should be 110,000. The publication of the Greater London Plan in 1944 so far as East Ham was concerned, accorded broadly with the views the Council had themselves formulated.

The Development Plan which is now operative was approved by the Minister on 22nd May, 1956. From the outset therefore the Council appreciated that their most difficult task would be the implementation of the Plan, and have endeavoured to make their planning policy one with positive effect. Over the past few years the Council have acquired a number of industrial properties, mainly of non-conforming nature, and the total amount expended in acquisition is over £250,000. Certain work of industrial re-location has also been undertaken. This policy of reducing industrial capacity within the Borough, coupled with the development of accommodation by the Council outside the Borough and co-operation with the Basildon New Town Corporation, upon which they are represented has led to a reduction in the population from 121,370 to 112,700.

Traffic

1. Construction, Improvement and Maintenance of Roads and Bridges.

The Corporation is entirely responsible for all new roads, the reconstruction, improvement and repair of all existing classified and other highways, and for the maintenance as Agent on behalf of the Ministry of Transport and Civil Aviation of the East Ham/Barking By-Pass insofar as this highway falls within the Council's Boundary. The various lengths of roads involved are:

Trunk Roads	1·24 miles
Class I Roads	7·96 ,,
Class II ,, ...	5·36 ,,
Class III ,, ...	4·52 ,,
District Roads	62·72 ,,

The work is carried out by the Borough Engineer's Direct Labour Highways Section, which maintains an adequate labour strength, and all necessary plant and equipment to deal with the whole of the work. The estimated expenditure for the year 1958, with the exception of works on the East Ham/Barking By-Pass, is set out below:

(a)	Classified Roads	£45,250
(b)	Other Roads	£45,000

A programme of resurfacing or reconstruction of all 1st class roads within the Borough was completed in 1956. Much thought has been given to general improvement of all main roads, and advantage is taken wherever possible to acquire land and to make what adjustments are possible in consultation with owners on building lines where such buildings are being reconstructed.

Whilst the work to the district roads is mainly purely maintenance in character, reconstruction is proceeding on parallel lines with work in the main highways, subject to the limitations on capital expenditure, and the district roads are generally in good condition. A particular feature is the policy of the Council in the provision of ornamental trees in the streets, and there are some 10,000 mainly in the district roads.

During the forthcoming year, commencement will be made on the improvement of Barking Road by the provision of a length of dual carriageway at the eastern end.

At the request of the Ministry of Transport and Civil Aviation, the East Ham Council, through the Borough Engineer, has prepared designs for the improvement of the East Ham/Barking By-Pass in that section of the road within the West and East Ham boundaries, and work has commenced. The value of the work is of the order of £350,000.

2. Street Lighting.

The Council maintains by Direct Labour the whole of the lighting installation on the trunk roads, classified, and district roads within the Borough.

Some five years ago the Council installed modern lighting equipment incorporating sodium vapour lamps on the single carriageway then forming the East Ham/ Barking By-Pass on that section for which the Council were responsible. The main classified roads of the Borough are lighted to Class A standards with mercury vapour equipment and the Council has commenced a programme of lighting improvement for the remainder of the Borough.

The present annual expenditure on public lighting, including maintenance for existing equipment and improvements, is in the order of £49,800.

Whilst major installations are normally carried out by contract the Direct Labour section is fully equipped to deal with all items of maintenance and improvements involving the installation of a limited number of columns.

3. Naming of Streets and Numbering of Houses.

As the Borough is largely built-up, this function is only of importance in connection with redevelopment, which will be invariably undertaken by the Council so that there is complete co-ordination between the development committees and the committee whose function includes the naming and numbering of streets.

4. Parking Places.

A number of street parking places are provided by the Council. The Authority have also used, temporarily, bombed sites reserved for education purposes in the future and provided temporary car-parks for private cars on a rental basis. These are not regarded as appointed car-parks under the Public Health Act, 1925. The Council so far have provided spaces in these private parks for 617 cars. The East Ham Corporation Act, 1957, gives powers to provide garages for the public generally, and also to provide car-parks in buildings.

5. Road Safety.

In 1946 the Road Safety Council was formed, consisting of representatives of the County Borough Council and of various other bodies and interests concerned. The Town Clerk is the Honorary Secretary and the Borough Engineer is the Honorary Technical Adviser. The Council approves annual estimates in regard to road safety work, and the work of the Road Safety Council is carried on within those estimates without approval by the Authority. The reports of the Road Safety Council are submitted monthly to the Works and Transport Committee for information. The Road Safety Council makes recommendations to the Authority on various matters affecting the safety of roads in the Borough. The Road Safety Council is an active, enthusiastic body, and has done a lot of very useful work in the Borough, particularly in the schools.

6. Bus Shelters.

In common with other authorities, the County Borough Council is empowered, under the Local Government (Miscellaneous Provisions) Act, 1953, to provide bus shelters. The Council consider that the provision of bus shelters is more appropriately the responsibility of the London Transport Executive, and the Council from time to time exhorts this body to increase their shelter provision, and has met with a fair measure of success. The Council themselves have not provided any shelters.

7. Private Street Works.

All the streets in the Borough have been made up and adopted, so that no problems are likely to arise in regard to the making up of private streets.

URBAN DISTRICT OF HORNCHURCH

History.

The Parish of Hornchurch, in the Rural District of Romford, was constituted the Urban District of Hornchurch on the 1st April, 1926, by the Hornchurch (Constitution of Urban District) Order, 1926.

By the operation of the Essex Review Order, 1934, the District was enlarged on the 1st April, 1934, so as to include the Parishes of Rainham and Wennington and the altered Parishes of Cranham, Great Warley and Upminster, all in the Rural District of Romford, and a small portion of the Urban District of Romford; a small portion of the District was transferred to the Urban District of Romford; and the Rural District of Romford was abolished.

By the operation of the Essex Review Order, 1935, the District was further enlarged on the 1st April, 1936, so as to include a portion of the Parish of North Ockendon, in the Rural District of Orsett.

In May, 1955, the Council submitted a Petition to Her Majesty in Council, praying for the grant of a Charter of Incorporation creating the District a Municipal Borough. The decision of the Privy Council on the Petition is awaited.

Population.

Census, 1931	*Census*, 1951	*Registrar-General's Estimate*, 1957
39,389	104,092	117,400

Area, Boundaries and Character.

The area of the District is 20,308 acres.

The District is bounded on the west by the Boroughs of Dagenham and Romford, on the north by the Urban District of Brentwood, on the east by the Urban Districts of Brentwood and Thurrock and on the south by the River Thames, to which it has a frontage of approximately 3½ miles.

The District is largely residential in character, but includes considerable areas of industrial development, the majority of which border the River Thames, extensive agricultural areas, and valuable sand and gravel deposits which are being worked.

Financial Statistics.

	1st April, 1927	*1st April,* 1951	*1st April,* 1957
Rateable Value	£81,555	£766,678	£1,466,250
Product of 1*d.* Rate	£303	£3,117	£6,030
Rates per Head of Population ..	£3 6*s.* 6*d.*	£7 4*s.* 4*d.*	£11 9*s.* 9*d.*

Education

The Council made a claim under the Education Act, 1944, that the District should be excepted from the scheme of divisional administration to be made by the Essex County Council. After considering representations from the County Council that the interests of the District would be better served by combining it with the Urban Districts of Brentwood and Thurrock to form a single division, the Council withdrew the claim. The three Urban Districts together comprise the area of the South Essex Divisional Executive.

The Divisional Executive's area has a population, according to the latest estimate of the Registrar-General, of 263,390, and an area of 83,174 acres.

Number of children on Hornchurch School Roll at 28.2.58		19,012
Grammar Schools	2	
Modern Schools..	8	
Bilateral Modern/Technical Schools	1	
Primary Schools..	31	
Special Schools	1	
Total number of places provided		17,810
Youth Centres		
Total enrolments	1,092	
Total number of classes provided	51	
Evening Institutes		
Total enrolments	1,873	
Total number of classes provided	109	
All External Adult Classes		
Total number of classes provided	67	

Pupils sent to other Grammar and Technical Schools in the County of Essex	600 (approx.)
Students attending the South-East and South-West Essex Technical Colleges full-time	52
Pupils sent to Grammar and Technical Schools outside the County of Essex	40 (approx.)

School Health Service.

The Area Medical Officer for the South Essex Area acts as Divisional School Medical Officer.

Environmental Health

(a) Baths, Wash-houses and Bathing Places.

The Council have provided a covered public swimming bath measuring 110 ft. in length, 42 ft. in width and from 3 ft. to 12 ft. 6 ins. in depth. There is seating accommodation for 900 persons.

The swimming bath was opened in December, 1956, and during the following year was used by 285,224 bathers.

(b) Control of Watercourses, Ditches and Ponds.

The Council take steps whenever necessary to secure the removal of obstructions and impediments to the proper flow along watercourses and ditches, and have exercised in numerous instances the power conferred upon them by the Public Health Act, 1936, to require the filling in, or covering over of watercourses and ditches on or near building land.

(c) Disinfestation of Premises and Articles.

During the year ended the 31st March, 1958, nine premises were disinfected and four premises were disinfested. It was not necessary to disinfect any articles.

(d) Drainage of Trade Premises.

The Public Health (Drainage of Trade Premises) Act, 1937, extends to the District.

(e) Morturaries and Post-Mortem Rooms.

In 1932 the Council provided a mortuary. At the same time they entered into an arrangement with the Essex County Council for the use of the post-mortem room at Oldchurch Hospital, Romford. This arrangement terminated in 1938.

Since 1938 Hornchurch has used both the mortuary and post-mortem room at Oldchurch Hospital, and the Hornchurch mortuary has not been used as such.

The mortuary at Oldchurch Hospital is to be enlarged by the North-East Metropolitan Regional Hospital Board and the Council have made an offer to contribute towards the cost of its administration. Negotiations with the Board continue.

(f) Public Conveniences.

The Council have provided and are maintaining 11 conveniences for both sexes.

(g) Refuse Collection and Disposal.

The Council undertake a weekly collection of house refuse.

The Council also operate a trade refuse scheme.

Refuse disposal is by controlled tipping on two sites owned by the Council which have a total area of 25 acres. The Council are acquiring further land containing 11 acres for use as a place for the deposit of refuse.

For the year ended the 31st March, 1957, the total quantity of refuse collected and disposed of was 30,600 tons, the gross expenditure on the collection and disposal of refuse was £79,756, and the income derived from the sale of salved materials was £12,676.

(h) Regulation of Buildings and Sanitation of Buildings.

Necessary sanitary inspections of premises are made by the Council's Public Health Inspectors, of whom there are seven. During the year ended the 31st March, 1958, notices requiring the abatement of 114 statutory nuisances were served. These statutory nuisances have been abated.

During the same year 137 applications for certificates of disrepair under the Rent Act, 1957, were received.

(i) Sewerage and Sewage Disposal.

The District is sewered on the separate system.

There are three sewage disposal works serving the District, namely,

(a) the Bretons Farm Works, which are managed by a Joint Committee of the Council and the Romford Borough Council;

(b) the Riverside Works, which are owned and managed by the Dagenham Borough Council;

(c) the Bury Farm Works, which are owned and manged by the Council.

All three Works are situate within the District.

A fourth sewage disposal works situate in the District, namely, the Nags Head Works, serve part of the Urban District of Brentwood and are owned and managed by the Brentwood Urban District Council.

Following a Local Inquiry under Section 318 of the Public Health Act, 1936, the appropriate Minister recommended as a long-term policy for adoption by the local authorities concerned, that the ultimate site for the disposal of the soil sewage from the areas draining to the Bretons Farm Works, the Riverside Works and the Nags Head Works should be that of the Riverside Works.

The District is served by a system of main and subsidiary surface water sewers which discharge into natural watercourses. The principal watercourses are the Beam, the Rom, the Ingrebourne, the Ravensbourne and the Mardyke.

Since 1945 the Council have expended £139,376 on improvements to sewage disposal works and £336,922 on the construction of soil and surface water sewers.

(j) Street Cleansing.

The Council undertake the cleansing of all classified and district roads within the District. The roads in the main shopping centres are cleansed daily, including Sunday, and the other roads are cleansed either once or twice weekly.

(k) Burial Grounds, Cemeteries and Crematoria.

The Council own three cemeteries with a total area of 14 acres. These cemeteries are situate in the District. During the year ended the 31st March, 1958, 553 interments took place.

The Council have acquired further land containing 12 acres in the District for cemetery and crematorium purposes. A crematorium has been provided on part of this land by the Council jointly with the Romford Borough and Thurrock Urban District Councils. The crematorium is administered by a joint committee of the constituent authorities.

(l) Parks and Open Spaces.

The Council own parks and open spaces with a total area of 498 acres. The largest park has an area of 120 acres.

There are playing facilities for football, cricket, tennis, bowls and golf.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937.

The Council have provided a sports stadium with an area of 5,727 acres. This includes a first class football pitch, cinder running track, and covered stand. The running track conforms with the requirements of the Amateur Athletic Association for championship events. Major athletic meetings are held at the stadium.

The Council have also provided seven centres for the use of clubs, societies or organisations having athletic, social or educational objects.

Following the coming into operation of Section 132 of the Local Government Act, 1948, the Council appropriated for use as a concert hall and theatre, and for public meetings and assemblies, certain premises acquired under the Physical Training and Recreation Act, 1937. The cost of adapting the premises for use as such amounted to £22,900. The premises have been used as a theatre since September, 1953, and are controlled and managed by the Hornchurch Theatre Trust Limited, which is a company limited by guarantee and having no share capital, and the formation of which was sponsored by the Council.

Housing

(a) Provision of Houses.

The dwellings provided by the Council prior to 1939, together with those transferred to them by the Romford Rural District Council, number 600.

Since 1946 the Council have provided 2,762 dwellings.

In addition to dwellings the Council have under their Housing Act powers provided eight shops and 56 garages.

300 temporary prefabricated houses have been provided, of which 299 are still in use.

The Council own sufficient land for the provision of a further 600 dwellings.

It has not been necessary for the Council to acquire land outside the District.

(b) Slum Clearance.

Following the passing of the Housing Repairs and Rents Act, 1954, the Council formulated a programme for the demolition of 69 houses to be carried out during a five-year period. Of these houses 49 have been demolished and 16 are about to be demolished.

It is estimated that there are no more than 20 houses in the District which could be represented for demolition.

(c) Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses.

The Council have made:

(i) 2,738 advances under the Small Dwellings Acquisition Acts, 1899 to 1923, totalling £2,174,650.

(ii) 283 advances under the Housing Act, 1949, totalling £326,270.

(iii) 44 improvement grants under the Housing Act, 1949, totalling £6,248.

(iv) Regulation of Buildings and Byelaws.

The Council in 1954 made new building byelaws under the Public Health Act, 1936, and have recently made further provision for control under the Clean Air Act, 1956.

Supervision and control over the erection and alteration of buildings is exercised by the Council's building inspectors.

Personal Health

All services in the District provided under Part III of the National Health Service Act, 1946, excepting the ambulance service, which is administered centrally, are administered by the South Essex Health Area Sub-Committee of the County Health Committee.

The area of the Sub-Committee is co-terminous with that of the South Essex Divisional Executive for Education.

The following facilities and staff are available:

Section 22—Care of Mothers and Young Children.

There are eight Infant Welfare Centres holding weekly or twice weekly sessions with an average attendance of 70 children per Centre:

Abbs Cross Lane.	Harold Wood.	Rainham.	South Hornchurch.
Westland Avenue.	Upminster.	Cranham.	Park Lane.

There are also six Ante-Natal Clinics holding weekly or twice weekly sessions:

Abbs Cross Lane.	Harold Wood.	Rainham.
South Hornchurch.	Upminster.	Westland Avenue.

Post-Natal patients are seen at combined Women's Welfare and Post-Natal Clinics at the Ante-Natal Clinics.

Midwives' Ante-Natal sessions are held at:

Abbs Cross Lane.	Rainham.	Upminster.
South Hornchurch.	Westland Avenue.	

Other clinic sessions (in conjunction with the School Health Service):

	Number of Clinics
Diphtheria and Whooping Cough Immunisation	7
Ears, Nose and Throat	–
Ophthalmic Treatment	6
Paediatric	–
Ante-Natal Relaxation Exercises	8
Enuresis	–
B.C.G. Vaccination	1
Poliomyelitis Vaccination	5
Minor Ailments	6
Orthopaedic and Remedial Exercises Treatment	3
Artificial Sun-Light Treatment	–
Dental (Children and Expectant Mothers)	3

Dental (Children Only)	3
Speech Therapy	5
Orthoptic	2
Child Guidance	–

The Clinics are staffed by the Health Visitors and Clinic Nurses and there are 16 voluntary helpers at these Clinics and also full-time and part-time Clinic Clerks.

Day Nurseries.

There is one Day Nursery in Hornchurch with 50 places, at Diban Avenue, Elm Park, and the recent average daily attendance was 48. The Nursery is in charge of a Matron and there is a total staff of nine, consisting of:

Deputy Matron	1
Warden	1
Nursery Nurses	3
Nursery Assistants	3
Nursery Students	3 (count as one)

Arrangements are made for students from the Nursery to attend part-time courses.

Distribution of Welfare Foods.

There are eight distribution centres and also foods can be obtained from 16 chemist shops in the area.

Sections 23 *and* 25—*Domiciliary Midwifery and Home Nursing.*

There are 21 Midwives/Home Nurses and one Non-medical Supervisor of Midwives and Superintendent of Home Nurses, together with two part-time Midwives. The Hornchurch Urban District Council provide six housing units for District Nurse/Midwives.

Section 24—*Health Visiting.*

There are 11 Health Visitors/School Nurses, two Visitors for tuberculosis and Superintendent Health Visitor. There are also nine part-time School Nurses.

Homes are visited, advice and assistance given and arrangements made for convalescent treatment, etc.

Section 26—*Vaccination and Immunisation.*

Services provided through various clinics and through general practitioners for vaccination and immunisation against diphtheria, whooping cough, poliomyelitis and smallpox and B.C.G. vaccination are carried out at the 11 secondary schools.

Section 29—*Domestic Help Service.*

This service is operated by one full-time Organiser. There are 75 part-time Helps employed regularly and 88 Casual Helps. There is a very heavy demand for this service. Hornchurch Helps attend training courses arranged by the County Council.

Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges.

The Council maintain all highways in the District, excepting the Southend Arterial Road, A.127, which is a trunk road.

On the 1st April, 1958, the total mileage of roads maintained by the Council was:

Trunk Roads	4·77 miles
Class I	6·96 ,,
Class II	10·89 ,,
Class III	30·98 ,,
District	109·97 ,,

The Council have entered into agreements with the British Transport Commission for the widening by the Commission of three railway bridges carrying classified roads. The Minister of Transport and Civil Aviation and the County Council have agreed to contribute towards the cost of the works, which are in progress.

(b) Street Lighting.

The Council have provided lighting for 146 miles of highway including parts of trunk roads.

A comprehensive scheme for improving the lighting on all main traffic routes has recently been commenced.

The overall gross expenditure on public lighting during the year ended the 31st March, 1958, is estimated at £42,665.

(c) Naming of Streets and Numbering of Houses.

Names of streets constructed by private developers are usually decided by agreement with the Council.

Street name plates are provided by the Council.

The Council require houses to be numbered, or re-numbered, as they consider necessary.

(d) Parking Places.

The Council have provided six parking places which can accommodate a total of 350 cars.

The District is wholly within the London Traffic Area. The Minister of Transport and Civil Aviation has made regulations fixing 17 street parking places in the District, which can accommodate a total of 120 cars.

(e) Road Safety.

The Council have appointed a Road Safety Committee, which includes members of the Council, and employ a full-time Road Safety Organiser.

The Committee administers the Council's Road Safety Campaign.

The Council are a member of the Royal Society for the Prevention of Accidents.

(f) Bus Shelters.

There are 39 bus shelters in the District, of which nine have been provided by the Council. The remaining shelters have been provided by the London Transport Executive.

(g) Private Street Works.

The Council have adopted the Private Street Works Act, 1892.

Between January, 1936, and September, 1939, the Council made up and adopted 75 private streets.

Since 1946 the Council have made up and adopted 33 private streets, progress having been considerably retarded by financial restrictions.

There are 55 unadopted private streets still remaining within the District, excepting those which are the subject of agreements under Section 146 of the Public Health Act, 1875.

BOROUGH OF ILFORD

General description of Area including Statistics on Population, Rateable Value, Product of a Penny Rate, and Rates Per Head of Population

General History.

The area which is now known as the Borough of Ilford prior to 1888 comprised two of the four wards of the Parish of Barking. In 1888 by the operation of the Barking Parish Act of that year the Parish of Barking was divided into two separate and distinct parishes to be known as the Parish of Barking and the Parish of Ilford respectively. In 1889, pursuant to Section 57 of the Local Government Act, 1888, the Parish of Ilford was comprised a Local Government District by order of the Essex County Council and this Order was duly confirmed by the Local Government Board in August, 1890.

On the passing of the Local Government Act, 1894, Ilford was constituted an Urban District Council.

The Royal Charter creating the Municipal Borough of Ilford was dated 24th August, 1926.

Growth of Population.

Between 1891 and 1911 the population increased from 10,911 to 78,188, this rapid growth being mainly attributable to the construction of residential estates consequent upon the development of the Great Eastern Railway. The population continued to expand steadily after the First World War and by the Census of 1931 had reached the figure of 131,061. At the 1951 Census the recorded population was 184,706 and this appears to have been the peak figure as since that date there has been a very slight reduction. The Registrar General's estimate for the 1st June, 1957, is 179,600.

Area, Boundaries and Character.

The present area of the Borough is 8,411 acres.

The Borough is compact in formation and is bounded on the east by the Borough of Dagenham, on the north by the Urban District of Chigwell, on the south by the Borough of Barking, on the south-west by the County Borough of East Ham and on the west by the Borough of Wanstead and Woodford. On the south-west a natural boundary is provided by the River Roding.

The Borough has no remarkable natural features and is fairly flat in character with a slight rise towards the north. It is largely residential but there are a number of major industries, mainly in the south-west and in the east of the Borough.

In the north-west the area known as Fairlop Plain, consisting of approximately 1,000 acres, is owned by the Corporation. A considerable portion of this area is farm land held on agricultural tenancies, and in addition there are valuable sand and gravel deposits which are now being worked by an independent contractor to whom approximately 66 acres have been leased by the Corporation on a rent and royalties basis.

General.

Ilford has enjoyed a separate civic existence for 70 years since it was constituted a separate Parish under the Barking Parish Act, 1888. It has been a Municipal Borough for 32 years and despite its close proximity to the London conurbation there is a marked degree of civic pride and consciousness. Civic projects and activities of all kinds evince the liveliest local interest and keen support is given to the activities of the sporting and athletic clubs in the Borough many of whose members have achieved international recognition. There is no doubt that the vast majority of the inhabitants of the Borough regard themselves not so much as "Londoners" but as "residents of Ilford" with the Town Hall as a focal point of their civic interest.

In the opinion of Ilford Borough Council the functions which are directly conferred or which have been "claimed" are economically carried out and any impairment of efficiency results only from the limitations on capital expenditure which have been placed upon the Council by the restrictive financial policy of the Central Government. Mention has been made of those instances where the Service provided is inadequate because of the Council's inability to provide it fully because of such financial restrictions.

The only direct Local Government connection with London County Council is the reception into the Northern Outfall Sewer of all sewage collected from the Borough. The London County Council are the owners of two housing estates within the Borough. Their relationship in this connection, however, is no different from that of any other property owner with the Council and the County Council make their own arrangements for the nomination of tenants, etc.

Statistics.

	1st April, 1921	*1st April,* 1951	*1st April,* 1957	
Population	85,194	184,706	179,600	(Registrar General's est. 1st June, 1957).
Rateable Value ..	£461,918	£1,651,847	£2,856,079	
Product of 1*d.* Rate	£1,900	£6,700	£11,500	
Rates per Head of Population ..	99/6*d.*	177/5*d.*	285/3*d.*	

Education

Number of children on school roll as at 28.2.58		23,918
Grammar Schools	5	
Modern „	13	
Primary „	45	
Special „	1	
Total number of places provided		24,855

Further Education facilities under the supervision of the Ilford Committee for Education—

Youth Centres	4
Evening Institutes	3

and a wide and varied number of classes and lecture courses run in conjunction with the 12 Community Association, Townswomen's Guilds, etc. Detailed enrolments are as under—

Youth Centres	
Total enrolments	1,249
Total number of classes provided	94
Evening Institutes	
Total enrolments	2,706
Total number of classes provided	164
All External Adult Classes	
Total number of classes provided	93

Pupils sent to other Grammar and Technical Schools in the County of Essex	2,063
Students attending the South-East and South-West Essex Technical Colleges full-time	208

In addition there is a large number of students attending part-time Evening Courses at these two Institutions.

Pupils sent to Grammar and Technical Schools outside the County of Essex 415

A number of students are also sent to Technical Colleges outside the County.

About 90 handicapped pupils attend day special classes outside the Borough, either in Essex or in East Ham or West Ham.

The above figures give the outgoing pupils, but there are a large number of incoming pupils to Grammar Schools numbering between 800 and 900. Also 20 pupils enter the Borough for education at the Benton Open-Air School or the Spastic Unit attached to it. There is also a relatively small number of pupils crossing the Borough boundary in either direction to attend Primary Schools situated fairly close to the Borough boundaries.

School Health Service.

(a) The Medical Officer of Health acts as Divisional School Medical Officer and his qualified assistants act as School Medical Officers. The Health Visitors also act as School Nurses. A full-time Senior School Dental Officer is also employed and a number of part-time dentists equivalent to a full-time staff of 2·54 are also employed. Regular medical inspections of school children are carried out and close liaison is maintained between the Head Teachers and the School Medical Officers. A number of clinics are provided, particulars of which are given in the Schedule relating to the services provided under Part III of the National Health Service Act.

(b) There is a Special School for Physically Handicapped Children, namely Binton School, accommodating 100 children and a Cerebral Palsy Unit accommodating 24 children. A register under the requirements of Sections 34 and 57 of the Education Act, 1944, is maintained of handicapped pupils and appropriate recommendations made for placement of such children in their various categories.

Environmental Health

(a) Baths, Wash-houses and Bathing Places.

The Council have provided covered public swimming baths situate in the High Road which were opened in 1931 and which comprise a First Class Swimming Bath 100 feet × 35 feet and a Second Class Bath 75 feet × 25 feet, together with ten Slipper Baths and up-to-date Vapour Baths.

During the winter season in each year the First Class Bath is drained and covered over and the hall is used daily for Indoor Bowls, which prove very popular, and on two nights per week for public dances and for amateur boxing.

During the financial year ending 31st March, 1958, the total estimated number of bathers using the two pools is 316,202. 24,889 people will have used the Slipper Baths and 25,383 persons the Vapour Baths. The total income arising from baths fees during this year is estimated at £14,280. An estimated number of 11,105 persons will have used the Indoor Bowling facilities and the fees for this facility, together with cloakroom charges, will amount to £435.

In addition the Council constructed in 1925 an Open Air Swimming Pool in Valentines Park. This pool is 150 feet×50 feet and is provided with a sun-bathing area and a cafe. The estimated number of bathers during the current financial year is 64,345, excluding season ticket holders, and the estimated income from entrance fees is £2,510.

Existing baths facilities provide for training sessions for local Swimming Clubs, the demand for which exceeds the periods that can reasonably be allocated without detriment to the use of the pools by the general public.

The provision of a new Swimming Bath, incorporating Slipper and Vapour Baths, to serve the northern part of the Borough is under active consideration and there is a vital need to provide such facilities for that area.

Analyses of water from all pools are taken monthly and they invariably reach a high standard of chemical and bacteriological purity.

(b) Control of Watercourses, Ditches and Ponds.

The majority of open watercourses within the Borough are included in the Council's Main Drainage Programme currently being executed pursuant to the powers conferred by the Ilford Corporation (Drainage) Act, 1950. Pending completion of the works of culverting, widening and diversion the Council control and have controlled matters such as obstruction and pollution of such watercourses under the powers conferred by the Public Health Act, 1936.

(c) Disinfestation of Premises and Articles.

The Medical Officer of Health is responsible to the Council for the performance of the functions contained in the Public Health Act, 1936, under this heading.

(d) Drainage of Trade Premises.

The Council have not adopted the Public Health (Drainage of Trade Premises) Act, 1937, and any necessary control is exercised under the powers conferred by the Public Health Act, 1936.

(e) Mortuaries and Post-Mortem Rooms.

The Council provided a Mortuary and Post-Mortem Room in Buckingham Road Cemetery in the early part of the century and this was modernised in 1952 at a cost of £2,816. At that time the Post-Mortem Room was provided with a further examination table, modern refrigeration systems were installed and a waiting room and Chapel with a catafalque were erected.

The Post-Mortem Room is now regularly used by Pathologists appointed by the Coroner and Inquests are conducted by arrangement with the Coroner at the Town Hall.

The Mortuary is also used by the Boroughs of Barking and Dagenham who have not themselves provided such facilities, and an agreed payment of £3 10*s*. 0*d*. per body received is made to the Council by each of these Authorities.

(f) Public Conveniences.

Public conveniences for both sexes are provided by the Council at 11 of the busiest shopping centres within the Borough. Two further sites are at present in process of being acquired for the erection of further conveniences in York Road near its junction with Cranbrook Road and in Manford Way where it will serve the new shopping centre which has been developed to supply the needs of the large housing estate erected in that part of the Borough by the London County Council.

One of the existing conveniences, that at Wangey Road, Chadwell Heath, is situate within a few yards of the boundary between Ilford and Dagenham and by an Agreement entered into between the Councils of the two Authorities a contribution of 40% of the net annual expenditure on this convenience is reimbursed to Ilford Council by Dagenham Council. Negotiations have taken place with the Councils of Dagenham Borough and Chigwell Urban District and with the London County Council regarding the possibility of contributions towards the cost of erection and maintenance of the proposed new convenience at Manford Way, but all these Authorities have intimated that they are not prepared so to contribute and the Council have agreed to defray the cost themselves.

During the financial year ending 31st March, 1958, the estimated net expenditure on public conveniences within the Borough is £30,240.

(g) Refuse Collection and Disposal and Collection of Salvage.

During the financial year ending 31st March, 1958, the estimated gross expenditure within the Borough on refuse collection and disposal is £125,620 and this is based on a total collection during this year of 51,200 tons.

At present all refuse is collected weekly from all premises in the Borough by vehicles belonging to the Council, and is transported in those vehicles to a refuse tip which is the property of Barking Borough Council and situated at Jenkins Road within the area of that Authority. Arrangements have been entered into with that Authority for all Ilford refuse to be received until 1962.

As part of a long term programme, in 1953 there was constituted the East Ham, West Ham and Ilford Joint Refuse Disposal Committee under an Agreement entered into by this Authority with the County Borough Councils of East Ham and West Ham pursuant to Section 91 of the Local Government Act, 1933. Membership of this Joint Committee consists of four representatives from each Constituent Authority and each Authority delegated to the Joint Committee all their powers and duties relating to the deposit, treatment and disposal of house, trade and street refuse.

The Joint Committee are responsible for the securing of land for the provision of tipping facilities and the reception and treatment of refuse. The operating expenses are borne pro rata by the Constituent Authorities according to the proportion which the amount of refuse delivered to the Joint Committee by each Authority bears to the whole delivery.

In view of the fact that Ilford is still operating under previous arrangements made with Barking Borough Council, it has not so far been necessary for this Authority to make use of the facilities provided by the Joint Committee although Ilford is, of course, entitled to make use at any time of such facilities, and it is expected that they will do so at the expiration of the present Agreement with Barking Corporation. Sites have been provided for tipping by the Joint Committee at Wennington, and negotiations are at present proceeding with a view to the acquisition of further sites at Ockendon and Aveley.

In addition to the collection of refuse, the Council also pursue an active salvage campaign and during the current financial year the estimated income from the sale of waste paper and other salvage material is £8,300.

(h) Regulation of Buildings and Sanitation of Buildings.

The Medical Officer of Health is responsible for ensuring that the necessary sanitary inspections of premises within the area of the Borough are carried out. During the year ended 31st March, 1957, a total of 35,111 houses and premises were so inspected and these inspections revealed 1,035 nuisances which were subsequently abated. Statutory notices were served on owners under the Public Health Act, 1936, the Housing Act, 1936, Factories Act, 1937, and the Food and Drugs Act, 1955. It is the usual experience that an informal approach by the Public Health Inspectors results in remedial measures being taken, but, where necessary, proceedings are instituted and orders for the abatement of nuisances are obtained from the Court.

In addition to action taken to ensure that the necessary standards of hygiene and fitness for habitation are observed, the Council's responsible officers are now under a duty to inspect dwellings where applications are received under the Rent Act, 1957, for the issue by the Council of Certificates of Disrepair. Up to the end of February, 1958, there have been a total of 243 applications for the issue of such Certificates.

The Council have appointed a whole-time Rodent Operative.

(i) Sewerage and Sewage Disposal.

The basis of the drainage of Ilford is the trunk soil sewer system laid at the beginning of this century, and the original natural watercourses, some of which were culverted when development took place and some of which remained in their natural state.

Due to the rapid increase in population of the Borough between the two World Wars, the old systems for dealing with soil and surface water sewage became grossly overloaded and flooding has been a frequent experience within the Borough. Until 1926, Ilford, in common with many other towns, was drained on the Partially Separate System where part of the surface water drains into the soil sewers. In 1937 preliminary plans were prepared for the reconstruction of the sewerage system but due to the advent of War this was not proceeded with and in 1950 the Council promoted a Private Bill which was enacted as the Ilford Corporation (Drainage) Act, 1950. The Act was designed to give the Council the necessary powers to deal with the improvement of watercourses, etc., and generally to supplement their powers under the Public Health Act, 1936.

Since 1953 it has been possible, with the sanction of the Minister of Housing and Local Government, to complete the first stage of the major new main drainage scheme at a cost of approximately £1,200,000. The scheme provides for the reconstruction and redesign of the majority of the existing trunk soil sewers and the culverting and relaying of the principal watercourses and some trunk surface water sewers.

The second stage of the major reconstruction involving approximately £1,000,000 has now been commenced and is estimated to take three years to complete.

All soil sewage from the Borough is ultimately delivered to a Joint Pumping Station which is owned jointly by Ilford Borough Council and Barking Borough Council and is situate within the Borough of Barking. The majority of sewage reaches the Joint Pumping Station by gravity but from certain low-lying parts of the Borough, largely in the west and north-west, it is necessary for sewage to be raised approximately 42 feet in order that it may be delivered to the main gravity sewers for onward transmission to the Joint Pumping Station. To effect this the Council have provided a Pumping Station within the Borough and in connection with the main reconstruction scheme a new Pumping Station has recently been erected in order to deal with the increased flow arising from the reconstruction of the main trunk sewers. The cost of erection of the new Pumping Station is approximately £100,000 and it will shortly be opened officially.

In addition to raising soil sewage as described above, the Pumping Station also deals with storm water which is pumped into the nearby River Roding by two 24-inch pumps each with a maximum capacity of 10,000 gallons per minute. The Station has a maximum capacity of 5,000 gallons per minute of soil sewage. All the pumps are operated automatically and starting is controlled by the level of sewage in the storage tanks.

The Joint Pumping Station within the Borough of Barking is controlled by the Ilford and Barking Joint Sewerage Committee which was set up in 1930 under the Local Government Act, 1894. From the Joint Pumping Station sewage is delivered through a joint sewer into the Northern Outfall Sewer of the London County Council and the reception of all sewage from the two Authorities is governed by the London County Council (Ilford and Barking Drainage) Act, 1928, payment being made by each Authority on a basis calculated partly on the rateable value of each Authority and partly on a capital repayment basis over a 30 year period. Representation on the Joint Committee consists of seven elected representatives from Ilford Borough Council and five from Barking Borough Council.

(j) Street Cleansing.

The Council undertake the cleansing of all classified and district roads (totalling 219 miles) within the area of the Borough. Such roads are serviced according to requirements. Main shopping thoroughfares are cleansed twice daily whereas district roads in purely residential areas are cleansed once per week. All footpaths are manually swept by a staff of 52 street orderlies with manual barrows and the carriageways are cleansed by seven mechanical brooms owned and maintained by the Council. Some difficulty is experienced in efficiently cleansing carriageways owing to the large numbers of permanently parked vehicles which are at present found within the Borough but it is hoped that recent action by the Police to remove such obstructions will improve the position.

(k) Burial Grounds, Cemeteries and Crematoria.

The Council have provided three cemeteries under the Burial Acts with a total acreage of 40·57 acres, the number of interments which took place during the financial year ended 31st March, 1957, was 832. No crematorium has been provided within the Borough although a proposal for a regional crematorium in south-west Essex was actively pursued before the war and again from 1947 to 1951 when the Council were constituent members of the South West Essex Joint Crematorium Committee, to which representatives were appointed by the Boroughs of Barking, Chingford, Dagenham, Ilford, Leyton, Walthamstow and Wanstead and Woodford and the County Boroughs of East Ham and West Ham. For the time being the proposal is in abeyance.

(l) Parks and Open Spaces.

The Borough is well provided with parks and recreation grounds and there is a total acreage of 465 acres. The majority of such parks were acquired under the Public Health Act, 1875.

The Council are also the owners of Ilford Golf Course which is situated on the west side of the Borough adjoining the River Roding and provides a natural buffer between the Borough and the adjoining area of East Ham. The Golf Course is let on a long lease to Ilford Golf Club who provide facilities for members of the public on payment of Green Fees.

In most parks there are ample recreational facilities, well laid out shrubberies and flower borders and the Council have provided a tree nursery from which the parks are stocked. In addition the whole of the propogation for the stocking of flower beds within the parks is carried out by the staff of the parks section of the Borough Engineer's Department and for this purpose extensive greenhouses have been provided in Valentines Park, which is the largest park within the Borough having an area of 140 acres.

Included in the total acreage of parks and open spaces referred to above is Cricklefield Athletic Ground, further details of which are given in the following clauses.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937.

The Council have from time to time made grants of financial assistance to Organisations within the Borough pursuant to the powers conferred by this Act. In addition they have acquired and laid out for competitive athletics the Cricklefield Athletic Ground with an area of 11 acres. The running track, constructed in 1951 on this recreation ground, has complete facilities to standards approved by the Amateur Athletic Association and is widely used by local athletic clubs and organisations. It is built to the same design as that provided at Wembley Stadium for the 1948 Olympic Games. Instruction in athletic technique is given to Ilford school children who are able to enjoy the modern facilities including provision for field events and a full-sized football pitch provided at the Ground. The Council are anxious to proceed with the erection of covered stands at the Athletic Ground and will do so as soon as current financial restrictions are lifted.

Housing

(a) Provision of Houses prior to 1939.

The Council provided a total of 772 dwellings under the provisions of the Housing, Town Planning, etc. Act, 1919, the Housing etc. Act, 1923, and the Housing (Financial Provisions) Act, 1924.

The pre-war houses were laid out in seven estates in widely separated parts of the Borough. Since the 1939-1945 War, the Council have pursued a most active policy in the construction of houses and flats and since 1946 have constructed 3,181 housing units which figure includes 238 dwellings designed specifically for the housing of old persons. Of particular interest is Stoneleigh Court which consists of 85 units designed specifically for aged and infirm tenants. Great care has been taken in design and layout to provide for the special needs of such tenants and the estate is staffed by persons qualified to deal with their problems and infirmities. Negotiations are at present proceeding with Essex County Council, who, as Welfare Authority, have agreed in principle to make a grant towards the upkeep of this estate.

Among the schemes for flat development is a seven storey block of 38 flats for letting to tenants in the higher income groups.

The Council have pursued an active de-requisitioning policy and of the 572 units which were held under requisition in 1946 only 35 are now so held.

There is a shortage of building land within the Borough which has prompted the Council recently to concentrate on schemes for flats rather than for houses. Plans have been prepared for multi-storey flats of up to ten storeys, but these are in abeyance for the time being.

In addition to units of housing accommodation the Council have under their Housing Act powers built 192 garages and shops have been provided to serve three of the Council's housing estates. Altogether 22 shops have been built and these are let on 21 year leases, the rents having been determined by public tender.

Approximately 300 temporary prefabricated houses have been provided and are still in use.

The Council, together with neighbouring authorities, have explored the possibilities of "out-Borough" development in accordance with the procedure laid down in the Town Development Act, 1952. At the request of the Ministry of Housing and Local Government Ilford in 1954 convened a Conference of eight Local Authorities and received reports on the possibility of developing "out-Borough" estates at Canvey Island, Brentwood, Billericay and Witham. After careful and detailed consideration, however, this Authority found itself unable to pursue the proposal in view of the financial implications which, in their view, rendered the experiment impracticable.

Since taking this decision, Ilford Borough Council have, for the time being, abandoned the possibility of implementing schemes under the Town Development Act.

In 1948 the Council entered into consultations with Dagenham Borough Council for the erection of a joint housing estate at Marks Gate which is situated partly within the areas of both authorities. The estate comprises approximately 87 acres and the land was acquired by compulsory purchase by Dagenham Borough Council, that portion of the estate which lies within the Borough of Ilford being subsequently reconveyed to this Authority. A joint layout plan for the estate was prepared and approved by both Councils. It was apparent that there would be certain overlapping of jurisdiction in connection with such matters as estate roads and open spaces falling across the boundary and full agreement was reached whereby the necessary constructional work was carried out by one or other of the Authorities with any necessary financial adjustment being made by way of contribution. Construction of the estate commenced in 1952 and the whole project is now nearing completion.

Agreements have been entered into regarding the upkeep and maintenance of estate roads and of a joint open space; accommodation has been provided by the Dagenham Borough Council for medical practitioners to serve the whole estate and in return Ilford Borough Council have provided accommodation for two Dagenham families.

Technical officers of the two Authorities are at present in consultation with a view to exploring the possibility of declaring the whole estate to be a smoke control area.

The Marks Gate Estate is an excellent example of full and complete co-operation between two neighbouring Authorities not as a result of the execution of a formal agreement but based on overall consultation of every aspect of the development.

In 1952 the Council began to operate a scheme whereby the tenants of Council houses could purchase these on the terms laid down in the Minister's Circular 64/52. In most cases purchasers take advantage of the Council's offer to allow the whole of the purchase price (less £5) to remain on mortage, repayable over a period of up to 40 years. To date 564 houses have been sold under this Scheme.

(b) Slum Clearance.

On the passing of the Housing, Repairs and Rents Act, 1954, the Council's responsible officers prepared a programme based on a five year period for dealing with sub-standard houses within the area and after a detailed inspection a schedule comprising 291 properties was submitted to the Minister of Housing and Local Government in 1955 as was required by Section 1 of the Act. Since 1955 the Council have declared 12 Clearance Areas (comprising 149 properties). They have made under the Housing Acts, 1936 and 1957, four Clearance Orders (comprising 25 properties) which have been confirmed and there is at present one Clearance Order (also comprising 25 properties) which is awaiting confirmation. Seven Compulsory Purchase Orders of slum clearance property have been made and under these the Council have acquired 99 such properties for demolition and redevelopment. There are still approximately 120 properties remaining to be dealt with under the Council's first five year programme.

(c) Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses.

(i) Advances to Assist in the Purchase of Houses.

The Council have always pursued an active policy in connection with the powers conferred upon them to assist in the acquisition of properties by private owners within the Borough and this has been particularly so since 1946. In 1901 the Council first began to make advances under the Small Dwellings Acquisition Act, 1899, and by 1939 3,972 advances had been made, involving a total of £1,832,745. Between 1946 and 1954 a further 2,113 advances were made involving a total of £2,771,040 under this Act. In June 1954 a new scheme was adopted whereby advances were made under Section 4 of the Housing Act, 1949. Since that date a total of 2,364 advances have been made totalling £3,493,436. From 1901 to January 1958 £8,097,221 has been advanced and the total amount of principal still owed by mortgagors at the end of January 1958 is £4,974,589.

(ii) Assistance to Housing Associations.

In 1953, the Council agreed to assist by way of mortgage a Housing Association under Section 93 of the Housing Act, 1936. The Association erected 20 houses at Rainham in Essex and advances totalling £32,000 were made by the Council to the Association for the acquisition of land and the purchase of materials.

The members of the Association completed the construction themselves in 1956, the Council's officers have exercised the necessary supervision to ensure proper standard of construction.

(iii) Grants and Loans for Improvement of Houses.

The Council have since 1951 operated the provisions of the Housing Act, 1949, whereby grants may be made in appropriate circumstances for the improvement of dwelling houses. Since the institution of the scheme 69 improvement grants have been made to applicants within the Borough totalling £7,625 4*s*. 5*d*.

(d) Regulation of Buildings and Byelaws.

The Council in 1953 made new Building Byelaws under the Public Health Act, 1936, based on the Model Form approved by the Minister of Housing and Local Government. Full supervision and control is exercised by qualified officers on the Council's staff over all alterations and new building work within the Borough.

Personal Health

All services in the Borough of Ilford provided under Part III of the National Health Service Act, 1946, are administered by the Essex County Council through the Ilford Health Sub-Committee of the County Health Committee.

The following facilities and staff are available—

Section 22—Care of Mothers and Young Children.

There are 16 Infant Welfare Centres holding weekly sessions with an average attendance of 36 children per centre.

There are three Ante-Natal Clinics—

Maternity Hospital ..	Nine sessions per week (including two with Obstetric Specialist).

Mayesbrook Clinic ..	Two sessions per week plus one session a fortnight.
Manford Way Clinic ..	Weekly, or twice a week if required.

Post-Natal Clinics are held at the above centres at weekly, fortnightly and monthly intervals respectively.

Midwives Ante-Natal Clinics are held at the Public Health Offices (weekly), Mayesbrook Clinic (twice monthly) and Manford Way Clinic (fortnightly).

Other Clinic sessions (in conjunction with the School Health Service):

	Number of Clinics
Diphtheria and Whooping Cough Immunisation ..	3
Ear, Nose and Throat	1
Ophthalmic Treatment	3
Paediatric	1
Ante-Natal Relaxation Exercises	3
Enuresis	1
B.C.G. Vaccination	3
Poliomyelitis Vaccination	4
Minor Ailments	2
Orthopaedic and Remedial Exercises Treatment ..	2
Artificial Sunlight Treatment	2
Dental (Children and Expectant Mothers)..	1
Dental (Children only)	2
Speech Therapy	2
Orthoptic	1
Child Guidance	1
Orthopaedic Treatment	1

The Clinics are staffed by the Health Visitors and Clinic Nurses and there are over 100 voluntary helpers at the Infant Welfare Clinics.

Day Nurseries.

There are two Day Nurseries in Ilford with 50 places each at Ley Street, Ilford, and Goodmayes Lane, Goodmayes, and the recent average daily attendance was 35 and 37 respectively. Each Nursery is in charge of a Matron and there is a total staff of 22 consisting of:

Deputy Matron	1
Wardens	2
Nursery Nurses	5
Nursery Assistants	2
Nursery Students	12

Arrangements are made for students to attend part-time courses.

Distribution of Welfare Foods.

There are 24 Distribution Centres and these include a number of private houses.

Section 23—*Domiciliary Midwifery.*

There are nine Domiciliary Midwives and one Non-Medical Supervisor of Midwives, and two part-time Midwives. The Council provide two housing units for Midwives in the area.

Section 24—*Health Visiting.*

There are 18 Health Visitors/School Nurses and one Superintendent Health Visitor/School Nurse and Tuberculosis Visitor. There are also three Tuberculosis Visitors and five Clinic Nurses.

Homes visited and advice and assistance given, arrangements made for convalescent treatment, etc.

Section 26—*Vaccination and Immunisation.*

Service provided through various Clinics and through general practitioners for vaccination and immunisation against Diphtheria, Whooping Cough, Poliomyelitis and Smallpox. Facilities for B.C.G. vaccination against Tuberculosis are afforded to school children of the age group 13 to 14 years, vaccination being carried out at school or at the Clinics.

Section 29—*Domestic Help Service.*

This Service is operated by two full-time Organisers, six full-time Helps, 137 regularly employed part-time Helps and 20 Casual Helps. There is a very heavy demand for this service. Ilford Helps attend training courses arranged by the County Council.

Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges.

All highways in the Borough, with the exception of Eastern Avenue which is a trunk road (the London and Great Yarmouth Trunk Road) and Woodford Avenue which is a road to which Sub-Section 3 of Section 32 of the Local Government Act, 1929, applies, are maintained by Ilford Corporation. All classified roads within the Borough have been claimed by the Corporation pursuant to the powers contained in Section 32 of the Act of 1929.

The mileage of roads is as follows:

Trunk Roads	5·5	miles
Class I	10·6	,,
Class II	3·19	,,
Class III	8·766	,,
District Roads	195·766	,,

The Borough Engineer's Highways Department is equipped with modern and up-to-date mechanical plant for the maintenance of highways and in addition a comprehensive and active programme of reconstruction and maintenance is carried out under contract in each financial year.

During the financial year ending 31st March, 1958, the estimated gross expenditure of maintenance, minor improvements, etc., of classified roads within the Borough is £39,375 of which the bulk is recoverable from Essex County Council and the Ministry of Transport by way of grant. In the same year the estimates gross expenditure on district roads for general maintenance of carriageways, footways, street trees, highway signs, etc., is £153,530.

The junction of Cranbrook Road, Ilford Lane and Ilford High Road, which is known as "The Broadway", is recognised as one of the most heavily congested traffic points within the London Traffic Area and discussions are at present proceeding with the Ministry of Transport and the Essex County Council with a view to carrying out major widening schemes in the immediate approach lengths of both Ilford Lane and Cranbrook Road to "The Broadway" junction. With a view to relieving the acute traffic congestion at the lower end of Cranbrook Road in the vicinity of its junction with Ley Street, a contract has recently been let for the widening of Ilford Station Bridge and the stopping up of one of the roads which enters Cranbrook Road near its southern end. Work is proceeding on this contract at present and it is expected that this part of the general scheme of reconstruction will be completed early in 1959.

(b) Street Lighting.

The Council are the Public Lighting Authority for the whole of the Borough and in addition to the lighting of the classified and district roads have also undertaken, by arrangement with the Minister of Transport, the lighting of the two trunk roads within the Borough, Eastern Avenue and Woodford Avenue. Both trunk roads are now lit for the whole of their length within the Borough boundaries by a modern scheme of Class "A" lighting incorporating sodium vapour lamps giving an extremely high standard of illumination. A comprehensive programme for the re-lighting of all classified roads and other main traffic routes within the Borough, either by sodium vapour or mercury vapour lamps, is at present being undertaken and is substantially completed. The standard of lighting in district roads is not high and it is hoped to institute a major programme for the re-lighting of all such roads within the next few years. It is only the current restrictions on capital expenditure imposed by the Government which have prevented the Council from carrying out this programme at an earlier date.

The overall gross expenditure on public lighting during the current financial year is estimated at £53,800 of which £21,500 is the cost of current supplied. A grant of £1,890 will be made during the current year by the Ministry of Transport in respect of the lighting charges of the trunk roads.

The Council have a separate Public Lighting Section under the Borough Engineer and this section is provided with modern equipment including three Tower Wagons and a thrust boring apparatus.

(c) Naming of Streets and Numbering of Houses.

In the case of private development the naming of streets is usually decided by agreement with the Council, avoiding duplication or phonetic confusion with any existing street names and, where possible, giving preference to names having some local association. Naturally the same considerations are given where streets have to be named consequent to Council development.

In Ilford the maximum assistance is given to the public by erecting street name plates on each side of a road at its junction with another road.

The numbering of houses is carried out to a regular pattern as far as possible by commencing the numbering in any particular street at the end nearest to the centre of the town or any main thoroughfare, with the odd numbers on the left-hand side facing away from the centre of the town or main thoroughfare.

The Council adopt a progressive policy of eliminating confusion where, due to piecemeal development, a road contains "terraces" separately named and numbered, which are introduced into the continuous numbering for the whole road.

(d) Parking Places.

The Council have provided within the Borough three permanent and one temporary parking places which, together accommodate a total of 151 cars. Arrangements have recently been made for the granting of a 99 years lease to the Corporation of a further area of land in the vicinity of Gantshill which will accommodate a further 60 to 70 cars and it is expected that the work of levelling and laying out this new park will shortly commence. In addition to the above there are within the Borough 13 authorised street parking places with parking places for an aggregate number of 264 cars.

The problem of providing sufficient accommodation for the enormous numbers of private and commercial vehicles which are daily found within the areas of the main shopping centres of the Borough is one which the Council are actively considering at the present time.

In addition to the problem of casual users whose vehicles cause the utmost congestion in such shopping areas, the long-term and permanent parking of cars in residential areas is causing serious concern both to the Police and to the Council. A scheme is at present under consideration whereby part of the Council's Highways Shoot in Oaks Lane will be made available to the tenants of the Oaks Lane Housing Estate where the garage accommodation provided by the Council at the time the Estate was developed has now proved inadequate. Further schemes of a similar nature are being formulated for the remaining Council Housing Estates but the acute shortage of land within the highly developed Borough is likely to cause grave difficulties in effecting a solution to the overall problems.

Within the shopping centres the few remaining areas of land suitable for this purpose are naturally extremely valuable and the cost of purchasing or leasing them is likely to prove prohibitive. The only effective solution appears to be the demolition of existing residential or shopping property specifically for the purpose of supplying the needs of motorists in the area.

(e) Road Safety.

Since 1946 the Council have pursued a vigorous Road Safety Policy and employ a full-time Road Safety Officer who is on the permanent staff of the Council.

At present the Road Safety Campaign is administered by a Road Safety Advisory Committee, the constitution of which was drawn up by the Council but which is not itself a Committee of the Council. Elected Councillors are represented on the

Committee as are nominees of local organisations interested in Road Safety, with representatives of the Police, the Education Authority and the Royal Society for the Prevention of Accidents. Recommendations are made by the Road Safety Committee to the Council and are considered by a special Sub-Committee of the Council's Works Committee who consider such recommendations in detail and with the benefit of the advice of the Council's technical officers. The secretarial work of the Road Safety Committee is undertaken by the Road Safety Organiser who is also responsible for the preparation of the various campaigns sponsored by the Council, the distribution of propaganda, lecturing, etc.

During the current financial year the gross expenditure on the Road Safety Campaign amounts to £2,300 towards which a grant of £1,130 is made by the Ministry of Transport.

(f) Bus Shelters.

The Council have not provided bus shelters under the powers conferred on them by the Local Government (Miscellaneous Provisions) Act, 1953, but have recently entered into an Agreement with a commercial firm for the erection of 17 bus shelters at various points within the Borough chosen by the Council. These shelters are erected by the Company concerned free of charge to the Council and the cost of erection and maintenance is met by fees paid by advertisers who are permitted to display posters, etc., on the shelters.

The London Transport Executive have provided a small number of bus shelters within the Borough but despite representations by the Council have failed to provide an adequate number and this is the reason which has prompted the Council to accept the offer made by the commercial firm mentioned above.

The Council operate the provisions of the Private Street Works Act, 1892, and not those of the Public Health Act, 1875. Between the years 1929 and 1939 the Council made up and adopted under the former Act over 41½ miles of private streets in the Borough. Since 1946 the estimate mileage of private streets made up and adopted is approximately 4 miles.

The majority of the unadopted private streets still remaining within the Borough are situated in that part of the Borough known as "Claybury Park Estate". Eleven private streets on this Estate which have been in existence for many years but which have never been made up to satisfactory standards are the financial responsibility of the Estate Company which developed the area.

By a recent Agreement the Development Company are making up these streets under contract to specifications approved by the Borough Engineer and on completion of the maintenance period they will be taken over by the Council and will become highways repairable by the inhabitants at large.

Since the introduction of the New Streets Act, 1951, which requires the deposit of adequate security by Estate Developers, it has been found that the majority of such Developers prefer to enter into an Agreement with the Borough Council under Section 146 of the Public Health Act, 1875, which enables them to make up the streets at the same time as the Estate is developed and thereby avoids the necessity for Private Street Works procedure at a later date. Approximately 12 such Agreements have been entered into between the Council and Estate Developers since 1951.

BOROUGH OF LEYTON

General description of Area including Statistics on Population, Rateable Value, Product of a Penny Rate, and Rates Per Head of Population

General History.

Antiquarian research suggests that Leyton was a separate entity for some hundreds of years before the first existing record which is its inclusion in the Domesday Book.

The first Local Board was formed in 1873. Leyton was constituted an Urban District Council in 1894.

The Royal Charter creating the Municipal Borough of Leyton was dated 24th August, 1926.

Growth of Population.

In 1871 the population of Leyton stood at 10,394 and by 1891 it had increased to 63,105. Between that year and 1911 the population had increased to 124,736. The district became virtually built-up shortly before the 1914-1918 war. The rapid growth was largely attributable to the construction of residential estates, consequent upon the construction of the former Great Eastern Railway line from Stratford to Loughton in 1856 and the subsequent establishment of the Railway Works and Marshalling Yard at Temple Mills within the area. From the year 1911 the population climbed slowly and reached a peak figure of 133,500 in 1924. Thereafter there was a decline and in 1939 the population was estimated to be 116,100, whilst in 1957 the estimate was given at 99,670.

Area, Boundaries and Character.

The Borough covers an area of 2,594 acres. It is bounded on the north partly by the Borough of Walthamstow and partly by the Borough of Wanstead and Woodford, towards the east by Wanstead and Woodford and the County Borough of East Ham, towards the south by the County Borough of West Ham and towards the west by the Metropolitan Borough of Hackney. On this side the River Lea forms a natural boundary between the Borough and Metropolitan London. It is also the boundary at this point between the London County Council Area and the County of Essex.

The Borough is fairly flat in character with a slight rise towards the north-east. It is largely residential but there are a number of major industries.

General.

Despite the fact that Leyton borders upon Metropolitan London and notwithstanding that it comes within the London Postal District, Leyton has always remained aloof from London influences, and continues to do so. It has been a Municipal Borough since 1926 and for some 32 years prior thereto an Urban District and a real sense of civic pride and consciousness is exhibited.

Leyton is largely residential, and like other districts adjacent to the London conurbation it is to some extent a dormitory area, but with the growth of the town arising from the development of the railway, and in particular the establishment of the Railway Works and Marshalling Yard at Temple Mills, and the growth of other industries, considerable local interests and loyalties have been fostered and a much greater sense of civic and local consciousness exists than is usual in a London suburb. In essense Leyton's inhabitants regard themselves as "Leytonians" and not in any way members of a London community. The Leyton Town Hall is a Town Hall in every sense. Not only is it the centre of the municipal administration but for years it has been the regular meeting place for the numerous local associations and societies. Its large main hall, its committee and other rooms are occupied each evening by one or other of the town's social and cultural organisations. Trade Union meetings, school speech days, whist drives, dances, concerts, plays—all the facets of a town's life can be found in the Town Hall at one time or another. Similar examples of other municipal buildings being regularly used by local organisations can be found at the Council's libraries (four) and baths (two—each adapted in the winter).

The only direct Local Government connexion with London and the London County Council is in relation to the disposal of sewage from Leyton and its reception into the London Main Drainage System.

Statistics.

	1921	1951	1957	
Population	128,432	105,183	99,670	(Registrar General's estimate 1st June, 1957)

	Year commencing 1st April 1921	1951	1957
	£	£	£
Rateable Value			
Poor Rate	541,575	—	—
District Rate	518,638	—	—
General Rate	—	774,869	1,271,395
Product of a 1*d.* Rate			
Poor Rate	2,231	—	—
District Rate	2,135	—	—
General Rate	—	3,226	5,170
Rates per Head of Population	£ *s.* *d.*	£ *s.* *d.*	£ *s.* *d.*
Poor Rate	3 12 3	—	—
District Rate	1 15 11	—	—
Precepting Authorities	—	5 7 8	8 3 6
Leyton Corporation	—	2 14 3	3 15 1
Total ..	5 8 2	8 1 11	11 18 7

Education

Number of children on school roll as at 28.2.58		13,750
Grammar Schools	2	
Technical Schools	1	

Modern Schools	7	
Primary Schools	20	
Special Schools	1	
Total number of places provided		16,100

Further Education facilities under the supervision of the Leyton Committee for Education:

Youth Centres	4
Evening Institutes	1
Community Centres	1

and a number of classes and lecture courses run in conjunction with the Adult and Voluntary Youth Organisations. Detailed enrolments are as under:

Youth Centres:	
Total membership	1,870
Total number of classes provided	95
Evening Institutes:	
Total enrolments	1,400
Total number of classes provided	82
All External Adult and Voluntary Organisation Classes:	
Total number of classes provided	16

Pupils sent to other Grammar and Technical Schools in the County of Essex, i.e. outside Leyton	62
A number of students attend the South-East and South-West Essex Technical Colleges full-time.	
A number of students attend part-time Evening Courses at these two Institutions.	
Pupils sent to Grammar and Technical Schools outside the County of Essex	10
Handicapped pupils attending day special classes outside the Borough at Walthamstow and West Ham	20
Extra District Children (Secondary and Primary)	60

School Health Service.

The Medical Officer of Health also acts as Divisional School Medical Officer and his qualified assistants act as School Medical Officers. The Health Visitors also act as School Nurses. A full-time Senior School Dental Officer is employed together with a number of part-time Dentists equivalent to a full-time staff of $3\frac{5}{11}$ths. Regular medical inspections of school children are carried out and close liaison is maintained between the Head Teachers and the School Medical Officer. A number of clinics is provided, particulars of which are given in the Schedule relating to the services provided under Part III of the National Health Services Act.

Environmental Health

(a) Baths, Wash-houses and Bathing Places.

The Council have provided two covered Public Swimming and Bathing Establishments. One is situate to the north of the town in High Road, Leyton, near the Bakers Arms. This was opened in 1934 and has a major swimming bath 120 ft. × 42 ft., and a children's pool 60 ft. × 25 ft. In addition 54 Slipper Baths are provided, and also facilities for obtaining refreshments.

The other establishment is situate in the southern part of the Borough at Cathall Road, Leytonstone, and was opened in 1902. It has a major swimming bath 100 ft. × 30 ft., and a minor swimming bath 80 ft. × 30 ft. together with 33 Slipper Baths. In the last few years major reconditioning works have been carried out at this establishment. The minor swimming bath has been reconditioned and the slipper baths reconstructed and modernised. Attention will shortly be given to the major swimming bath.

During the winter season in each year the major bath at each establishment is drained and covered and the halls are used for such functions as public dances, concerts, boxing tournaments, indoor bowls and indoor cricket. Both halls are provided with well-equipped stages.

In addition to the bathing establishment at Cathall Road a public wash-house was provided in 1931 and has been in continuous use since and the facilities provided are well sought after. The apparatus includes four washing machines and 48 washing troughs. Users during the year ended 31st March, 1957, total 38,476.

In addition to the foregoing establishments the Council administer jointly with Walthamstow Borough Council an Open Air Bathing Pool at Whipps Cross, Leyton, which is situated on Epping Forest land. This is one of the largest open air bathing pools in England, measuring 300 ft. × 130 ft., plus a diving pit of 63 ft. diameter, and was constructed at the joint expense of the two Councils. It was originally a natural pond and was used by the public for swimming. Owing to increasing demands and for reasons of health some action became necessary to improve conditions. The reconstruction was undertaken jointly and at the expense of the two Councils. A Joint Committee comprising members of both Councils controls the Pool which is administered by the staff of the Leyton Corporation.

The Bathing Pool is capable of accommodating 2,000 persons and is provided with a sun-bathing area and a Cafe. The number of bathers for the season during the year ended 31st March, 1957, was 104,241.

During the financial year ended 31st March, 1957, the number of bathers using the covered swimming baths was 288,387 and 190,330 people used the slipper baths.

(b) Control of Watercourses, Ditches and Ponds.

The Council have culverted open watercourses in the Borough which also served as part of the surface water sewerage system.

One interesting result arising out of the exercise of the powers conferred by the ublic Health Act, 1935, is that by draining and carrying out appropriate works to one pond in the Borough the Council have formed for the permanent benefit of the inhabitants a very pleasant garden.

(c) The Disinfestation of Premises and Articles.

The Medical Officer of Health is responsible to the Council for the performance of the functions contained in the Public Health Act, 1936, under this heading.

During the year 1957 a total of 87 premises were disinfected following the incidence of notifiable disease together with numerous articles in such premises. In addition 97 premises were disinfected following the discovery of verminous conditions.

(d) Drainage of Trade Premises.

The provisions of the Public Health (Drainage of Trade Premises) Act, 1937, do not at present extend to the Borough except for a small area which happens to be residential in character. Any necessary control is exercised under the powers conferred by the Public Health Act, 1936.

(e) Mortuaries and Post-Mortem Rooms.

By arrangement with the Leytonstone Hospital Management Committee the Mortuary accommodation at Whipps Cross Hospital is used for the reception of bodies from Leyton and a sum of £175 is paid annually for the facilities granted.

(f) Public Conveniences.

Seven Public Conveniences for both sexes have been provided by the Council and these are sited fairly equidistantly over the main routes throughout the Borough.

(g) Refuse Collection and Disposal and Collection of Salvage.

Byelaws governing the collection of refuse were in operation as long as 65 years ago. Trials in the collection of house refuse by means of steam motor vehicles were carried out 60 years ago. The results at that time were not altogether satisfactory and it was not until 1917 that the use of motor vehicles was again seriously considered. Exhaustive tests over several months were then carried out with one electric vehicle, and on the results obtained mechanisation was approved in principle and carried out gradually over a period of years. The service became fully mechanised in 1926.

Until the shortage of labour due to wartime conditions and evacuation became acute house refuse was collected twice a week and at no time, even through the severe blitz periods during the last war, has there been a longer interval than one week in collection.

The Council have since improved upon their system of mechanisation. At the present time they operate a once weekly collection of house refuse, and special collections at various intervals for trade refuse and salvage, utilising for this service ten side-loading 12 cubic yard collecting vehicles.

Of recent date the Council have introduced at their own blocks of flats and schools 1¼ cubic yard containers for refuse equal in capacity to nine smaller dustbins. Two S.D. "W" type freighters with 16/18 cubic yard fore and aft tipping bulk loading refuse body have been purchased to deal with these large containers. This service is being extended to privately-owned flats, business, factory and similar premises.

The Council own their own Refuse Destructor Works, the first plant was erected in 1895. The present plant both for the disposal of refuse and salvage of material accords with modern practice. All refuse, including salvage, is taken to the Refuse Destructor Works, where after the salvage has been extracted and sorted the refuse is incinerated and disposed of. One good use of the ash and clinker obtained from the incinerator is for the purpose of raising and improving the level of a large sports area owned by the Council.

The estimated gross expenditure on the collection and disposal of refuse for the year ended 31st March, 1958, is £80,335. The tonnage of refuse collected is 26,600 and the estimated income from the sale of salvage material is £19,750.

(h) Regulation of Buildings and Sanitation of Buildings.

During the year ended 31st December, 1957, a total of 12,774 sanitary inspections of houses and premises were carried out and these revealed 1869 statutory nuisances or other contraventions which were subsequently abated or remedied. Matters were also dealt with under the Housing Acts, Factories Acts, and the Food and Drugs Act, 1955. A proportion of the cases involved the taking of legal proceedings.

In addition the Council's officers are now responsible for the inspection of dwellings where applications are received for the issue of certificates of disrepair. To the end of April, 1958, a total of 325 applications had been made for such certificates.

(j) Sewerage and Sewage Disposal.

The District generally is a natural drainage area, being gravitational to the point of discharge except for two small isolated areas. Surface water generally discharges to the River Lea and sewage to the London County Council main drainage system.

The Council had their own sewage treatment plant as long ago as 1882 to which additions and improvements were made from time to time. Eventually arrangements were made for sewage from the Borough (except for a small residential area which is drained into the main sewer of the Wanstead and Woodford Borough Council) to be taken into the London County Council main drainage system. These arrangements came into operation in 1927 under provisions contained in the London County Council (General Powers) Act, 1926.

The drainage system of the area is for the greater part partially separated. In these areas where no surface water system exists schemes are being prepared to overcome this deficiency.

In times of violent storms when the London County Council main outfall sewer is incapable of accepting the large discharges, the abnormal flows are diverted to storm water tanks situated at the Council's depot. From two small districts the discharge has to be pumped up to the storm water tanks.

The Council are engaged at the present time upon a complete survey of their sewerage system with a view to effecting major improvements. This survey is preliminary work to the carrying out by the Council of a major drainage scheme for the Borough.

(k) Street Cleansing.

The standard set for street cleansing is high. Prior to the last war sections of trunk and classified roads were cleansed twice daily and other sections together with the more heavily trafficked unclassified roads daily. The remaining lengths of roads were swept two or three times weekly. The system was known as the "beat" system and the whole operation was designed to eliminate as far as possible complaints as to dust.

During the war years, owing to the shortage of labour, the standard had to be relaxed and the immediate post-war problems lead to mechanisation of the service by means of five mechanical brooms working at night capable of cleansing the carriageways but not the footways. The labour force available made it possible to deal only with the footways at the main junctions and shopping areas. With the increase in the parking of vehicles, particularly on district roads, at night the efficiency of the mechanical brooms was reduced. To attract labour by improved conditions eight pedestrian-operated electric street orderly trucks were purchased and these with a team of three have replaced the mechanical brooms on district roads, leaving the brooms to concentrate on the daily sweeping of the main roads. In addition to the electric vehicles and the mechanical brooms, orderlies with barrows deal with the shopping areas and main road junctions daily. One side loading collection vehicle is employed on servicing street scavenging.

(l) Burial Grounds, Cemeteries and Crematoria.

The Council's predecessors, the Leyton Local Board, were constituted a Burial Board in 1888.

In addition to the closed Churchyard surrounding the Parish Church of Leyton, which for maintenance purposes comes under the control of the Council, there are three cemeteries wholly or partially situate in the Borough, namely:

St. Patrick's Roman Catholic Cemetery.
West Ham Cemetery.
Jewish Cemetery.

The Council have not themselves provided any cemeteries and are conscious of the urgent need for a new cemetery and crematorium to serve the district not only of Leyton but that covered by the other authorities in south-west Essex. The Council became constituent members of the South-West Essex Joint Crematorium Committee in connexion with a proposal to form a Joint Burial Board and have been represented at all its meetings.

(m) Parks and Open Spaces.

The Borough is particularly fortunate in its proximity to Epping Forest, some 212 acres of which lie within the district on the east and north-east side.

Some 117 acres of land by the River Lea on the west side of the Borough to which lammas rights formerly attached are vested in the Council pursuant to the provisions of the Leyton Urban District Council Act, 1904. The Bill which became this Act was promoted by the Council of the day with the object so far as concerned the lammas lands of preventing encroachment thereon for industrial purposes and to secure their use as a public open space. The lammas rights were subsequently extinguished.

In addition the Council own three other parks or pleasure grounds and the Council have also constructed near the Green Man at Leytonstone a pleasure ground by draining a pond which for years had been a source of complaint.

The whole of the propogation for the stocking of flower beds and shrubberies in the various pleasure grounds is carried out by the staff of the Parks Section of the Borough Engineer and Surveyor's Department and for this purpose nursery premises have been provided including extensive greenhouses.

Provision is made for football, cricket, tennis and putting in the pleasure grounds, and one pavilion is used during the summer months for concerts and other entertainments.

The Council in addition to their parks and open spaces own a football ground complete with stands, terracing, dressing rooms and other accommodation. This is at present rented to a Football Club holding a position in the Second Division of the Football League.

There is also situate in the Borough a privately-owned sports ground comprising some 30 acres and catering for all kinds of sporting and athletic events for the benefit of the youth in the town. This is the Eton Manor Club's Sports Ground, controlled by the Manor Charitable Trustees. The Council's relations with the Trustees are very amicable to the great benefit of the Borough generally. The Council have sponsored over a number of years in conjunction with the Club's officials a Floodlit Athletic Meeting held in May and this has become an established annual event in the athletic world.

(n) Powers and Duties under the Physical Training and Recreation Act, 1937.

The Council have only occasionally invoked this Act. So far as the youth of the town are concerned the Committee for Education have, of course, under the general direction of the County Council, taken full advantage of the statute and as will be seen from the part of this report dealing with education provision has been made for many youth centres, etc.

The Council have always endeavoured to provide the maximum recreation facilities in the town and in their Leyton Playing Fields Redevelopment Scheme a large pavilion costing £18,337 together with two groundsmen's bungalows and one groundsman's house have recently been erected.

Apart from the general statutes the Council's local Acts have helped them considerably in this sphere and all applications from outside sources for help under the aegis of the Physical Training and Recreation Act, 1937, have so far been dealt with by the education authority.

(o) Prevention of River Pollution.

Leyton comes within the area of the Lee Conservancy Catchment Board in matters affecting river pollution.

Housing

(a) Provision of Houses.

As a Housing Authority the Council have been very progressive in the promotion of schemes for the provision of adequate housing accommodation for its residents, in spite of scarcity of land in the district.

Between the two world wars a total of 355 dwellings (houses and flats) were erected by the Council.

Following World War II, as a temporary measure, 200 hutments and 418 prefabricated houses (ten-year bungalow type) were provided, in part on the sites of enemy destroyed houses and partly on Council land appropriated for other purposes (open space land, etc.).

832 dwellings (houses, flats and maisonettes) comprising permanent housing accommodation, have since been completed and 178 dwellings are in course of construction. The Council perforce have had to look to the sites of bombed property for a large proportion of the land required for their schemes. Additionally, the erection of another 92 dwellings (including 20 flats for old persons) is projected for the near future.

Owing to the lack of land within the Borough the Council must look to areas outside the district for the balance of their programme. The Council are at present concerned with another local authority respecting a project for the erection of houses at Hutton, Essex.

Wherever practicable the Council are acquiring requisitioned houses, possession of which was vested in them by the Requisitioned Houses and Housing (Amendment) Act, 1955.

(b) Slum Clearance.

The Council have turned their attention to the question of slum clearance and re-development areas. The principal aggregation of unfit houses is contained in three areas in different parts of the Borough, which are being dealt with in turn. Four clearance areas affecting the first of these areas, have been declared and in consequence the compulsory acquisition of the properties included in such areas involving 172 houses is being provided with. Plans for the re-development of the land included in the compulsory purchase order area have been approved, providing for some 250 units of accommodation.

(c) Assistance to Other Bodies or Persons to Facilitate Acquisition, Construction or Improvement of Houses.

The Council have been very energetic in the exercise of the powers conferred upon them to assist persons in the acquisition of their houses. The first advance under the Small Dwellings Acquisition Act was made in 1909 and to the present time 2,415 advances have been made amounting in total to £1,670,160.

The provisions of Section 20 of the Housing Act, 1949, with respect to improvement grants, have been and continue to be, operated in the Borough. The total number involved to date is 81 amounting to £14,793.

(d) Regulation of Buildings and Byelaws.

The Council in 1953 made new Building Byelaws bringing their then existing Byelaws in line with the latest model form of the Ministry of Housing and Local Government.

Personal Health

All Services in the Borough of Leyton provided under Part III of the National Health Service Act, 1946, are administered by the Essex County Council through the Leyton Health Area Sub-Committee of the County Health Committee.

The following facilities and staff are available:

Section 22—*Care of Mothers and Young Children.*

There are four Infant Welfare Centres holding nine weekly sessions with an average attendance of 53 children per session.

There are three Ante-Natal Clinics and one Combined Ante-Natal and Post-Natal Clinic:

Leyton Green Clinic	One session per week (Ante-Natal).
Dawlish Road Clinic	One session per fortnight (Ante-Natal).
Park House Clinic	One session per fortnight (Ante-Natal).
Lady Rayleigh Training Home ..	One session per week (Combined Ante-Natal and Post-Natal).

Post-Natal Clinics are held at Leyton Green Clinic (one per month) and Lady Rayleigh Training Home (once per week—Combined Ante-Natal and Post-Natal).

Midwives Ante-Natal Clinics are held twice weekly at Lady Rayleigh Training Home and once weekly at the house of two of the domiciliary Midwives.

Other Clinic Sessions (in conjunction with the School Health Service):

	Number of Clinics
Diphtheria and Whooping Cough Immunisation ..	3
Ear, Nose and Throat	1
Ophthalmic	1
Ante-Natal Relaxation Exercises	3

B.C.G. Vaccination	3
Poliomyelitis Vaccination	3
Minor Ailment	3
Orthopaedic and Remedial Exercises Treatment	2
Dental (Children and Expectant Mothers)	3
Speech Therapy	1
Orthoptic	1
Foot Clinics	3
Oral Hygiene	1
Smallpox Vaccination	3

The Clinics are staffed by Health Visitors and Clinic Nurses.

Day Nurseries.

There are two Day Nurseries in Leyton with 50 places each, at Ellingham Road and Knotts Green, and the recent average daily attendances were over 40 and over 45 respectively. Each Nursery is in the charge of a Matron and has the following staff:

Deputy Matron	1
Warden	1
Nursery Nurses and Assistants	5
Nursery Students	10

Arrangements are made for students to attend part-time courses.

Distribution of Welfare Foods.

There are five Distribution Centres, offering 16 sessions per week.

Section 23—*Domiciliary Midwifery.*

There are five Domiciliary Midwives and one Non-Medical Supervisor of Midwives.

The Supervisor and three of the Midwives are resident at Lady Rayleigh Training Home.

Section 24—*Health Visiting.*

There are 11 Health Visitors/School Nurses, one Superintendent Health Visitor/School Nurse and Tuberculosis Visitor, three part-time Health Visitors and two Tuberculosis Visitors, also four School Nurses engaged full-time.

Homes are visited and advice and assistance given.

Section 26—*Vaccination and Immunisation.*

Service provided through various Clinics and through general practitioners for vaccination and immunisation against Diphtheria, Whooping Cough, Poliomyelitis and Smallpox.

Section 28—Care and After-Care.

Chiropody. There is a two-cubicle Foot Clinic at each of the three Health Clinics.

The staff consists of one Chief Chiropodist, two Senior Chiropodists and three Chiropodists engaged full-time. 22,000 treatments were given during last year.

Convalescence. Recuperative holidays for adults are arranged on medical advice.

Occupational Therapy. An Occupational Therapy class for Tuberculosis patients is held on two days each week and an instructor is engaged sessionally for the purpose. Crafts include weaving, basketry, leatherwork, jewellery, etc.

Sick-Room Equipment. A variety of sick-room equipment is issued on loan on medical recommendation.

Extra Nourishment. Free milk vouchers are issued to Tuberculosis patients on the recommendation of the Chest Physician.

Tuberculosis Care Association. An officer is engaged part-time on secretarial duties.

Night Attendance upon the Sick. The Local Health Authority acts as an intermediary in arrangements between Night Sitter and Beneficiary.

Health Education. Health Visitors give regular lectures on a variety of health subjects to special groups, e.g. expectant mothers, girl school leavers, etc. A film strip projector is available for this purpose.

Special film shows are arranged in co-operation with the County Health Education Officer.

Health Exhibition held for one week last year.

Poster campaigns and model exhibits at Clinics and Health Offices.

Care of the Aged. A recent and extended function of Health Visiting is the care of the aged. A register is kept of this section of the community. Advice and assistance is given in co-operation with statutory and voluntary organisations, e.g. County Welfare, National Assistance Board, Leyton Borough Council (including Laundry for the Incontinent), Borough of Leyton Welfare Services Committee (including "Meals on Wheels"), etc.

Section 29—Domestic Help Service.

This service is staffed by a full-time Organiser, one full-time Clerk, one part-time Clerk, seven full-time Helps and 112 regularly employed part-time Helps.

There is a particularly heavy demand for this service. There is a Geriatric Unit at Langthorne Hospital, in the Area, at which has been pioneered a scheme for uitable patients being admitted for six-weekly periods at home. Domestic help is equently required by patients for their home period.

Town and Country Planning

Prior to the coming into operation of the Town and Country Planning Act, 1947, the Council were their own planning authority and were authorised in 1937 to prepare a scheme for the district. This formed the basis of the Town Map in the County of Essex Development Plan.

The Council now exercise wide planning powers by delegation from the Local Planning Authority albeit subject to the terms of an Agreement for the delegation of functions.

The present County Development Plan is a step towards the realisation of Leyton's proposals for securing a progressive re-development towards a community having a better balance of accommodation and facilities.

It is hoped by exporting some industries and allocating as much land to residential purposes as is consistent with this balance, to compete to some extent with the generally improved standards in newly developed areas outside the Borough.

Post-war development undertaken by the Council in step with planning considerations has been assisted by (melancholy though this may be) devastation in two areas in the Borough by air raids during the last war. The Council were thus enabled to apply the machinery of the Town and Country Planning Act, 1944, in connexion with the purchase and development of the land.

The Council have acquired or appropriated for planning purposes two areas in the Borough amounting in all to some ten acres for the purpose of re-locating non-conforming industrial concerns from residential areas in respect of which the Council have proposals for re-development.

Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges.

The Borough Council is a "claiming" authority in respect of classified roads and acts as agent in the district for the Minister of Transport and Civil Aviation, the highway authority for Trunk Roads.

The total length of roads for the upkeep of which the Council is responsible is approximately 75 miles of which just over two miles are trunk roads and 17 are classified roads.

The Council have since the coming into operation of the Trunk Roads Act, 1936, acted as Agents for the Ministry of Transport and Civil Aviation in the improvement, reconstruction, repair, maintenance and cleansing of trunk roads in the district, and deal directly with the Ministry on all questions (technical and financial) relating thereto.

The Council are at present engaged in consultation with the Ministry in preparing a scheme for the Eastern Avenue extension through the Borough.

Main roads in the Borough were claimed by Leyton in 1889. The estimates, costs and claims for work of improvement, reconstruction, repairs, maintenance and cleansing are submitted to the County Council for grant purposes. The work is carried out by the Borough Council.

The estimated gross expenditure for the year ended 31st March, 1958, on the maintenance and improvement of classified roads is £47,880 of which the bulk is recoverable from the Essex County Council and the Ministry of Transport. The figure in respect of district roads is £61,905 and for the provision of trees therein £5,000.

(b) Street Lighting.

The Borough Council have always adopted a progressive policy regarding public street lighting and were in advance of other authorities in the area when the main road lighting in the early 30's was changed from incandescent filament lamps to mercury vapour discharge lamps. Shortly afterwards the switching gear was changed from clocks to the rhythmatic control system which has many advantages over other switching methods.

In 1952 the Council resolved to modernise the main road lighting and decided upon sodium discharge lamps mounted on concrete columns. This scheme is in progress and will be completed within two years.

The Council intend to improve the standard of the district road lighting and it is planned to commence this on the completion of the present commitments.

The gross expenditure on public lighting during the current financial year is estimated at £32,485 of which a grant of £120 will be made by the Ministry of Transport in respect of lighting charges of trunk roads.

(c) Naming of Streets and Numbering of Houses.

The area is a built-up one and all roads have been named, but occasionally action is taken to alter names of streets and to re-number houses. There is now no duplication of street names in the postal areas affecting the Borough.

(d) Parking Places.

The problem in the Borough of the parking of vehicles is acute, and is exacerbated by the general absence of private garages or garage space to houses. The Council have provided three public parking places on land owned by the Council. Action has been taken to secure parking places in a number of streets in the Borough.

(e) Road Safety.

The Council have tackled in an energetic manner problems affecting road safety and employ a full-time Road Safety Officer.

(f) Bus Shelters.

The Council possess statutory powers regarding the erection of bus shelters.

As an experiment the Council have entered into an Agreement with an advertising company under which a shelter has been erected at the expense of the company, the company receiving the income from advertisements displayed thereon.

(g) Private Street Works.

The roads in the Borough have been adopted.

BOROUGH OF ROMFORD

General description of Area including Statistics on Population, Rateable Value, Product of a Penny Rate and Rates Per Head of Population

General History.

In 1819 "An Act for Paving and otherwise improving the Town of Romford" was passed, which provided for the election of Commissioners of Paving and Lighting who were empowered to pave and light the main streets of the town and to appoint watchmen and scavengers for the watching and cleansing thereof.

The Commissioners functioned until 1852, when, after an Inquiry by the General Board of Health, a Local Board of Health with extensive powers under the Public Health Act, 1848, was constituted. The population was then about 5,500.

In 1895, the title of the local authority was changed to the Romford Urban District Council. The area of the district was then 1,449 acres and the population about 9,500. In 1901, the area of the district was increased to 5,630 acres and in 1934, by the Essex Review Order, the area was further increased to 9,342 acres, mainly by the addition of the Parishes of Havering-atte-Bower and Noak Hill.

On the 20th August, 1937, the Urban District became a Borough by Royal Charter.

Growth of Population.

The population of Romford in 1891 was 8,408, but the area of the district was then only 1,449 acres. By 1901, the population had risen to 13,656, largely by the inclusion of the Parish of Romford Rural. The population continued to increase steadily and by 1931, had reached almost 36,000. Between then and the outbreak of the second world war in 1939, very considerable development took place, increasing the population to about 58,000 by 1939. The population remained fairly static during the war years, but very soon afterwards again increased rapidly, the largest single factor being the development of a 1,400 acre London County Council estate at Harold Hill on the north-eastern side of the Borough, which commenced in 1948 and now houses 27,000 people. As a result of this extensive post-war development, the population in 1945 of 58,000 has almost doubled in thirteen years to the present figure of 112,000.

This rapid growth has brought many difficulties for the Council to contend with. Existing schools have become overcrowded and many new schools have been built, staffed and equipped. Parks have been developed and sports facilities provided. All the usual services provided by the Council have been expanded to deal with this growth in population and this work has been carried on in the post-war years when financial restrictions have been constantly present to hinder the necessary development.

Area, Boundaries and Character.

The present area of the Borough is 9,342 acres. It is bounded on the east by the Urban Districts of Brentwood and Hornchurch, on the north by the Rural District of Epping and Ongar, on the west by the Borough of Dagenham and on the south by the Borough of Dagenham and the Urban District of Hornchurch.

Romford is on the main roads which connect London with the east coast. The town is served by the Eastern Region of British Railways, being on the main line from Liverpool Street to the east coast.

Romford is largely residential, but there are a number of industries, mainly on recently developed industrial estates.

General.

Romford has an ancient history and was the site of an encampment before the Roman Conquest. It is part of the ancient Liberty of Havering-atte-Bower, the Liberty being abolished in 1892. The Council owns Romford Market which is the subject of a Charter granted in 1247, and there is no doubt that Romford's early development was due to the town being a market centre for the adjoining agricultural areas. Romford still maintains an open market which attracts thousands of people, not only from the Borough itself, but also from a wide radius around Romford.

Romford has been a Municipal Borough for 21 years and has a marked degree of civic pride. Although large numbers of its residents work in London, Romford has never considered itself to be part of the Greater London Area and is, in fact, separated from London by a part of the "green belt". It is not part of the Metropolitan Police District.

Romford has its own extensive shopping facilities, its own entertainments and is regarded as a local centre quite separate from the main part of the Greater London area.

Statistics.

	1st April, 1921	*1st April,* 1951	*1st April,* 1957
Population	19,448	88,002	111,800 (Registrar General's estimate 1st June, 1957)
Rateable Value	£102,938	£652,442	£1,409,983
Product of 1*d.* Rate ..	£327	£2,728	£5,500
Rates per Head of Population	£5 5*s.* 10*d.*	£7 8*s.* 4*d.*	£12 16*s.* 1*d.*

Education

Number of children on school roll as at 28.2.58	22,358

Grammar Schools	2
Modern ,,	10
Primary ,,	39
Technical ,,	1

Total number of places provided	19,920

(Two Secondary Schools providing accommodation for a further 1,770 pupils are in course of erection).

Further Education facilities under the supervision of the Romford Committee for Education—

Youth Centres	6
Evening Colleges	3

and a wide and varied number of classes and lecture courses run in conjunction with a Community Association, Townswomen's Guilds, etc. Detailed enrolments are as under:

Youth Centres—	
Total enrolments	1,033
Total number of classes provided	65
Evening Colleges—	
Total enrolments	1,663
Total number of classes provided	78
Adult Classes—	
Total number of classes provided	18

Romford students who require full-time advanced courses in Further Education attend either the South-East Essex of South-West Essex Technical College.

It is estimated that approximately 900 Romford pupils attend Selective Secondary Schools outside the Borough, mostly within Essex County but some in the London County Council's area (Romford Selective Schools provide places for some 700 pupils from outside Romford).

125 pupils attend Day Special Schools in other areas of Essex, and in West Ham, and tuition for approximately 40 long-stay patients is provided in Oldchurch Hospital.

School Health Service.

The Medical Officer of Health acts as Divisional School Medical Officer and his qualified assistants act as Assistant School Medical Officers. The Health Visitors also act as School Nurses. Two full-time School Dental Officers are employed, and, in addition two part-time Officers, who, between them give nine sessions per week. Regular medical inspections of school children are carried out and close liaison is maintained between the Head Teachers and the School Medical Officer. A number of clinics are provided, particulars of which are given in the Schedule relating to the services provided under Part III of the National Health Service Act.

Environmental Health

(a) Baths, Wash-houses and Bathing Places.

The Council have covered public swimming baths in Mawney Road, consisting of a swimming bath 70 ft. × 30 ft. and six slipper baths. During the financial year ending the 31st March, 1958, 9,819 people used the slipper baths and 158,712 people used the swimming bath. Of these, 11,066 were members of local swimming clubs, and 58,939 were school children. The swimming bath has, therefore, to be closed to the general public on the evening of each Monday, Wednesday and Friday.

The water in the baths is analysed each month, and is always found satisfactorily free from harmful chemicals and bacteria.

The annual receipts are £2,693 7*s.* 10*d.* This does not include £1,320 2*s.* 8*d.* gross receipts from sales in the cafe attached to the baths.

In view of the obvious need for enlarged facilities, the Council have a proposal for a new and first-class swimming bath at an estimated cost of £255,000.

(b) Control of Watercourses, Ditches and Ponds.

The Council exercise (as required) their powers under the Essex County Council Acts to carry out works for the improvement of the flow and the clearing of streams and the prevention of floods and under the Public Health Acts to deal with any offensive pond or ditch.

(c) Disinfestation of Premises and Articles.

During the year 1957, nine premises were disinfested. In five cases clothing and other articles were disinfested and 94 visits were made in connection with verminous premises and persons.

A total of four premises were disinfested following notification of infectious diseases and a total of 1,191 visits were made in connection with infectious disease enquiries.

The disinfestation of rats and mice under the Prevention of Damage by Pests Act, 1949, is carried out by the Rodent Operative under the supervision of the Chief Public Health Inspector.

During the year ending the 31st December, 1957, 2,437 visits were made for this purpose, and 375 premises were treated.

(d) Drainage of Trade Premises.

The comparatively few discharges in Romford of noxious effluents into public sewers are dealt with by means of agreements under the Public Health (Drainage of

Trade Premises) Act, 1937, drawn up in consultation with the Romford and Hornchurch Joint Sewerage Committee.

(e) Mortuaries and Post-Mortem Rooms.

The Council's mortuary was demolished by enemy action during the last war. The mortuary has not been re-built and since its demolition suitable facilities have been made available by the Romford Group Hospital Management Committee at Oldchurch Hospital, Romford.

(f) Public Conveniences.

The Council have provided eleven public conveniences in Romford, two of which have whole-time attendants. Generally speaking the conveniences are opened for 16 hours each day. They are situated in various parts of the Borough and one, in Rush Green Road, is near the boundary with the Dagenham Council, who paid 40% of the cost of its erection and who make a contribution of 40% of the annual cost. The Council have an agreement with the owners of a public house at Gallows Corner which provides for the use of the men's convenience at these premises by the public between 8.0 a.m. and 10.30 p.m., the Council being responsible for the maintenance and cleansing work. The cost of servicing all these conveniences for the financial year ended on the 31st March, 1957, was £10,399.

(g) Refuse Collection and Disposal and Collection of Salvage.

An average of 75 men and 20 vehicles are constantly employed on the weekly service of refuse collection from domestic premises, schools and hospitals, including collection of paper, metals, etc., for salvage which is made at the same time. A further collection from trade and business premises is also undertaken upon payment. The net cost of collecting and disposing of 30,816 tons of refuse during the financial year 1956/57 was £72,323 (allowing for income from salvage materials, etc., of £11,224).

Disposal of the refuse collected is effected by tipping in dis-used gravel pits outside the Borough, such tipping assisting in the restoration of the surface. It is anticipated that this source of disposal will come to an end within the next two or three years and the Council are already entering into an agreement for tipping into some new pits within the Borough.

(h) Regulation of Buildings and Sanitation of Buildings.

The Medical Officer of Health is responsible for ensuring that the necessary sanitary inspections of premises within the area of the Boroughs are carried out. During the year ended 31st December, 1957, a total of 18,023 inspections were made of houses, shops, factories and other premises. These inspections revealed 830 defects or contraventions which required the service of Notices on owners and occupiers under the Public Health Act, 1936, Housing Act, 1936, Factories Act, 1937, the Food and Drugs Act, 1955, and the Shops Act, 1950.

It is the usual experience that an informal approach by the Public Health Inspectors results in remedial measures being taken, but, where necessary, proceedings are instituted and orders for the abatement of nuisances are obtained from the Court.

In addition to action taken to ensure that the necessary standards of hygiene and fitness for habitation are observed, the Council's responsible officers are now under a duty to inspect dwellings where applications are received under the Rent Act, 1957, for the issue by the Council of Certificates of Disrepair. Up to the end of April, 1958, there have been a total of 192 applications for the issue of such Certificates.

(i) Sewerage and Sewage Disposal.

With the exception of a few small areas in the centre of Romford where drainage is still combined and the outlying districts of Noak Hill and Havering, where about 200 properties are drained to cesspools or septic tanks, the whole of Romford is fully sewered on the separate system, i.e. there are separate sewers in every street for foul water and surface water.

In the case of the village of Havering, the Council have in hand a drainage scheme jointly with the Rural District of Epping and Ongar whereby the last substantially unsewered area within the Borough will be connected to the main sewerage system.

The greater part of the surface water is discharged directly to the Rivers Rom, Ravensbourne and Ingrebourne, whilst foul sewage is conveyed to and treated at the Sewage Works at Bretons Farm, Rainham, administered by the Romford and Hornchurch Joint Sewerage Committee.

Sewage from two small areas in the west of the Borough is raised at automatic pumping stations whilst a pumping station manned for 16 hours a day deals with the greater part of the Harold Hill, London County Council Housing Estate.

(j) Street Cleansing.

The Council sweep part of the length of the trunk road and all classified and district roads in the Borough on a regular programme. The majority of such roads are dealt with once in every two weeks but certain of the main shopping centres are swept daily. It has been found that a gang of about four men with a pedestrian-operated electric truck is a better system of cleansing roads than individual orderlies and this system is gradually being extended throughout the Borough. Efforts are made to provide facilities to encourage the general public to keep the highways free from litter and many litters bins are provided in the Town.

115 miles of roads are regularly dealt with by the Council's Cleansing Department, who are also responsible for sanding and salting these roads in snowy or frosty weather.

The cost to the Council for street cleansing for the financial year ended 31st March, 1957, was £29,157.

(k) Burial Grounds, Cemeteries and Crematoria.

The Council have provided a cemetery under the Burial Acts which has an area of 24·5 acres, and there is sufficient available land to enable it to continue to be used for many years to come. The Council are gradually introducing Lawn Cemetery principles, with a view to economy in labour.

The number of interments which took place during the financial year ended on the 31st March, 1957, was 441. No crematorium has been provided within the Borough, but the Council are constituent members of the South Essex Crematorium Joint Committee which has provided a crematorium at Hornchurch.

(l) Parks and Open Spaces.

The Borough is well provided with parks and recreation grounds having a total area of 598 acres. The majority of the parks were acquired under the Public Health Act, 1875.

The total number of Council pitches, in regular seasonal use comprises two rugby, 23 association football, three hockey, 17 cricket and two netball pitches, 18 hard tennis courts and one bowling green.

In addition, the maintenance of school grounds and playing fields at twenty schools is carried out by the Council (as Divisional Education Executive) who are also responsible for many thousands of street trees and considerable areas of grass verges, including those on the four mile strip of the trunk road (Eastern Avenue) within the Borough. Adventure playgrounds form a feature of Romford's park and open spaces which are being improved under a fifteen year plan.

The Council have provided at Bedfords Park a tree and shrub nursery and extensive greenhouses from which the parks and school grounds are stocked.

The Council have also provided a total area of 92 acres for use as permanent allotments.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937.

The Council manage three Social Halls to afford facilities for Clubs, Meetings, Lectures and other social activities, including religious purposes on Sundays. The Waverley Hall and Gooshays Hall each have a seating capacity of 250, while the Laurie Hall has a seating capacity of 296. These halls are regularly and fully booked, and the facilities are very much appreciated by local organisations.

Housing

(a) Provision of Houses.

358 pre-war dwellings were laid out mainly in two estates, the larger of them containing a complete variety of accommodation, including one-bedroom flats for old people.

Since 1946, 3,018 permanent houses and a further 350 temporary bungalows have been erected. These figures include 140 dwellings designed specifically for the housing of old people. The most recent project for old people's accommodation is Tom Bradley House. This was a large old house, converted and extended for the accommodation of elderly and partially infirm old people. They layout of the property was carefully designed to meet the special needs of the tenants, and the premises, which accommodate 15 persons, have facilities which include central heating, a large lounge, etc. There is a resident warden/caretaker.

Building land in the Borough is now virtually exhausted, apart from two sites which the Council are still developing. The difficulties arising from this have been foreseen by the Council for some time, and latterly the dwellings erected by the Council have included a high proportion of flats in two and three storeys. Flats in three and four storeys are under construction, whilst in the redevelopment of a large slum area, which is proceeding at present, it is proposed to include flats up to ten storeys.

In the development of their various post-war estates, the Council have included three blocks of shops. Altogether thirty shops have been erected, and these have been or are being let on 21 year leases. 138 lock-up garages have been built and plans are in hand for the provision of a further 208 garages. The estates are also provided with small open spaces and children's play spaces.

Because of the shortage of building land in the Borough, the Romford Council, with certain neighbouring housing authorities in south-west Essex have commenced the building of houses outside the Borough. Jointly with the Councils of East Ham and Leyton, an estate is in course of development at Hutton. Of the 465 dwellings on that estate, 111 will be available for Romford.

A further estate is proposed jointly with other Councils in the Basildon Urban District. It is anticipated that this estate will provide at least 50 further houses for Romford.

(b) Slum Clearance.

The Council have prepared a programme based on a five-year period for dealing with sub-standard houses within the area and after a detailed inspection a return comprising 350 properties was submitted to the Minister of Housing and Local Government in 1955.

Since 1955, a site including 11 of the sub-standard dwellings has been acquired by the Council by agreement with the owners and after rehousing the tenants, the properties have been demolished. The site is now being redeveloped by the erection of three and four storey flats.

Also in 1955, the Council submitted to the Minister of Housing and Local Government a Redevelopment Plan under the Housing Act, 1936, for an area comprising 218 dwellings. This was confirmed by the Minister in 1957, and arrangements have already been made for the acquisition of a large number of the properties. It is hoped to commence the redevelopment of this area in the near future.

(c) Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses.

(i) Advances to Assist in the Purchase of Houses.

Under the Small Dwellings Acquisition Acts, the sum of £1,940,011, involving 2,293 mortgages, was advanced before the 31st March, 1956, and since that time when the Council began to operate the provisions of the Housing Act, 1949, a further 920 advances totalling £1,226,635 have been made. Because of the "credit squeeze" and the difficulties in obtaining capital from the Public Works Loan Board, the scheme has largely been in abeyance for the past eighteen months, although the Council have now decided to grant mortgages again in a limited number of cases.

(ii) Assistance to Housing Associations.

In 1949 the Council entered into an Agreement with Douglas Haig Memorial Homes whereby the Council granted the Trustees a 99 year Lease of a piece of land (part of a Housing Estate) on which the Trustees have erected six dwellings which are let to disabled ex-Servicemen in accordance with the Trust. The management and letting of the properties is left entirely to the Trustees.

The ground rent payable under the Lease is £10 a year, and as this is only a nominal rent, the Trustees agreed that it should be regarded as the equivalent of a rate fund subsidy which might otherwise be paid by the Council.

(iii) Grants and Loans for Improvement of Houses.

The Council are always ready to assist house owners to improve and repair their property, and improvement loans are readily made.

A total of 51 grants, involving £8,204 16*s*. 0*d*. have been made under the Housing Act, 1949, and all applications are sympathetically treated.

(d) Regulation of Buildings and Byelaws.

The Council in 1953 made new Building Byelaws under the Public Health Act, 1936, based on the model form approved by the Minister of Housing and Local Government. Full supervision and control is exercised by qualified officers on the Council's staff over all alterations and new building work within the Borough.

In 1957 the Council made a byelaw under the Clean Air Act, 1956, as to arrangements in buildings for preventing smoke.

Personal Health

All services in the Borough of Romford provided under Part III of the National Health Service Act, 1946, are administered by the Essex County Council through the Romford Health Area Sub-Committee of the County Health Committee.

The following facilities and staff are available:

Section 22—Care of Mothers and Young Children.

There are six Infant Welfare Centres holding 12 weekly sessions with an average attendance of 43 children per session.

There are three Ante-Natal Clinics—

Marks Road Clinic	1 session per week.
Hulse Avenue Clinic	1 session per week.
Health Centre, Harold Hill ..	1 session per week.

Post-Natal Clinics are held in conjunction with the Ante-Natal Clinics.

Other Clinic Sessions (in conjunction with the School Health Service).

	Number of Clinics
Diphtheria and Whooping Cough Immunisation	7
Ophthalmic Treatment	2
Ante-Natal Relaxation Exercises	3
B.C.G. Vaccination	2
Poliomyelitis Vaccination	5
Minor Ailments	5
Orthopaedic and Remedial Exercises Treatment	2
Artificial Sunlight Treatment	2
Dental (Children and Expectant Mothers)	2
Dental (Children only)	4
Speech Therapy	4
Child Guidance	1
Orthopaedic Treatment	2

The Clinics are staffed by the Health Visitors and Clinic Nurses and there are over 50 Voluntary Helpers at the Infant Welfare Clinics.

Day Nurseries.

There are three Day Nurseries in Romford, two with 40 places each at "St. Moritz", Western Road and Hulse Avenue, Collier Row. One, a 50 place Nursery is situate in Rush Green Road. The recent average daily attendance was 29, 28 and 28 respectively. Each Nursery is in charge of a Matron and the total staff consists of—

Deputy Matrons	3
Wardens	3
Nursery Nurses	8
Nursery Assistants	1
Nursery Students	2

Arrangements are made for students to attend part-time courses.

Distribution of Welfare Foods.

There are 20 Distribution Centres and these include 13 Chemists Shops.

Section 23—Domiciliary Midwifery.

There are 12 Domiciliary Midwives. The Council provide seven housing units for Midwives in the area.

Section 24—Health Visiting.

There are 13 Health Visitors/School Nurses and one Superintendent Health Visitor/School Nurse and 3·3 Tuberculosis Visitors.

Homes visited and advice and assistance given, arrangements made for convalescent treatment, etc.

The Council provides five housing units for Health Visitors and Tuberculosis Visitors in the area.

Section 25—*Home Nursing.*

Ten Home Nurses are employed for the purpose of general nursing in the homes. The Council provides four housing units for Home Nurses in the area.

Section 26—*Vaccination and Immunisation.*

Service provided through various Clinics and through general practitioners for vaccination and immunisation against Diphtheria, Whooping Cough, Poliomyelitis and Smallpox. B.C.G. Vaccination is provided at the Clinics under Section 28—Prevention of Illness, Care and After-Care.

Section 29—*Domestic Help Service.*

This service is operated by one full-time Organiser and 114 regularly employed part-time and casual Helps. There is a very heavy demand for this service. Romford Helps attend training courses arranged by the County Council.

Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges.

The Borough Council are responsible for the maintenance and improvement of the following lengths of roads:

Trunk Roads	4·62 miles
Class I Roads	5·61 ,,
Class II Roads	5·95 ,,
Class III Roads ..	12·40 ,,
District Roads	116·25 ,,

During the financial year ended on the 31st March, 1957, the gross expenditure on maintenance, etc., on classified roads amounted to £54,054, on district roads £71,500 and on trunk roads £10,892.

As regards the Trunk Road Eastern Avenue, the Romford Council is responsible for maintaining the verges and roundabouts while the Essex County Council repair the carriageways as agents for the Minister of Transport and Civil Aviation.

(b) Street Lighting.

All the built-up, or partially built-up, roads in the Borough now have modern street lighting.

The gross expenditure on public lighting for the financial year ended on the 31st March, 1957, amounted to £34,276.

The Council have their own street lighting maintenance section.

(c) Naming of Streets and Numbering of Houses.

This is a function which the Council carry out after consultation with the Head Postmaster of Romford in order to avoid the adoption of new names similar to those already existing in the area, and this system has been found to operate quite satisfactorily.

As much assistance as possible is given to the public by the erection of street name plates in all roads, mainly at road junctions. Numbering of houses is carried out as far as possible by commencing the numbering of streets at the end nearest to the centre of the town or to a main thoroughfare. Where there are large blocks of flats these are normally supplied with a separate name which is clearly indicated in a prominent position at the front of the building. In cases where a highway forms a cul-de-sac, it is normal for a sign to be erected indicating "No through road".

(d) Parking Places.

By agreement with the local Cinemas, free parking facilities are available from 9 a.m. to 5 p.m. at the following car parks:

	Capacity
Odeon Cinema Car Park	100 cars
Ritz " " "	100 cars
Gaumont " " "	140 cars

After 5 p.m. a charge is made by the owners of the Cinema.

In addition the Council own and manage the following car parks where a charge of 6d. for private cars is made on Wednesdays and Saturdays, the facilities being free on other days:

	Capacity
Town Hall	160 cars
Church Lane	120 cars
Junction Road	140 cars

There are also car parks in Oldchurch Road and High Street, having a total capacity of 140 cars at which no charges are made at any time.

(e) Road Safety.

The Council set up a Road Safety Sub-Committee in 1946 and it has functioned since that time with the assistance of a full-time Road Safety Organiser. The Sub-Committee is permitted by the Council to spend the whole of the approved estimate on Road Safety Propaganda and associated activities.

The Sub-Committee consists of members of the Council, together with representatives of the Police, Royal Society for the Prevention of Accidents and various local organisations.

The Council have also approved the formation of the Romford Junior Accident Prevention Council, which, as its name signifies, is composed of the older school children and those who have recently left school. The Junior Accident Prevention Council appoints its own officers and the Road Safety Organiser gives advice or guidance only when needed.

The authorised expenditure for the financial year ended 31st March 1958 was £1,650 towards which a grant of £825 was made by the Minister of Transport.

(f) Bus Shelters.

Up to recently, the Council have relied on the London Transport Executive who operate services throughout their area, to provide bus shelters. Recently, however, the Council entered into a contract with an advertising firm, who have provided a number of shelters at sites selected by the Council and, in return, the firm have advertising rights on the shelters. The shelters will become the property of the Council after a period of ten years from the signing of the agreement.

(g) Private Street Works.

The Council have found that the provisions of the New Streets Act, 1951 have relieved them of many difficulties experienced in operating the Private Street Works Act, 1892. The Council have not insisted on the actual deposit of a sum of money in all cases, but where requested have completed Agreements under Section 146 of the Public Health Act, 1875 supported in most cases by a Bond.

BOROUGH OF WANSTEAD AND WOODFORD

General Description.

The Borough of Wanstead and Woodford lies on the north-eastern edge of the densely populated area of Greater London. Its open aspect and pleasant appearance are due to two factors—the existence of Epping Forest, and development under operative Town Planning Schemes—to which further reference will be made in a later part of this Appendix. To the south of the Borough lie the two County Boroughs of East and West Ham; on the western boundary are the boroughs of Leyton and Walthamstow; on the eastern boundary (marked to a large extent by the River Roding) lies the Borough of Ilford, and the northern boundary is shared with the District of Chigwell. The Borough has a small common boundary in the north-east with the Borough of Chingford.

The usual statistics—population, area, rateable value, and so on—are contained in the General Statistics attached to the foregoing Memorandum. It will be noted that the population is over 60,000; the electorate is 44,876. It forms the Borough Constituency of Woodford, represented in Parliament by the Right Honourable Sir Winston S. Churchill, K.G., O.M., C.H. From the General Statistics it will be further noted that the Borough consists mainly of residential development, with a reasonable amount of shop and commercial premises, and little industry.

General History.

The Borough consists of the two ancient Parishes of Wanstead and Woodford, each of which is mentioned in the Domesday Book, wherein it is recorded that Wanstead was then valued at 40 shillings and Woodford at 100 shillings. The two Parishes became Urban Districts as a result of the Local Government Act, 1894. These Urban Districts were amalgamated to form the Wanstead and Woodford Urban District Council with effect from 1st April 1934, as a result of the County of Essex Review Order of that year. The enlarged District was incorporated in 1937, the

Charter of Incorporation being presented by His Royal Highness The Duke of Gloucester on 14th October 1937. The Charter is dated 20th August 1937, and this date is commemorated in the Borough each year as Charter Day.

Although the Borough has a short history, care has been taken to preserve historical records of the life of the area; an instance of this is the preservation of the Rate Books from the year 1881. The Members of the Council, knowing the intense interest taken in local history by the residents, have from time to time acquired works of art and other objects having historical associations with the area. The lack of library and museums functions—at present exercised by the County Council—make it difficult for historical records to be assembled and placed on view, but it is hoped that these functions will be transferred to the Borough Council. A much more detailed historical note will be submitted if the Commission so wishes.

Local Features.

It is an important factor in the formation of this Borough that it includes within its boundary 730 acres of Epping Forest, and 64 acres of land covered with water. When the Forest was established as a public institution in 1878, the many encroachments which had previously taken place resulted in the southern boundary of the Forest commencing at Wanstead Flats, on the southern boundary of this Borough. This area of approximately 140 acres provides a dramatic end to the densely populated area terminating in the north at Manor Park, in East Ham, and Forest Gate, in West Ham, as well as being a much-needed outlet for the athletic and recreational desires of the population of this part of East London. The importance of the southern parts of Epping Forest cannot be over-stressed, and the Borough Council has been prominent in maintaining constant vigilance to preserve this open space from the attacks of neighbouring local authorities who have been desirous of acquiring it for development. The Borough Council has given every assistance to the City of London Corporation—the Conservators of Epping Forest—in the execution of its duty to maintain the Forest for the use and enjoyment of the public for ever.

The remaining portions of the Forest within this Borough lie mainly on the western boundary, northwards to Highams Park and Chingford, but across the northern boundary lies a substantial tract of land known as Knighton Woods, which was purchased jointly by the former Woodford Urban District Council and the City of London Corporation, and which is now maintained as part of the Forest. All these portions of Forest provide an important amenity not only for the residents of this Borough, but also for this part of Greater London, and the existence of the Forest contributes substantially to the claim that Wanstead and Woodford is a residential area of an exceptionally high standard.

Another outstanding feature of the Borough is the relatively large amount of additional open space which the Borough Council has provided for recreational purposes. With so much of Forest, it might appear unnecessary to provide further open space, but as the Forest is a Greater London amenity, and also because organised recreation is not normally appropriate within the Forest, the Borough Council has endeavoured to provide as much open space as would be necessary if the forest did not exist. The Borough Council has acquired several large open spaces mainly in the green belt along the River Roding for recreational purposes and the eventual development of these sites will include the creation of riverside walks.

Reference should be made under this heading to the fact that the predecessors of the Borough Council were foremost in the country in their endeavour to bring the area within effective planning control. The question of using the powers contained in the Housing, Town Planning, etc. Act, 1909, was first considered by the former Woodford Council in 1910, and the first resolution was passed on 10th December 1912. The Survey and Draft Scheme were completed on 28th October 1919 and the Scheme as such was prepared, and approved on 8th May 1923, and submitted to the Minister of Health. The material date was 17th June 1924, and effective control commenced then although the Scheme was not finally approved by the Minister until 27th March 1928. The date of 1924 is important, since the vast development of this Borough and its rapid increase in population, took place between the two Great Wars, as is shown by the census figures. It can therefore be said that the greater part of the development of this Borough took place in accordance with operative Town Planning Schemes and an inspection of the Borough will show this influence, not only in the planning of the residential and shopping areas but in the good form of development which has resulted.

Another feature—abstract but very much apparent to the residents of this Borough—is the large number and varied nature of local organisations. These voluntary associations emphasise the interest of the residents in their own Borough and their desire to associate with their fellow burgesses. Atlhough the General Statistics may indicate a fairly large movement of the working population each day towards London, it does not follow that the residents live their lives within London; there is ample evidence to show that they prefer to spend their leisure time in and around their own Borough. In this connection the Borough Council has encouraged these societies to publicise their work by lending its modern and attractive Hall for the display of the activities and products of the societies.

Municipal Progress.

In the foregoing Memorandum and in the present Appendix details of the Local Government services within this Borough will be found. It is hoped that the Commission will accept the invitation which has been extended to them of visiting the Borough and seeing for themselves its distinctive character, and the services which are rendered by the Council, and the offices, depots and other buildings from which those services are administered. Although other neighbouring authorities may appear to provide services which do not exist in Wanstead and Woodford, yet we would ask the Commission to bear in mind: firstly—that this Borough was only created in 1937, and the two Districts were only brought together in 1934, and with the intervention of the War and post-war years it has not been possible to make the same progress that those older authorities were able to make after their respective Incorporations; secondly—that in a Borough of the nature of Wanstead and Woodford some of those services which are regarded as necessary in the more densely populated urban areas would not be justified in this Borough.

With regard to the first point, the Council has nevertheless made remarkable progress in providing for the transformation of this Borough from its semi-rural character in fairly recent years to its present condition as a medium sized, good class residential town. Instances where such progress is particularly apparent are the making-up and adoption of a great number of private streets, the provision of modern standards of street lighting, long-term improvement of sewerage and sewage disposal and refuse collection and disposal, accommodation and material for the encouragement of a lively and vigorous social and corporate life among the residents, adequate provision of Council dwellings, and the provision and safeguarding of amenities, both aesthetic (e.g. trees, open spaces, etc.) and practical (e.g. public conveniences). The plans of the Borough Council for the future include the provision of a new Town Hall, of a further public hall, and the provision of a swimming bath if this is found to be justified.

In connection with the second point mentioned above, it has not been found necessary, nor would it be justifiable, to encourage the intensive land use which is apparent in neighbouring Boroughs, since this area has been allowed to develop in accordance with operative Town Planning Schemes. Nor, for the same reason, would it be justifiable to provide such services as slipper-baths and wash-houses, nor a district heating scheme. Nevertheless the Borough Council is constantly improving its existing services, and modifying and extending them to meet any change of need.

Local Government Services.

The Chairman of the Royal Commission in his letter dated 17th February 1958 has asked for evidence relating to the arrangements for carrying out certain local government functions, irrespective of whether or not the Council is responsible for those services. He has also asked the Borough Council to analyse any defects which it may see in the present arrangements, and to outline any views that the Borough Council may have on how those defects may be remedied. It is understood that since the Chairman's letter, the Royal Commission have agreed to an arrangement under which the Essex County Council shall submit a description of the present arrangements for carrying out County Council functions, and that accordingly the request to the Borough Council for this information has been withdrawn. One effect of this alteration in procedure will be to avoid duplication, but correspondingly the views expressed by the Borough Council must be partial only, since they will in the main consist of the expression of views without the statement of facts upon which those views are based. Accordingly, in the headings which follow the services referred to in the Chairman's letter will be enumerated, but only where it is quite necessary to do so will the existing functions be described.

Education

(a) Schools.

The following figures relate to this Borough which forms part of the Forest Division. This Division is administered from an office situate about 200 yards north of the Borough.

		Primary	*Secondary*	*Total*
Number of children on school roll as at 28.2.58		4,387	2,597	6,984
Grammar Schools	1			
Modern Schools	4			
Primary Schools	13			
Special Schools	—			

Further Education facilities are provided at two Youth Centres, and classes and lecture courses run in conjunction with the Wanstead and Woodford Community Association and various outside classes.

The Borough Council has been active since 1951 in trying to secure a smaller area of administration, and in order to do so it has been prepared to agree to an area comprising Chigwell, Chingford, Waltham Holy Cross, and this Borough. Although it does not favour so large an area, the Council has in the past been prepared to accept even this as an improvement on present arrangements. The Borough Council reaffirms its view that education within this Borough would be better administered by an authority which could confine its attention to the needs of this Borough.

(b) Youth Employment.

The County Council has created a Youth Employment Committee, with a Youth Employment Officer, separately for this Borough. The Borough Council feels that this would gain much in effectiveness were the Committee and its officer to form part of the Borough service.

Environmental Health

(a) Baths and Wash-houses, etc.

The Borough Council has not exercised these powers—see para. 4 above.

(b) Water Courses.

The Borough Council has pursued a consistent policy of clearing and maintaining water courses, ditches and ponds; some ditches have been culverted at the cost of the Council and with the co-operation of the River Board. Many of the ponds are within Epping Forest; the Conservators have co-operated in keeping these healthy and no difficulty has arisen.

(c) Disinfestation.

The Public Health Department of the Council maintains a disinfestation service (both mobile and static) which is used not only in the exercise of the Council's powers under the Public Health Act, but also for the occasional needs of neighbouring areas.

(d) Drainage of Trade Premises.

In view of the small amount of industrial premises in the Borough there is little trade effluent and the Borough Council has not therefore had to face any appreciable problem in this matter.

(e) Mortuaries.

A mortuary and post-mortem room were provided by the Wanstead Urban District Council, and these facilities still remain. Regular use was made of them until 1955, when the Coroner decided that he would, so far as possible, require all bodies to be taken from this area to the mortuary at Walthamstow. It is understood that the Coroner formed this policy in view of the accommodation placed at his disposal for a Court at Walthamstow. Consequently the provision at Wanstead is not now used, but it has been retained for the time being in case any alteration of arrangements is necessary and in order to enable local residents to use the facilities if required.

(f) Public Conveniences.

This service, which was virtually non-existant within the Borough before the War, has formed a small but important part of the Council's post-war policy with the result that 4 conveniences have been provided since 1948. This service is free to the public. Only one additional convenience is required, in the Woodford Green area; after a very considerable search, the Council is hopeful of acquiring a suitable site, and the building will proceed as soon as the final details have been settled.

(g) Refuse Collection and Disposal.

See the foregoing Memorandum, para. 21 (f) and this Appendix, para 4. The major re-organisation of this serivce took place towards the end of last year and collection, which is weekly from all premises in the Borough, is carried out by six teams working a gang system. The estimated weight of refuse collected during the year to the 31st March 1957 was approximately 17,000 tons and the gross cost of collection that year was 33/- per ton.

Refuse disposal since November 1957 has been carried out by bulk transportation to a controlled tip at South Ockendon by a fleet of three 40 cubic yard vehicles. The need to transport all refuse over this long distance has increased the gross estimated cost of disposal from 5/1d. per ton to 20/- per ton, but the arrangements now implemented are sufficient for the needs of this Borough for a period of over 30 years.

In conjunction with this major re-organisation salvage collections have been extended to include scrap metals and textiles in addition to waste paper.

(h) Regulation of Buildings and Sanitation.

The Public Health Department carries out regular inspection of premises by means of four Public Health Inspectors, each in charge of an area, under the Chief P.H.I. To this normal service should be added the special inspections in connection with slum clearance, basement premises, Rent Act 1957, Shops and Factories Acts, Food and Drugs Act, etc.

The sanitation of buildings is already secured by the creation of the separate system of drainage throughout the Borough and the control of planning and construction at the early stages.

(i) Sewerage and Sewage Disposal.

See the foregoing Memorandum and this Appendix, para. 4. Sewerage in the older parts of the Borough is generally on the combined system but in other parts it is either separate or partially separate. New development is on the separate system wherever practicable, thus reducing required capacities at the two sewage works and permitting the use of ditches and the River Roding for surface water only. Many of the older sewers will require renewal and the Council is fully alive to its future commitments in this respect and has made provision in its capital works programme.

The Borough is served by two sewage works, the Southern and the Eastern. A very small works in the north-west corner of the Borough was abandoned in 1956 when arrangements were made for that part of the Borough situated within the Lea

Catchment Area to be drained into the East Middlesex main drainage system. As already mentioned in the foregoing Memorandum, major schemes of extension and improvement have been approved in principle by the Ministry in respect of both sewage works, and these schemes will be implemented as soon as detailed proposals have been prepared and contracts arranged.

(j) Street Cleansing.

The Council undertakes the cleansing of two trunk and all county and district roads and generally the main shopping areas are cleansed daily and district roads once weekly. In the opinion of the Council the standard of street cleansing undertaken by the County Council in Southend Road, which is a third trunk road, is inadequate for urban needs and it has pressed the County Council to improve the general standard.

(k) Burial Grounds, etc.

The Council acquired 37·4 acres of land in 1935 for the provision of a burial ground to serve this Borough. Apart from Civilian war dead a number of Servicemen and the local Dr. Barnado's Home, very little use had been made of it; consequently, with the consent of the appropriate Minister, 32·5 acres have been appropriated for recreational purposes. A small area of 5 acres has been retained for local use if so desired, but it would appear that the need of the area are more than adequately met—and will be for many years to come—at the City of London Cemetery at Manor Park where a crematorium and a colombarium are also provided. The Ministry of Health concurred in this view, in 1950. Should the need arise, land is available for further burial ground provision, but until the need becomes apparent such land will continue to be used for other purposes.

(l) Parks and Open Spaces.

See para. 4 above. The Council has acquired nearly 200 acres of open space for parks, gardens and recreation grounds, including children's playing areas, and over 60 acres of allotments. An Allotments Competition, and a House Garden Competition, are organised annually, and the prizes are presented at meetings of the Borough Council by the Mayor.

(m) Physical Training and Recreation.

The Act of 1937 has been used to provide some of the open space above referred to; in addition, the Act has been used to give assistance to local organisations whose objects are within the terms of that Act.

(n) River Pollution.

This is a matter for the Essex Rivers Board, with whom the Borough Council collaborates in preventing pollution. The Council has in recent years found that the discharge to the River Roding from its Sewage Works has not been wholly satisfactory, hence the need for large schemes of reconstruction (see above). Apart from this, the problem of preventing river pollution is virtually non-existent.

Housing

(a) Provision.

The Memorandum contains statistics (para. 29) from which it will be seen that the Borough Council's record of over 1,500 post-war dwellings is very creditable; the Council figured among the leading housing authorities in the country for some years in the Minister's Housing Return, until suitable housing sites became more scarce. In this connection it should be noted that the Borough Council set itself firmly against the introduction of pre-fabricated dwellings in the Borough following the War; this policy has been amply justified financially, economically and aesthetically, and has been extended by the efforts which the Council has made to blend its housing development with the generous open space provision which exists.

Mention should be made here of the Homes for Women, the first of their kind in the Greater London area, provided by the Borough Council in 1956 and managed by members of the Local Women's Voluntary Services. Three of these have been provided, and it is proposed to provide similar homes for men.

Another part of the Council's housing policy is to purchase the larger and older type of house, which is no longer suitable for single family occupation, and to convert into smaller and improved modern dwellings.

(b) Slum Clearance.

The Council has formulated its 5-Year Programme in accordance with Ministry instructions, and its progress is indicated in the foregoing Memorandum para. 30. It recently obtained confirmation of a Compulsory Purchase Order in respect of an area consisting of over 70 buildings and it is now in process of settling the form of re-development which should take place. The Borough Council was the first authority in the country to make a Clearance Order after the War (in 1948) and the clearance of slums has been proceeded with quietly and progressively ever since.

(c) Assistance to Other Bodies.

Since the Housing Act 1949 enabled housing authorities to make grants for the improvement and conversion of buildings for housing, the Council's record, which appears in the foregoing Memorandum, para.31, shows the progress which the Council has made in this service. In this connection, full details have been supplied by the Council of its service to all Estate Agents, and it has been widely publicised.

The Council's House Purchase Scheme has been extensively used, as the figures in para. 31 of the foregoing Memorandum show.

The number of families on the Council's housing list is 779, and the Council intends to re-house these people within the Borough. Although it has taken part in consultations with neighbouring authorities to investigate the possibilities of providing houses in other parts of the County, the Borough Council has never regarded this as a solution to its problems, which it has reason to believe can be solved within its own boundaries.

(d) Building Byelaws.

Like most other local authorities, the Borough Council made new Building Byelaws in 1953, containing such departures from the Ministry Model as were appropriate to the circumstances of this Borough. These Byelaws are enforced by a system of building inspection and by means of notification from developers on pre-printed cards prepared by the Council.

Personal Health and Welfare

These functions are discharged within the Borough by the Essex County Council as local health authority. In view of the arrangement referred to in para. 5 hereof, the information required by the Chairman of the Commission will be supplied by the County Council and not by the Borough Council. The Borough Council is of opinion that it is in a position to administer these services in a manner more in accordance with the requirements of the residents than they are at present. The Borough Council was the health authority before the appointed day under the National Health Service Act, 1948, when the health services which it then provided were handed over to the County Council.

School Health Service

The Borough Medical Officer of Health is also the Area Medical Officer and the Divisional School Medical Officer for the Forest Health Area of the County of Essex. His qualified assistants act as School Medical Officers. The Health Visitors also act as School Nurses. One full-time Dental Officer is employed.

Town and Country Planning

See the foregoing Memorandum, para. 33 and the foregoing paragraph 3.

On the Appointed Day in July 1948 the Borough Council ceased to be the planning authority, and commenced to operate a Scheme of Delegation imposed by the County Council. The Borough Council wishes to make no further statements at this stage beyond what is contained in the foregoing Memorandum; it can see no difficulty in the proposal that it should exercise all powers under Part III of the 1947 Act, and considers that it should have the right to put forward proposals for inclusion in the quinquennial revision of the County Development Plan insofar as it affects the Town Map for this Borough.

The Borough Council has assisted the County Council in its survey under the National Parks and Access to the Countryside Act, 1949, and it has taken over public paths under that Act.

Traffic

(a) Roads and Bridges.

The mileage of roads within the Borough is:

Trunk Roads	4·5	miles

County Roads Claimed	Class I	8·336	miles
	Class II	·980	,,
	Class III	4·084	,,
District Roads		55·1825	,,
Total		73·0825	,,

The Borough Council has claimed all Classified roads from the County Council, and maintains them; it also maintains all Trunk roads with the Borough by agreement with the Ministry of Transport and Civil Aviation, with the exception of the Southend Road (A.406), which is maintained on behalf of the Ministry by the County Council. In addition, the Borough Council has entered into an agreement with the Conservators of Epping Forest for the maintenance of a number of roads and verges on Epping Forest Land. Very considerable progress has been made in providing "bus bays" at stops, in order to ease the free movement of traffic.

(b) Street Lighting.

The Borough Council is responsible for the lighting of all streets within the Borough including trunk roads. The Borough Council is progressing with a scheme for the total conversion of street lighting in the Borough from gas to electricity; it has completed four out of eight stages for the conversion of district roads and secured approval to the fifth stage, whilst a programme for the completion of improved lighting in classified roads is well in hand, a large proportion of the work already having been executed.

The general policy in the Borough regarding the hours for street lighting is that all-night lighting is in operation during the winter from dusk to dawn, whilst in summer some reduction is effected by extinguishing street lighting, apart from certain danger points, at approximately 1 a.m.

(c) Street Names and House Numbers.

The Borough Council has exercised its powers so as to avoid any duplication within postal districts; in choosing names it has endeavoured to preserve local associations. The numbering of houses is carried out in the normal way, except that additional opportunities are given to occupiers to make suggestions or submit objections.

(d) Parking Places.

Official parking facilities are available, free of charge, between the hours of 8 a.m. and 8 p.m., in seven places. In the main shopping centre at George Lane and High Road, South Woodford, the Council has obtained adequate facilities for the use of a large car park adjoining a local cinema for free parking facilities up to 6 p.m. On the other hand certain portions of main road have been the subject of "No Waiting" restrictions between 11.30 a.m. and 6.30 p.m.

(e) Road Safety.

The Borough Council has provided a continuous service of propaganda in the

Borough since 1945 and its organisation consists of a Road Safety Council and a small Sub-Committee. The Council comprises 31 members representing various organisations and 7 Members of the Borough Council, with a full-time Road Safety Organiser. The main deliberative and executive body is the Road Safety Council, but as public funds are involved the financial control is exercised by the Sub-Committee consisting of 5 Members of the Borough Council, which meets after each meeting of the Road Safety Council to give legal effect to the Council's proposals so far as this is possible. In this way a wide range of public opinion and knowledge is utilised, including every section of road-user, the Royal Society for the prevention of Accidents, the Police, the Education authority, and others. This policy has led to the introduction of many schemes for the improvement of traffic routes and the greater safety of road users.

(f) Bus Shelters.

These have been provided at appropriate places within the Borough by the London Transport Executive; no difficulty has arisen between the Borough Council and the Executive, whose co-operation in these matters is appreciated.

(g) Private Street Works.

As previously indicated, the Council has undertaken a large number of works under the Act of 1892, and only a very small number of private street works still remain to be carried out. In addition, there is some new development of large properties with the creation of new streets in progress at the present time and in this connection the New Streets Act and Amendment Act are enforced.

Finance

The Council has always been aware of the necessity to co-ordinate financial control with the maintenance and development of its services. The benefits of this policy have been seen in the difficult post-war years when an attitude of beneficient control has been adopted with the assistance of written Standing Orders and Terms of Reference of Committees.

The Council has favoured a policy of revenue contributions to capital outlay to the extent to which this has been found possible, and its regular interest in the control of capital expenditure and subsequent revenue expenditure has been shown by consideration given from 1954 onwards to capital expenditure programmes which now cover a period until March 1963. This has enabled an overall picture to be maintained of the revenue and capital position of the Borough with knowledge of the future impact of works in progress.

The Council has been very keen to exercise its independence in borrowing matters and it set up a loans pool as soon as legally possible in 1953, since which time nearly £2 million has been raised through the loans pool. Since 1953 90% of capital requirements have been obtained from sources other than the Public Works Loan Board.

The Council was early to recognise the benefits to be derived from the establishment of a Repairs and Renewals Fund for vehicles and plant and set up such a fund in 1945/46 with the result that at the 31st March 1957 the fund had a balance in hand of £31,000. The Council has also favoured the establishment of a capital fund and this has recently been brought into operation.

In the matter of housing finance an early opportunity was taken in post-war years to pool rents and a pooled level of rents was established from 1948. The Council has made regular reviews of this part of its finances and was amongst the earliest authorities in post-war years to establish a Rent Variation Scheme.

Up-to-date costing information is regularly prepared for Council services and this work and the early publication of annual accounts is facilitated by modern accounting machinery owned by the Council.

Administration

The Borough Council administers its services through the Departments of the Town Clerk, the Borough Treasurer, the Borough Engineer and Surveyor, and the Medical Officer of Health. The Housing Department is under the control of the Town Clerk, as are also Road Safety and Civil Defence. The Parks Department, and Town Planning, and the maintenance of all Council housing property are also under the Borough Engineer and Surveyor. All Chief Officers, and a high percentage of the staff, are qualified by examination. Every assistance is given to members of the staff who are without qualifications to obtain them and no Department is materially under establishment at the present time.

In accordance with the request contained in the letter from the Secretary of the Royal Commission, dated 13th May 1958, the number of staff on the authorised establishment of the Borough Council on 1st April 1958, by Departments, is as follows:

Department	*Non Manual*	*Miscellaneous Grades*	*Manual*	*Total*
Borough Engineer & Surveyor's ..	44	5	271	320
Borough Treasurer's	36	5	2	43
Town Clerk's	28	5	10	43
Housing	8	—	11	19
Public Health	9	—	3	12

The Miscellaneous group are non-manual staff some of whose duties involve manual work, e.g. Town Hall Keeper.

Office accommodation for the Departments of the Town Clerk, the Borough Engineer and Surveyor, and the Medical Officer of Health is situate at the Municipal Offices, High Road, Woodford, E.18. The Council Chamber, Committee Room and Members' Room are also provided here. The Department of the Borough Treasurer is situate at Snaresbrook House, 2 Woodford Road, E.18. There are Two Highway and Stores Depots at Woodford and a Sub-Depot at Wanstead. Reference has already been made to the need for a New Town Hall, a project which is at present receiving the active consideration of the Borough Council.

COUNTY BOROUGH OF WEST HAM

General Description of Area.

The County Borough of West Ham is a compact area of 4,706 acres (or 7½ square miles) roughly rectangular in shape and lying at the junction of the River Lea with the River Thames. It is bounded on the west by the River Lea and the London County Council, on the south by the River Thames, on the east by the County Borough of East Ham, and on the north by the Municipal Borough of Leyton in the County of Essex.

The County Borough is primarlily industrial and residential and contains part of the Royal group of docks of the Port of London Authority. Local facilities for shopping and entertainment are also ample. There are large shopping centres in Stratford and in the Barking Road, and five cinemas with a total seating capacity of 9,937 in the Borough and a live theatre at Stratford. There is also a Greyhound Racing Stadium and an amateur Football Club with its own ground, while the West Ham United Association Football Team play at a ground adjacent to the Borough but actually in East Ham.

Within the boundary of the Docks the City of London Corporation as Port Health Authority exercise certain powers under the Public Health Act, 1936, the Public Health (London) Act, 1936 and Food & Drugs Act, 1955. With the exception of these powers and the functions exercised by the Metropolitan Police and Metropolitan Water Board all normal local government powers and functions are exercised by the County Borough Council. In addition, the Borough has a separate Commission of the Peace and a separate Court of Quarter Sessions which sits seven times a year.

The Borough comprises the Parliamentary Constituencies of West Ham (North) and West Ham (South) each returning one member to Parliament.

Historical.

The Parish of West Ham with substantially the present boundaries of the County Borough is clearly identifiable since the second half of the 12th century and probably was an identifiable land unit at the time of the Domesday Book. It enjoys a healthy local tradition independent of London, which has been nourished by the fact that it has enjoyed its own system of education since 1870.

A local Board of Health was constituted for the district by a Provisional Order of the General Board of Health in 1856, and various local Acts transferred to it powers and duties of other Authorities operating in the district.

In 1886 West Ham, in the face of strenuous opposition from the Metropolitan Board of Works, obtained its Charter of Incorporation as a Municipal Borough, and became a County Borough under the provisions of the Local Government Act, 1888.

Basic Statistics.

(a) Population on	1st April, 1921 —	300,860
	1st April, 1951 —	170,100
	1st April, 1957 —	166,000

(b) Rateable value on 1st April, 1921 — £1,303,890
1st April, 1951 — £1,193,846
1st April, 1957 — £2,244,760

(c) Product of the penny rate, after deducting cost of collection and losses on collection, for the financial years—

1921/2	£5,280	(actual)
1951/2	£4,864	(actual)
1957/8	£8,862	(estimated)

(d) Net rates levied per head of population calculated in the following manner:

$$\frac{\text{Rate in the £} \times \text{net rate product}}{\text{Population}}$$

1921/2	£5. 9. 10d.	(actual)
1951/2	£8. 11. 7d.	(actual)
1957/8	£13. 11. 2d.	(estimated)

NOTE—In items (c) and (d) the figures for 1951/2 and 1957/8 exclude the sums received under Part V of the Local Government Act, 1948, in respect of electricity and freight-transport hereditaments.

Industry, docks and railways occupy 1,820 acres or approximately 40% of the area of the Borough. The Industries represented cover an exceptionally wide range, though chemical, oils and allied manufactures are particularly well represented, the location factor approaching five times the national average. Transport and communications are also nearly three times the national average and industry as a whole has a location factor of 1·27. The mainly industrial areas are along the South and West boundaries of the Borough, though the residential areas contain a widely dispersed scattering of smaller factories.

The number of people working in the Borough expressed as a percentage of the total resident population is considerably higher than the percentage for the United Kingdom (56·3% compared with 44·4%).

The following figures are taken from the census of 1951:

	%	*Numbers*
(1) West Ham residents (171,000)		
(a) Working in West Ham ..	26·8	45,793
(b) Working in London	15·8	27,087
(c) Working in Essex	5·2	8,952
(d) Working elsewhere	0·8	1,347
Total West Ham residents employed	48·6	83,179

	%	*Numbers*
(2) Persons employed in West Ham (93,660)		
(a) Living in West Ham	49·0	45,793
(b) Living in London	8·8	8,285
(c) Living in Essex..	36·0	33,746
(d) Living Elsewhere	6·2	5,836
	100·0%	93,660

Co-operation with neighbouring Authorities

West Ham Council has made the usual mutual aid arrangements with those Local Authorities which have common boundaries with it. In particular such arrangements have been made in respect of the Ambulance and Fire Services and Maternity & Child Welfare Clinics and for the maintenance of roads and bridges along or across which boundaries run.

Joint consultative arrangements for the consideration of matters of common interest have been established as follows:

South-West Essex Traffic Advisory Committee, comprising 8 contiguous Authorities in South West Essex, of which the Town Clerk of West Ham is the Honorary Secretary.

West Ham Council is also a member of the Outer London Standing Joint Committee.

Ad hoc conferences among neighbouring authorities are convened as necessary, the initiative being taken by one or other of the Local Authorities in the area as need arises. Recent examples of such consultations are a conference on the siting of slaughterhouses convened by West Ham and a conference on the provisions of the Clean Air Act convened by Leyton.

West Ham is a party to formal agreements or firm arrangements for the joint provision of local government services in the following matters:

(a) A public library has been provided at Claughton Road, E.13 on the boundaries of East and West Ham for the service of the surrounding area irrespective of Borough boundaries. The library is provided and maintained by West Ham on lines agreed with East Ham and half the cost is paid by East Ham.

(b) A joint committee under s.91 of the Local Government Act, 1933 has been established between West Ham, East Ham and Ilford, to which the three Authorities have delegated certain of their powers in respect of the disposal of refuse. The Joint Committee provides a refuse disposal service on land under its control in South Essex and the three Authorities contribute to the cost on the basis of tonnage of refuse disposed of.

In addition to the mutual arrangements referred to in paragraph 11 hereof certain local government services are provided in West Ham by her neighbours under agreements to this effect, and West Ham provides certain local government services in the areas of her neighbours under similar arrangements, and short particulars of these arrangments are as follows. Educational facilities so provided are not dealt with in this paragraph but separately in the section relating to Education generally.

(a) Services provided by the London County Council for West Ham.

(i) Sewage disposal. The bulk of the Council's sewage is emptied into the London County Council's northern outfall sewer through the Corporation's pumping station at Canning Town. The Silvertown area drains into the London County Council's Albert Road sewer and is pumped by the North Woolwich Pumping Station of the London County Council to Beckton where the contents of both sewers are disposed of by the County Council.

(ii) The London County Council is responsible for the evacuation of the priority classes in the Greater London area in the event of war.

(iii) The removal of all smallpox and typhus cases in the County Borough.

(iv) Certain ancillary services for the West Ham Fire Brigade, including the use of their car radio network for operational calls.

(b) Services provided by West Ham for the London County Council.

(i) Servicing for Civil Defence of North Woolwich.

(ii) Ambulance Service in North Woolwich (except removal of smallpox and typhus cases).

(iii) Full first attendance fire cover in North Woolwich.

(iv) Domiciliary Midwifery Service in North Woolwich.

(c) Services provided by Essex for West Ham.

(i) Accommodation in Remand Homes.

(ii) Domiciliary Midwifery and Home Nursing Services in part of the Borough.

(d) Services provided by West Ham for Essex.

(i) Certain accommodation under s.21(1) of the National Assistance Act, 1948.

(ii) Training and sheltered employment of blind persons as required, subject to vacancies being available.

(iii) Provision of Ambulance emergency service in the area of the Maryland Telephone Exchange.

(e) Services provided by West Ham for East Ham.

(i) Servicing for Civil Defence of Silvertown.

(ii) Part first attendance fire cover in Silvertown.

(iii) Training and sheltered employment of blind persons as required, subject to vacancies being available.

Brief sketch of Educational facilities in West Ham County Borough

Type of School	*No. of Schools*	*Accommodation*		*Roll (January 1958)*	
Secondary Grammar Local Authority Schools ..	2	1,440		1,178	
" " Vol. Controlled	1	360		292	
" Technical (L.A.) ..	3	1,410		1,271	
" Multilateral (Voluntary Aided) ..	2	1,620		1,630	
" Modern	12	6,360	11,190	6,753	11,124
Primary L.A. Schools	51	17,160		14,749	
Voluntary Aided (R.C.) ..	5	1,560		1,497	
" " (C. of E.)	1	320		302	
Voluntary Controlled (C. of E.) ..	2	600	19,640	516	17,064
Nursery	4		240		295*
Special	3		390		332
	86		31,460		28,815

* 1 Nursery School with 40 accommodation takes separate morning and afternoon groups of 40 each.

The West Ham College of Technology

The college is organised in Departments of:

Civil, Mechanical and Chemical Engineering
Electrical Engineering
Chemistry and Biology
Physics and Mathematics
Commerce

Courses are provided for University Degrees, Ordinary and Higher National Certificates and professional qualifications. The present number of students is:

Full-time day (including sandwich courses)	214
Part-time day	643
Part-time day and evening	331
Evening	1,069
	2,257

Barclay Hall Adult Education Centre has accommodation for approximately 140 students per evening and a present roll of 593.

Evening Institutes and Adult Classes.

Plaistow Evening Institute	Roll	733
Water Lane " "	"	950

The classes are open all week evenings and cover a variety of commercial, domestic, craft, engineering subjects and cultural and physical activities. The Education Authority also provides a class in music held in the Public Libraries and financially supports a small number of W.E.A. classes and University Extension Courses according to demand.

Youth Service.

The Authority's Youth Service is under the supervision of a full-time Youth Organiser. The following statistics give some idea of the scope of the service:

Number of Clubs organised by the Authority	7
Number of instructional classes provided	17

The Authority keeps a register of approved organisations and organise displays, exhibitions, etc.

Relations with neighbouring Education Authorities.

(a) Primary and Secondary Schools.

The only local agreements are with East Ham, for whose Roman Catholic children of secondary school age provision is made at St. Bonaventure's and St. Angela's (Aided Voluntary) Schools in West Ham; and with Essex for whose children of Grammar and technical school standard provision is made at St. Bonaventure's (20 places p.a.), St. Angela's (20 places p.a.) and Sarah Bonnell Grammar (Controlled Voluntary) School (5 places p.a.). Also some small provision is made, on a year to year basis, for East Ham and Essex children in the Art Stream at Lister Technical School. In all of these cases and also in all other cases where extra-district children attend primary or secondary schools (usually following a change of residence) the financial adjustment is statutorily covered by Section 6 of the Education (Miscellaneous Provisions) Act, 1948 and the Local Education Authorities (Recoupment) Regulations, 1953.

	Extra-district children in West Ham Schools		*West Ham children in extra-district schools*	
	Primary	*Secondary*	*Primary*	*Secondary*
East Ham	102 (4)	543	166 (4)	8
Essex	108 (4)	531	45 (1)	14 (1)
London	87 (2)	28	9	37 (3)

(1) Mainly children resident in Homes provided by West Ham outside its own boundaries.
(2) Mainly at Drew Primary School on Silvertown "Island".
(3) Mainly at North Woolwich Secondary School on Silvertown "Island".
(4) Mainly R.C. children residing within a parish which covers both Local Authorities.

(b) Special Schools Education.

Provision is made by agreement for the education of some East Ham and Essex h ildren at the Elizabeth Fry Special School (Physically handicapped children) and the School for the Deaf. No West Ham children attend special schools in East Ham or Essex but a few partially-sighted children from West Ham attend the Ryder Street (L.C.C.) Special School.

In all cases the charge made to the sending Authority is the annual cost per pupil falling on the rates.

	Extra-district children in West Ham schools			*West Ham children in extra-district schools*			
	P.H.	*E.S.N.*	*Deaf*	*P.H.*	*E.S.N.*	*Deaf*	*Partially Blind*
East Ham ..	22	—	9	—	—	—	—
Essex	9	1	48	—	—	—	—
London	—	—	1	—	—	—	6

(c) Further Education.

The Local Education Authorities Recoupment (Further Education) Regulations, 1954, made under Section 7 of the Education (Miscellaneous Provisions) Act, 1953, enable Authorities to recover the cost of providing further education for persons not belonging to their areas.

The Act provides that the amount of the cost should be determined by agreement between the Authorities and a committee representative of the several Associations of Authorities and under the chairmanship of an officer of the Ministry has recommended that settlements of claims should be made on estimates of the net rate cost of provision per student hour for different grades of work.

Authorities in the London area, including West Ham, the London County Council, Essex and East Ham, have agreed, with the object of saving clerical labour, that claims should be based not on the actual number of student hours of attendance of each student but on the estimated averages of student hours.

The most recent claims lodged by Authorities are for the 1955/6 session and these are under examination at the present time. The claims received from and made on London, East Ham and Essex are summarised below. These claims are in respect of full-time, part-time day and evening students attending courses ranging from School standard, i.e. up to 'Ordinary' level of the General Certificate Examinations, to University standard, including post-graduate work. These courses are held at all types of establishments of further education, which for West Ham include the West Ham College of Technology, the Barclay Hall Adult Education Centre and two Evening Institutes. The amounts shown in the summary are a net charge to the rates; the effect of Ministry of Education grant was taken into account when the cost per student hour was calculated.

Authority	*Claim on West Ham*		*Claim by West Ham*	
	No. of students	*Amount*	*No. of students*	*Amount*
L.C.C.	583	£4,674	50	£350
Essex	209	£1,600	1,010	£6,041
East Ham ..	787	£5,053	482	£2,562
	1,579	£11,327	1,542	£8,953

Youth Employment Service.

The service is administered from one central bureau with a staff comprising:

Youth Employment Officer
Assistant Youth Employment Officer
6 clerical assistants

Statistics for the year 1956/7 are as follows:

	Boys	*Girls*	*Total*
Registrations			
On Live Register at 30th September, 1956 ..			
(a) Under 16	12	9	21
(b) Over 16	15	11	26
First applications for employment	831	755	1,586
Re-applications for employment	1,201	752	1,953
	2,059	1,527	3,586
Placings			
Local applicants placed in West Ham ..	1,257	851	2,108
Local applicants placed in other districts ..	196	327	523
Applicants found work	236	92	328
Returned to former employer and lapsed applications	339	234	573
On Live Register at 30th September, 1957 ..	31	23	54
	2,059	1,527	3,586
Vacancies			
Number outstanding at 30th September, 1956	150	106	256
Number notified during the year	1,589	1,258	2,847
Number filled by local applicants	1,257	851	2,108
Filled by applicants from other districts ..	88	83	171
Number of vacancies cancelled	324	334	658
Number outstanding at 30th September, 1957	70	96	166

School Health Service.

Section 34 *of Education Act*, 1944—Handicapped Pupils: Special Education Treatment. Ascertainment of children in area requiring special educational treatment.

Section 48 *of Education Act*, 1944—Medical Inspection and Treatment.

Medical Inspection at School.

Periodic inspections of children are carried out as follows:

Primary and Secondary	On admission. At 10+ years Last year at school i.e. 14+ years, when private doctors are informed of defects found.

Grammar Schools	14+ years. Last year at school when private doctors are informed of defects found.
Special Schools	Yearly.
Nursery Schools	Quarterly.
Residential Special Schools	Yearly—children are seen when home on holiday.

Dental Inspection at School.

All children attending County Primary Schools are inspected as often as staffing of Dental Service permits.

Audiometric Surveys in Schools.

The Audiometrician, who is employed full-time by the Local Education Authority but who devotes 5 sessions a week to work in hospitals on behalf of three groups of local Hospital Management Committees, carries out gramophone, pure-tone and sweep testing of children in County Primary Schools, and in due course in secondary schools also.

Provision of Treatment.

Minor Ailment Clinics: These clinics are provided in three centres. Health visitors or school nurses are in attendance every morning and medical officers attend two mornings a week.

Dental Clinics: There are six surgeries open full-time; four are held on Local Education Authority premises and two on Local Health premises. The Service, which is administered by the School Health Service, provides treatment for expectant and nursing mothers, pre-school children and school children of all ages. There are five evening sessions a week for patients unable to attend day sessions. Treatment includes—

Orthodontic
Prosthetics
X-rays

Five gas sessions are held a week with an additional evening session a week as required. The anaesthetists are supplied by the Regional Hospital Board.

Physiotherapy Clinics: This Service is administered by the School Health Service and provides treatment for pre-school children and school children of all ages.

The establishment for physiotherapists is three full-time. This is intended to give 30 sessions a week as follows:

9 sessions a week at Local Health Clinics for physiotherapy and sunlight treatment.

2 or 3 sessions for ante-natal exercises and relaxation classes.

Remainder at Spastic Unit.

The Council has not yet succeeded in recruiting its full establishment and their programme is being only partly fulfilled.

Speech Clinic: This Service is administered by School Health Service and treats pre-school children and school children. Two speech therapists are employed full-time as follows:

Main Clinic — 10 sessions per week
Spastic Unit — 8 „ „ „
Branch Clinics held in schools—2 sessions per week

Home visiting is also carried out as necessary.

Child Guidance Clinic: This clinic is administered by the School Health Service and treats pre-school as well as school children. The three Psychiatrists, who are employed by the Regional Hospital Board, attend seven sessions a week. All the following staff are employed by the Local Education Authority:

1 Psychologist — 6 sessions a week.
1 Psychiatric Social Worker — full time.
1 Clerk — full time.
1 Remedial Coach — 5 sessions a week.

Specialist Clinics: Are administered by the Regional Hospital Board but are held on Local Education Authority premises as follows:

Paediatric — 1 session a week held at two clinics.

Ear, Nose & Throat — 2 sessions a week at one clinic.
1 session a week at one clinic.

Ophthalmic — 1 clinic open full time.

The clinic has an orthoptic department and the Ophthalmic Surgeon drafts cases to her local hospital for operation.

Convalescence: Examination of children recommended for convalescence and reinspection three months after discharge. Invalid Children's Aid Association make arrangements for admission to suitable Homes.

Follow-up of children found to require treatment elsewhere than at Minor Ailment Clinics by—

Health visitors in schools, homes and by consultation with specialists in hospitals and private doctors.

Medical officers in schools at three monthly intervals or at clinics.

Other Examinations and Surveys—Examination of children in connection with:

Children and Young Persons Act, 1933: For taking part in entertainment or other employment.

Disabled Persons (Employment) Act, 1944: Examination of handicapped children prior to leaving school.

School Journeys.

Holiday Camps.

Children's Country Holiday Camp.

Survey once a year by medical officers (following visits for periodic medical inspection) re Hygiene of school premises.

Section 54 of Education Act, 1944—Power to Ensure Cleanliness. Inspection in schools by health visitors and school nurses.

Nursery schools and classes.	All children every two weeks if possible.
County Primary and Secondary Schools.	All children every term or more frequently if necessary.

Follow-up of those found unclean. Parents given instructions regarding cleansing and offered treatment at Cleansing Station. If, after a week, child is still unclean Notice under Sub-section 2 is served. If still not satisfactorily cleansed Order under Sub-section 3 is served, and child is conveyed by school nurse to Cleansing Station and cleansed.

Section 57 of Education Act, 1944.

Examination of children over age of two years who may be considered incapable of receiving education at school.

Examination of Educationally Sub-normal children who may require supervision after leaving school.

Examination of children under Section 8 of Education (Miscellaneous Provisions) Act, 1948.

Other Services.

Research and Investigation: (ad hoc).

B.C.G. Vaccine Clinical Trials—follow up by health visitors and school nurses.

Investigation by Institute of Child Health (University of London), the Society of Medical Officers and the Population Investigation Committee of the London School of Economics into health, growth and development of certain children—examination by medical officers and follow-up by health visitors as required.

Ministry of Education Circular 249:

Medical examination of teachers and candidates applying for admission to Training Colleges and Universities.

Hearing Aids for school children attending Special Schools:

The Audiometrician attends the School for the Deaf as required and takes plaster ear moulds for children requiring larger ear pieces. This is done, with the sanction of the Regional Hospital Board, so that children will not lose valuable schooling.

Minor Ailment Clinics.

Stratford School Clinic, 84 West Ham Lane, E.15.
Balaam Street School Clinic, Plaistow, E.13.
Rosetta School Clinic, Sophia Road, Custom House. E.16.

Dental Clinics.

84 West Ham Lane, E.15. (Three surgeries and workshop).
Forest Street Maternity & Child Welfare Clinic, E.7.
Grange Road Maternity & Child Welfare Clinic, E.13.
Rosetta School Clinic, Sophia Road, E.16.

Physiotherapy Clinics.

Grange Road Maternity & Child Welfare Clinic, E.13.
Forest Street Maternity & Child Welfare Clinic, E.7.

Speech Therapy Clinic.

Greengate School, E.13.

Child Guidance Clinic.

Credon Road School, E.13.

Specialist (R.H.B.) Clinics held on Education Committee Premises.

Paediatric:	84 West Ham Lane, E.15. Rosetta School Clinic, Sophia Road, E.16.
Ear, Nose & Throat:	84 West Ham Lane, E.15. Rosetta School Clinic, Sophia Road, E.16.
Ophthalmic:	84 West Ham Lane, E.15.

Particulars of the Council's Functions in respect of Personal Health (other than Mental Health)

National Health Service Act, 1946

Section 22: Care of Mothers and Young Children.

Arrangements made under this section include:

Ante-natal clinics Post-natal clinics	These clinics are provided in seven centres and an average of 44 sessions per month are held. (A further centre at Avenons Road providing four ante-natal and post-natal and nine child welfare sessions per month is run by a voluntary organisation, the South West Ham Health Society).
Provision of maternity outfits.	
Family Planning.	
Relaxation & Parentcraft classes.	

Child welfare clinics & toddlers clinics.	(Toddlers Clinics are provided in eight centres and an average of 86 sessions per month. The toddlers are examined at their 2nd, 3rd and 4th birthdays, and a T.B. patch jelly test is carried out).
Physiotherapy—2 centres Speech Therapy Child Guidance Clinic	These clinics are provided through the School Health Service and serve both classes of patient.

Holiday homes for mothers and young children.

Dental treatment for mothers and young children—Provided at four centres in conjunction with the school dental service.

The care of premature infants, including the loan of special equipment.

The care of unmarried mothers and their children.

Day nurseries—Two are provided, giving accommodation for 105 children.

Distribution of Welfare foods from ten centres.

Audiology unit for detection of impaired hearing in very young children.

Section 23: *Domiciliary Midwifery.*

Under this section the domiciliary midwifery service is provided by the Authority for the whole of the borough with the exception of the northern fringe where arrangements have been made with the Essex County Council for midwives from the Lady Rayleigh Training Home to attend some cases. In the Silvertown and North Woolwich area the domiciliary midwifery service is provided by West Ham for that part of the area which is the responsibility of the London County Council.

Six midwives are employed by the West Ham Authority.

The Authority provide Part II midwifery training by giving pupil midwives from a local Hospital Training School practical work on the district. All the midwives are qualified to give gas and air analgesia.

Section 24: *Health Visiting.*

Under this section the Authority employ at present 23 Health Visitor/School Nurses, which they are trying to increase to 40 in number. Apart from visiting persons in their own homes for the purpose of giving advice as to the care of young children, persons suffering from an illness and expectant nursing mothers, the health visitors attend ante-natal, post-natal, child welfare clinics and relaxation classes for expectant mothers. Some of them provide liaison with the hospitals for paediatric, diabetic and geriatric cases. Health visitors also have responsibility for problem families, work in connection with the audiology unit and health education.

The health visitors' duties are supervised by a Superintendent Health Visitor who also acts as Deputy Superintendent Nursing Officer.

Section 25: *Home Nursing.*

Under this section the Authority employ at present three full-time and 16 part-time home nurses who attend persons requiring nursing in their own homes for that part of the borough south of the District Railway line. The part of the district north of the District Railway line is covered by the home nurses from the Lady Rayleigh Training Home under the agency arrangements with the Essex County Council.

A Non-Medical Supervisor supervises the work of the midwives and home nurses. The superintendent Nursing Officer co-ordinates with the Home Nursing, Midwifery and Health Visiting Services.

The Senior Medical Officer (Maternal and Child Health) acts as Medical Supervisor of Midwives and is responsible for the detailed administration of these sections.

Section 26: Vaccination and Immunisation.

The Council provide a service through their Clinics (including a mobile clinic), at schools and through general practitioners for vaccination and immunisation against certain diseases:

1. Diphtheria. The main objective is to secure the immunisation of as many children as possible before the age of one year and for them to be given reinforcing doses on entering school and later in school life.

2. Whooping Cough. Protection against whooping cough is given wherever possible at the age when the disease is liable to have serious results and parents are advised that the first injection should be given not later than three months of age.

3. Smallpox. Facilities are available for primary vaccination and re-vaccination against this disease. Special arrangements are put into operation in the event of an outbreak of smallpox.

4. Tuberculosis. The Authority offer B.C.G. vaccination against tuberculosis, after preliminary tests, to known contacts of the disease and to school children between 13 and 14 years of age.

5. Poliomyelitis. Vaccination against this disease is arranged for children between the ages of six months and 14 years, for expectant mothers, general practitioners and their families, ambulance and hospital staffs and their families.

Section 27: Ambulance Services.

The Authority provides an ambulance and sitting case car service under the administration and operational control of the Medical Officer of Health. Up to 20 vehicles are available including ten ambulances each capable of carrying two or more stretchers and a multi-seater vehicle. There are agreements with the London County Council in respect of operations to be undertaken by this Council in the North Woolwich area with the exception of cases of smallpox and typhus. The Council also undertakes to assist in dealing with emergency calls in the areas of neighbouring Authorities, including emergency calls originating in that part of the Essex County Council area which is within the Maryland Telephone Exchange area. Arrangements are also made, where necessary, for the conveyance of patients by railway.

Section 28: Prevention of Illness—Care and After-care.

Responsibilities of the Authority under this Section cover a very wide field devoted mainly to prevention, care and after-care. The duties include among others the services of medical officers, health visitors, tuberculosis visitors, mental health officers, social workers and other details of whom have been given in connection with other sections. In addition 4 Tuberculosis Health Visitors give their whole time to work under this section and there is a full-time Occupational Therapist for After Care work.

The main functions include the following:

1. Visiting in their homes persons who are ill, including those suffering from tuberculosis, mental illness or defectiveness, the aged, disabled, and the infirm; and to assist them in social and domestic problems. To help them to obtain suitable treatment and where necessary, to obtain assistance from other social agencies.

2. Provision of domestic help where necessary.

3. Occupational therapy in their homes together with equipment.

4. Provision of meals through the Meals on Wheels Service for aged and sick persons.

5. Convalescence treatment of the recuperative holiday type.

6. Cleansing of clothing and bedding fouled by aged and infirm persons being nursed at home.

7. Provision of nursing equipment and apparatus on loan for patients being nursed at home.

8. Assisting Problem Families.

9. To maintain close relationship with Statutory and voluntary social services in the area.

Section 29: Domestic Help.

The Authority provide a domestic help service for the aged, chronic sick, acute sick, tuberculosis cases, maternity cases, problem families, etc. Up to 100 full-time (or their equivalent in part-time) domestic helps, including two males, are employed. The amount of service given is in accordance with the needs of the case. Appropriate charges are made under the Council's assessment scale.

Mental Health Services.

(1) *Services provided by North East Metropolitan Regional Hospital Board.*

(a)	Nearest Mental Hospital.	Goodmayes.
(b)	Nearest Psychiatric Out-Patient Clinic.	Queen Mary's Hospital, Stratford, E.15. St. Mary's Hospital, Plaistow, E.13.

(2) *Services provided by County Borough of West Ham.*

(a)	Address of Officer responsible for ascertainment and care of mental patients.	Medical Officer of Health, Health Department, 225 Romford Road, West Ham, E.7.	
(b)	Address of local office of Mental Health Service.	Health Department, 225 Romford Road, West Ham, E.7.	
(c)	Number of medical practitioners practising in the Borough authorised under ss. 1(3) and 5(3) of the Mental Treatment Act, 1930.	3 plus Deputy Medical Officer of Health.	
(d)	Number of Duly Authorised Officers employed full time in the Borough.	1 senior Duly Authorised Officer. 2 Duly Authorised Officers. 1 Relief Duly Authorised Officer.	Equivalent to three full time.

(e) Arrangements for emergency calls.	24-hour rota system in operation. Calls for service of Duly Authorised Officers after office hours are made through Ambulance Control which has names of officers on call.
(f) Nearest Occupation Centre.	Occupation Centre, Sebert Road, West Ham, E.7. Primary, Junior and Adolescents Sections; Industrial Section being developed. Training given in habits, handicrafts, woodwork, domestic work, etc. Routine medical supervision and treatment as for school children. Midday meal provided at 6d. per day.
Is transport to the Centre provided by the Local Health Authority?	Yes—coaches provided.
(g) Is a Psychiatric Social Worker available in the area?	Yes—two employed by local authority.
(h) Is an Occupational Therapy service provided?	Yes.
(i) Other facilities available.	1. Preventive Mental Health, including in-service training group conducted by Consultant Psychiatrist. 2. Child Guidance Clinic. 3. Case discussion group with hospital and local authority's officers is being developed. 4. Psychiatric Social Club at present being re-organised.

(3) *Statistics relating to Lunacy and Mental Treatment Acts*, 1890-1930 *for year* 1956.

Number of calls to Duly Authorised Officers in connection with mental illness.	324.
Number of visits made during year.	581 plus 1,613 visits in relation to mental defectives (P.S.W's visits not included).

(4) *Statistics relating to Mental Defectives.*

(A) Particulars of Mental Defectives on Register at 31.12.56.

	Under age 16		Aged 16 and over		Total
	M	F	M	F	
(a) Cases ascertained to be defective found "subject to be dealt with".					
(i) Under Statutory Supervision (excluding patients on licence)	41	19	120	118	298
(ii) Under Guardianship	–	–	–	3	3
(iii) In places of safety	–	–	–	–	–
(iv) In hospital (including cases on licence therefrom)	28	11	195	185	419
Total	69	30	315	306	720
(b) Cases not ascertained to be defective found "subject to be dealt with" Under Voluntary Supervision	–	–	2	1	3
Grand Total	69	30	317	307	723
(c) Number of cases in above receiving training In Occupation Centre	30	17	8	5	60

(B) Particulars of cases reported during 1956

	Under age 16		Aged 16 and over		Total
	M	F	M	F	
(a) Cases at 31st December ascertained to be defectives "subject to be dealt with" Action taken on reports by:					
(i) Local Education Authorities on children					
(1) While at school or liable to attend school	8	2	–	–	10
(2) On leaving special schools	–	–	2	2	4
(3) On leaving ordinary schools	–	–	–	–	–
(ii) Police or by Courts	–	–	–	–	–
(iii) Other sources	2	–	1	–	3
(b) Cases reported but not regarded at 31st December, 1956, as defectives "subject to be dealt with"	–	–	2	–	2
(c) Cases reported but not confirmed as defectives by 31st December	–	–	1	2	3
Total number reported	10	2	6	4	22

Welfare Services provided by County Borough Council under National Assistance Act, 1948.

(1) Residential Accommodation available to Borough Residents.

(a) Permanent Accommodation (s.21(1)(a)).

Address of Establishment	*Beds available*	*Beds occupied at* 31.12.56
Wessex House, E.11	50	49
Forest House, E.11	100	81
Sunset, Woodford Green	20	19
Hazelwood, Loughton	26	26
Thomas Wooder Lodge, Loughton	25	22
Stears Lodge, Harold Wood	44	40
Harris Lodge, Rayleigh	21	19
St. Cuthbert's, Westcliff	15	13
Adelaide House, West Ham	29	28
	330	297

(b) Temporary Accommodation (s.21(1)(b))

Address of Establishment	*Beds available*	*Beds occupied at* 31.12.56
Wessex House, E.11	14	14
Forest House, E.11	36	36

(2) Welfare Services (s.29).

Statutory Schemes have been made for the provision of Welfare Services for the following categories of handicapped persons:

(a) Blind and Partially Sighted;
(b) Deaf or Dumb;
(c) Handicapped Persons other than (a) and (b).

(a) Blind & Partially Sighted.

(i) Number on Register at 31.12.56	507
(ii) Number employed in open employment	26
(iii) Number employed at home	2
(iv) Number in sheltered employment	30
(v) Number in hospital	30
(vi) Number of cases visited by Home Teachers in year 1956	462
(vii) Number of visits paid in that year	5,828 (each case at 3-4 weekly intervals)

(viii) Sheltered employment is provided by the County Borough Council at—
West Ham Municipal Workshops for the Blind,
West Ham Lane, Stratford, E.15.

The total accommodation is for 59 persons (21 places being earmarked for the use of neighbouring Authorities).

At 1.3.58, 49 places were filled, including 18 by other Authorities.

(ix) General Social Welfare is provided by the West Ham Voluntary Association for the Blind as the County Borough Council's agents.

(b) Deaf and Dumb.

(i) Number on Register at 31.12.56 168

(ii) Religious activities and social club are available at Church Institute, East Road, E.15.—arranged by Royal Association in aid of the Deaf & Dumb in association with the County Borough Council and other assistance is supplied by West Ham Welfare Department as required.

(c) Other Handicapped Persons.

(i) Number on Register at 31.12.56 190

(ii) six social clubs are run by local voluntary bodies and other assistance is supplied by West Ham Welfare Department as required.

Subject to the approval of the Ministries of Health and of Labour and National Service sheltered employment in the Council's Workshops at West Ham Lane will be provided for suitable cases.

Care of Children.

STATISTICS FOR 1957

1. Population	165,900
2. Population under 18	45,000
3. Number of Children in Care at 31/3/57	231
Number per thousand population	1·4
Number per thousand population under 18 ..	5·1
4. Number of Children in Care boarded out	68
Percentage of total number in Care	29·5
5. Number of Children in Lodgings and Residential Employment	2
Percentage of total number in Care	1
6. Number of Children in Local Authority's Children's Homes	113
Percentage of total number in Care	49
7. Number of Children in Care in	
(i) Voluntary Homes	37
(ii) Homes or Hostels for Handicapped Children ..	1
Percentage of total number in Care	16·5
8. Number of Children in Care in Hostels	4
Percentage of total number in Care	2
9. Number of Children in Care in Farm/Sea Training ..	–
Percentage of total number in Care	–
10 Number of Children in Special Boarding Schools ..	6
Percentage of total number in Care	3

11. Number of Children in Care of Local Authority under Fit Person Orders	53
12. Number of Fit Person cases at home	–
13. Number of applications during year ended 31/3/57 for Reception of Children into Care	484 (children)
Number of applications accepted	227 (children)
14. Number of applications received from prospective Foster Parents	13
Number approved	5
15. Number of Children supervised under Child Life Protection Regulations	28
16. Number of Adoptions in which the Council acted as Guardian ad Litem during the year ended 31/3/57	43
17. Number of Approved School After-Care Cases	10
18. Number of Children in Care who were Adopted	6

West Ham Corporation has provided nine Familly-Group type Homes of which two are used primarily for short stay cases.

Address of Home	*Capacity*
West Dene, 41 Palmerston Road, Buckhurst Hill	15
East Dene, 4 Charteris Road, Woodford Green	15
Violet Ayres Lodge, 8, Epping New Road, Buckhurst Hill	15
Edith Moorey House, 26, Norwich Road, E.7.	7
Thomas Scoulding Lodge, 46 Clova Road, E.7.	12
Sullivan Lodge, 341 Beckton Road, E.16.	11
Carter Lodge, 49 Clova Road, E.7.	8
16, Aldersbrook Road, E.12.	11
9, Norwich Road, E.7.	7
	101

In addition, West Ham has two Residential Nurseries for babies and children of under 5. Each has a capacity for 8 children, and the homes are adjacent.

For the short-term care of the younger children a panel of selected foster parents has been built up.

A co-ordinating Committee under the chairmanship of the Medical Officer of Health and convened by the Children's Officer meets regularly in order to co-ordinate the work of all agencies, whether statutory or voluntary, working in the Borough for the welfare of children. These meetings discuss actual cases which have come to the attention of one or other of the agencies represented in order to bring the best possible service to bear upon the case and to avoid duplication of action. A primary object of these conferences is to secure the wellbeing of children in their own homes.

Environmental Health Services

Baths, Washhouses and Bathing Places.

The following table gives details of the Bathing facilities provided by the County

Borough Council in West Ham and of the extent of their use for the year ended 28th December, 1957.

Establishment	*Swimming Baths*		*Slipper Baths*		*Remedial (Vapour, Turkish, Foam Baths Sun Ray)*
	Dressing Accommodation	*Attendance*	*Accommodation*	*Attendance*	*Attendance*
* Romford Road Baths (3 pools)	450	130,939	123	119,628	19,052
* Balaam Street Baths (2 pools)	110	120,324	57	86,992	—
‡ Municipal Lido .. (1 open-air pool)	600	51,166	—	—	—
Plaistoe Road Baths ..	—	—	36	40,468	—

* Major Pool closed during winter months (October to April).
† Open only during summer months (June to August).

Work of the Public Health Inspectors.

The staff of the Public Health Inspectors Section consists of the Chief Public Health Inspector, Deputy Chief Public Health Inspector, 5 Senior Public Health Inspectors, 3 District Public Health Inspectors, 2 female Public Health Inspectors and 5 students. 4 of the 5 students are filling District Inspectors posts for the time being owing to the difficulties of recruitment of qualified inspectors. The 16 wards of the Borough are grouped into 8 districts for the purpose of inspection.

There are some 42,000 dwellings (including Council Houses) in the Borough, the majority of which are over 50 years old and are tenanted.

About 7,000 complaints regarding sanitary nuisances are received annually, and about 4,000 notices are served as the result of visits.

There are over 1,000 factories, 900 of which are power operated, including many major industries of considerable size in the Silvertown and Stratford areas, and several offensive trades.

Food handling premises number about 1,750, including a sugar refinery, jam and pickle factories, two large sausage and meat pie factories, several confectioners and many cafes and restaurants. Over 4,000 visits are paid to these premises annually.

Food and Drugs samples are taken on a basis of 2 per 1,000 of the population, and also samples of fertilisers and feeding stuffs, rag flock and foodstuffs for bacteriological examination are taken at regular intervals.

A problem which has caused a great deal of trouble has been the gipsy encampments on open land in the south of the Borough, summonses under the byelaws and under the Public Health Act having had no permanent effect. This trouble is mainly seasonal, the gipsies returning to the country after wintering in the town.

The Rent Act, 1957 has created much additional work, over 600 applications having been received for Certificates of Disrepair since the Act came into effect, and the Inspectors and administrative staff have been fully extended in dealing with such a volume of work, without disrupting the normal routine.

The Rodent Control staff, under the direction of the Deputy Chief Public Health Inspector, consists of a Rodent Control Officer, his assistant and four operators, and in addition to their duties under the Prevention of Damage by Pests Act they carry out general disinfestation and disinfection work. In 1956 they treated 2,190 premises for rat and mice infestation, paying 7,626 operational visits, whilst 639 premises were disinfested and 40 disinfected. All stoving of mattresses and bedding is carried out by arrangement at a local hospital. The half-yearly sewer treatment for rat infestation on behalf of the Ministry of Agriculture, Fisheries & Food is carried out by the Borough Engineer's Department.

The Public Mortuary comprises two post-mortem tables and a 6-bier refrigerator and is staffed by one mortuary attendant. The number of bodies accommodated annually is 340, 99% of which require post-mortem examination.

Control of Watercourses, Ditches and Ponds

There are approximately 16 miles of watercourses and major main drainage ditches, and control over these is divided between the Lee Conservancy Catchment Board, the Essex Rivers Board and the Corporation; in addition, the Port of London Authority have jurisdiction over the banks of the River Thames. As about two-thirds of the total area of West Ham is below the level to which water exceptionally rises in the Rivers Thames and Lee, the control of the water courses both as to drainage of land and for flood prevention purposes is a matter of vital importance, and the Corporation have set up an organisation within the area affected for dealing with emergencies.

Drainage of Trade Premises.

Industry obtains a valuable service by the facilities which they enjoy for the disposal of liquid waste unsuitable for discharge to rivers. These facilities are almost never refused, provided pre-treatment is carried out by the industry, if necessary, for compliance with the Public Health Acts. The Public Health (Drainage of Trade Premises) Act, 1937 is not in force in West Ham by virtue of s.15(2) thereof.

Public Conveniences.

The Council have provided and are maintaining 14 Conveniences for both sexes and this is equivalent to nearly two Conveniences per square mile.

Refuse Collection and Disposal.

A weekly collection of household refuse is undertaken. The method adopted is by way of beats served by a team of dustmen with two lorries.

The Council also operates a Trade Refuse Scheme which includes a range of trade premises from small to large. Re-usable articles are separated and sold and the remaining refuse is mainly transported a distance averaging 12 miles to a disused gravel pit in Essex. The function of disposal has been delegated to a Joint Committee of three Authorities (see ante.).

Sewerage and Sewage Disposal.

Nearly the whole area of West Ham is sewered on the combined system in two independent areas, one to the north and the other to the south of the Royal Group of Docks. There is one major direct storm overflow to the Channelsea River, the working of which depends on the tide, but with this exception the effluent from the northern area passes through the Sewage Pumping Station whence practically the whole of it is transferred to a high level trunk outfall sewer and purification works of the London County Council. In the area to the south of the Docks there is a direct connection to the London County Council's sewers serving North Woolwich by which the effluent is finally transferred to the same high level trunk outfall sewer and purification works.

Street Cleansing.

Streets are swept, the majority of them as often as five times per week. The method adopted is by way of teams of sweepers each with a small electric truck covering a beat of approximately 9½ miles. Streets used for market trading are, in addition, cleansed every day except Sunday. Street gulleys are emptied and cleansed periodically.

Burial Grounds, Cemeteries and Crematoria.

The Corporation are responsible for basic amenities at a few disused burial grounds and they operate a Cemetery on some 13 acres of ground where approximately 500 burials take place annually. The majority of these burials are the least expensive ones. In addition there are four privately owned cemeteries and a crematorium within very easy reach of the Borough and one such cemetery within the Borough itself.

Parks and Open Spaces.

The Corporation have at various times provided and are maintaining twelve Parks, Recreation Grounds and Open Spaces aggregating 96¼ acres. Provision is made in some for these for play spaces for children between the ages of 7 and 14 years and some are in addition provided with facilities for younger children. There are also playing facilities for football, cricket, tennis and bowls and considerable grass areas where free games are permitted subject to conditions. In addition the City of London Corporation maintain West Ham Park (77 acres) in the Borough, and Wanstead Flats (460 acres) a detached part of Epping Forest, lies on the northern boundary of the Borough.

The Borough Development Plan under the Town & Country Planning Act, 1947 provides for an addition of 50 acres (approx.) of Public Open Space.

Physical Training and Recreation Act, 1937.

No facilities have been directly provided by the Council under the Physical Training & Recreation Act, 1937 but they have sponsored applications to the Ministry of Education for grants in respect of the following projects in recent years:

Fairbairn House Boys' Club — Playing Fields.
West Ham Boxing Club — New Gymnasium.
Dockland Settlement No. 9 — New Club Premises.

Housing

Provision of Houses.

At the outbreak of war in 1939 there was virtually no land available for further house building and considerable areas of houses were obsolete and overcrowded.

The Corporation had provided some 2,200 working class dwellings in various parts of the Borough and slum clearance was proceeding very slowly in view of the shortage of land available for building upon.

During the war some 14,000 houses out of the total number of 51,000 houses in the Borough were completely destroyed by enemy action and some 500 acres of land were devastated by bombing.

Since the war, 4,389 dwellings have been provided to 30th April 1958 by new construction and in addition to this there are 875 dwellings under construction and the Council's building programme is continuing. Estimated expenditure on Housing Capital Account for the year 1958/9 is £1,829,300. Details of the Council's estates outside the Borough are contained in the joint memorandum ante.

The Council also own or control for letting purposes another 2,612 units of housing accommodation, which includes temporary and requisitioned dwellings and are pursuing a policy of purchasing requisitioned and vacant houses of a suitable character to supplement their building programme.

Slum Clearance.

The Council's proposals under s.1 of the Housing Repairs & Rents Act, 1954 approved by the Minister as submitted in November 1955 are as follows:

The total problem.

(i)	Estimated number of houses unfit for human habitation within the meaning of section 9 of the Housing Repairs and Rents Act, 1954, and suitable for action under section 11 or section 25 of the Housing Act, 1936 (including those already comprised in operative demolition orders	2,854
(ii)	Period in years which the Council think necessary for securing the demolition of all the houses in (i)	17
	Orders already made, etc.	
(iii)	Number of houses in (i) in clearance areas and already covered by operative clearance or compulsory purchase orders or owned by the local authority	37
(iv)	Number of houses which are already in clearance areas and for which clearance or compulsory purchase orders have been submitted to the Minister but have not yet become operative	16

Action in the first five years.

(v)	Number of houses which are already in clearance areas and for which clearance or compulsory purchase orders are to be made or which are to be purchased by agreement within the five years	21
(vi)	Number of houses which are to be included in clearance areas still to be declared and which within the five years will be owned by the local authority or will have been included in a clearance order or a compulsory purchase order submitted to the Minister	919
(vii)	Number of houses under (iii), (iv), (v) and (vi) to be patched (if necessary) and retained within the five years under section 2 of the Housing Repairs and Rents Act, 1954, for temporary accommodation	NIL
(viii)	Number of houses under (iii), (iv), (v) and (vi) to be demolished in the five years	1,062
(ix)	Number of houses (including those already comprised in operative demolition orders) to be demolished in the five years as a result of action under section 11 of the Housing Act, 1936	133

Since the proposals were confirmed, the number of houses demolished or in course of demolition under them has been 200 (cf.(viii) above), and the number included in clearance or compulsory purchase orders has been 405 (cf.(vi) above).

In addition, some 136 unfit houses have been demolished in the course of comprehensive redevelopment under the Town & Country Planning Acts.

Functions under the Town and Country Planning Acts

Development Plan.

The Development Plan for the Borough was submitted to the Minister of Housing & Local Government in December 1952 and approved by him in May 1956 with modifications. It shows existing development which it is proposed to retain and proposals for new development which it is thought possible to achieve within 17 years from the approval of the Plan. The Plan makes provision for an estimated population in the Borough of 168,000 and provision is made for the development or redevelopment of approximately 466 acres of land for housing purposes. The estimated number of persons displaced by the proposals is 35,000 and the estimated number of persons who will be accommodated 45,600.

The Development Plan provides sites for new schools and for extensions to certain existing school sites which are based, with some modifications, on the Education Development Plan approved by the Minister of Education in September 1948. Provision is also made for an addition of 188 acres of open space, which acreage does not include amenity open space included in layouts of residential areas but does include school playing fields.

It is proposed to retain and improve the existing markets and shopping centres in the Borough. It is also proposed to encourage existing straggling and minor shopping areas to form compact local groups of shops.

The areas proposed primarily for industrial use, are shown on the Town Map and the major industrial areas are in the Lea Valley and between the Royal Group of Docks and the River Thames. There are also minor industrial areas within the major residential part of the Borough and in general it is not proposed to disturb existing industries within these minor areas which are of the light industrial type. An area for special industries is proposed in the north-western corner of the Lea Valley industrial area. As opportunity offers it is intended that non-conforming industries, other than the light industries mentioned above, should be removed to the industrial use areas.

The plan allocates for the statutory purposes of the Port of London Authority an area for the extension of the Royal Group of Docks.

The Plan included approximately 800 acres of land in 22 areas of Comprehensive Development of which 250 acres were already the subject of Compulsory Purchase Orders made prior to the approval of the Plan. 60 acres are designated for compulsory acquisition, 89 acres being within Comprehensive Development Areas and 23 acres outside those areas.

The major road proposals shown in the Plan are the construction of the North/South Dock Relief Road, the widening of Beckton Road between Prince Regent Lane and Forty Acre Lane, the widening of Stratford High Street and the reconstruction of Bow Bridge.

The approximate acreage of land in the Borough included in confirmed Compulsory Purchase Orders since 1946 is as follows:

Prior to the approval of the Development Plan:

Planning Acts	225 acres
Housing Acts	40 acres
Education Acts	12 acres
Public Health Acts (Highways Depot)	2 acres

Since the approval of the Development Plan:

Housing Acts	15 acres

Development Control.

During the year 1957 the Council dealt with the following:

(1) Development Applications: 710 applications were made to the Council, of which 20 were deferred by agreement as decisions could not be given within the statutory period of two months.

(2) Appeals: 13 appeals were heard by the Minister, of which 4 were successful and in the remaining cases the decisions of the Council were upheld or partially upheld. A number of appeals were withdrawn following reconsideration of the proposals.

(3) Advertisement Applications: 95 applications resulted in 7 appeals to the Minister, on all of which the Minister upheld the Council's decision.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges.

Mileage of Public Roads and Streets on the 1st April, 1957:

Classified Roads.	
Class I	17·21 miles
Class II	5·75 miles
Class III	7·5 miles
Total classified roads	30·46 miles
Unclassified Roads and Streets	101·02 miles
* Trunk Roads	0·43 miles
Total mileage of public roads and streets	131·91 miles

* The County Borough Council is the agent of the Minister in respect of trunk roads.

Modern highways involving elaborate engineering works of support have been provided, i.e. Silvertown Way, Silvertown Bye-Pass and High Street, Stratford, aggregating approximately two miles.

The two principal west to east arteries carry an increasing volume of traffic which will make necessary further measures of improvement and there is inadequate provision for the movement of traffic in the north/south direction.

All streets in the Borough are lighted, named and labelled and the houses therein numbered. There is only one minor street unpaved.

Parking Places.

There is a number of natural but not specially controlled parking places which create no difficulties; there are also two officially designated parking places and a number of licensed cab ranks.

Road Safety.

The Council have provided 79 uncontrolled and police controlled pedestrian crossings and 10 traffic signal installations with associated crossings and have pursued a careful study of signposting highways with the necessary warning etc. signs; also the provision, where required, of pedestrian guard barriers, notices, etc. Publicity is given to accidents occurring in the two busiest districts by the display of marked incident maps and other maps which are made and supplied yearly free of charge to industrialists and professional people and organisations portraying the concentration of accidents, their location and nature.

Administration of Justice in West Ham

STATISTICS FOR THE YEAR 1957

(1) Indictable Offences		1,099
of which 159 were subject to trial on indictment made up as follows:		
(a) Dealt with at Central Criminal Court	31	
(b) Dealt with at West Ham Quarter Sessions		
(i) Trials	117	
(ii) Committals for sentence	11	
	159	

No offences were sent to Essex Quarter Sessions or to Essex Assizes

(2) Summary Offences dealt with	1,882

(3) Matrimonial cases and Orders made:

(a) Married Women Orders	66
(b) Guardianship of Infants Act Orders	29
(c) Bastardy Orders	12

(4) Enforcement of Matrimonial Orders, etc.

Summonses and warrants	203
Summonses to vary	82

Collecting Officer's Accounts—

Collected and dispersed—£47,194 0. 9d.

Number of payments to parties entitled to receive them under Matrimonial Court Orders, etc.	21,258

(5) Licensing.

Applications for new Licences	4
Applications for Removals	4
Approval of Plans	8
Applications for Protections	35
Applications for Transfer of Licences	47

(6) Number of active Magistrates	24

(7) Number of staff,	Jusices Clerk's Dept.	11
	Probation Department	9
	Cleaners	3

(8) Total cost of maintaining Court:

(a) Summary Jurisdiction—about	£15,000 p.a.
Less Government Contributions, etc. ..	£11,000 p.a.
Approximate net expenditure	£4,000 p.a.
(b) Quarter Sessions	£2,500 p.a.

(9) Court House in which sittings are held:

Court House, West Ham Lane, E.15.

An average of eight Courts a week, plus one Juvenile Court a week and seven Sessions each year. Coroner's Inquests are also held in this building.

(10) Juvenile Court.

The total number of children that appeared before the Juvenile Court in respect of offences during the year 1957 was	259
Total number of children before the Court in need of care, etc. in 1957	57

BOROUGH OF WALTHAMSTOW

General Description of Area.

Walthamstow is a non-county borough situated on the south-western boundary of the County of Essex. It lies between the River Lea on the west and Epping Forest on the east, and although it adjoins on the west side, in part, the Metropolitan Borough of Hackney in the Administrative County of London, and in other parts the Boroughs of Edmonton and Tottenham in the Administrative County of Middlesex, there is not that continuity of streets and houses which make it difficult in most metropolitan boroughs to distinguish between one borough and another. The River Lea and the extensive reservoirs of the Metropolitan Water Board constructed on land originally Lammas Lands, and with names such as the High Maynard, the Low Maynard, the East Warwick, West Warwick, the Race Course, the Lockwood and Banbury, which convey a good deal of local history provide an effective entry from the jumble of the metropolis to a separate township. With Epping Forest on the east, an unspoiled tract of woodland occupying the high ground between the valleys of the Lea and the Roding, some 360 acres of which are within its borders, Walthamstow has, over its long history, developed as a distinct separate community, a characteristic which it maintains at the present day.

Although Walthamstow has different areas such as Higham Hill, Chapel End, Highams Park and Upper Walthamstow, which are inherent in any town with a long history, the borough itself has developed as a whole and as a compact area and individual community. There are no marked physical characteristics which separate Walthamstow into two or three districts. In short, Walthamstow has developed as

Walthamstow and with the Council's services and the Churches, shops, clubs, institutions, hospitals, music, operatic and dramatic societies and voluntary organisations has a life and identity of its own which it is expressed by the corporate consciousness of its citizens when they claim that they hail from Walthamstow and not from London.

Short History.

The earliest mention of Walthamstow's existence is in Domesday Book and there it appears under the name Wilcumstowe. The present name Walthamstow is a corruption arising probably from the fact that Waltham Abbey, a most important town in those days was, so near. The word Walthamstow first appears in the fourteenth century when it was spelt as Walthamstowe. So far as its boundaries or extent is concerned, Walthamstow has changed little through the centuries. Its present area is 4,343 acres.

Walthamstow was not so directly or immediately affected by the growth in population during the Industrial Revolution in the same way as were the Midlands and the North, but was considerably affected by the growth of London during the latter part of this era of change. The population figures in the early nineteenth century were:

Year	*Population*
1801..	3,006
1811..	3,777
1821..	4,304
1831..	4,258
1841..	4,873
1851..	4,959

The almost stationary population between 1831 and 1851 can no doubt be accounted for by the fact that Walthamstow as a country district in the vicinity of London shared in the general increase of population resulting from the Industrial Revolution largely in the shape of an influx of new merchant families with their train of servants and once this influx had abated there was no reason for further increase until improved transport facilities brought residence in Walthamstow within the reach of other sections of the population. In the latter part of the nineteenth century the tide of London's expansion had reached Walthamstow and with the extension of the branch lines of the Great Eastern Railway and the construction of Lea Bridge Station the process had begun which was to culminate in the complete transformation of the old village of Walthamstow, a process which rapidly gathered impetus and which progressed steadily with the building of new houses, commercial and industrial premises.

The increase in population between 1851 and 1931 and the decrease after World War II is shown by the following Census and Registrar General's figures:

Year	*Population*
1851..	4,959
1861..	6,880
1871..	10,692
1881..	21,715
1891..	46,346
1901..	95,131
1911..	124,580
1921..	129,395
1931..	132,972
1951..	121,135
1957..	115,300 (30th June 1957)

From the time of Queen Elizabeth, Walthamstow was chiefly governed by a Vestry, which at one period was styled as a select vestry.

In 1862 the district of Walthamstow was constituted a Highways Board under the Highways Act 1835, with 12 elected members. A Local Board of Health was constituted in 1873 under the Local Government Act, 1858 with 12 elected members.

On the 7th January, 1890, under an Order of the Essex County Council, the district was divided into four wards and the membership of the Local Board of Health increased from 12 to 18.

With the passing of the Public Health Act, 1875, the Local Board of Health was constituted the Urban Sanitary Authority and by virtue of the Local Government Act, 1894 became the Urban District Council for the Urban District of Walthamstow.

On the 1st September, 1896, by an Order of the Essex County Council, the urban district was divided into five wards, and the membership of the Council increased from 18 to 22.

On the 4th October, 1904, by an Order of the Essex County Council, the number of members was increased from 22 to 27.

On the 27th January, 1913, the number of wards was increased from five to six and the number of members from 27 to 33.

On the 9th November, 1929, Walthamstow was granted a Charter of Incorporation and constituted a municipal corporation with 36 councillors and 12 aldermen.

It will be seen from the record of the Council's administration which is given later that it has been their constant aim to provide all the services permitted by law for the benefit of its citizens and for the improvement or development of the Borough and to adapt and improve such services as circumstances required. Mention may be made of the following particular points at this stage merely to illustrate this general statement:

(a) the inauguration of a supply of electricity on the 20th September, 1901.

(b) the running of electric tramways in 1905.

(c) the opening of the Public Baths in High Street on the 28th July, 1900, and the extension of this service by co-operation with Leyton Borough Council in the provision of an open-air swimming pool at the Whipps Cross Bathing Pool in Epping Forest.

(d) the promotion of the Walthamstow Corporation Act, 1932 (now replaced by the Walthamstow Corporation Act, 1956) to regulate street trading in the borough and to end a system of irregular trading which had persisted for many years accompanied by serious abuses.

(e) the promotion of the Walthamstow Corporation Act, 1934 to acquire for the purposes of public parks and pleasure grounds 100 acres of Walthamstow Marshes or Lammas Lands which had lost their historic purpose and were at that date subject to indiscriminate user.

(f) the disposal of sewage by connecting to the main drainage system of the London Council, sewage disposal having been a source of great difficulty for many years because of the rapid growth of the borough.

(g) the incorporation of a private company with the title of the Walthamstow Savings Bank Limited, with shareholders confined to members of the Council managing a savings bank for the benefit of the citizens of Walthamstow.

(h) the erection of an infectious diseases hospital, a small-pox hospital and a maternity hospital.

(i) the erection of a New Town Hall and Assembly Hall, completed in 1941 and 1943 respectively and constituting the latest civic centre to be erected in the country.

(j) the erection of a new Civic Restaurant in 1947 known as the Selborne Restaurant which is still run as a profit making concern.

(k) the provision of a wide range of education, health, school medical, maternity and child welfare, sanitary, sewage and refuse disposal, housing, house purchase, highways, allotments, libraries, catering, municipal entertainments services and extensive parks and open spaces.

Economic and Industrial Characteristics.

(i) Walthamstow as a shopping centre.

The main shopping centres are in Hoe Street, High Street, Wood Street, St. James Street and Highams Park, where shops and multiple stores catering for all trades are to be found. Hoe Street, however, is a long main traffic route of irregular width where the centre portion, at its junction with High Street, provides up-to-date and modern shopping facilities. The destruction of a substantial portion of this centre by enemy action has provided the opportunity for a much needed street improvement and modern shop and office development undertaken by and at the expense of the Council.

A feature of the shopping facilities in Walthamstow is the extensive street trading in High Street, controlled by the Council under the Walthamstow Corporation Act, 1956. The stalls are set up on both sides of the road and constitute a complete shopping centre which daily attracts hundreds of shoppers who are able to satisfy all their needs.

(ii) Walthamstow as an Industrial Centre.

Walthamstow has a well defined industrial centre in Blackhorse Lane, Billet Road and Blackhorse Road with subsidiary centres in Fulbourne Road, Larkshall Road and Walthamstow Avenue (North Circular Road) and Argall Avenue. The manufacturing industries in the Borough range from small workshops employing a few hands, to large industrial undertakings. The industries generally can be classified as light, the smaller ones being largely devoted to clothing manufacture, the larger ones to plastics, light engineering and furniture making.

The following is a schedule of the main classifications of industry:

Classification	*No. of industries*
Brewing	1
Cardboard and paper goods	15
Chemical Works and batteries	3
Clothing	64
Confectionery	9
Food processing	4
Furniture and woodwork	45
Iron foundry	1
Laundry and dry cleaning	7
Light engineering	76
Miscellaneous	49
Plastics	11
Precision instruments	8
Printing and advertising	19
Rubber processing	9
Sawmills and timber yards	6
Warehouses	8

The Council themselves promoted a model trading estate in 1934 in Argall Avenue near the boundary with Leyton now known as the Lea Bridge Factory Estate. 26 acres of land surplus to sewage disposal purposes were disposed of by a building agreement and subsequent leases resulted in the erection of 18 modern factories between 1934 and 1936.

Physical Features, Means of Communication, etc.

(i) Physical Features.

Walthamstow is fortunate in being bounded on two sides by extensive open spaces, the Marshes and Reservoirs in the Lea Valley on the west and Epping Forest on the east. A high ridge between the Lea and Roding Valleys provides extensive views over the Lea Valley and a large portion of the London area.

(ii) Means of Communication.

Walthamstow is served by the old London and North-Eastern Railway with four Stations and the old London Midland and Scottish Railway with two stations. Frequent trains provide a much used service from Chingford through Walthamstow to Liverpool Street Station. The electrification of this line will shortly be completed.

The London Transport Executive provide extensive omnibus, trolley-bus and green line services in and through Walthamstow. The new Victoria Tube will connect Walthamstow with most of London's main line stations.

Walthamstow is well served by main road communications. To the south there is Lea Bridge Road which joins with the Woodford New Road, both these roads forming part of a proposed sub-arterial road in the Greater London Plan. The North Circular Road, a trunk road, passes through the northern section of the town in an east-westerly direction. This trunk road will form part of the "C" Ring Road under the Greater London Plan.

Main roads through the built-up areas are Chingford Road and Hoe Street running north and south and connecting with the Docks and Forest Road running east and west and connecting with North London. These two roads divide the borough into four similar sized areas.

The Town Hall is situated in Forest Road in the geographical centre of Walthamstow. The main shopping and commercial centre is in Hoe Street and High Street. Both administrative and commercial centres are accessible from all parts.

Town Hall and Municipal Offices.

In order to meet the rapid expansion of the Council's services and to accommodate all the administrative departments in a suitable central building, it was thought necessary in 1932 to build a New Town Hall and Civic Centre. A site in the geographical centre of the Borough, easy of access from all parts, was found and the ambitious scheme which was embarked upon when the foundations were laid in 1937 provided for the erection of a New Town Hall and the Assembly Hall.

Neither of the two buildings first mentioned was completed until after the war started, but the Town Hall rapidly became a significant centre of civic interest particularly in connection with municipal entertainments held in the Assembly Hall.

Departments of the Council.

The Departments of the Council consist of:

Town Clerk's Department.
Borough Treasurer's Department.
Borough Architect, Engineer & Surveyor's Department.
Health Department.
Education Department (Walthamstow is an Excepted District).
Building Works Department.
Catering Department.
Housing Department.
Baths Department.
Cleansing Department.
Libraries and Museum.

Education

The following brief statistics and other information indicate the extent of the education service:

No. of Schools and Pupils—

Schools	*No.*	*No. of Pupils on Roll*
Secondary	17	9,155
Juniors	19	7,163
Infants	20	3,500
Special	4	281
Nursery	1	83
	61	20,182

Extra-District Pupils in Walthamstow Schools:

Secondary	*Up to the age of compulsory school attendance*	*Over the age of compulsory school attendance*
Grammar & Technical ..	1,252	906
Secondary Modern	314	72
	1,566	978
Primary		
Maintained	329	—
Voluntary	107	—
	436	
Special	106	4
Grand Total ..	3,090	

Youth Service.

No. of Registered Youth Organisations	112
Membership	6,468
No. of officially provided Youth Centres	3
Membership	1,445
No. of classes in Youth Organisations & Centres (1956-57) ..	113
No. of members enrolled in classes	1,962

The classes include commercial and technical courses, first-year courses for the City and Guilds Automobile, Electricians' and Fitters and Turners' Certificates, and Pre-National Certificate Courses.

Adult Education.

The main provision is at the South-West Essex Technical College.

Statistics for the year 1956-57:

No. of Courses		*No. of Classes*
F.T.	P.T.D.	E.
67	79	541

No. of Students			*No. of Student Hours*			
F.T.	P.T.D.	E.	F.T.	P.T.D.	E.	All
774	1,663	5,199	617,734	266,365	413,783	1,297,882

F.T.—Full-time. P.T.D.—Part-time Day. E.—Evening.

There are classes at the Friends' Hall Settlement and 16 other adult organisations:

No. of Members—1,489. No. of Classes—78.

Youth Employment Service.

Since 1924 the Youth Employment Bureau has been administered as part of the Education Service. Until 1950 it served also Chingford and Woodford. There are two sides to this work:

Choice of careers. Information and guidance are provided and assistance is given in placement.

Nos. placed in 1956/7—

Local vacancies	909
Vacancies outside Walthamstow	270
Vacancies in Walthamstow for boys and girls from other areas	145

National Insurance—

No. of National Insurance cards issued 1956/7	1,370
No. of Unemployment Benefit Claims 1956/7	159

School Health Service.

So far as the School Health Service is concerned, the Medical Officer of Health acts as Borough School Medical Officer. Regular medical inspections of school children are carried out and close liaison maintained between Head Teachers and the School Medical Officer.

Other Functions referred to in the Chairman's Letter of the 17th February, 1958

Whilst the Royal Commission will appreciate having statistical data relating to the education service as set out in the preceding paragraph, it is felt that the First Memorandum sets out an adequate outline of the arrangements for carrying out the remaining functions set out in the Chairman's letter of the 17th February, 1958. It has not been thought necessary therefore to include details in this Appendix.

Miscellaneous

(i) Administration of Justice. Walthamstow is situate wholly within the Petty Sessional Division of Beacontree in the County of Essex, this division having jurisdiction in the Boroughs of Barking, Dagenham, Ilford, Leyton, Walthamstow and Wanstead and Woodford.

(ii) Police. Walthamstow is situate wholly within the Metropolitan Police Area.

(iii) Transport. Walthamstow is situate wholly within the London Passenger Transport Area, the public transport authority being the London Transport Executive.

(iv) Gas Supply. Gas is supplied by the North Thames Gas Board.

(v) Water Supply. Water is supplied by the Metropolitan Water Board.

(vi) Electricity. Electricity is supplied by the London Electricity Board.

(vii) Powers and Duties exercised by other authorities.

Essex County Council. Particulars of the County Council's Services in Walthamstow have been supplied by the County Council.

Lee Conservancy Catchment Board. Walthamstow is wholly within the Lee Conservancy Catchment Area which is under the jurisdiction of the Lee Conservancy Catchment Board.

Furnished Houses Rent Tribunal. A Tribunal has been established for Leyton, Walthamstow, Chingford and Waltham Holy Cross with offices in Walthamstow.

(viii) Parliamentary Constituencies, Wards, Electoral Divisions. Walthamstow is divided:

into two Parliamentary Constituencies, East Walthamstow and West Walthamstow each returning one Member of Parliament.

into six Wards each electing six Councillors, one third of whom retire annually.

into seven electoral divisions, each electing triennially one member to serve on the Essex County Council.

Evidence Submitted by the Waltham Holy Cross Urban District Council

Town Hall,
Waltham Abbey,
Essex.

14th May, 1958.

Dear Sir,

I have to refer to Sir Edwin Herbert's letter of the 17th February addressed to the Chairman of the Council. This has been before the Council and the reply herein has received their approval.

As requested, we have dealt with the services you mention, taking the headings in a slightly expanded form of your Appendix B. **Where there is no entry in the column headed "defects", the Council consider the service to be satisfactory.**

It is thought you would prefer the Council to be reasonably brief at this stage. Fuller information will, of course, be supplied on request. In any case the Council would like later to support and elaborate their views on how defects can be remedied. Moreover, the Council has further observations to submit, of a more general nature within the Commission's terms of reference but not falling within the scope of Sir Edwin's letter.

I am to say the Council will be very pleased to have their principal Officers co-operate to facilitate the visit suggested. Indeed, we would welcome such a visit, in view of the somewhat unique character of the district.

Yours faithfully,

H. J. CHAPMAN,

Clerk of the Council.

The Secretary,

The Royal Commission on Local Government in Greater London.

Service	*Present Arrangements*	*Defects*	*To what extent Defects Due to Organisation of Local Government*	*How Defects can be Remedied*
Education.				
Primary and Secondary.	County Service administered by Divisional Executive.	Financial control of Divisional Executive too pernickity.	Internal Organisation.	More power to Divisional Executive.
Grammer and Further.	Do.	Not easily accessible.		More local provision or better travelling facilities.
Other County Education Services.	Administered by County.			
Agricultural Education.	Do.			
Youth Employment Service.	Do.			
Environmental Health.				
Baths, Wash-houses and Bathing Places.	No Public Service.			
Control of Watercourses, etc.	Main Watercourses controlled by Lee Conservancy Catchment Board (Ditches and Ponds).	Inadequate control.	Not due to this.	Adequate legislation needed.
Disinfestation of Premises and Articles.	Local Service.			

Service	*Present Arrangements*	*Defects*	*To what extent Defects Due to Organisation of Local Government*	*How Defects can be Remedied*
Drainage of Trade Premises.	Local Service in liaison with E. Mddx. Drainage Authority.			
Mortuaries and Post-Mortem Rooms.	Local Service using facilities centrally provided.			
Public Conveniences.	Local Service.			
Refuse Collection and Disposal.	Local Service—Weekly Collection.	Inadequate forward planning of disposal.	Metropolis Authorities should be grouped for disposal.	
Regulation of Buildings and Sanitation of Buildings.	Local Service.			
Sewerage.	Local Service covering 98% of the Premises.			
Sewage Disposal.	Shortly to be included in East Middlesex Drainage Scheme.			
Street Cleansing.	"Maintaining" Authority.	Inefficient on County maintained roads.	Dual responsibility cannot be right.	Street Cleansing should be a Highway matter—not Public Health.
Burial Grounds, Cemeteries and Crematoria.	Local Service, but no Crematorium.			

Service	*Present Arrangements*	*Defects*	*To what extent Defects Due to Organisation of Local Government*	*How Defects can be Remedied*
Parks and Open Spaces.	Local Service.			
Powers and Duties under Physical Training Act.	Not exercised.			
Prevention of River Pollution.	Responsibility of Lee Convervancy Catchment.			
Housing.				
Provision of Houses.	Local Service owning a quarter of all residential property.			
Slum Clearance.	Local Service with big schemes on hand.			
Assistance to other Bodies or Persons to facilitate the Requisition, Construction or Improvement of Houses.	Local Service.			
Regulation of Buildings and Byelaws.	Local Service.	Inadequate control.		More legislative control required directed at both construction and maintenance of private buildings.

Service	*Present Arrangements*	*Defects*	*To what extent Defects Due to Organisation of Local Government*	*How Defects can be Remedied*
Personal Health and Welfare.				
Area Health Sub-Committee.	Controlled by County Council with Local Representatives.	Personal Health Services suffer by remoteness of administration. Health Sub-Committee covers too wide and populous an area.	Entirely.	By devolution of Services—some to District Council, others to new Area Sub-Committees for smaller areas.
Handicapped Persons.	County Service.			
Prevention of Illness and After-Care.	Do.	Not sufficient provision in Rural Areas.		
Health Centres.	Do.	Not sufficient provision in Rural Areas.		
Domestic Help Service.	Do.	Inadequate supervision.		Could be more effectively administered locally.
Ambulance Service.	Do.	County control too remote.	Wrong Authority.	Should be under local administration.
Mental Health Services.	Minister of Health and County Council.			
Powers and Duties under National Assistance Acts and Disabled Persons Acts.	Mainly National Assistance Board.			

Service	*Present Arrangements*	*Defects*	*To what extent Defects Due to Organisation of Local Government*	*How Defects can be Remedied*
Care of Children.	County Service.			
Registration of Nurseries and Child Minders.	Do.			
Notification of Infectious Diseases.	Local Service. .			
Health Education.	Local Council in liaison with County Council.			
Town and Country Planning.				
County Development Plan	County Council with local observations.			
Trees and Woodlands				
Survey of Footpaths				
Ancient and Historic Buildings.	Ministry of Housing and Local Government.			
Applications to Develop.	County Council controlling Delegate Authority (District Council).	Too much power in hands of County.		There should be almost complete delegation where Development Plan approved.
Appeals and Enforcement.	Local Council by delegation from County Council.			

Service	*Present Arrangements*	*Defects*	*To what extent Defects Due to Organisation of Local Government*	*How Defects can be Remedied*
"Purchase Notices".	Local Council.	Totally unfair.	Local Council receive Notices to Purchase irrespective of Authority causing claim.	Legislation required for Purchase Notice to be served on appropriate Authority.
Traffic.				
Construction, Improvement and Maintenance of Roads and Bridges.	County Council and District Council.			
Street Lighting.	Local Service.			
Naming of Streets and Numbering of Houses.	Local Service.			
Parking Places.	Police.			
Road Safety.	Local Safety Council out of Public Money.			
Bus Shelters.	Provided by both London Transport and Local Council.			
Private Street Works.	Local Service.			

Evidence Submitted by the Harwich Borough Council

Town Clerk's Department,
Town Hall,
Harwich.

19th December, 1958.

Dear Sir,

Royal Commission on London Government
Administrative County of Essex

I refer to the letter sent to you by the Clerk of the Lexden and Winstree Rural District Council on the 25th October, 1958, and, on the instructions of my Council, write to inform you that they do not agree with the Statement of Evidence submitted to the Commission by the Essex County Council, and support the views of the Lexden and Winstree R.D.C. that "the present size of the County is such that the administrative machinery is unwieldy and cumbersome and the elected members are too remote from the affairs which they administer".

Yours faithfully,
(Sgd.) T. B. A. MOONLIGHT,
Town Clerk.

J. R. Niven, Esq.,
Secretary,
Royal Commission on London Government.

6.1.24/59/30

Evidence Submitted by the Braintree Rural District Council

St. Peter's Close,
Bocking, Braintree,
Essex.

19th November, 1958.

Sir,

Administrative County of Essex

I am instructed to inform you that this Council wish to associate themselves with the views expressed by the Lexden and Winstree Rural District Council in their letter addressed to you on the 25th October, 1958.

The Council further desire to state that, in their opinion, that part of the Administrative County of Essex which is within the Metropolitan Police District, should be transferred to the Administrative County of London.

I am, Sir,
Your obedient Servant,
(Sgd.) W. HUMPHREY,
Clerk of the Council.

J. R. Niven, Esq.,
Secretary,
Royal Commission on Local Government in Greater London.

X

Evidence Submitted by the Epping and Ongar Rural District Council

209, High Street,
Epping, Essex.

13th March, 1959.

Dear Sir,

Royal Commission on Local Government in Greater London

I am instructed to refer to the Statement of Evidence of the Essex County Council dated 1st July, 1958, to your Commission and to say that my Council do not agree with the point made in Paragraph 10 of Part II, Page 43, concerning the Waltham Holy Cross Urban District.

My Authority do not wish to criticise the Waltham Holy Cross Urban District Council but merely desire to emphasise that the affinity of the Urban District as built-up lies with the London area rather than with my Council's area.

In this connection, I am to point out that in 1954 and 1955 both the Essex County Council and the Minister of Housing and Local Government rejected proposals by the Waltham Holy Cross Urban District Council to extend their boundaries to the adjoining parish of Nazeing in the then Epping Rural District which was at that time being reviewed under Section 141 of the Local Government Act, 1933, and as a result of which the Harlow Urban District and the Epping and Ongar Rural District were created.

A copy of this letter has been sent to the Essex County Council and the Waltham Holy Cross Urban District Council.

Yours faithfully,

G. W. ROWDEN,

Clerk of the Council.

The Secretary,
The Royal Commission on Local Government in Greater London,
Sanctuary Buildings,
16, Great Smith Street,
LONDON, S.W.1.

Evidence Submitted by the Lexden and Winstree Rural District Council

Rebow Chambers,
Sir Isaac's Walk,
Colchester.

25th October, 1958.

Sir,

Administrative County of Essex

The attention of the Rural District Council has been drawn to the Statement of Evidence prepared by the Essex County Council, and in particular to the opinion expressed at page 42, para. 5, that there are real sociological advantages in the present breadth of the County administration and representation on the County Council.

The Rural District Council wish to dissociate themselves from this claim. They note that 56·51% of the population live in the Review Area, which constitutes only 8·5% or about one-twelfth of the total acreage of the County. This population must, and it is well known that they do, live under conditions vastly different from those which obtain in the remainder of the County. In the view of the Rural District Council, neither part is properly qualified to understand the problems of the other.

Further, the Rural District Council believe that the present size of the County is such that the administrative machinery is unwieldy and cumbersome and the elected members are too remote from the affairs which they administer.

Sir Malcolm Trustram Eve, Chairman of the former Local Government Boundary Commission, in a lecture given to the University of London in February, 1951, after stating that both the London and Middlesex County Councils were too large for effective government, said that those parts of Essex and Kent which were within the Metropolitan Police District also did not receive as adequate a local government service as they should; in both cases the parts outside the police district would form better administrative areas. The Rural District Council find this opinion more in accordance with their own conceptions of local government.

I am, Sir,
Your obedient Servant,
(Sgd.) D. S. MITCHELL,
Clerk to the Council.

J. R. Niven, Esq.,
Secretary,
Royal Commission on Local Government in Greater London.

Evidence Submitted by the Tendring Rural District Council

Council Offices,

Weeley, Clacton-on-Sea,

26th February, 1959.

Dear Sir,

Administrative County of Essex

The Council have had under consideration copies of the Statement and Further Statement of Evidence placed before your Commission by the Essex County Council and have also given consideration to the views expressed by the Lexden and Winstree Rural District Council in their letter to your Commission of 25th October last, a copy of which had been addressed to me.

The Council at their recent meeting approved and adopted a recommendation of the appropriate Committee that your Commission and the Lexden and Winstree Council be informed that they consider the existing composition of the County Council and the area administered by them to be both satisfactory and efficient and that in the absence of any exhaustive examination of the complex financial and sociological considerations involved in an issue of this nature it is felt that no information is available to indicate the need for any alteration in the present administrative area of that Council.

Yours faithfully,

(Sgd.) B. A. BROWN,

Clerk to the Council.

The Secretary,

Royal Commission on Local Government in Greater London.

Evidence Submitted by the Hertfordshire County Council

1. Geographical and Social Description of the Greater London Commission area within Hertfordshire generally, and of its Distinct Communities

Hertfordshire is a compact County of 404,000 acres providing a home for three-quarters of a million people in thirty-four separate County Districts. The pattern is one of small towns, distinct in character, set in an agricultural background.

Natural drainage is to the rivers Colne and Lee, which emerge at the extreme south-west and south-east corners of the County. From Boreham Wood westwards, the Royal Commission area main drainage is to the Colne Valley Trunk Sewerage Board's Works at Maple Cross, Rickmansworth. The eastern parts drain directly or indirectly into the East Middlesex Main Drainage Scheme. Valuable deposits of sand and gravel lie along the valleys of the Colne and Lee roughly on a line Rickmansworth-Watford-Hatfield-Hertford-Cheshunt bounded on the south by the clays of the South Hertfordshire plateau.

The County sits astride the main radial road and rail communications from London to the Midlands and the North including the first motor road. Hence access to these places is good. Cross-country routes are good and are to be improved.

From 1931-1951 Hertfordshire showed a greater percentage of increase of population than any other county and this is likely to be repeated in the next corresponding period since the County has accepted heavy burdens under the Greater London Plan. The planned population increase of some 300,000 persons (or 50 per cent) by 1973 includes four New Towns and four London County Council Estates (three of which are in the Royal Commission area—Oxhey and Boreham Wood No. 1 and No. 2 Estates).

The communities have retained their individuality and are described separately:

Cheshunt Urban District.

This includes Waltham Cross and Goffs Oak and is the centre of the Lee Valley market gardening area, the largest of its kind in Great Britain. There are small industrial estates at Cheshunt and Waltham Cross. The District has absorbed overspill housing from Enfield, Tottenham, and Edmonton since the war. It contains extensive gravel workings and has good road and rail (two lines) access to Hertford and London. The bulk of development is in the eastern part of the urban district; the western portion is mainly Green Belt, glasshouse, or Broxbourne Woods reservations.

Northaw Parish.

Cuffley is a dormitory suburb closely related to the railway line from Hertford to King's Cross. Its growth has been cut short by Green Belt control. The remainder of the parish, including the attractive village of Northaw, is one of the most pleasant parts of south-east Hertfordshire, including part of the Broxbourne Woods scenic area and tree preservation area.

Barnet Urban District.

Most of the area stands fairly high on the South Hertfordshire plateau. It has long historical associations with Hertfordshire, particularly with the Abbey of St. Albans. It is a residential area primarily of a dormitory character because of the proximity of the Northern and Piccadilly lines. It has been able to preserve much of its pleasant individual character and the County Council has taken all possible measures, including Green Belting considerable areas, to preserve the unique characteristics of Arkley and Totteridge. It is a shopping centre for more rural areas to the north, including parts of Middlesex. Drainage is mostly to East Middlesex Main Drainage Scheme but from the north-western area to the Colne Valley Sewerage Board, and from part of Totteridge to Finchley.

East Barnet Urban District.

Much of the district is on lower sloping ground to the south-east of the South Herts. plateau but includes Hadley Green and Monken Hadley in the north. It is more closely situated than Barnet to the Northern and Piccadilly lines and so, particularly during the 1930's, was more affected by suburban spread. It is mainly a dormitory town for London business workers but with a few local industries. It is almost wholly built-up.

Elstree Rural District.

The village giving its name to the rural district has now been completely overtaken by the town of Boreham Wood due to large-scale post-war London County Council housing development. Parts of the London County Council Estates are in the parish of Aldenham in Watford Rural District and in Barnet Urban District. This modern town has an ample sufficiency of varied and prosperous industries, including film studios. Boreham Wood is clearly separated from other areas; so are the village of Elstree and other small settlements in the rural district. Apart from Boreham Wood the remainder of the Elstree Rural District is in the Green Belt.

Bushey Urban District.

This is a small pleasant residential centre mainly to the south-west of the Watford By-Pass (A 41), partly in the low lying valley of the River Colne, but with its older areas situated on the higher ground which rises to the Middlesex border. It is a well-known educational area, containing within its boundaries two Royal Masonic Boys' Schools, and four other private schools, as well as several County Council schools serving the Watford area within which sites were not obtainable. North-east of the By-pass most of the land is Green Belt. South-east of the By-pass on the lower ground, divided from Watford by the River Colne, is the Bushey Hall neighbourhood which includes modern industry. To the south is the older centre of Bushey, retaining many of the characteristics of a village, and further south again is Bushey Heath, a high-class residential area. The Oxhey part of Bushey adjoins Watford, which it closely resembles in character, but is divided from the rest of Bushey by the open grounds of the Masonic schools and land to the south of London Road which has deliberately been kept open as a break between Bushey and Watford.

Watford Borough.

This is the largest town in Hertfordshire and the main shopping, industrial, commercial, and transport centre for West Hertfordshire. It lies in the watershed of the rivers Colne and Gade, on gently undulating land. Its growth was greatly accelerated by the advent of the railway in 1837 and as a result it has large areas of development dating from the last half of the nineteenth century as well as modern development. Shortage of land for housing since the war caused incursions northwards into Abbots Langley although further land within its own boundaries has since been made available. Watford's large range of industries includes paper and printing, vehicles and aircraft, engineering, food, drink, and chemicals. Leavesden airfield, to the north, together with the two mental hospitals serve to divide Watford from the village of Abbots Langley and the River Gade to the west separates it from Croxley Green. To the south the coalescence of the built-up area of Watford with the L.C.C. Oxhey Estate has been prevented by the purchase by the County Council and the Rural District Council of Oxhey Golf Course as public open space. Between Watford and Bushey the boundary follows first the River Colne, then the main line railway embankment. The boundary then runs through the built-up area of Oxhey for a short distance to the grounds of Haydon Hill Old People's Home (Middlesex County Council) and then follows the perimeter of the development of Oxhey to the Bushey/Watford Rural District boundary. The town is on the Bakerloo and Euston electric lines to London and the main Euston-Midlands and North railway line. It is also served by the Metropolitan railway.

Rickmansworth Urban District.

The Urban District consists of a number of communities loosely grouped around the old market town. To the east is Croxley Green, mostly suburban type inter-war development, separated from Watford by the River Gade, by open land which has been deliberately kept from development, also by the route of the proposed London-Aylesbury Road and divided from Rickmansworth town by the pleasant valley of the River Chess. To the west is the Mill End neighbourhood, closely adjoining Chorleywood, and consisting of middle-class and local authority development, much of it post-war. To the south are the high-class residential areas of Moor Park and Eastbury, which have been prevented from coalescing with Northwood in Middlesex. To the south-west is the more outlying community of Maple Cross, mostly of loca authority development, with a light industrial estate near by. A more important industrial area lies to the south of Croxley Green. The old town contains the shopping, business, and administrative centre. Within the district are two well-known schools—Merchant Taylors, near Moor Park, and the Royal Masonic Girls' School to the north of the town. Much of the population works in London or Watford but there is considerable local industry.

Chorleywood Urban District.

A very pleasant residential area, much of it of very high quality in semi-rural surroundings.

Watford Rural District.

Aldenham Parish.

The parish contains a number of small settlements, of which the largest is Radlett. This is a predominantly dormitory residential community, with shopping facilities, situated on A 5 and the main St. Pancras railway, well divorced from nearby towns. Part of the London County Council development at Boreham Wood is at present contained within this parish.

Watford Rural Parish.

This parish is situated on the Bakerloo line, south of Watford. To the west of the railway there is a large London County Council Estate with an impressive modern shopping centre. To the east large-scale pre-war suburban-type development is unfinished. The Rural District Council is developing some of the vacant land. All of it is dormitory development.

Two parishes to the north and west of Watford may be the subject of comment and proposals by Watford Borough Council. They are:

Sarratt Parish.

This is a large rural parish with a small village set in attractive countryside.

Abbots Langley Parish.

This is a large parish containing a diversity of settlements. Abbots Langley is a large suburban-type village just to the north of Watford although divided from it by Leavesden airfield and Leavesden Mental Hospital. To the north is a part of King's Langley which is very closely related to the remainder of King's Langley, a large village in the Rural District of Hemel Hempstead. To the north-east is the rural village of Bedmond, and the hamlet of Pimlico. In the extreme north-west a small area is included in the Hemel Hempstead designated area.

2. General statistical description of Commission's area within Hertfordshire (hereinafter referred to as "the Commission's area")

	Population, June, 1957	*Acreage*	*Rateable value*	
			1*st April*, 1958	*Percentage of County total*
			£	
Cheshunt Urban District ..	28,050	8,480	368,969	3·4
Barnet Urban District	25,840	4,290	466,573	4·3
East Barnet Urban District ..	40,950	2,644	656,965	6·1
Bushey Urban District	18,320	3,866	290,860	2·7
Watford Municipal Borough ..	73,050	5,296	1,403,708	13·1
Rickmansworth Urban District	27,250	7,639	528,075	4·9
Chorleywood Urban District ..	6,110	2,055	113,181	1·1
Elstree Rural District	26,640	8,339	374,219	3·5
*Northaw Parish	3,800	3,305	51,809	·5
*Aldenham Parish	12,500	5,842	194,687	1·8
*Watford Rural Parish ..	22,200	2,190	296,130	2·8
Total	284,710	53,946	4,745,176	
Percentage of County total ..	38·5	13·3	44·2	44·2
County total	739,800	404,524	10,730,146	100·0

* Approximate population estimates based on Registrar-General's County District figure.

3. General statement of County Council's views on the relationship of the local government structure of the Commission's area to the County as a whole

(a) The County Council claim to have achieved to a remarkable degree efficiency in their services and economy in their administration. Efficient services and economy in administration require sufficiency of population and rateable value so as to enable the County Council to justify and finance—

(i) the attraction of senior staff and specialists of good quality for administrative and professional work;

(ii) the continuation and expansion of specialized services;

(iii) a greater variety of choice of services as regards location and type, e.g. welfare and children's homes, and educational establishments, especially further and secondary (grammar, secondary modern, technical—single sex or mixed);

(iv) the making of large contracts for supplies and services on the most advantageous terms.

The statistics given in paragraph 2 above show clearly how important the Commission's area is to the County Council's administration in meeting these requirements. The area comprises a total population of 284,710 or 38·5 per cent of the whole County (mid-1957); an acreage of 53,946 or 13·3 per cent; and a rateable value of £4,745,176 or 44·2 per cent.

The rateable value per head of the mid-1957 population for the whole County was £14 10*s.* 1*d.* at 1st April, 1958, and the product of 1*d.* rate for the year 1958-59 is estimated at £44,332. For the part of the County within the Commission's area, comparable figures are £16 13*s.* 4*d.* and £19,436, and for the rest of the County £13 3*s.* 0*d.* and £24,896.

The loss of that part of the County within the Commission's area would, as has been shown, leave a smaller County with a substantially reduced rateable value per head. Had this change been introduced from the 1st April, 1958, this County would undoubtedly have qualified for Exchequer equalization grant. A calculation of such Exchequer equalization grant, based on the 1958-59 figures, gives a sum of about £600,000.

Thus one major result of reducing the area of Hertfordshire by removing those districts within the Commission's area would be to increase substantially the amount paid in Exchequer assistance to local authorities.

(b) The County Council consider that it would be most unwise to divide the Metropolitan Green Belt as the boundary of the Royal Commission area divides it into two concentric circles, since such a division must add to the number of local planning authorities who need to be concerned with Green Belt administration. They submit that the Green Belt is likely to be best protected by those local planning authorities which have—

(i) the least demand for housing;

(ii) the greatest experience of development control in agricultural areas, since most of the Green Belt will remain in agriculture.

On both points the advantage lies with the outer ring county authorities, and the County Council consider that as much as possible of the Green Belt should be placed within the administration of these counties. This is especially true in Hertfordshire, which has a strong green belt policy, as is shown by the policy report recently adopted by the County Council and forwarded to the Minister of Housing and Local Government.

4. Statement of County Council's views on local government structure of particular parts of Commission's area and their relationship to the County as a whole

(a) Cheshunt Urban District and Northaw Parish.

(i) The County Council are not aware of any desire expressed by authorities or inhabitants for the inclusion of these areas in the local government structure of Middlesex or Greater London.

(ii) These areas appear to have been included in the Commission's area only because they happen to be within the Metropolitan Police District.

(iii) There is no reason to suppose that the local government of these areas would be better administered from London than from Hertford.

(iv) Cheshunt is closely associated with the Lee Valley glasshouse industry, which is mostly situate in Cheshunt and the areas to the north and east of it.

(v) Northaw, besides being in the Metropolitan Green Belt, comprises an important part of the Broxbourne Woods special scenic area and as such should continue to be administered by the County Council.

(vi) Any necessary reorganization of County Districts would need to be done in conjunction with areas outside the Commission's area and could best be dealt with in a County Review under the provisions of the Local Government Bill.

(b) Barnet and East Barnet Urban Districts and Elstree Rural District.

(i) The County Council are not aware of any desire expressed by authorities or inhabitants for the inclusion of these areas in the local government structure of Middlesex or Greater London.

(ii) There is no reason to suppose that the local government of these areas would be better administered from London than from Hertford.

(iii) Any necessary reorganization of County Districts would need to be done in conjunction with areas outside the Commission's area and could best be dealt with in a County Review under the provisions of the Local Government Bill.

(c) The remainder of the Commission's area which is here considered together, because with the parishes of Abbots Langley and Sarratt it is wholly comprised within a proposal of the Watford Borough Council for a Watford County Borough.

(i) The following tables show the populations, acreages, and rateable values of this area in relation to the whole County.

	Population, June, 1957	*Acreage*	*Rateable value*	
			1*st April*, 1958	*Percentage of County total*
			£	
Watford Municipal Borough ..	73,050	5,296	1,403,708	13·1
Chorleywood Urban District ..	6,110	2,055	113,181	1·1
Rickmansworth Urban District	27,250	7,639	528,075	4·9
Bushey Urban District	18,320	3,866	290,860	2·7
Watford Rural District	54,230	18,179	718,448	6·7
Total	178,960	37,035	3,054,272	
Percentage of County total ..	24·2	9·2	28·5	28·5
County total	739,800	404,524	10,730,146	100·0

The following figures apply to Watford Rural District Parishes outside the Commission's area, i.e. Abbots Langley and Sarratt, but included above:

	Population, June, 1957	*Acreage*	*Rateable value* 1*st April*, 1958
Actual	19,530	10,147	£225,779
Percentage of County total ..	2·7	2·6	2·1

The following figures apply to the part of the proposed County Borough within the Commission's area:

	Population, June, 1957	*Acreage*	*Rateable value* 1*st April*, 1958
Actual	159,430	26,888	£2,826,641
Percentage of County total ..	21·5	6·6	26·3

It will be seen that the total area of the proposed Watford County Borough is 37,035 acres; of this area approximately 23,000 acres, or 62 per cent, is in the Metropolitan Green Belt. At June, 1957, the total population of 178,960 in the area gave an overall density of 4·8 persons per acres; the estimated population of the area for 1973 is 189,130, which would give a density of 5·1 persons per acre.

(ii) The Watford County Borough as proposed would have the second lowest density of population in the country, with 4·8 persons per acre, and only Southport County Borough, with 4·5 persons per acre, would be lower. Also the proposed County Borough would be the fourth biggest in area in

the country, with 37,035 acres, being exceeded only by Birmingham, Leeds, and Sheffield, whilst its population of about 180,000 compares with 1,103,000 for Birmingham, 510,000 for Leeds, and 499,000 for Sheffield. The proposed County Borough would be bigger in area than both Manchester and Liverpool. The County Council submit that it is most undesirable that so much rural area should be included in a County Borough, especially when it is also part of the Metropolitan Green Belt. The dispersal of development within the County Borough would probably necessitate the provision of branch offices for many of the Borough Council's services.

(iii) The need for a sufficiency of population and rateable value to support efficient services and economic administration as outlined in paragraph 3 (*a*) above applies also in considering the effect on the County Council of this proposal.

(iv) The proposed County Borough would include communities which have their own distinct characteristics and identities as indicated in paragraph 1 above, and which as far as possible the County Development Plan has sought to preserve by local green belts.

(v) According to the County Council's present information, of the other local authorities concerned only the Watford Rural District Council and the Abbots Langley Parish Council have expressed a desire for their areas to be included in the proposed Watford County Borough, and otherwise there is no indication that the majority of the inhabitants of any of the areas concerned are in favour of their inclusion.

(vi) The rateable value per head of the mid-1957 population for the whole County was £14 10*s.* 1*d.* at 1st April, 1958, and the product of 1*d.* rate for the year 1958-59 is estimated at £44,332. For the area of the proposed County Borough the comparable figures are £17 1*s.* 4*d.* and £12,561, and for the rest of the County £13 13*s.* 9*d.* and £31,771.

The loss of that part of the County within the proposed County Borough area would, as has been shown, leave a smaller County with a substantially reduced rateable value per head. Had this change been introduced from the 1st April, 1958, this County would undoubtedly have qualified for Exchequer equalization grant. A calculation of such Exchequer equalization grant, based on the 1958-59 figures, gives a sum of about £400,000.

Thus one major result of reducing the area of Hertfordshire by removing those districts within the proposed County Borough area would be to increase substantially the amount paid in Exchequer assistance to local authorities.

5. The general view of the County Council is that none of the Commission's areas should be divorced from the Administrative County and that any necessary reorganization of County Districts would best be dealt with by the County Council under the provisions for County Reviews in the Local Government Bill. The County Council's aim would be to achieve in the whole of the County a reduction of the number of County Districts, with a consequent increase of financial resources for those remaining.

6. A description of present arrangements within the County for carrying out the functions specified by the Chairman of the Royal Commission in his letter of the 17th February is set out in the Appendix to this Outline.

7. The County Council wish to reserve their right:

(a) to extend and amplify their evidence and to comment in detail on any proposed changes which the Commission may at any time have under consideration;

(b) to propose such changes in the present organization of the areas of County District Councils within the Commission's area as appear to the County Council to be desirable after consultation with the County District Councils and other appropriate bodies and individuals. Any specific proposals will be submitted at a later stage.

8. Defects

At this stage the County Council wish to draw attention to the following defects which have been encountered:

(a) Accommodation for Homeless Families

(i) The provision of accommodation for homeless families, notably those evicted or liable to eviction on court orders, has from time to time caused difficulty.

(ii) The difficulty arises from the division of responsibility between County Councils as welfare authorities on the one hand and County District Councils as housing authorities on the other. There is no clear statutory duty on the part of any public authority to provide immediate accommodation for a family evicted from their home in circumstances which could reasonably have been foreseen. The County Council, however, exercise their discretionary power to provide such accommodation under Section 21 (1) (b) of the National Assistance Act, 1948, but not being a housing authority they are not in a position themselves to provide the permanent housing which such families require. On the other hand, the present housing obligations of County District Councils are of a general character and they are not under a direct obligation to satisfy the immediate needs of an individual family in urgent need of accommodation. At present housing authorities do not ordinarily have at their disposal a reserve of vacant accommodation which can be made immediately available for emergency need.

(iii) The County Council's view is that the duty of providing permanent housing and temporary accommodation for families evicted from their homes should not be divided between two authorities but should be placed on the housing authority alone.

(b) Street Lighting

The variety of systems of street lighting as between adjoining authorities has been criticized. Co-ordination is desirable to secure greater uniformity, and it is understood that the Minister of Transport is proposing to set up a Consultative Committee to consider the lighting of main traffic routes in the Commission's area.

(c) Street Cleansing.

(i) The responsibility for street cleansing is shared between highway authorities and County District Councils as Public Health authorities.

(ii) In respect of such work on Trunk and County Roads in Boroughs and Urban Districts, a nationally accepted formula is applied whereby 50 per cent or more, according to mileage, is contributed by the Public Health authority towards the expenditure of the highway authority. This formula has not been applied to the street cleansing of such roads in Rural Districts, nor have the Rural District Councils been requested to contribute in respect of unclassified roads.

Thus, the cost of street cleansing is borne—

in Boroughs and Urban Districts

for Trunk Roads	by the Ministry of Transport and County District Councils.
for Classified Roads	by the Ministry of Transport, the County Council, and County District Councils.
for Unclassified County Roads	by the County Council and County District Councils.
for District Roads	by County District Councils.

and in Rural Districts

for Trunk Roads	by the Ministry of Transport.
for Classified Roads	by the Ministry of Transport and the County Council.
for Unclassified County Roads	by the County Council.

In Boroughs and Urban Districts street cleansing has been delegated to all the local authorities prepared to undertake such work in their areas, and having adequate facilities, but no delegation has been applied to Rural Districts. The resultant position both as to the actual work of street cleansing and as to the incidence of its cost is therefore very varied.

(iii) The County Council consider that the administration of street cleansing would be much simplified if for all public roads the County District Councils were made solely and directly responsible, with the Ministry of Transport making grants direct to those Councils in the case of work on Trunk and Classified Roads.

NEVILLE MOON,
Clerk of the County Council.

COUNTY HALL,
HERTFORD.

APPENDIX

I. AMBULANCE SERVICE

A. Functions

(i) The Ambulance Service is provided under Section 27 of the National Health Service Act, 1946.

(ii) Committee and Sub-Committee.

The powers and duties of the County Council in connection with the Ambulance Service are delegated to the Health Committee (see Section IV of this Appendix) and are delegated by that Committee to the Ambulance Sub-Committee, whose membership is the same as that of the Fire Brigade Committee, namely, fourteen members of and appointed by the County Council, and seven members of County District Councils nominated by the Hertfordshire Borough and District Councils Association, with the Chairman and Vice-Chairman of the County Council as *ex officio* members.

(iii) Agency Arrangements.

The County Council through the Ambulance Sub-Committee employ on an agency basis the Hospital Car Service for the conveyance of sitting case patients only. The Hospital Car Service is controlled by the Women's Voluntary Service, the British Red Cross Society, and the St. John Ambulance Association, and they appoint Transport Officers in various parts of the County to organize the services. The salaries of these officers are paid by the Health Committee and drivers receive mileage payments in accordance with a scale recommended by the County Councils Association.

B. Staffing

(i) The headquarters administration is integrated with the Fire Brigade and the Fire Brigade headquarters and brigade workshop staff (39) and Divisional, Assistant Divisional, and Station Officers (12) are common to both services, the cost being apportioned between the Health and Fire Brigade Committees. In addition there is the whole-time Ambulance Service staff as follows:

(1) *Headquarters.*

Senior Ambulance Staff Officer	1
Radio Mechanic (Shift Leader)	1

(2) *Divisional.*

East Division.		*West Division.*	
Assistant Ambulance Station Officer	1	Assistant Ambulance Station Officer	1
Radio Operators	2	Radio Operators	2

(3) *Local.*

East Division.		*West Division.*	
Ambulance Supervisors	2	Ambulance Supervisors	4
Shift Leaders	17	Shift Leaders	13
Driver/Attendants	76	Driver/Attendants	82

Total 202.

Of the local whole-time ambulance staff, seventy-one are employed in the Commission's area and twenty-nine in the proposed County Borough area.

(ii) The two divisional offices are at Hertford and St. Albans.

C. Summary of Services

(i) **Premises and Equipment.**

There are twenty ambulance stations in the County, six of them are in the Commission's area at Barnet, East Barnet, Boreham Wood, Cheshunt, Rickmansworth, and Watford (fifteen ambulances and eleven dual purpose ambulances). The last two mentioned stations (seven ambulances and six dual purpose ambulances) are also in the proposed County Borough area. There are also isolation ambulances stationed at three isolation hospitals, one of these being in Watford.

All ambulances and dual purpose ambulances, except those in reserve and at isolation hospitals, are equipped with two-way wireless. The main wireless controls are at Hertford and St. Albans, working through main stations at Weston and St. Albans respectively. Two main stations are technically necessary to cover the County.

(ii) **Patients Carried and Mileage for 1957-58.**

	Patients	*Mileage*
Commission's area—		
Directly provided service from stations in area ..	88,722	495,588
Hospital car service—Watford and Barnet areas ..	3,691	77,470
Isolation ambulance (1)	311	1,938
Proposed County Borough area—		
Directly provided service from stations in area ..	45,790	223,697
Hospital car service—Watford area	2,510	55,748
Isolation ambulance (1)	311	1,938
Whole County—		
Directly provided service	216,732	1,436,035
Hospital Car Service	20,255	340,581
Isolation ambulances	2,409	5,579
Total..	239,396	1,782,195

D. Expenditure

ESTIMATES FOR 1958–59.

	Commission's area £	*Proposed County Borough area* £	*Whole County* £
Net Rate-borne ..	38,000	18,000	113,000

The estimated cost per mile is 4*s*. 2*d*. for ambulances and 1*s*. 11*d*. for dual purpose vehicles.

II. CHILDREN'S DEPARTMENT

A. Functions

(i) The main functions of the Children's Department are under three statutes:

The Adoption Act, 1950

Supervising all children in respect of whom an Adoption Application is made, for a period of three months or until such time as an Adoption Order is made.

Acting as guardian *ad litem* for all County Courts in Hertfordshire, investigating all aspects of the adoption placing, and presenting to the Court a report on the prospective adopters, the child, and the natural parents.

Placing children for adoption.

The Children Act, 1948

By receiving them into care where necessary, providing for orphans, deserted children, etc., in the area under the age of 17 years. (Such children may remain in the care of the Children's Department until they are 18 years of age and may be assisted up to the age of 21 years.)

Supervising children placed in foster-homes by private persons under the Child Life Protection regulations.

The Children and Young Persons Act, 1933

Seeing that investigations are made wherever a child or young person appears to be in need of care and protection, and ensuring that such children and young persons are brought before a Juvenile Court where necessary.

Ensuring that such reports as the court may require are provided in respect of all children and young persons brought before a court for whatever cause.

Ensuring that Approved School accommodation is available for children and young persons in the area, and, where there is a deficiency, establishing and maintaining Approved Schools.

Providing Place of Safety and Remand Home accommodation for children and young persons who are being brought before the courts.

Undertaking the care of any child or young person in respect of whom a court makes an Order naming the County Council as Fit Person.

(ii) None of the functions referred to above have been delegated to other local authorities within the County but foster children placed in the County by voluntary bodies and out-county local authorities are, on request, supervised by the Children's Department on their behalf. In the same way, Hertfordshire children fostered outside the County are, on request, supervised by the receiving authority. This is done on a reciprocal basis and no financial adjustments are made.

(iii) The Children's Committee meets four times each year and consists of:

The Chairman and Vice-Chairman of the County Council *(ex officio)*.
10 other members of the County Council.
6 Chairmen of local Children's Sub-Committees.
1 representative of the County Probation Committee.

The Committee appoint the following Sub-Committees:

(1) General Purposes Sub-Committee.
7 members of main committee.

(2) Danesbury Approved School Sub-Committee.
Membership 10—1 of whom must be a County Councillor and 1 other a County Councillor or a member of the main committee.

(3) Six local Children's Sub-Committees.
5 with a maximum membership of 13.
1 with a maximum membership of 10.
One member of each local Sub-Committee must be a County Councillor and 1 other a County Councillor or a member of the main committee.

The functions delegated to the local Sub-Committees are:

To supervise the arrangements made in their area for the selection and inspection of foster homes and for the welfare of boarded-out children.

To exercise the general powers of maintenance, managements, and superintendence of the Children's Homes and Nurseries referred to them by the Children's Committee.

B. Staffing

(i) In the Headquarters of the Children's Department at County Hall there are:

5 administrative officers.
9 clerks and shorthand-typists.

For administrative purposes the County is divided into seven divisions, with a total establishment equivalent to:

19½ Child Care Officers.
12½ clerks and shorthand-typists.

Of these the equivalent of seven and a half Child Care Officers is employed in the Commission's area and of four in the proposed County Borough area. The senior Child Care Officer in charge of each division is graded A.P.T. Grade II (plus a special responsibility allowance of £50 in the South-West Herts. Division).

(ii) There are seven divisional offices in the County, two being in the Commission's area at Watford and at Barnet. Of these only the Watford office is in the proposed County Borough area.

C. Summary of Services Provided

(i) To carry out the functions of the Children's Department the following establishments are maintained:

2 Residential Nurseries.
5 Children's Homes.
1 Reception Centre and
1 Approved School.

Of these the reception centre at Sparrows, Bushey, and the residential nursery at Rufford House, Watford, are both in the Commission's area and the proposed County Borough area.

(ii) The following are details of children in the care of the County Council at the 20th February, 1958:

Total in care .. .. (including 313 originating from Commission's area and 210 from the proposed County Borough area.)	951
Children placed in Foster Homes in the County and elsewhere ..	621

Children accommodated in Children's Homes and Nurseries:

Places		*From Commission's area*	*From rest of County*	*From proposed County Borough*	*From rest of County*	*Whole County*	
(a) In Commission's area and County Borough area—							
Sparrows Reception Centre, Bushey ..	35	9 *(a)*	12	7	14 *(a)*	21 *(a)*	
Rufford House, Watford	23	11	8	10	9	19	
(b) In rest of County—							
Highfield, Hemel Hempstead	42	61	92 *(b)*	46	107 *(b)*	153	
Field House, Harpenden	20						
Briar Patch, Letchworth	51						
66 Lemsford Road, St. Albans	15						
Lawrence House, St. Albans	24						
St. Margaretsbury, Stanstead Abbotts ..	36						
		81 *(a)*	112 *(b)*	63	130 *(a) (b)*	193 *(a) (b)*	193

(a) Includes 1 child on Remand from Barnet.
(b) Includes 3 out-county children.

Places	*From Commission's area*	*From rest of County*	*From proposed County Borough*	*From rest of County*	*Whole County*	
Special Schools	19	27	12	34	46	
Voluntary Homes and Schools—						
In County	—	10	—	10	10	
Out County	9	22	7	24	31	
Resident Employment	2	4	1	5	6	
Services	1	2	1	2	3	
Merchant Navy	—	1	—	1	1	
Home on Trial	10	34	6	38	44	
					141	141
Less 1 child on remand *(a)*		1				955
Less 3 out-county children *(b)*		3				4
						951

	From Commission's Area	*From Proposed County Borough Area*	*Whole County*
(iii) Children in approved Schools.	53	32	99

D. Expenditure

ESTIMATES FOR 1958-59.

	Commission's Area £	*Proposed County Borough Area* £	*Whole County* £
Net Rate-borne expenditure ..	50,700	34,200	121,300

The average cost per head per week for a child in a Children's Home amounts to £8 12*s*. 5*d*. including capital charges, and the cost for a child in a Foster Home amounts to £3 5*s*. 4*d*.

III. EDUCATION DEPARTMENT

A. Functions

(i) Functions of the Education Committee

The County Council have set up an Education Committee responsible for the efficient discharge of their functions with respect to education. The constitution of this Committee in accordance with the scheme made by the County Council on the 6th May, 1948, is thirty members of the County Council and twenty-two representative members, i.e. two representatives of the St. Albans Diocesan Education Committee, a Manager or Governor of a Roman Catholic School, a representative of the Free Church Federal Council, six teacher representatives, two representatives of the St. Albans City Council, three of the Watford Corporation, and seven persons of experience in education. In detail the functions, powers, and duties of the Education Committee are as follows:

(1) To consider and report to the Council upon the reports of the Divisional Executives and of the Sub-Committees appointed by the Committee, and upon all matters connected with education in the County.

(2) To exercise and perform the powers and duties of the Council with regard to education in agriculture, horticulture, and bee-keeping.

(3) To exercise and perform the powers and duties of the Council under the following statutes:
   (a) The Education Acts, 1944 to 1953.
   (b) The Children and Young Persons Acts, 1933 to 1952 (except Parts III and IV of the 1933 Act).
   (c) The Unemployment Insurance Acts, 1935 to 1938.
   (d) The Employment and Training Act, 1948.
   (e) The Public Libraries Acts, 1892 to 1919.
   (f) The School Crossing Patrols Act, 1953.

In broad outline this means that the Committee have an overall statutory duty to provide primary and secondary schools, full-time and part-time education for those over school age (further education) and ancillary services (medical inspection, meals, and milk for school children). They are also responsible for the public library service in the whole of Hertfordshire except in Cheshunt, Hertford, Letchworth, St. Albans, and Watford which have independent municipal libraries. The Annual Statutory Meeting of the Education Committee is held in May and subsequently there are four main meetings in the year.

(ii) Delegation of Functions to Sub-Committees

The Education Committee appoints five main sub-committees to consider matters affecting different sections of the work—Primary, Secondary, Further, Special Services, Finance and General Purposes; there is also an Urgency and Staffing Sub-Committee and a number of other sub-committees which cover special branches of work, as for example the Library Sub-Committee, the Governing Bodies of Technical Colleges, the Agricultural Institute, Training Colleges and the St. Albans School of Art, and the Further Education Sub-Committees for North and East Hertfordshire —two of the areas that have no Divisional Executive.

(iii) Divisional Administration

(a) Areas with Divisional Executives.

There are five Divisional Executives under the Scheme of Divisional Administration and their reports and recommendations are considered by the appropriate Sub-Committee of the Education Committee. Like the constitution of the Education Committee their constitution also provides that, as well as elected representatives of the County Council and the County Districts, there shall be teacher representatives and persons (including at least one woman) with experience in education or acquainted with the educational needs of the Division. Very broadly their function is to provide for the day to day running of the primary and secondary schools and further education centres maintained by the County Council and to advise the Education Committee on the educational needs of their areas. The five Divisional Executives are for South-West Hertfordshire, South Hertfordshire, Mid Hertfordshire, St. Albans, and Dacorum.

In carrying out these functions the Divisional Executives are assisted by the Managers of the Primary Schools and the Governors of the Secondary Schools in their area. The duties of these bodies are set out in the Rules of Management for Primary Schools and the Articles of Government for Secondary Schools, made by the local education authority. Their most important single duty is to help the Head Teachers appoint assistant teachers and non-teaching staffs for their schools and to serve as members of joint appointing committees for the appointment of Heads of Schools. But their general function is to have sufficient knowledge of the actual working of the school concerned, the ideas which inspire its staff and the views of the Head Teacher, to enable them to act as liaison between the school as an institution and the parents who send their children to it. They should be able to interpret the ideas of the school to the wider public outside and to make the school staff aware of popular opinion in the neighbourhood. This involves a great deal of work, far more than is necessary to decide whether or not some minor repair should be made to the premises, and it is work which can only really be undertaken by people who know the needs of their immediate locality and something of the personalities involved. They are, of course, also entitled to submit to the Divisional Executives recommendations on any matters affecting the school which are outside their powers.

(b) Certain Areas Without Divisional Executives.

In addition to the five areas already listed there are three areas—North Hertfordshire, East Hertfordshire, and Harpenden—where there are no Divisional Executives but where the Primary School Managers and the Governors of Secondary Schools carry out the functions of a Divisional Executive and make their recommendations direct to the Sub-Committees concerned. In each of these areas there is also a Further Education Sub-Committee responsible for the general oversight of Further Education in the area. The North Hertfordshire and East Hertfordshire areas have area offices with an Area Officer and staff but the Harpenden area, which is much smaller, is under the general care of the Divisional Education Officer for St. Albans.

(iv) Other Special Arrangements

(a) Delegation of Responsibility to Teachers.

In a very personal service such as education a sensible delegation of functions is not in itself enough to ensure that the organization works well and that it will have the confidence of the public. The County Council have therefore been at pains, especially over the last ten years, to establish personal relations between themselves and their administrative and teaching staff, the parents of children in their schools and the general public, that are as lively, direct, and human as possible. As a part of this policy they have sought to develop and encourage the professional status of the teacher by giving the greatest possible independence to the Heads of individual schools in the County. The County Council rely on the ability of their own Heads and the help given to them by their managers and governors. In pursuance of this policy each school has its own general allowance and banking account into which the County Treasurer pays the general allowance in instalments. Heads may order supplies from whatever source they wish and they pay for them by drawing cheques on the account. The schools general allowance covers stationery, materials, textbooks, library books, repairs to furniture and equipment, and for the purchase and replacement of smaller apparatus, cleaning materials, school visits, postage, etc. In addition, if Heads elect to employ clerical assistance for a lesser or greater number of hours than the scale laid down by the County Council their allowances are correspondingly increased or reduced. They may spend the money on items covered by the allowance in any proportion they think fit and if there is an unspent balance at the end of the financial year it may be carried forward to the next year. In this way the Heads in co-operation with their managers or governors have a very real responsibility for the growth and development of their own schools and it is claimed that this system, by stimulating initiative, provides an environment in which good schools can flourish.

So far as general questions of education policy arise in the area, the Ministry of Education and the County Education Officer consult each other and at this point the work of Her Majesty's Inspectors who inspect, assess, and report to the Managers and Governors of Schools and through them to the Education Committee, plays an important part. It follows from this decentralization to Head Teachers and from the fact that there is no system of County Inspectorate in Hertfordshire, that the Assistant Education Officers must be capable of advising and guiding the Heads of educational establishments in their own field and the Divisional Education Officers of recommending and providing for the general educational development for their areas. In order to ensure that all these Officers are in close touch with one another and with the policy of the Education Committee, regular monthly meetings are held between the County Education Officer and his Assistant Education Officers and Senior Administrative Assistants and the Divisional Education Officers. In this way a real feeling of unity has been built up in the County as well as a feeling of nearness and immediacy so that schools can obtain a quick decision when urgent problems arise.

(b) Technical Education.

There are three major Technical Colleges in Hertfordshire situated in Watford, Hatfield, and Letchworth, each of which undertakes work of advanced level to degree and post-graduate standard. Each of these Colleges has a Board of Governors, which is a Sub-Committee of the Education Committee with considerable delegated powers. About a quarter of the members are members of the County Council or of the Education Committee whilst three-quarters are people interested in education and, in particular, representatives of industry, commerce, and the universities in the area. Each Technical College has its own feeder Colleges of Further Education. Thus the Colleges of Further Education in South-West Hertfordshire and Hemel Hempstead feed Watford Technical College just as Barnet, Welwyn Garden City, and to some extent St. Albans Colleges of Further Education feed Hatfield Technical College. This means that in terms of curriculum and admission of students, these institutions are closely geared to one another and the pattern in the County is designed to secure strength and diversity in each area and to stimulate growth by comparison and contrast.

The provision of agricultural education is centred in an Agricultural Institute at St. Albans. The Governors of this Institute are a Sub-Committee of the Education Committee and the Governing Body is fully representative of the agricultural and horticultural interests in the County.

(c) Secondary Education.

As a result of the County Council's educational development plan two secondary technical schools already exist at Hatfield and Watford and three more are planned at Hemel Hempstead, St. Albans, and Stevenage. Each of these in common with the grammar schools serves a considerably wider area than that of the town in which they are situated. Hadham Hall Secondary School, which has developed a special emphasis on activities connected with the countryside and which has a small boarding house for boys, is able to meet the needs of selected children from all over the County.

(d) Common Administrative and Educational Services.

(1) The County Library Service is so closely linked with the library work in Further Education Institutions and in schools that at some points the two services become one. Thus the libraries in the Technical Colleges and the Colleges of Further Education are fully integrated with the County Library Service to form a Technical Library and information service for students and for industrial and commercial firms throughout the County. The libraries in all County schools are supplemented by collections of books held on long-term loan from the County Library Service and at the moment nearly 143,000 County Library books are held in schools.

(2) The Grounds Maintenance Service in Hertfordshire runs most efficiently.

(3) The County Purchasing Department and the Stationery Department offer their goods in open competition with private suppliers, and schools in using their General Allowance may choose to purchase from any private supplier or from the County Purchasing or Stationery Departments. The effect of these systems is most noticeable in the low cost of the service to the schools.

(4) The Hertfordshire Educational Foundation is almost the only scheme of its kind approved by the Ministry of Education for the conversion of existing trusts and endowments to an Educational Foundation to be used for the benefit of residents in the County who cannot be assisted under the normal statutory powers of the Local Education Authority. This Foundation is administered very closely in relation with the Local Education Authority. Besides the distribution of various small sums of money to individuals who are in need, one example of its larger activities is the provision of a school sailing camp at Barton Broad.

(5) There are two schools of music administered by the Education Authority in Hertfordshire—one centred at Watford and the other in Hitchin. It is intended to develop these schools so that they serve the whole County and provide a corps of teachers of all kinds of instrumental and choral music for children and adults.

(6) There is a Schools Camp at Cuffley which serves all the primary and secondary schools in the County.

(7) County-wide schemes for physical education, art, and craft are now well established and supported by strong county Teachers' Associations in each of these activities.

B. Staffing Structure

(i) At Headquarters the County Education Officer is assisted by the Deputy and five Assistant Education Officers responsible particularly for Primary, Secondary, Further, Teachers and Special Schools, and school meals, the acquisition of sites and the County's Agricultural Institute and by the County Librarian. These officers are assisted by a specialist and clerical staff. So far as the teaching of special subjects is concerned the County Education Officer is also advised by a team of Organizers in Physical Education, Housecraft, Heavy and Light Craft, Music, and Rural Studies.

The cost of administrative expenditure expressed in terms of cost per thousand of population was £287 in 1956-57, which is the fourth lowest in England and Wales.

In the five Divisional Offices and the two Area Offices in North and East Hertfordshire there is a Divisional Education Officer or Area Officer who must be a graduate with good teaching experience assisted by an appropriate office and clerical staff. In each Division or Area there is also a branch of the Youth Employment Service.

The following is a summary of the staff of the Education Department:

Education Department—Establishment

NUMBER IN POSTS ANTICIPATED AT MARCH, 1959

	Commission's Area		*Proposed County Borough Area*		*Total for County*	
	Whole Time	*Part Time*	*Whole Time*	*Part Time*	*Whole Time*	*Part Time*
Nursery—Teachers ..	11	—	4	—	38	—
Assistants ..	23	—	7	—	88	2
Others ..	—	18	—	4	—	55
Primary—Teachers ..	896	36	539	16	2,456	130
Clerical ..	—	100	—	59	—	260
Others ..	81	230	51	144	203	684
Secondary—Teachers ..	1,031	56	601	38	2,372	179
Clerical ..	29	14	19	3	64	61
Others ..	109	236	57	143	283	637
Special—Teachers ..	10	—	10	—	45	6
Others ..	1	4	1	4	70	45
Technical Colleges—						
Teachers	63	300	63	300	209	600
Others	62	26	62	26	143	68
Colleges of Further Education—						
Teachers	55	450	27	300	150	850
Others	27	20	12	11	55	55
Evening Institutes ..	—	68	—	—	—	153
Other forms of Further Education, Rural Domestic Economy, etc.	—	—	—	—	3	4
Training of Teachers—						
Teachers	11	3	11	3	28	14
Others	26	9	26	9	59	40
Teachers' Courses ..	4	—	2	—	8	—
	2,439	1,570	1,492	1,060	6,274	3,843
School Meals—						
Local Organizers	1	—	1	—	4	1
Supervisors ..	60	—	32	—	148	—
Clerical .. } Domestic, etc. }	362	526	210	302	955	1,669
Watford School of Music	3	36	3	36	3	36
Swimming Instruction	2	6	2	3	2	14
County Camp	9	2	—	—	9	2
Miscellaneous	1	2	1	—	3	10
Home Tuition	—	7	—	1	3	35
Estate Gardens ..	—	—	—	—	6	1
Vocational Guidance and Youth Employment Offices ..	11	1	6	1	39	7
Agricultural Education	—	—	—	—	21	—
School Crossing Patrols	—	42	—	45	—	109
Divisional Groundsmen	18	—	10	—	56	—
Carried forward ..	2,906	2,192	1,757	1,448	7,523	5,727

	Commission's Area		*Proposed County Borough Area*		*Total for County*	
	Whole Time	*Part Time*	*Whole Time*	*Part Time*	*Whole Time*	*Part Time*
Brought forward ..	2,906	2,192	1,757	1,448	7,523	5,727
County Workshops ..	—	—	—	—	10	—
Divisional and Area Offices	17	—	10	—	35	3
School Attendance Officers	5	—	4	—	11	—
Central Education Department	—	—	—	—	66	—
Central Purchasing ..	—	—	—	—	24	2
Total	2,928	2,192	1,771	1,448	7,669	5,732

Notes.—(1) Others—Includes, if appropriate, caretakers, cleaners, groundsmen, and unless separately specified clerical staff, boarding and domestic staff, laboratory and library staff.

(2) This table does not include the staff of the County Librarian engaged on the schools library service, but there are eight persons occupied full-time on this side of the service and a proportion of the remainder of the headquarters staff.

(ii) Two of the Divisional Education Offices listed above, those for South-West Herts. and South Herts., are in the Commission's area in Watford and Barnet respectively. Of these two, only the Watford Office is in the area of the proposed County Borough.

C. Summary of Services

(i) Premises (existing or to be provided).

FINANCIAL YEAR, 1958-59

	In Commission's Area	*In proposed County Borough*	*In Whole County*
Nursery Schools	6	2	19
Primary Schools	103	60	345
Secondary—			
Grammar and Technical	10	5	26
Bilateral	—	—	1
Modern	30	16	62
Special Schools—			
Residential—			
E.S.N.	—	—	2
Maladjusted	—	—	2
Partially Deaf	—	—	1
Day—			
E.S.N.	1	1	1
Further Education—			
Technical Colleges and School of Art	1	1	4
Further Education Colleges	2	1	8
Training Colleges	1	1	3
Schools of Music	1	1	2
County Camp	1	—	1
Divisional Offices	2	1	7
Agricultural Institute	—	—	1
Youth Employment Bureaux ..	6	3	22

(ii) Number of Pupils (in schools maintained by the County Council).

ESTIMATES FOR FINANCIAL YEAR, 1958-59

	AVERAGE.		
	In Commission's area	*In proposed County Borough*	*In Whole County*
Nursery	273	83	1,028
Primary	28,240	16,859	74,540
Secondary—			
Grammar and Technical	6,251	3,364	14,099
Modern	13,094	7,883	31,482
In Special Schools—			
Maintained by the County Council	187	125	533 (Inc. 100 from other L.E.A.s)
Maintained by other L.E.A.s..	38	13	60
Maintained by other Bodies	92	33	271
Further Education—			
(a) Student Numbers	15,044	10,981	36,169
(b) Student Hours ..	1,238,489	980,536	3,220,409
Training Colleges			321 but these are from a wide area. Cost of Training Colleges is spread by Ministry *pro rata* number of children.
Awards—Current at count made early 1958—			
University	325	166	786
Further Education Awards	101	48	277

D. Expenditure

ESTIMATES, 1958-59

	Commission's area £	*Proposed County Borough* £	*Whole County* £
Gross Expenditure less Income other than Grant	4,296,960	2,571,126	11,111,513
Government Grant	2,624,089	1,555,969	6,874,325
Net Rate-borne expenditure ..	£1,672,871	£1,015,157	£4,237,188

IV. HEALTH DEPARTMENT

A. Functions

(i) The Health Committee has as its main function to exercise the powers and duties under the National Health Service Acts, 1946-1952. It is the Health Committee required by Part II of the fourth schedule of the National Health Service Act, 1946.

The Health Committee also exercises the powers and duties of the County Council under various statutes, the chief of which can be summarized as:

(1) The Mental Deficiency Acts, 1913-1938.
(2) The Lunacy and Mental Treatment Acts, 1890-1930.
(3) Nursery and Child Minders Regulation Act, 1948.
(4) The Rivers (Prevention of Pollution) Act, 1951.
(5) Certain duties under the Food and Drugs Act, 1955.
(6) The Midwives Act, 1951.

(ii) Agency Arrangements.

In Watford Borough and Oxhey Estate the midwifery service is delegated to the West Herts. Group Hospital Management Committee who act as agents of the County Council.

There are other agency arrangements which apply throughout the County. The chief of these are:

(1) Care of the Unmarried Mother and her child. There is close liaison between the County Almoner and the Diocesan Moral Welfare Workers in providing adequate care to Unmarried Mothers and their children.

(2) Prevention of illness, care and after-care. The County Council cares for the tuberculous through joint arrangements with the Regional Hospital Boards, sharing Chest Clinic premises, paying a portion of Chest Physicians' salaries, and providing ancillary staffs at these Chest Clinics.

(3) The Medical Loan Scheme of the County Council is run on an agency basis by members of the St. John Ambulance Brigade and the British Red Cross Society.

(4) Child Guidance Service. There are joint arrangements for providing a Child Guidance Service throughout the County. These arrangements are made with the North-West Regional Hospital Board and provide for the joint use of staff and premises.

(iii) Committee.

The Health Committee is constituted as follows:

The Chairman and Vice-Chairman of the County Council *(ex officio)*.
25 other County Council members.
14 members nominated by the Hertfordshire Borough and District Councils Association.
4 members nominated by the Local Medical Committee.
1 member nominated by the Local Dental Committee.
2 members nominated by the Hertfordshire County Nursing Trust.

There are no Divisional Sub-Committees of the Health Committee.

B. Staffing

(i) General Description of Staffing Structure of the Department.

Headquarters		County Medical Officer.
		Deputy County Medical Officer.
		Principal Dental Officer.
		County Nursing Officer.
	47	Administrative, technical, and clerical staff.
Divisional staff	5	Divisional Medical Officers.
	5	Divisional Nursing Officers.
	20	Administrative and clerical staff.
Field Workers	23	Assistant County Medical Officers.
	15	Assistant Dental Officers.
	165	Domiciliary Nurses.
	92	Health Visitors.
	11	T.B. Visitors.
	5	Mental Health Social Workers.
	3	Almoners.
	4	Orthoptists.
	6	Speech Therapists.
	16	Occupation Centre Staff.
	16	Home Help Organizers.
	325	Home Helps.
	80	Day Nursery Staff.
	51	Miscellaneous staff, e.g. Lay Assistants and Dental Attendants.
Manual Workers and Domestics ..	26	

(ii) Distribution of Divisional and Branch Administrative Offices.

Although the County is divided into seven Divisions, there are only five Divisional Health Offices, at Hitchin, St. Albans, Welwyn Garden City, Hemel Hempstead, and Watford, the remaining two Divisions being administered direct from the central Health Department at County Hall. The only Divisional Offices situated in the Commission's area or the proposed County Borough area are at the Town Hall, Watford.

C. Summary of Services

The list of staff above indicates the main services provided.

(i) Premises.

The following table shows the number and types of premises where Health Services are provided throughout the County, in the Greater London Commission area, and in the Watford County Borough area.

Type of Premises	*In Commission's area*	*In proposed County Borough area*	*In Whole County*
Infant Welfare Centres ..	35	25	147
Day Nurseries	4	2	9
Approved places in 1957	240	130	470
Average daily attendance in 1957 ..	123	73	238
Occupation Centres ..	2	1	6
Children in attendance	70	43	165

(ii) **Miscellaneous Statistics for 1957.**

Total attendances at Infant Welfare Centres	210,429
Total number of dental sessions devoted to maternity and child welfare patients	287
Number of children under 5 years of age, expectant mothers, and tuberculous households visited by Health Visitors ..	79,005
Number of attendances by Health Visitors at local Health Authority clinic sessions	10,265
Number of visits paid by Home Nurses	296,691
Number of households assisted by Home Help	4,216
Number of Domiciliary Midwifery cases	4,752
Number of mental defectives in the County	855

D. Expenditure

ESTIMATES FOR 1958-59

	Commission's area	*Proposed County Borough area*	*Whole County*
Net Rate-borne:	£	£	£
Excluding Ambulance Service	149,000	89,000	372,000
Including Ambulance Service	187,000	107,000	485,000

MISCELLANEOUS COSTS

	£	s.	d.
Average gross cost per child per day in attendance at Day Nursery	1	0	1
Average gross cost per domiciliary confinement	18	1	0
Average gross cost per child per annum at the Occupation Centres	175	16	10
Average gross cost per hour for Home Help given ..		5	2

V. HIGHWAYS DEPARTMENT

A. Functions

(i) The Department exercises the County Council's functions under numerous statutes relating to highways and bridges, principally the maintenance, construction, and improvement of County roads and bridges, of public paths in rural districts and, as agents of the Minister of Transport and Civil Aviation, of trunk roads.

(ii) Claimed and Delegated Functions.

Under the provisions of the Local Government Act, 1929, the maintenance and improvement of County roads (not bridges) in their areas has been claimed by or delegated to the councils of most of the boroughs and urban districts in the County, including the following within the Commission's area:

Watford Borough (Claimed—26 miles).
Barnet Urban District (Delegated—13 miles).
Cheshunt Urban District (Claimed—12 miles).
East Barnet District (Claimed—7 miles).
Rickmansworth Urban District (Claimed—29 miles).

(iii) Committee and Sub-Committee.

The Department operates under the direction of the Highways Committee consisting of the Chairman and Vice-Chairman of the County Council *(ex officio)* and 24 other members of the Council. The Committee meet four times per year. They appoint a Sub-Committee to consider all matters connected with the Road Safety Campaign.

B. Staffing

(i) Establishment.

	Administrative, Professional, Technical, and Clerical Staff	*Roadmen*
Headquarters ..	90	—
Divisions (4) ..	40	530
Total	130	530

(ii) Divisional Administration.

The County is divided into four Highways Divisions, each in the charge of a Divisional Surveyor with an Assistant Divisional Surveyor and eight other technical and clerical officers. The Commission's area includes a substantial proportion of the Western Division and minor portions of the Central and Eastern Divisions. The proposed County Borough area is approximately half the area of the Western Division. (Staffing of the whole Western Division: A.P.T. and C.—10; Roadmen—120.) The Western Divisional Office at Watford is in the Commission's area and the proposed County Borough Area.

C. Services

(i) **Premises.**

16 Highways Depots are maintained by the County Council. Of these four are in the Commission's area and also in the proposed County Borough Area, at the Watford By-pass, Bushey; London Road, Bushey; Radlett; and Rickmansworth. There is also a depot at Hunton Bridge, not within the Commission's area but within the proposed County Borough Area.

(ii) **Mileages of Trunk and County Roads (including Claimed and Delegated).**

Class	*Commission's area*	*Proposed County Borough area*	*Whole County*
Trunk	20	13	115
Classified: Cl. I ..	42	26	173
,, Cl. II ..	36	16	167
,, Cl. III ..	45	51	463
Unclassified	77	80	663
Total	220	186	1,581

D. Expenditure

Estimates for Year, 1958–59.

	Commission's area £	*Proposed County Borough area* £	*Whole County* £
Net Rate-borne ..	93,000	78,000	520,000

VI. PLANNING DEPARTMENT.

A. Functions

(i) **The main functions of the Planning Department are exercised under:**

The Town and Country Planning Acts, 1947 to 1954.
The Town Development Act, 1952.
The New Towns Acts, 1946 and 1955.
The Building Restrictions (War-time Contraventions) Act, 1946.
The National Parks and Access to the Countryside Act, 1949 (except Part IV).

The County Council as local planning authority are responsible under Part II of the 1947 Act for the preparation and submission to the Minister of the County Development Plan for the whole of the County including Town Maps for the principal urban areas. The Plan must be reviewed at least once in each five years after the first approval.

Under Part III of the 1947 Act the County Council are also responsible for the control of development under the Act but are empowered to delegate their responsibility to a large degree to County District Councils.

(ii) Delegation to Other Authorities and Divisional Organisation.

The County Council have one of the most complete forms of delegation of planning powers in the country. Powers of development control are delegated direct to the County District Councils with no intermediate Divisional or Area Committees.

Four Divisional Planning Officers are provided by the County Council with offices in Watford, St. Alban's, Letchworth, and Hertford. These Officers are responsible for advising the County District Councils on all planning applications received and all proposals by County District Councils to exercise delegated powers, and for keeping the Statutory Registers under Section 14(5) of the Act of 1947.

In the greater part of the applications dealt with Divisional Planning Officers in making their recommendations to the County District Councils leave them free to adopt, modify, or reject the advice tendered.

Where matters of County planning policy are involved the recommendation may be marked "fundamental" by the Divisional Planning Officer and in this case the County District Council is not empowered to depart from this recommendation without either:

(*a*) converting the Divisional Planning Officer to their point of view or,

(*b*) submitting the matter to a Consultative Sub-Committee consisting of three members of the County Planning Committee and three members of the County District Council. In 1957, over the whole County, only 27 Consultative Sub-Committee meetings were called although nearly 7,000 applications were dealt with.

In the event of a Consultative Sub-Committee being unable to reach agreement on the action to be taken in any case, the case stands referred to the County Planning Committee for a decision.

In 1957 one case was so referred.

(iii) Central Office.

The County Council also maintains a central Planning Office at County Hall which co-ordinates the work of the Divisional Offices, advises on the formulation of County Planning policy, and deals centrally with a number of matters such as Green Belt control; industrial location and development; planning standards; balance of population in regard to water resources, sewerage, and other services; new towns; design in regard to landscaping, advertisements, and elevational control of buildings; tree preservation; and matters concerning listed buildings of architectural or historic interest. The central office also deals with proposals for development by the County Council (150 per annum) and major development by other statutory authorities such as overhead electricity lines, new trunk road proposals, etc. Research, survey, the preparation of the Development Plan and its quinquennial review are functions mainly dealt with at the central office.

(iv) Committee and Sub-Committee.

The functions of the Planning Department are the responsibility of the County Planning Committee consisting of the Chairman and Vice-Chairman of the County Council, *ex officio*, and 20 other members of the County Council. The Committee meets four times a year.

The County Planning Committee appoint a Development Control Sub-Committee and delegate to them power to deal with all applications and matters arising under Part III of the Act of 1947 which under the Delegation Agreement are matters for decision by the County Council or are referred to the County Council for decision.

B. Staffing

(*i*) The Central Office comprises the County Planning Officer, Deputy County Planning Officer, Assistant County Planning Officer, and four Planning Officers in charge of Sections (Survey and Development Plan, Central Areas and Research, Development Control and Design). There is also a Clerical Section under a Chief Clerk.

(*ii*) The Divisional Offices are headed by Divisional Planning Officers each supported by an Assistant Divisional Planning Officer, and other professional, technical, and clerical staff.

The Commission's area includes parts of the West, Central, and East Planning Divisions. The proposed County Borough area includes 42 per cent. of the acreage and 69 per cent. of the population of the West Division.

(*iii*) The Staff at the 1st April, 1958, was as follows:

	Professional	*Technical*	*Administrative and Clerical*	*Total*
Head Office..	22	6	11	39
Total for Divisional Offices	20	3	13	36
				75

C. Development Control and Planning

(*i*) Development Control

The following are the figures for planning applications or proposals received in 1957:

Type of Applications or Proposals	*Commission's area* *No.*	*%*	*Proposed County Borough area* *No.*	*%*	*Whole County*
Town and Country Planning Act, 1947, Sections 14 and 35 ..	2,459	39	1,298	20	6,276
Advertisements	174	40	104	24	434
New Towns Act, 1946 (Section 3 (1))	—	—	—	—	41
Ministry of Town and Country Planning Circular 100	11	48	7	30	23
	2,644	39	1,409	21	6,774

The following buildings were completed during 1957:

Type of Building	*Commission's area* *No.*	*%*	*Proposed County Borough area* *No.*	*%*	*Whole County*
Houses—Local Authority	872	34	581	22	2,595
Private	1,343	36	741	20	3,731
L.C.C.	24	100	—	—	24
New Towns	—	—	—	—	2,850
Industrial floor space (in sq. ft.)	698,176*	42*	541,537*	32*	1,693,398
Commercial floor space (in sq. ft.)	83,417	32	52,304	20	261,492
Schools—Primary	2	22	1	11	9
Secondary	2	33	2	33	6

* Almost wholly consisting of extensions for existing firms on their present sites.

(ii) Survey and Development Plan

Nineteen Town Maps have been prepared throughout the whole County and these include Watford Borough, all the Urban Districts in the Commission's area, and also Boreham Wood (part of the Elstree Rural District). No other Town Maps are necessary in the areas. The Minister of Housing and Local Government has indicated that he will not accept a Town Map for Radlett.

Detailed central area surveys and redevelopment plans have been prepared by the County Planning Department, in co-operation with County District Council Officers, for the central areas of Watford and Rickmansworth and a good deal of work will continue to be required from time to time on the preparation of comprehensive development area proposals for parts of each of these central areas. Such proposals cannot be prepared until acquisition of the property is imminent. Detailed plans will be required also in due course for the central areas of Barnet, East Barnet, Bushey, Boreham Wood, and Cheshunt. Detailed layout plans have also been prepared for the development of new residential neighbourhood estates such as those at Mill End and Maple Cross, Rickmansworth, including, in the first one, proposals for the redevelopment of the older area.

D. Expenditure

ESTIMATES FOR 1958–59

	Commission's area £	*Proposed County Borough area* £	*Whole County* £
Net Rate-borne	30,800	19,500	86,400

VII. WELFARE DEPARTMENT

A. Functions

(*i*) The main functions of the Welfare Department are exercised under the provisions of the National Assistance Act, 1948 (Part III):

(*a*) (1) Provision of residential accommodation for persons who by reason of age, infirmity, or other circumstances are in need of care and attention not otherwise available to them. (Sec. 21 (1) (*a*).)

This includes the management and general control of all Homes provided by the County Council. Also arrangements with voluntary bodies, etc., providing similar Homes for the reception of persons ordinarily resident in the County, and financial assistance towards their maintenance therein.

(2) Provision of temporary residential accommodation for persons in urgent need. (Sec. 21(1) (*b*).)

(*b*) Provision of general Welfare Services for:

(1) Blind and Partially Sighted persons. (Section 29).

These mandatory services are provided under a scheme approved by the Minister of Health in 1949 and include:

General domiciliary and social welfare services, visiting, teaching of Braille and Moon, and handicrafts;
Ascertainment and certification and registration of the Blind and Partially Sighted;
Services for Homeworkers engaged in remunerative work in their own homes;
Employment in Special Workshops;
Library Services;
Placement in open industry, etc.
Liaison with and payment of grants to voluntary bodies providing welfare services for the Blind.

(2) Deaf or Dumb and Hard of Hearing. (Section 29).

These services are permissive and are provided under a scheme approved by the Minister of Health in 1953 and cover a wide range of general and social welfare services.

(3) Other classes of permanently and substantially handicapped persons.

These services are permissive and are covered by a scheme approved by the Minister of Health in 1957. At the present time the scheme is largely in an exploratory stage and is being developed gradually.

(*c*) Financial assistance to Voluntary Bodies (other than approved agents).

Grants of a capital nature are made under Section 31 to voluntary bodies towards the cost of setting up clubs for old people, provision of special centres, Meals on Wheels Services, etc.

Annual grants are made under Section 136 of Local Government Act, 1948, to Hertfordshire Old People's Welfare Council, a voluntary body providing advisory and co-ordinating services in respect of the welfare of all old people throughout the County. There is a close co-operation and liaison with this body. The Welfare Committee are represented on the Council and the Chief Welfare Officer is a member of their Executive Committee.

(d) Registration and Inspection of Homes for Old and Disabled Persons run by voluntary organizations and private persons. (Section 37, etc.)

(e) Registration of Charities for Disabled Persons. (Section 41.)

(f) Reception Centres for persons without a settled way of living. (Section 17.)

The County Council provide and maintain Reception Centres as agents for the National Assistance Board.

(g) Hospital Beds for Chronic Sick.

(1) At Western House, Ware, there is a Chronic Sick Hospital Block of 119 beds, of which the Regional Hospital Board retains the right of user under Schedule VI of the National Assistance Act, 1948.

(2) At Welfield, Hatfield, there are twenty chronic sick beds under similar conditions.

The County Council administer these units with their Homes generally as agents of the respective Regional Hospital Boards.

(h) Housing accommodation for Old People, Grouped Dwellings erected by Housing Authorities.

The County Council have recently approved the general principle of granting financial assistance under Section 126 of the Local Government Act, 1948, on terms to be agreed in each case, towards the approved costs incurred by housing authorities in the provision of Welfare facilities in Housing Schemes specially for old people.

(ii) None of the above functions are delegated to Borough and District Councils.

(iii) **Committees and Sub-Committees.**

(a) Welfare Committee.

The functions of the County Council under the National Assistance Act, 1948 (except Section 41—Local Licences Committee), are administered by the Welfare Committee set up by the County Council under the Third Schedule of the National Assistance Act.

This Committee consists of:

The Chairman and Vice-Chairman of the County Council *(ex officio)*.
16 other members of the County Council.
7 members nominated by the Hertfordshire Borough and District Councils Association.
1 Non-Council member having experience in the Welfare of the Blind.
1 Non-Council member having experience with Handicapped Persons other than the Blind.
2 Non-Council members having experience with Welfare of the Aged and Infirm.

(b) Delegation of functions to Sub-Committees.

The Welfare Committee appoint Management Committees for the various Homes. Some of these Committees manage several Homes, where they are within reasonable distance of each other.

The general constitution of the Management Committees is: Not less than eight members (with the addition of the Chairman and Vice-Chairman of the Welfare

Committee, *ex officio*), of whom at least three shall be members of the County Council or of the Welfare Committee. Where possible at least one member is a member of the Welfare Committee.

There are at present 10 of these Management Committees and they are authorized to exercise general powers of management and superintendence of their Homes and to expend such sums upon maintaining them and the residents therein, including provisions, stores, and equipment, as may be necessary, within the estimates approved by the Welfare Committee and confirmed by the Council.

(iv) **Agency Arrangements.**

(a) Welfare of the Blind.

(1) Hertfordshire Society for the Blind.—The day-to-day general work in connection with the Blind is carried out through the Hertfordshire Society for the Blind, a voluntary organization, who have for many years acted as the County Council's agents. This arrangement works very well and economically. There is close liaison between the Society and the Welfare Department and the County Council have four representatives on the Society's Executive Committee. An officer of the Department also attends the Society's meetings as liaison officer. The County Council bear the full cost of the Home Teaching Service and have been paying the Society £1,000 per annum towards their administrative expenses.

(2) Homeworkers' Scheme.—The Homeworkers are supervised by the Royal London Society for the Blind as the Council's agents. They carry out the general scheme for a number of local authorities north of the Thames.

"Capitation Grants" are paid by the County Council, who also bear the cost of augmentation of wages and other expenses.

Several Homeworkers are attached to the National Library for the Blind, where a similar arrangement exists.

(3) Workshop Employees.—The County Council have no workshops of their own but suitable Hertfordshire cases are placed in several London workshops and are paid supplementation of wages by the County Council. These cases are supervised by several voluntary bodies (who run the workshops), as agents for the County Council.

(4) Library facilities.—The National Library for the Blind provide facilities for over 100 blind persons in the County. A *per capita* grant of £2 10*s*. per annum is paid to the Library for each approved registered reader.

(5) "Placement" Services.—The County Council employ and pay the National Institute for the Blind to carry out "placement" work in regard to Blind persons suitable for employment in open industry.

(b) Welfare of the Born Deaf.

The welfare work for the born deaf, which is of a very specialized nature, is carried out as agents for the County Council by the St. Albans Diocesan Mission for the Deaf, a long-established voluntary body who employ whole-time paid staff. This body covers the counties of Hertfordshire and Bedfordshire. They receive a lump sum grant of £500 per annum from the County Council, plus a *per capita* payment for each registered adult and child. The present cost is approximately £1,600 per annum. The County Council are represented on the Executive Committee of the Mission and an officer of the Department attends the meetings for liaison purposes.

(c) Welfare of the Hard of Hearing.

The welfare work for this class of handicapped is carried out as agents by the Hertfordshire League for the Hard of Hearing. Periodical grants are made by the County Council varying according to need. This body works through local Groups around the County. No paid staff is employed. The County Council are represented on the Executive Committee and an officer of the Department attends their meetings.

B. Staffing

(i) The Headquarters staff consists of the Chief Welfare Officer, his deputy, an assistant, a committee and senior clerk and seven clerks and shorthand typists. A Families' Welfare Officer with an assistant, attached to the Clerk's Department, divide their time between the Welfare, Children's, and Health departments' duties. Provision has been made for strengthening the staff with the development of the scheme for the Welfare of the Handicapped.

In addition to the normal welfare work, the Department is responsible for collections from liable relatives of children chargeable to the County Council on behalf of the Children's Committee and in respect of various services on behalf of the Education Committee.

(ii) The County is divided into seven Divisions, each in charge of a Divisional Welfare Officer (A.P.T. III).

In addition to normal welfare work the Divisional Welfare Officers also act as "Duly Authorized Officers" for the purposes of carrying out the statutory duties under the Lunacy and Mental Treatment Acts. They also act as the Local Collectors in their respective areas for the purposes of collections from liable relatives of chargeable children and the Education services for which the Department is generally responsible on behalf of the respective committees. This involves ascertainment of financial circumstances of parents, etc., actual collections, and court work in regard to obtaining Orders for maintenance, arrears, etc. It is roughly estimated that, taking the County as a whole, something like 40 per cent. of the time of the Divisional staffs is spent on these extraneous duties.

(iii) Blind Welfare.—In addition to the staff provided by the Hertfordshire Society for the Blind (i.e. Secretary, Assistant, and part-time clerk), eight Home Teachers (A.P.T. I) are appointed and paid by the County Council and seconded to the Society for work throughout the County.

(iv) Staffs employed in Homes, etc.—The total number of staff of all classes employed in the Residential Homes or under the control of the Department at the present time is approximately 360 (including about 150 part-time).

(v) The Commission's area includes the whole of the South-West Herts. Division and its Divisional Office at Watford (three staff), the whole of the South Herts.

Division and its Divisional Office at Barnet (two staff), and minor parts of three other Divisions.

The proposed County Borough area coincides with the South-West Herts. Division.

C. Summary of Services Provided

(i) Premises.

(a) Residential Accommodation for Aged and Infirm.

The following establishments are provided for the County as a whole and not specifically for their own localities, although suitable cases from their own localities are admitted as and when possible. Some cases being unsuited for admission to certain Homes are consequently admitted to other, and generally larger, Homes from anywhere in the County.

ESTIMATES FOR 1958–59

		Percentage of total beds for whole County.	
Home	*Number of Beds*	*In Commission's area in Hertfordshire and Middlesex* %	*In proposed County Borough area* %
Russells, Watford	66 (mixed)	24·3	13
Tredinnock, Radlett	30 (women)		
Beechfield, Watford	34 (mixed)		
The Cedars, Barnet	38 (mixed)		
Greenhill, Barnet (situated in Middlesex)	38 (mixed)		
Wilton House, Shenley	31 (mixed)		
*Waverley Lodge, St. Albans	142 (mixed)		
Vesta Lodge, St. Albans	42 (mixed)		
Welfield, Hatfield	55 (women)		
Western House, Ware	185 (mixed)		
Heathfield, Hertford Heath	28 (mixed)		
Elmhurst, Bishop's Stortford	42 (mixed)		
Whitney Wood, Stevenage	33 (mixed)		
Ladybarn, Letchworth	21 (women)		
Heath Lodge, Royston	55 (men)		
Adeyfield, Hemel Hempstead	60 (mixed)		
*St. Paul's Hospital, Hemel Hempstead	75 (mixed)		

975 = 1·3 beds per 1,000 of mid-1957 population of whole County.

* Premises belonging to Regional Hospital Board, where Part III beds retained under Schedule VI of National Assistance Act, 1948, and likely to continue for protracted period.

The County Council have submitted to the Ministry of Health for approval schemes for the erection of a new Home at Bushey (68 beds) and for a new Home at Boreham Wood (59 beds).

(b) Temporary Residential Accommodation for Persons in urgent need.

	Accommodation	
Northchurch Hostel, Berkhamsted ..	12 units	
Heath Lodge, Royston	26 units	
Separate houses	20 units	(7 in Commission's area, and also the proposed County Borough area.)
	58 units	

(ii) **Statistics.**

(a) At May, 1958, 900 persons were being provided with residential accommodation in the County. Of these, 269 or 30 per cent. were from the Commission's area and 153 or 17 per cent. from the proposed County Borough area.

Approximately 50 per cent. of the cases on the current waiting lists for admission to Homes are from the Commission's area and approximately 30 per cent. from the proposed County Borough area.

(b) Blind.

	In Commission's area	%	*In proposed County Borough area*	%	*In Whole County*
Certified Blind	500	(38)	332	(25)	1,300
Partially Sighted	68	(34)	48	(25)	200
Homeworkers	13	(56)	9	(39)	23
Workshop Employees ..	7	(70)	4	(40)	10
National Library Readers ..	53	(50)	42	(38)	110

(c) Deaf or Dumb.

	In Commission's area	%	*In proposed County Borough area*	%	*In Whole County*
Adults	91	(40)	64	(28)	224
Children	30	(40)	22	(30)	74

(d) Registered private and voluntary Homes for the Aged and Infirm.

In Commission's area	*In proposed County Borough area*	*In Whole County*
16 Homes, with 254 beds.	10 Homes, with 157 beds.	32 Homes, with 574 beds.

D. Expenditure

ESTIMATES FOR 1958–59

	Commission's area	*Cases from proposed County Borough area*	*Whole County*
	£	£	£
Net Rate-borne	73,900	41,400	264,400

The estimated average cost per resident per week for 1958–59 in Homes provided by the County Council for aged and infirm persons is £6 11*s.* 8*d.* per week, including capital charges.

COUNTY HALL,
HERTFORD.

NEVILLE MOON,
Clerk of the County Council.

July, 1958.

Evidence Submitted by the Watford Borough Council

INDEX

Page No.

1. PRELIMINARY 385

2. DESCRIPTION OF THE BOROUGH OF WATFORD 385

3. SOUTH-WEST HERTFORDSHIRE:

(a) Description 385
(b) Proposals to Local Government Boundary Commission .. 386
(c) Subsequent negotiations regarding Borough of Watford and Watford Rural District 386

4. BOROUGH COUNCIL'S OBSERVATIONS ON LOCAL GOVERNMENT STRUCTURE IN SOUTH-WEST HERTFORDSHIRE .. 387

I Separation from London 390
II Community of Interest 391
III Strength of Combined Area 394
IV Effect on the County of Hertford 395
V Consultation with the other Local Authorities 395

5. SPECIFIC LOCAL GOVERNMENT SERVICES:

Education 396
Youth Employment Service 400

Environmental Health:
The Public Health Department 400
Baths, Wash-houses and Bathing Places 401
Refuse Collection and Disposal 402
Sewerage and Sewage Disposal 403
Drainage of Trade Premises 404
Street Cleansing 404
Burial Grounds and Cemeteries 405
Crematoria 405
Parks and Open Spaces 406
Other Environmental Health Services 408

Page No.

Housing:

Provision of Houses 409
Slum Clearance 411
Assistance to other bodies or persons 411
Regulation of buildings and Byelaws 412

Personal Health and Welfare:

National Health Service Acts 412
Ambulance Service 413
Mental Health Services 414
National Assistance Acts 414
Care of Children 416
Registration of Nurseries and Child Minders 416
Notification of Infectious Diseases 416
Health Education 417

Town and Country Planning 417
National Parks and Access to the Countryside Act, 1949 .. 419

Traffic:

Construction, etc., of roads 419
Construction, etc., of bridges 421
Street lighting 421
Naming of streets and numbering of houses 422
Parking places 422
Bus Shelters 422
Private Street Works 422
Road Safety 423

Public Libraries 423

APPENDIX 1 Population and Employment figures 425

APPENDIX 2 Totals and categories of employment 426

APPENDIX 3 Organisations and Societies 427

APPENDIX 4 Population and rateable value of county boroughs .. 428

APPENDIX 5 Population and rateable value of counties 430

* MAPS Nos. 1 and 2

*—Not reproduced in this publication.

1. PRELIMINARY

The Borough Council welcome the opportunity of submitting evidence on the matters falling within the Commission's terms of reference.

The Council desire respectfully to bring to the attention of the Commission certain views which they hold on the reorganisation of local government in South-West Hertfordshire, of which the Borough forms part. In the light of those views, they go on to deal with the specific matters to which reference is made in the letter dated 17th February, 1958, addressed to the Mayor by the Chairman of the Commission.

2. DESCRIPTION OF THE BOROUGH OF WATFORD

The Borough of Watford is a non-county borough with a population of 73,050, being the largest town in the County of Hertford, situate 21 miles by road from the town of Hertford, the seat of the County Council administration. The area of the Borough is 5, 275 acres and the rateable value at 1st April, 1958, was £1,403,000. The general rate poundage for the year 1958/59 is 19/6d. and the estimated product of a penny rate is £5,800.

The Borough, which was incorporated in 1922, is a thriving area, popularly reputed to be the third most prosperous town in England. It has a considerable variety of important industries, particularly printing and photogravure, engineering and brewing, and it is becoming increasingly popular as a centre for head or divisional offices of large insurance companies, building societies and other commercial concerns, including nationalised industries. The Borough's convenience as an industrial and commercial centre is enhanced by the fact that Watford Junction station, an important station for goods and passenger traffic, lies on the main line from Euston to the north, and the forthcoming electrification of the main line will be a further advantage. The Borough has a first-class shopping centre, recognised as being the main shopping centre for the whole of South West Hertfordshire. It is also a desirable residential area for all income groups, well catered for by local government and public utility services, social and cultural activities, and entertainment and recreational facilities.

3. SOUTH-WEST HERTFORDSHIRE

(a) Description.

The Borough is surrounded by the Urban District of Bushey, the Urban District of Rickmansworth and the Rural District of Watford, the last-named being in three detached portions. The area comprising the Borough, the Urban Districts of Bushey and Rickmansworth and the Rural District of Watford, with the addition of the Urban District of Chorleywood, is known generally as "South-West Hertfordshire" and, as reference will be made later, this area forms one unit not only for very many matters of administration but also for commercial and social activities.

The population, area and rateable value of each of the five districts, and also of the County of Hertford, are as follows:

District	*Population* (Registrar General's Estimate mid-1957)	*Area* (Acres)	*Rateable Value* (1st April, 1958)
			£
Borough of Watford	73,050	5,275	1,403,000
Urban District of Bushey	18,320	3,865	291,000
Urban District of Chorleywood	6,110	2,053	113,000
Urban District of Rickmansworth ..	27,250	7,639	528,000
Rural District of Watford	54,230	18,179	716,000
Parish of Abbots Langley	*15,000*	*5,559*	*196,000*
Parish of Aldenham	*11,500*	*5,842*	*195,000*
Parish of Sarratt	*2,750*	*4,587*	*29,000*
Parish of Watford Rural	*25,000*	*2,191*	*296,000*
	178,960	37,011	£3,051,000
County of Hertford	739,800	404,523	£10,730,000

The whole area of South-West Hertfordshire falls within the terms of reference of the Royal Commission, with the exception of the parishes of Abbots Langley and Sarratt and a very small portion of the parish of Aldenham, all in the Watford Rural District.

The Commission may find it helpful to refer to *Map No.* 1.*

(b) Proposals to Local Government Boundary Commission.

Following upon the setting up of the Local Government Boundary Commission in 1945, consideration was given by the five local authorities to a proposal that their respective areas should be amalgamated and form one County Borough. This proposal was the subject of discussions between representatives of the five authorities, and, in due course, a proposal was made to the Boundary Commission by the Watford Borough Council providing for such amalgamation and for the granting of county borough status to the amalgamated area. The Urban District Council of Chorleywood and the Rural District Council of Watford made identical applications to the Boundary Commission. The Bushey Urban District Council were for a time hesitant about supporting or opposing this proposal, but ultimately they intimated that they did not wish to accept the invitation of the Borough Council to participate. The Urban District Council of Rickmansworth, by a majority resolution, also decided not to accept the invitation to join in the proposal.

An investigation of the proposal was carried out by a Commissioner, but no decision was made before the Boundary Commission was dissolved in 1949.

(c) Subsequent negotiations regarding Borough of Watford and Watford Rural District.

In 1951 discussions took place between the Clerk of the County Council and the Town Clerk of Watford which indicated that the Clerk of the County Council would have been prepared to recommend to his Council that the Parish of Watford Rural should be transferred to the Borough largely owing to the existence of the large

---

*—Not reproduced in this publication.

London County Council Estate and the problems which it raised. The Borough Council felt that, whilst such a transfer would be desirable, the Borough should at the same time be given the opportunity of including also a portion of the Parish of Abbots Langley, in particular land at Abbot Garden and Hillside within the Parish which had been acquired by the Borough Council for their own Council housing development. The Borough Council applied to the County Council for an adjustment of boundaries accordingly, but the County Council decided to await a general county review. The Watford Rural District Council stated that they resisted in principle any proposal for the partition of the Rural District. They preferred the Rural District to remain as at present, but appreciated that circumstances could arise which would warrant consideration of boundary alterations, in which case they would be willing to discuss with the Borough Council a possible alternative to the proposal then under consideration.

In 1954, the Watford Rural District Council approached the Borough Council with a suggestion that the merits of amalgamating the Borough and the Rural District should be investigated. Several meetings took place between representatives of the two Councils and in 1957 Mr. Stanley Hill, of Messrs. Arthur Collins and Company, Financial Consultants, presented a report on behalf of the two authorities. The report is lengthy, but copies will be made available to the Commission if they so desire. Shortly Mr. Hill reported favourably upon an amalgamation of the two authorities, the following being an extract from his conclusions:

> "There is no doubt at all in my mind that the amalgamation of the Borough and the Rural District has very definite merits. It would be a strong viable unit of local government. The area could be economically and effectively administered because it would be a cohesive unit with a convenient centre of administration. Significant economies should be attainable. The rate burden would be relieved to a modest extent, though this depends in some measure on the future of the grants system. Considered in total these are significant merits."

The two Councils having separately considered the report, a meeting of representatives was again held when the Borough Council representatives expressed themselves in favour of amalgamation. The Rural District Council representatives expressed the view that so far as the District Council was concerned the report "was of little value" and that they could not agree to the conclusions of the report. This attitude was later accepted by the Rural District Council.

4. BOROUGH COUNCIL'S OBSERVATIONS ON LOCAL GOVERNMENT STRUCTURE IN SOUTH-WEST HERTFORDSHIRE

The Council consider that there is a real need for changes in the local government structure and the distribution of local authority functions in the area of South-West Hertfordshire.

The Council have noted and entirely concur in the following comment contained in paragraph 3 of the Minority Report by Mr. E. Haviland Hiley, C.B.E., and Mr. G. J. Talbot, K.C., two of the Commissioners appointed in 1921 to enquire into Local Government in Greater London, in which they summarise the advantages of unified administration:

> "(i) Subject to necessary limitations of size, one continuous homogeneous urban area is best administered as one; unnecessary multiplication of administrative

Councils, offices, and officials, is avoided; uniformity of policy on questions which are the same over the whole area is obtained; and they are dealt with by one Council and one set of officials, representing and responsible for the whole, instead of being the subject of negotiation and occasionally of litigation between independent Authorities.

(ii) The burden of administering the whole is equally distributed over the whole, so that all those whose local interests are, broadly speaking, the same contribute equally according to their capacity to the common expenditure."

At the present time there are five separate county districts and the county council carrying out local authority functions within the area, the county districts ranging in population from as low as 6,000 to as high as 73,000, comprising one non-county borough, three urban district's and one rural district, the last-mentioned divided into three detached portions. There is such a continuity of development and such a community of interest between the districts comprising this area that there can be no justification for retaining local government administration in the hands of six separate local authorities. Furthermore, the Council consider that the area would be better served by the substitution of the one-tier form of local government for the two-tier system which at present exists, and that functions at present administered for the area, in common with the remainder of the county, by the Hertfordshire County Council would be more effectively and conveniently administered for this area by one all-purpose authority.

In the opinion of the Council, the area of South-West Hertfordshire has adequate population and financial resources, is sufficiently separate from both London and the remainder of Hertfordshire, and has such common interests within its area, as to warrant the creation of a county borough for the area.

Whilst appreciating that the two-tier form of local government is necessary for certain areas, the Council consider that, wherever possible, one body only of elected representatives should be accountable to the electorate for all local government services and that the authority reponsible for raising the revenue should be responsible for its spending. The County Council are at present responsible for carrying out many of the most important local government functions, including such personal services as health, welfare and education, and are responsible for spending approximately two-thirds of the total rate levied over the area, and the Council's view is that the interests of democratic "local" government are not best served by this system. The County of Hertford is such a large area to administer, covering so many districts with such a diversity of problems and so little common interest, that the County Council have become a large impersonal body, remote from and with no direct contact with the ratepayer, who looks primarily to his local Council (to whom he pays the rates) and the local Councillors and officials. Despite the scope of the County Council services, affecting in so many aspects the day-to-day life of the average citizen, and despite the large amount of money which the County Council spends on his behalf, he has little or no interest in County government. This apathy may be illustrated by the fact that on the occasion of the County Council Elections in Watford in 1955 only four seats out of a total of seven were contested and the highest percentage vote in any division was only 42%. In the Municipal Elections held in the same year, all the 11 wards were contested and the highest percentage vote was as much as 60%. In the 1958 County Council Elections, only two seats in the Borough were contested, the percentage votes being 44% and 35% respectively, and over the whole County 21 seats out of a total of 66 were uncontested. In the Municipal Elections held only one month later all the wards were again contested (there being three-cornered contests in seven of the 11 wards) and the highest percentage vote was 56%, despite the bus strike.

Difficulty has also been found in securing candidates to stand for election to the Hertfordshire County Council, owing to the distances they have to travel to County Hall and the relatively large number of matters with which they have to deal which do not concern the area they represent.

Whilst it is true that the administration of certain county council functions is carried out on behalf of the Hertfordshire County Council by the Watford Borough Council and other district councils in the area by a limited degree of delegation, such delegation is unsatisfactory in principle and in practice. The Council consider that powers should be conferred directly upon the authority actually administering the service and should be exercised as of right.

The Council also consider that the area of South-West Hertfordshire is sufficiently distinct and separate from the remainder of the area within the terms of reference of the Commission as to warrant consideration on its own and not to require overall co-ordination with other parts of Greater London. The Council appreciate, of course, that there may be some services which should be co-ordinated or administered in common over a larger area than that of South-West Hertfordshire, but they are few and exceptional and could be dealt with by special arrangement, such as joint schemes or the appointment of joint boards or joint committees. For instance, the matter of sewage disposal has already been dealt with by the creation of the Colne Valley Sewerage Board, which includes amongst its constituent members all the county districts in South West Hertfordshire and districts much further afield.

The Council request the Commission earnestly to consider their suggestion for the amalgamation into one local government unit of the whole or the most part of the area comprising the Borough of Watford, the Urban Districts of Bushey, Chorleywood and Rickmansworth and the Rural District of Watford, and would strongly urge that the Commission should not leave in this area a number of small authorities with the present limited powers of county districts. They appreciate that the two parishes of Abbots Langley and Sarratt in the Watford Rural District are not included within the Commission's express terms of reference, but they feel that their future (particularly that of the Parish of Abbots Langley which includes in its area two substantial housing estates owned by the Borough Council) is bound up to a considerable extent with the future of the remainder of the area and they have therefore been included within the Council's proposal.

The Council also appreciate that their proposal may be criticised on the grounds that it includes within the area of a proposed county borough a large area of mainly rural character. On the other hand, if this rural area had been excluded from the Council's proposal, criticism might have been levelled on the grounds that it was unfair to withdraw from the County Council the relatively large urban resources and leave them with the burden of the rural area. Furthermore, the Council appreciate that there is obviously room for boundary adjustment.

The Council's more detailed observations on their proposal are now set out under the following headings, and the Council would appreciate an opportunity at a later stage of enlarging upon their views and evidence, and of dealing fully with the financial aspects:

I. Separation from London.
II. Community of interest.
III. Strength of combined area.
IV. Effect on the County of Hertford.
V. Consultation with the other local authorities.

I. SEPARATION FROM LONDON

The area of South-West Hertfordshire is sufficiently distinct and separate from the remainder of the area within the terms of reference of the Royal Commission to warrant consideration on its own and not to require overall co-ordination with Greater London. The following points are brought to the attention of the Commission in support of this contention:

(a) The South-West Hertfordshire area is in no sense "suburbia". It looks to London for very little and in almost all respects it is a self-contained community. It is self-sufficient for shops and market. It is self-sufficient for social activities, and offers extensive facilities for entertainment and sport. The Borough itself exhibits a good civic consciousness in the nature of a provincial town and there is a very material difference in social atmosphere between living in Watford and living in one of the outer London suburbs.

(b) The other parts of South-West Hertfordshire are associated far more closely with Watford than adjoining areas in Middlesex.

(c) Employment figures do not support any contention that South-West Hertfordshire is bound up with London. *Appendix* 1 contains figures extracted from the "Report on Usual Residence and Work Place" arising out of the census of 1951 issued by the General Register Office and these figures clearly indicate that the proportion of residents of the Borough and of the other districts in South West Hertfordshire who work in London or Middlesex is relatively small and that the great majority of people who live within the area find their employment within some part of the area. The day-population of the Borough is, in fact, higher than the normal resident population, due mainly to an influx of workers during the day-time from the adjoining areas in South-West Hertfordshire. The census figures show that of the enumerated occupied population living in the Borough of Watford, only 9% work in London, whereas for example in Ruislip-Norwthood the comparable figure is 31%, in Harrow 32%, and in Hendon 39%, and in Essex 37% for Ilford and 27% for Romford. These figures clearly support the contention that Watford is in no sense a dormitory area for London. Unfortunately, figures more recent than the 1951 census are not available, but a summary of persons employed in Watford and the other districts in South-West Hertfordshire in 1951 and 1956 respectively, as set out in *Appendix* 2, clearly indicates a rising figure of employment within the area. Some of this increase in employment in the area is undoubtedly due to the presence of the London County Council Housing Estate in Oxhey which was only partially completed at the time of the 1951 census.

(d) It is the firm policy of the Ministry of Housing and Local Government that South West Hertfordshire shall not accommodate industry from London, and this principle is applied in considering planning applications generally throughout the area, and was imposed by the Ministry in relation to a new Corporation-owned industrial estate.

(e) The whole area is situate within the area of the Eastern Electricity Board (and not the London Electricity Board) and by far the greater part of the area is situate within the Watford Division. The whole area is also situate within the area of the Eastern Gas Board, except for a small part of Bushey which is within the area of the North Thames Gas Board.

(f) The area (except Bushey) was in the Eastern Region (not London Region) for Civil Defence services and fire services in the last war, forming one area on its own, known as Area No. 7.

(g) Under the regional organisation of the Ministry of Housing and Local Government and certain other Government Departments the whole area (with the exception of Bushey) is in Eastern Region and not London Region.

(h) The only real indication that the area is near London is the presence of London Transport Executive electric train and bus services, and even then almost all the bus services are part of the "country bus" network which spreads far beyond the London area. In fact, there are only two "red" (London) bus services operated in Watford, and one of these is only a fringe service with its other terminus at Ruislip. The local routes are designed with Watford as a focal point (see *Map No.* 2). *

(i) The Greater London Plan (the Abercrombie Plan) recommended that for planning purposes Watford, Rickmansworth, Kings Langley, Abbots Langley and Bushey should be considered together and that proposals should be drawn up for them regardless of local government boundaries.

(j) For the purposes of the 1951 census, the only part of the area included within the "Greater London Conurbation" was Bushey.

II. COMMUNITY OF INTEREST

The Borough and the remaining county districts in South-West Hertfordshire have a very strong community of interest, not only in local government but also in the social, commercial and industrial spheres. The following examples are indicative of this strong community of interest throughout the area—

(a) Local Government functions

(i) Education.

The boundaries of the South-West Hertfordshire Divisional Executive for Education coincide with those of the area. The administrative offices of the Divisional Executive are in the Borough almost adjacent to the Town Hall.

(ii) Part III Health Services.

The area forms a separate division. The Medical Officer of Health for the Borough of Watford is also part-time Divisional Medical Officer of the County Council, and the divisional administration is carried out from the Health Offices in the Town Hall.

(iii) Town Planning.

The area is all included in the one division which also extends to a further portion of the county. The offices of the Divisional Planning Officer are in Watford.

(iv) Police.

The area forms a division (except the part within the Metropolitan Police District), and the Chief Superintendent of the Division is stationed in Watford.

(v) Fire Brigade.

The Officer-in-charge of the main fire station, which is in the Borough, is responsible operationally for the whole area. It is also proposed to erect a new main fire station in the Borough near its boundary with Rickmansworth.

(vi) Ambulance.

The ambulance service follows the same pattern as the fire brigade. The main ambulance station for the whole area is in the Borough and a new main ambulance station will be combined with the new fire station.

*—Not reproduced in this publication.

(vii) Welfare.

The area forms a separate division under a Divisional Welfare Officer whose offices are in the Borough.

(viii) Registration of Births, Marriages and Deaths.

The area comprises one separate district known as the Watford Registration District under a Superintendent Registrar whose office is in the Borough.

(ix) Mortuary.

A mortuary and post-mortem room are provided at Shrodells Hospital in the Borough for the reception of the bodies of persons dying in any part of the area.

(x) Previously the area was administered as one unit for the purposes of the Guardians Committee and the Watford Assessment Committee and the five local authorities were the constituent members of the former Watford and District Joint Isolation Hospital Board. All five authorities were also constituent members of the former Mid-West Hertfordshire Joint Planning Committee.

(b) South-West Hertfordshire constitutes one area for the following matters

(i) Watford Petty Sessional Court.

Situate within the Borough.

(ii) Coroner's District.

The Coroner's offices are in the Borough.

(iii) Local Valuation Panel.

Watford Division.

(iv) Parliamentary.

The area forms two Parliamentary constituencies, and the Conservative Party and the Labour Party have their headquarters for both constituencies in Watford. The Borough of Watford forms one constituency, and the remaining area of South-West Hertfordshire, an outer circle round the Borough, comprises the other constituency.

(v) Employment Exchanges.

Two employment exchanges cover the area, one situate in Watford for Watford, Bushey and the Watford Rural District, and one in Rickmansworth for Rickmansworth and Chorleywood. The Manager at Watford is the Group Manager for the whole.

(vi) Government Offices.

The local offices of the Ministry of Pensions and National Insurance and the National Assistance Board are situate in Watford and cover the whole area, except Rickmansworth, plus a small area outside.

(vii) Post Office.

The whole area is included within the Watford postal area.

(c) The Borough and the other districts in South-West Hertfordshire are also in combination with each other and other districts outside London for the following matters

(i) Sewage disposal.

Colne Valley Sewerage Board.

(ii) Crematorium.

West Herts. Crematorium Joint Committee.

(iii) Hospitals.

The whole area is within that of the West Herts. Group Hospital Management Committee. So far as general hospitals are concerned, the area is served by the Peace Memorial Hospital and Shrodells Hospital in Watford and the Cottage Hospital in Bushey.

(iv) Fuel Office.

The area of the Fuel Overseer, whose offices are in Watford and who is employed by the Watford Borough Council on behalf of the Ministry of Power, includes the whole of South-West Hertfordshire.

(d) **Examples of the considerable number of voluntary organisations which are centred on Watford but cater for the whole or the greater part of South-West Hertfordshire are set out in Appendix 3.**

(e) **Shopping and recreation**—Watford is the main shopping and amusement centre for the area, providing shops (including most of the main "multiples"), the only general market, the only cattle market, the only repertory theatre, six of the eight cinemas, the only league football team, the only greyhound racing track, etc., and caters for a wide variety of sports in its extensive parks and open spaces. The general market, owned by the Council, provides 280 stalls under cover and is very extensively patronised by customers from the whole area. Owing to the heavy demand, a third day of opening was added in 1952.

(f) **Employment and Industry**—there is very considerable interchange of employment between the five local authority areas, with the Borough again as the focal point (see *Appendix* 1). One very large printing firm in the Borough has, through its own Housing Association, provided a housing estate for its employees in Croxley Green in the Rickmansworth Urban District, and also participated in arrangements made by another Housing Association for houses erected in Bushey.

The Watford and District Manufacturer's Association draws its membership from the manufacturers in the whole area. Similarly, from the point of view of employees, the Watford Trades Council covers the whole area. The secretaries of both these organisations have their offices in Watford.

(g) **Transport**—there are excellent public transport facilities and road linkage between the five areas, with Watford as the focal point (see *Maps Nos.* 1 *and* 2).*

(h) **Local Newspapers**—*The West Herts. and Watford Observer* and *The West Herts. Post*, both published in Watford, are recognised as the local newspapers for the whole area.

(i) **There is substantial continuity of development**—(see *Map No.* 1).*

(j) **Various local authority facilities are provided by the Watford Borough Council, at substantial cost to the Borough ratepayers, which are available to the residents of the remaining parts of the area without differentiation. The following are instances:**

(i) Libraries.

The Borough Council allow free use of their public libraries by the residents of the other four areas. This facility is extensively used. Compared with 20,500 adult and

---

*—Not reproduced in this publication.

7,025 junior readers resident in the Borough, there are 6,164 adult and 1,251 junior readers from the adjoining districts. (See statement on Public Libraries).

(ii) Public Baths.

These are extensively used by the residents of adjoining areas and by schools outside the Borough. This is the only public covered swimming bath in the area. (See statement on Baths, Wash-houses and Bathing Places).

(iii) Public Parks and Open Spaces.

These are, of course, readily available to non-residents and are extensively used by them. The Council have also provided a first-class athletics stadium which is available for all. (See statement on Parks and Open Spaces).

(iv) Corporation Assembly Halls.

The Town Hall includes a large and a small assembly hall and a suite of Committee Rooms. The main assembly hall is the only large hall in the whole area; many organisations from the area hire this hall from time to time and residents from the whole area regularly attend functions there. The Committee Rooms are used by numerous authorities and organisations covering the area. The London Philharmonic Orchestra regularly give concerts in the assembly hall, which are substantially subsidised by the Council and which are, of course, available to, and are regularly attended by, residents from the whole area.

(v) Citizens Advice Bureau.

The Borough Council provide office accommodation and services, equipment and stationery for the local Citizens Advice Bureau, which is staffed by voluntary workers and a paid part-time worker whose salary is paid by the Council. The Bureau (the only one in the area) is available to and regularly used by residents from all parts of the area.

(k) **Watford and Bushey Joint Committee**—this is a Joint Committee comprising representatives of the two authorities who meet as necessary to discuss problems of common interest, other than "boundaries" which the Bushey Council were unwilling to include within the terms of reference.

(l) The offices of the Watford Rural District Council are situate in the Borough.

III. STRENGTH OF COMBINED AREA

The unit suggested would have a population of approximately 179,000 and a rateable value of £3,000,000, and the product of a penny rate would be £12,500. It would form a strong financial unit, well capable of exercising county borough powers. The population would be well above the limits of 100,000 assumed by clause 33 of the Local Government Bill, for population purposes, as sufficient to support the discharge of the functions of a county borough council. A comparison with the rateable values and populations of other county boroughs in England and Wales is given in *Appendix* 4.

The Borough Council envisage that substantial economies in administration and the operation of services would result from the merger of the five authorities, and that local government services generally would be more effectively administered for the common good by the consequent local control of those services now administered by the county council and by a pooling of resources and efforts for those services now administered independently by each authority.

So far as the present county services are concerned, transfer of administration to the proposed county borough could be achieved with little difficulty, having regard to the present system of divisional administration which for so many of the services is based on the same area as that of the proposed county borough.

The Watford Town Hall is a modern building completed in 1939 and there is adequate room for extensions to provide for the civic administration of an enlarged area.

The Borough Council seek permission at a later stage to adduce more detailed evidence of the financial aspect of the proposed amalgamation and generally thereon.

IV. EFFECT ON THE COUNTY OF HERTFORD

The withdrawal of South-West Hertfordshire from the area of the Hertfordshire County Council would, of course, result in a substantial loss to the County Council of rateable value. This loss should not, however, be exaggerated, as it is the Borough Council's view that it would not seriously affect the stability of the County Council or the future administration of the remaining area under their control. This loss of rateable value would in any case be offset by the discontinuance of responsibility for services in the area and by the operation of the grant provisions of the Local Government Bill. The County Council would still be larger in population and rateable value than three-quarters of the counties in England and Wales (see *Appendix* 5). Furthermore, the loss of this area is a matter which the Commission proposed to be set up under the Local Government Bill could consider in deciding upon any extension of the County or merger with another County. It is also relevant to observe that in the ten years from 1947 to 1957 the population of the County grew by 170,000 (roughly equal to any loss in population which would be caused by the withdrawal of South-West Hertfordshire), that the County is continuing to develop and that the population for last year showed a record increase of 25,000. According to the County Council's Statement on the Development Plan, 1951, the population of the County is expected to reach 886,000 by 1973, or approximately 700,000 if South-West Hertfordshire were excluded—only slightly less than the present population of the County.

V. CONSULTATION WITH THE OTHER LOCAL AUTHORITIES

Following upon the appointment of the Royal Commission, the Watford Borough Council invited the other four district councils in South-West Hertfordshire to a meeting for the purpose of a general discussion.

The Rickmansworth Urban District Council intimated that they did not think it desirable for them to attend the meeting proposed by the Borough Council but suggested to the Hertfordshire County Council that they should consider the desirability of calling a conference of the councils of all the county districts in Hertfordshire mentioned in the Royal Commission's terms of reference. The Bushey and Chorleywood Urban District Councils and the Watford Rural District Council accepted the Borough Council's invitation, and appointed representatives to attend a meeting, which was held in January 1958.

During the discussion at this meeting the Borough Council's representatives expressed their views on the desirability of an amalgamation of the area of the five local authorities and the granting of county borough status to the proposed new authority and enquired if any of the other authorities had any suggestions to put forward. The other representatives, however, were not in a position to express an opinion on the Borough Council's views or to put forward any alternative proposal, but stated that they would report back to their respective councils.

Subsequently, in March 1958, a meeting was held at County Hall at Hertford, which was attended by representatives from the Borough Council and all other Hertfordshire district councils within the Commission's terms of reference, at which the Clerk of the County Council put forward his own personal views against the creation of a county borough in South-West Hertfordshire. Since that date, the Bushey and Chorleywood Urban District Councils have intimated that they are not in favour of the Borough Council's proposals but a reply is still awaited from the Watford Rural District Council.

The Borough Council still feel that their proposals are in the true interests of the area as a whole, and at their meeting held on 28th April, 1958, they passed unanimously the following resolution:

> "That the Council formally place on record and confirm their view that the Royal Commission should deal with South-West Hertfordshire as a whole, and that the whole or the most part of the respective areas of the Borough, the Urban Districts of Bushey, Chorleywood and Rickmansworth and the Rural District of Watford should be combined into one local government unit which should be given the status of a county borough: and that the Royal Commission be informed accordingly."

5. SPECIFIC LOCAL GOVERNMENT SERVICES

Having brought to the notice of the Commission the views of the Council generally on local government structure and the distribution of local authority functions within the Borough and the remainder of South-West Hertfordshire, the Council now propose to deal with the several services to which specific reference is made in the letter dated 17th February, 1958, from the Chairman of the Commission. In addition, the evidence deals with the Public Libraries service.

Education

I. Description of the Present Arrangements

The County Council are the local education authority, but under the Education Act, 1944, the Borough Council were entitled to claim for the Borough to be excepted from any scheme of divisional administration for primary and secondary education. A claim was made and the Minister of Education duly directed that the Borough should be an Excepted District.

However, in the interests of education generally in South-West Hertfordshire, the Borough Council decided to waive their claim to be an Excepted District and agreed to join in a scheme of divisional administration for the South-West Hertfordshire area, taking the view that education in the area would be best served by being administered over the whole area of South West Hertfordshire as one unit.

In agreeing to the relinquishment of the status of the Borough as an Excepted District, the Minister of Education stated that she "greatly appreciated the concern for the best interest of education in the area which the Borough Council have demonstrated by the action they have taken".

Under the present Scheme of Divisional Administration, the South-West Hertfordshire Divisional Executive comprises 30 members and three teacher representatives, the members being appointed as to ten by the Watford Borough Council, four by Watford Rural District Council, three by Rickmansworth Urban District Council, two by Bushey Urban District Council, one by Chorleywood Urban District Council and 10 by the County Council. The scheme sets out the responsibilities delegated to the Divisional Executive, and such parts of the education service as Youth Service, School Welfare and School Medical Service are also administered for the whole of South-West Hertfordshire as a single administrative unit.

The maintained and aided schools in the area are divided as follows, the total number of children being 25,914:

Type of School	Watford Borough		Bushey U.D.		Chorleywood U.D.		Rickmansworth U.D.		Watford Rural District	
	No. of Schools	No. of Pupils	No. of Schools	No. of Pupils	No. of Schools	No. of Pupils	No. of Schools	No. of Pupils	No. of Schools	No. of Pupils
Primary Schools ..	21	6,759	5	1,340	2	186	9	2,486	21	5,139
Secondary Modern ..	6	2,957	1	530	—	—	2	1,123	4	2,151
Secondary Technical..	—	—	1	455	—	—	—	—	—	—
Secondary Grammar	2	1,567	1	589	—	—	1	633	—	—

It will be appreciated, however, that the catchment areas for many of the schools extend beyond the boundaries of the particular county districts in which the schools are situate and this particularly applies to the secondary technical and secondary grammar schools. For example, something like 35–45% of the pupils attending Watford Grammar School come from outside the Borough, and more than half of the pupils at Bushey Grammar School come from outside Bushey. The secondary technical school started as a junior technical school in Watford, was converted into a technical high school four years ago and has recently moved to new premises erected in Bushey, although it is still known as the Watford Technical High School. The planning and siting of schools has from the beginning been determined on the needs of South-West Hertfordshire as a whole, without reference to local council boundaries.

Other Educational Institutions (All situate within the Borough of Watford).

WATFORD TECHNICAL COLLEGE—5,000 students, day and evening.

South West Herts. College of Further Education—250–300 day students, 4,500 evening students, including evening institutes.

Watford School of Music—1,000 students, all part-time.

The South-West Herts. College of Further Education, which comes under the jurisdiction of the Divisional Executive, caters for all South-West Hertfordshire and is also responsible for the organisation of evening classes and evening institutes in the whole area. The Watford Technical College and the Watford School of Music are administered by sub-committees of the County Council and do not come under the control in any respect of the Divisional Executive. There has to be close collaboration between these institutes and the schools of the area. The South-West Herts. College of Further Education, the Watford Technical College and the Watford School of Music draw their pupils from a wide area, but by far the greater proportion (about 75%) live in South-West Hertfordshire.

The Governors of Secondary Schools and Managers of Primary Schools are appointed partly on the nomination of the district council of the area in which the school is situate, the remainder being appointed by the County Council or, in certain cases, by the Divisional Executive.

The offices of the Divisional Education Officer and his staff are situate in Watford in a building almost adjacent to the Town Hall.

II. Analysis of Defects

Whilst the several district councils in South-West Hertfordshire are represented in varying proportions upon the Divisional Executive, none of these councils, as such, has any control over education within the area. The control vests in the County Council as local education authority, subject to the limited powers granted to the Divisional Executive and in turn to the Governors and Managers of Schools. A system of delegation exists which, whilst reasonable in its own terms, cannot offer the same sense of responsibility or of interest in the community as direct conferment of duties on a local council.

The Council consider that there is a number of defects in the service at the present time. The main one arises from the remote control, particularly of policy and finance, from County Hall.

Instances of the control at present exercised are as follows:

(a) Major building programme (i.e., items over £10,000) ..	The County Council are entirely responsible.
(b) Minor Works programmes (i.e., items under £10,000 comprising additions or improvements to schools) ..	Items of over £500 are usually the responsibility of the County Council, the discretion of the Divisional Executive being restricted to the expenditure on small items of an annual lump sum seldom more than £1,500.
(c) Maintenance Works	These are the direct responsibility of the Divisional Executive, but governed by the money allocated in each year by the County Council who also determine the principle upon which maintenance of buildings is carried out.

Thus, there is locally no adequate control or direct responsibility carried by the Divisional Executive for the priorities of work to be carried out, over expenditure to be incurred locally, or over major capital works such as the erection of new schools or substantial improvements. The County Council must naturally look to the County as a whole and with their wide commitments and responsibilities they are often unable to give attention to local difficulties, particularly in relation to improvements of the older schools. Instances often occur of minor problems and differences which in practice could cause friction and which would be solved more easily if they were under one control.

A second defect lies in the too close control of local educational development and experiment by the overall needs of the County, large areas of which are rural and have other interests. South-West Hertfordshire has a homogeneous and rich pattern of educational opportunity which could be developed independently of the remainder of the County and serve directly the particular needs of the area. The fact that such needs do not exist in other areas by reason of their different circumstances leads to unsympathetic consideration from the County Council of requests from this area.

A third defect lies in the overlapping of services causing delay and uncertainty. The general public is uncertain where to turn for help and advice in educational matters since the chief office is a long way off. As education is such a personal service, this uncertainty and delay can create difficulty and hardship.

Another form of uncertainty, for example, arises in relation to School Welfare where there are separate district council Medical Officers of Health, one of whom is Divisional School Medical Officer, and yet the School Medical Service is administered by yet another Medical Officer at County Hall. This division of responsibility also leads to considerable correspondence and returns involving delay and duplication.

In recreational further education under section 53 of the Education Act, 1944, and under the Physical Training and Recreation Act, 1937, the district councils and the County Council have concurrent powers and responsibilities. Again confusion arises because there is no single authority to determine a policy for the area of each district council or for the area as a whole. For example, in the provision of community centres, the Borough Council have provided two such centres, whereas neither the County Council nor any of the other district councils have yet done so. Lack of a defined policy has led to very little use being made of these centres for the more cultural activities which the County Council, as local education authority, might have assisted.

The Borough Council appreciate the work of the Hertfordshire County Council as a local education authority, and realise that such defects as exist arise from the two-tier system which involves lack of adequate local control and the division of responsibility between the County Council and the Divisional Executive, and, in some cases, the district councils.

III. Outline of views on how these defects may be remedied

The Borough Council consider that the defects would be remedied by the creation of one local authority for South-West Hertfordshire which should be given the power of a local education authority. Control over policy and finance would then be exercised locally by members with an intimate knowledge of and close interest in the special problems of the area, instead of by the more remote County Council, a large majority of whose members are drawn from other areas and who have no particular personal interest in the problems of South-West Hertfordshire.

In agreeing to relinquish their status as an Excepted District, the Borough Council recognised that the area should be dealt with as a whole for educational purposes and they feel that, for the reasons mentioned above and in view of its size, population and financial resources, it would form an excellent unit as an autonomous local education authority.

The virtues of the present scheme of divisional administration are derived from the partial closing of the gap between County Hall and the local area, as well as by the area being treated as one unit. The proposals of the Council would retain these virtues and cure the defects.

YOUTH EMPLOYMENT SERVICE

The County Council exercise the powers of a local education authority under the Employment and Training Act, 1948, pursuant to a scheme approved by the Minister of Labour and National Service. They act through the County Education Committee, which in turn appoints sub-committees to cover the various divisions of the County.

The local divisional area is identical with that of the South-West Hertfordshire Divisional Executive, but the service is not under the Executive's control although they are represented on the South-West Hertfordshire Youth Employment Committee. The Borough Council are not, however, represented on this Committee.

The Divisional Youth Employment Officer is responsible direct to the County Youth Employment Officer. The main divisional offices are situate in the Borough, and branch offices are maintained part time at Oxhey in the Watford Rural District and at Rickmansworth.

The Youth Employment Service should be dealt with in a like manner to the general Education Service.

Environmental Health

THE PUBLIC HEALTH DEPARTMENT

Whilst various Chief Officers are responsible to the Council for certain of the specific matters referred to under this head and dealt with in outline below under the various sub-headings (looking to the Medical Officer of Health for guidance on any purely health matters arising therefrom) the general "public health services" administered by the Borough Council are under the general direction of the Medical Officer of Health who has on his staff a Deputy Medical Officer of Health and six Public Health Inspectors (one of whom is designated Chief Public Health Inspector). For purposes of administration the Borough is divided into four districts, each the particular province of one Inspector.

The Medical Officer of Health also holds the appointment under the County Council of Divisional Medical Officer, his employment being devoted as to 50% to Borough Council functions as Medical Officer of Health and as to the remaining 50% to County Council functions as Divisional Medical Officer. The Deputy Medical Officer of Health serves part-time (3/11ths) as a Borough Officer and part-time (8/11ths) as an Assistant Medical Officer of the County Council.

The Public Health Department is fully equipped to perform all the public health duties falling upon the Borough Council by statute and regulation. Apart from specific functions to which reference is made under separate sub-headings below, the Department deals with the prevention and suppression of nuisances, Food and Drugs matters and the Shops Acts, and is responsible for enforcing certain sections of the Merchandise Marks Act, for the control of infectious diseases within the area and for ensuring compliance with the food hygiene legislation. The Borough is a centre of food distribution and there are heavy responsibilities in connection with food inspection.

There are two private slaughterhouses within the Borough and a considerable quantity of livestock is slaughtered in Watford for distribution within and beyond the Borough boundaries. A thorough and systematic inspection of carcasses is carried out at the slaughterhouses by the Public Health Inspectors, who are also responsible for inspecting imported meat distributed to the Borough and surrounding area from a large cold store in the town. A large new private slaughterhouse and by-products factory to serve an extensive area is shortly to be provided on a site in the Borough made available by the Council.

The many common problems of the Borough and the remainder of South-West Hertfordshire require quite frequent liaison and communication with the respective Councils and the Medical Officer of Health and Public Health Inspectors of the other districts. A reasonable measure of co-ordination at officer level exists in the day-to-day administration, but the necessity does arise on occasions to refer a particular matter to two separate Councils. This inevitably involves delay and some duplication which would be avoided by the amalgamation of the authorities in the area.

The Council would be pleased to supply a description of their arrangements for carrying out any environmental health functions not already specifically mentioned by the Commission and dealt with below, if so requested.

BATHS, WASH-HOUSES AND BATHING PLACES

I. Description of the Present Arrangements

The Council own and administer a baths establishment which is situate adjacent to the Town Hall and comprises a covered swimming bath of championship standard with dressing accommodation, 20 slipper baths, club rooms, café and an establishment laundry.

The water in the swimming pool is purified by a system of continuous filtration and is systematically tested for bacteriological purity.

The Council are proposing to construct, in due course, an open air swimming pool adjoining the Woodside Sports Arena in the north of the Borough.

The Baths are administered and supervised by a qualified Baths Superintendent.

The Council do not own any wash-houses.

II. Analysis of Defects

The Watford Baths are the only covered public swimming baths in the County of Hertford and for further afield in North Middlesex and East Buckinghamshire.

Consquently, the Baths are patronised extensively by residents from a wide area, particularly from the adjoining parts of South-West Hertfordshire. This results in severe congestion, particularly during the summer months, and the Baths are not really adequate for the extensive demands made upon them.

Whilst no special census has been taken, all available statistics indicate that there is a very extensive use of the Baths by patrons not resident in the Borough. For instance, the membership of the Watford Swimming Club comprises approximately 124 residents of the Borough and 197 residents from outside the Borough, of which latter figure 104 are resident in South-West Hertfordshire. The local swimming instructors state that 40–45% of their pupils come from outside the Borough.

By arrangement with the Hertfordshire County Council, as local education authority, the Swimming Baths are also used extensively by both primary and secondary schools. Almost 40 schools use the Swimming Baths, of which about half are situate outside the Borough.

III. Outline of views on how these defects may be remedied

To meet the heavy demand for indoor swimming bath facilities in the area, further provision is needed, either by the extension of the Watford Baths or by the construction of an additional indoor swimming bath in Watford or elsewhere in South-West Hertfordshire. This will be a costly matter, however, having regard to present-day building costs. The operation of the Baths already costs the Borough ratepayers about £12,000 per annum (i.e., over a twopenny rate) and it seems unfair to ask them to provide further facilities to cater for a much larger area than the Borough and to bear the whole burden of any further cost. In the opinion of the Council, further expenditure should be spread more equitably over the whole area of South-West Hertfordshire, from which the major demand undoubtedly comes. The amalgamation of the several districts of South-West Hertfordshire would enable this to be done and would provide adequate resources to finance such a project without undue burden on the ratepayers of the whole area.

REFUSE COLLECTION AND DISPOSAL

Description of the Present Arrangements

A weekly collection of house refuse is regularly maintained throughout the Borough, and the Council also collect trade refuse as frequently as requested. Regular salvage collections are made from trade premises by special vehicles and from domestic premises at the same time as the refuse collection.

Disposal of refuse is by controlled tipping, hitherto on sites within the Borough where, in the last 12 years, 36 acres of land have been raised, levelled and reclaimed for playing field purposes. As all available land within the Borough has now been used, satisfactory arrangements have been made on a long-term basis for reception of the town's refuse in a disused gravel pit at Moor Mill, two and three-quarter miles outside the Borough on the northern side.

Salvage is baled at the Council's Depot and disposed of by sale under contract, the income from this source during the last financial year being over £11,500.

The Borough Engineer is responsible to the Council, through the Public Health Committee, for the operation and administration of this service.

With the help of an incentive bonus scheme, difficulty in recruitment of labour has been overcome.

Comments

The Council consider that advantages would accrue to the operation of this service throughout South-West Hertfordshire by a degree of concentration of tipping facilities and the pooling and inter-availability of transport and operatives, and that further economies could be effected by one administration. The amalgamation of the five local authorities in the manner suggested by the Council would have these advantages. The pooling of resources and administration would have particular advantage in relation to the Watford Rural District, split as it is into three separate sections, as the refuse collection and disposal services for these respective sections could be more conveniently and effectively dealt with in conjunction with the remainder of the area. Their vehicles collecting in the Parish of Watford Rural pass through the Borough on the way to and from their tip near Abbots Langley.

SEWERAGE AND SEWAGE DISPOSAL

The Borough, with the exception of small areas in the older part of the town, is sewered on the separate system, with surface water sewers discharging to watercourses or direct to the Rivers Colne or Gade. There are no storm overflows from the foul system. Balancing ponds control the storm water flow from the extreme northern end of the Borough.

Soil drainage is available for nearly the whole of the Borough, the Council having spent over £100,000 on sewerage extensions in the last ten years. They are preparing to spend a like sum in the immediate future to drain an area of the Borough which was formerly in the Rural District and where development is now taking place.

The sewerage of the northern extremity of the Borough, recently carried out, was also designed to take drainage from areas in the Rural District. In a number of cases arrangements are in force whereby properties of adjoining districts are drained into the Borough sewers and vice versa.

Sewage disposal is the responsibility of the Colne Valley Sewerage Board, created under the Hertfordshire County Council (Colne Valley Sewerage, etc.) Act, 1937, to provide a general scheme for the more effectual drainage of a substantial area of the County of Hertford and to provide sewage disposal works. The Watford Borough Council are constituent members of the Board, appointing four representatives out of a total of 24, and the Bushey, Chorleywood and Rickmansworth Urban District Councils and the Watford Rural District Council are also constituent members of the Board. The Board have established modern sewage disposal works at Maple Cross in the Urban District of Rickmansworth and have also provided trunk sewers throughout the area under their control, i.e. throughout South-West Hertfordshire and beyond. The Board precept upon the constituent authorities in respect of their expenditure, and for the year 1958/59 the precept on the Borough Council is for the sum of £137,775, equivalent to a rate of 1/11¾d. in the pound.

DRAINAGE OF TRADE PREMISES

The Council notify the Colne Valley Sewerage Board of all proposals for new factory premises for which plans are approved under town planning legislation and byelaws. The Board deal in the first instance with any applications to discharge trade effluent, consulting with the Council's officers regarding reception into the sewerage system. The Council are parties with the Board to all agreements in regard to drainage of trade premises. The Board maintain an inspectorate and notify the Council of infringements of conditions and of action taken by them.

STREET CLEANSING

I. Description of the Present Arrangements

Street cleansing is carried out regularly by the Council on all roads within the Borough except the two trunk roads for which the County Council are the authority. The Borough Council operate mechanical sweeper-collector machines in addition to hand sweeping and there are adequate tips for the disposal of sweeping for some years. The Council subscribe to the meteorological service of the Air Ministry at Dunstable whereby warnings of snow and frost are received, and a high standard of clearance is achieved. Mechanical appliances of the latest type are used to speed the work of snow clearance, which has been the subject of praise from the public.

The cost of street cleansing on classified and County roads is partially reimbursed by the County Council, but cleansing of these roads to urban standards of amenity results in the Borough Council accepting responsibility for a high proportion of the cost. During the past year, street cleansing of classified and County roads cost £8,600 of which the County Council paid £3,400, leaving the major share on the Borough rate.

The Borough Engineer is responsible to the Council, through the Highways Committee, for the operation of this service. Some years ago it was found advantageous to place the day-to-day control of the highways, street cleansing, and refuse collection and disposal sections of the Borough Engineer's Department under one superintendent. Transfer of labour from one section to another to meet varying demands was thereby facilitated, the effect of staff shortages was minimised, services generally were improved and a marked reduction in cost was achieved.

II. Analysis of Defects

The County Council are, quite understandably, only concerned with sufficient scavenging to maintain the effectiveness of the roads as highways, and with the maintenance of footways and verges to rural rather than urban standards.

The lower standard of sweeping and verge maintenance on the trunk roads as compared with the roads for which the Borough Council are responsible has caused complaints.

The County Council, with a wider area to cover, are often later than the Borough Council in anti-snow and anti-frost measures on trunk roads and this causes difficulties and criticism, frequently levelled at the Borough Council who have no responsibilities in the matter.

III. Outline of views on how these defects may be remedied

It is considered that the Borough Council should be responsible for cleansing, including anti-frost gritting, salting and snow clearing, and verge maintenance, of *all* roads in the Borough including trunk roads.

BURIAL GROUNDS AND CEMETERIES

Description of the Present Arrangements

There are two public cemeteries in the Borough, administered by a Joint Committee consisting of six members elected by the Watford Borough Council and four members elected by the Watford Rural *Parish* Council. The Joint Committee owes its existence to Section 53 of the Local Government Act, 1894, under which the powers and duties of the then Burial Board were transferred to a Joint Committee appointed by the then Watford Urban District Council and the Watford Rural Parish Council. The expenses are borne by the Councils in the same proportion as their respective rateable values (i.e. at present in the approximate ratio of 85% by the Borough Council and 15% by the Parish Council).

The Vicarage Road Cemetery has no further spaces available and is used only for interment in existing graves. The new Cemetery, situate in North Western Avenue, North Watford, is some 32 acres in extent and has adequate space available for burials for at least 15 years.

A local solicitor acts as part-time Clerk to the Joint Committee which also employs a Superintendent and Registrar of Burials and appropriate staff. The Borough Engineer and Surveyor has, only recently, been appointed as consultant Engineer to the Joint Committee, and the services of the Borough Council's engineering and architectural staff are to be utilised.

Comments

If, as the Borough Council propose, the county districts of South-West Hertfordshire were amalgamated, the control of the two cemeteries would presumably pass to the new authority. The same would apply to the two cemeteries in Rickmansworth administered by the Rickmansworth and Sarratt Joint Burial Committee and the cemetery in Chorleywood administered by the Chorleywood Urban District Council. The five cemeteries would then be administered as one unit, making for economy in administration, particularly necessary with the advent of the new crematorium and the consequent expected reduction in demand for grave spaces.

CREMATORIA

There is no crematorium situate in the Borough, the nearest being at Golders Green.

However, the Borough Council and thirteen other local authorities in West Hertfordshire (including the Urban District Councils of Bushey, Chorleywood and Rickmansworth, and the Rural District Council of Watford) have by Agreement formed the West Hertfordshire Crematorium Joint Committee, to which have been delegated all the powers of the constituent Councils with respect to the provision and maintenance of crematoria in the area of each of them. Provision is made by the Agreement for the apportionment of profits and losses between the constituent authorities, and in regard to capital expenditure the Watford Borough Council borrow on behalf of the Joint Committee and have, in fact, given the Joint Committee the benefit of their own pooling arrangements for borrowed money. The Borough Council appoint three representatives to the Joint Committee.

The Town Clerk of Hemel Hempstead acts as Clerk to the Joint Committee, the Borough Treasurer of Watford as Treasurer to the Joint Committee and the City Surveyor of St. Albans as Surveyor to the Joint Committee.

A crematorium is now in course of construction on a site in the area of the Watford Rural District almost adjoining the Borough boundary and is likely to be completed by December, 1958.

The crematorium will meet a long felt need in West Hertfordshire, and the Council are not aware of any defect in the scheme.

PARKS AND OPEN SPACES

I. Description of the Present Arrangements

The parks and open spaces under the control of the Council are administered by a separate department under a fully-qualified Parks Superintendent, responsible directly to the Council through the Parks and Recreation Grounds Committee. In addition to the administration, upkeep and management of the parks, recreation grounds and other open spaces, the Parks Department is responsible for the maintenance of trees and grass verges on highways, the layout and maintenance of horticultural features on Council housing estates and other Council properties, and the construction of new parks and playing fields.

The total area of parks and open spaces in the ownership of the Council is 878 acres, equivalent to 12 acres per 1,000 population. This acreage includes the West Herts. Golf Course, comprising 261 acres, which is leased to a golf club but over which the public have certain rights of access by defined paths.

The Council have made suitable provision for all major sports in the various parks and recreation grounds, including pitches for football, cricket, hockey, tennis, bowls, hurling, lacrosse, archery and croquet. 16 children's playgrounds are suitably placed throughout the Borough.

A Sports Stadium and Running Track at Woodside Playing Fields, opened in 1955 by H.R.H. The Duke of Edinburgh, provides accommodation for up to 20,000 spectators. The Stadium contains a quarter-mile running track of Olympic standard, and there is provision for all field events. A full set of equipment is provided for training, together with dressing accommodation. It is also proposed to provide an open air swimming pool adjoining the Sports Stadium.

Whippendell Woods, comprising 161 acres, although owned and administered by the Borough Council, are situate in the Watford Rural District. They have been scheduled as an Area of Special Scientific Interest under the National Parks Act, 1949, and the Council have entered into a scheme of dedication with the Forestry Commission so as to preserve the woodlands for all time.

The Parks Department also administers 145 acres of allotments.

II. Analysis of Defects

The Council are aware of no serious defect in their present arrangements for the administration of parks and open spaces but they wish to bring the following points to the notice of the Commission:

(a) *School Playing Fields*—at the present time the layout and maintenance of school playing fields are carried out by employees of the Hertfordshire County Council as local education authority. The Borough Council consider that these playing fields could be more conveniently maintained by their own Parks Department, which would have the advantage of staff being readily available and secure adequate supervision from local sources. Many of the new school playing fields are being sited adjacent to parks and recreation grounds under the control of the Borough Council, and staff responsible for maintaining the parks could well maintain these playing fields.

(b) *Facilities for Schools*—at the present time considerable use is made of the Council's playing fields by the County Council as local education authority, the pitches being used by 14 different schools. The charge made by the Council to the County Council for these facilities is very small (i.e. 50% of the normal charge, which itself does not in any way reflect the cost of the provision of the facilities). The Borough Council are to this extent subsidising the County rate.

(c) *Borough facilities in relation to other districts*—several of the parks and open spaces in the Borough are situate near the boundary and are easily accessible to and used by residents of the adjoining districts. This particularly applies to residents of the Watford Rural District, whose Council have not yet been able to provide adequate facilities for the very substantial influx of population into their area since the war, especially in Oxhey and Abbots Langley. The Woodside Sports Stadium is patronised extensively by spectators and athletes from all of the districts in South-West Hertfordshire. Furthermore, the large and well laid out Cassiobury Park, West Herts. Golf Course and Whippendell Woods attract people from all over South-West Hertfordshire, in view of the fine and interesting walks which can be obtained.

Whilst the Borough Council welcome the use of their facilities by non-residents, they do suggest that these factors support their contention that the Borough is the focal point for the whole area and that the ratepayers of the Borough are providing services for the whole area.

III. Outline of views on how these defects may be remedied

Such defects as exist would be remedied by the amalgamation of the five areas and the creation of a county borough, which would also be local education authority and therefore responsible for school playing fields.

Furthermore, the Council consider that with the resources of their existing Parks Department and the experience gained in the provision of playing fields, they have something valuable to offer the adjoining districts in the development of their own services. Economies in administration could be effected by the use of one Parks Department over the whole area of the five authorities and the financial resources of the combined area would help very materially towards the provision of adequate recreational facilities for the newly developed areas of South-West Hertfordshire.

OTHER ENVIRONMENTAL HEALTH SERVICES

With respect to the remaining environmental health services specifically mentioned in Appendix B to the letter from the Chairman of the Commission dated 17th February, 1958, the Council do not wish to make any special comments except to record the present arrangements as follows:

(a) Control of Water-courses, Ditches and Ponds

(b) Prevention of River Pollution

The Borough is drained by the Rivers Colne and Gade which, as main streams, are the responsibility of the Thames Conservancy. Bearing in mind the extent of the responsibilities of the Conservancy over a large area, their cleansing service of the main streams is reasonable, although perhaps not as frequent as the Council would like.

The Council carry out remedial works to other water-courses as necessary so as to prevent any flooding, but the problem is small.

The prevention of river pollution is the responsibility of the Thames Conservancy.

(c) Disinfestation of Premises and Articles

Insect infestation is not a serious problem in Watford, and the Public Health Department can deal easily with the few cases that occur without any need for a permanent cleansing station. Rats and mice are destroyed by two full-time rodent operatives, domestic premises being treated free of charge.

(d) Mortuaries and Post Mortem Rooms

The mortuary and post mortem room are situate at Shrodells Hospital in the Borough. They are maintained and staffed by the Hospital Board under an Agreement made between the Minister of Health and the Watford Borough Council, the Urban District Councils of Chorleywood and Rickmansworth and the Rural District Council of Watford, whereby the premises are made available for the reception of the bodies of persons dying in the area of each such Council and whereby the respective Councils paid to the Board a lump sum towards the cost of provision of the premises and pay annual contributions towards the cost of maintenance and staffing, based on the respective number of bodies accommodated for such Councils.

The premises are now also used for the reception of the bodies of persons dying in Bushey, under separate arrangements made with the Hospital Board by the Bushey Urban District Council.

(e) Public Conveniences

Five public conveniences have been provided by the Council in addition to thirteen situated in parks, and two more are scheduled for erection at an early date.

The Borough Engineer is responsible to the Council, through the Public Health Committee, for the administration of this service.

(f) Regulation of Buildings and Sanitation of Buildings

There are some 21,778 houses, 400 factories, 150 petroleum stores, 2 slaughterhouses and 668 food premises in Watford. The Borough is regularly surveyed by the District Public Health Inspectors and any necessary works of repair or abatement of nuisance are secured under the Housing Acts or Public Health Acts.

The Council pursue an active policy to control air pollution, and two smoke control areas have been provisionally approved and are shortly to be declared.

(g) Powers and Duties under the Physical Training and Recreation Act, 1937

So far as outside activities are concerned, this aspect is dealt with under the heading "Parks and Open Spaces" on page 406.

So far as inside recreation is concerned, the Council have provided two community centres which have been erected and equipped at the cost of the Council and are leased at purely nominal rents to Community Associations who are responsible for running the centres, the Council being represented on their Executive Committees. (See also under heading "Education" on page 396).

Housing

PROVISION OF HOUSES

I. Description of the Present Arrangements

The Council as a housing authority have pursued a vigorous housing policy and now own over 5,000 houses. 1,729 dwellings were erected prior to 1939, and 3,331 since 1946, including 600 at Abbots Langley, 100 at Kytes in the same parish, and 22 at Croxley Green in Rickmansworth. A contract for a further 89 dwellings is about to be let, the Council's programme having been substantially reduced on the advice of the Ministry of Housing and Local Government owing to present financial restrictions. The Council have always insisted upon a high standard of construction and lay-out.

By anticipating future needs, sufficient land has been planned to provide for a further 1,000 dwellings and this is quite remarkable having regard to the dearth of available building land in a Green-belt town.

The Council maintain a housing waiting list, and houses are allocated in accordance with a detailed scheme grouping cases in order of need, subject, of course, to special consideration of cases of hardship or for health reasons. At the present time there are 2,040 applicants on the housing waiting list.

The Council have in recent years limited their rate fund contribution to the sum of £30,000 per annum. They do not operate a differential rent scheme but they do grant rent rebates to a small number of persons of limited means.

Reference to the Council's tenant purchase scheme is made on page 411.

All housing matters are dealt with by the Council through the Housing Committee. The Borough Engineer and Surveyor is responsible to the Council for the erection and maintenance of houses. He is a registered architect and has qualified architects on his staff. General housing administration and the collection of rents are the responsibility of the Borough Treasurer, who has a Housing Officer on his staff.

II. Analysis of Defects

(a) In the one area of South-West Hertfordshire, so closely interwoven for employment and other purposes, there are five separate councils with five housing policies and five different sets of rules for deciding priority for houses (with residence in strict local government areas—not in built-up communities—often a deciding factor). The future housing policy must some day be reviewed for the area as a whole so as to provide some uniformity.

(b) Pressure on accommodation in the whole area is likely to become acute in a few years time, when the children of the tenants on the London County Council housing estate at Oxhey in the Watford Rural Parish require their own housing accommodation.

(c) Owing to shortage of land available for immediate development, the Council in 1946 acquired land in the Parish of Abbots Langley in the Watford Rural District and built thereon some 600 houses. The civic allegiance of the tenants of these houses is divided. They belonged and do still belong to the Borough, the great majority continuing to work there, yet have to look to other authorities to provide local authority services, e.g. open spaces, community centres, etc.

(d) A further defect arises from the divided responsibility of the Borough Council and the County Council in regard to the provision of accommodation. Whilst the Borough Council are the housing authority, the County Council have responsibilities for the accommodation of homeless persons. This divided responsibility leads to confusion and sometimes frustration amongst the members of the public and frequent reference between the two authorities.

Furthermore, the duties of providing accommodation for old people overlap to a very considerable extent.

III. Outline of views on how these defects may be remedied

(a) In the opinion of the Council, the question of uniformity of housing policy cannot be settled adequately except by the amalgamation of the five districts in South-West Hertfordshire.

(b) Such an amalgamation would also assist in due course in the rehousing of applicants from the London County Council housing estate, as there would be a substantial pool of houses available over the whole area.

(c) The defect in regard to the Council's houses situate in Abbots Langley could be remedied by the transfer of that area to the Borough or, as the Council propose, the incorporation of the area in one authority for South-West Hertfordshire.

(d) The defect arising from the division of responsibility between the Borough Council and the County Council as to the accommodation of homeless persons and old people would be remedied by the administration of both functions by the one authority.

SLUM CLEARANCE

Watford being a relatively modern town, there are few unfit houses. Only 110 had to be included in the five-year programme of slum clearance drawn up in 1955, and 23 remain to be dealt with. In several instances the Council are purchasing the sites for redevelopment.

Slum clearance matters are dealt with by the Public Health Committee upon reports from the Medical Officer of Health and the Public Health Inspectors, and close collaboration is maintained with the Housing Committee so as to ensure rehousing of the occupants at the appropriate time.

ASSISTANCE TO OTHER BODIES OR PERSONS TO FACILITATE THE ACQUISITION, CONSTRUCTION OR IMPROVEMENT OF HOUSES

I. Description of the Present Arrangements

Advances to individuals for house purchase—the Council have made good use of their powers to lend money to persons buying or improving houses. Prior to 1939 over £1 million was advanced to 1,700 house purchasers, and since 1946 over £2 million has been lent for the purchase or improvement of 1,700 houses. Few authorities of this size have been so active in this field over so long a period. The Council have pursued an active policy of lending for the purchase and repair of older property which is not generally acceptable to the building societies and were one of the first authorities to obtain approval to a variable interest clause for advances that had to be made at high interest rates.

This service has never been a charge on the rates and the amount now outstanding (most of the pre-war loans having been repaid) is £1,400,000.

Tenant Purchase schemes—since 1925 the Council have operated several schemes of tenant purchase whereby applicants for council houses, who can afford to, are encouraged to purchase houses built by the Council, with only a very small initial deposit and payments spread over 30 years.

Improvement Grants—the Council have actively supported this method of assisting the modernisation of old houses, and 140 grants totalling £24,000 have been approved in the past three years. In many cases loans have been made to cover the balance of the cost of improvement works.

Housing Associations, etc.—a number of bodies have received assistance from the Council in various ways:

(i) *South Midlands & Greater London Housing Society.* This society built 50 houses in Bushey with the aid of money borrowed from the Borough Council and with grants payable through the Council.

(ii) *Two estates of bungalows for disabled ex-servicemen.* In these cases the Council negotiated grants and act as agents between the associations and the Government.

(iii) *Almshouses.* Recent improvement grants and loans have been agreed in order to make possible considerable improvements to two groups of almshouses in the Borough.

II. Analysis of Defects

With loans for house purchase we meet again five authorities operating schemes with different rules and conditions in one closely built area. (See under "Housing" on page 410).

REGULATION OF BUILDINGS AND BYELAWS

The powers and duties of the Council in regard to the approval of plans for the erection of new buildings and alterations to buildings, etc., have been delegated to the Town and Country Planning and Plans Committee, which deals with the applications in conjunction with applications for planning permission.

The Borough Engineer and Surveyor is responsible to the Council for these functions, and he has on his staff an adequate inspectorate consisting of a Town Planning Assistant and three Building Inspectors. This section of his department also deals concurrently with applications for planning permission. The department maintains close liaison with the public health department in connection with matters arising under the Factory Acts and with the Fire Prevention Officer in respect of public buildings, factories and business premises where fire risks might be involved.

Personal Health and Welfare

POWERS AND DUTIES UNDER THE NATIONAL HEALTH SERVICE ACTS

I. Description of the Present Arrangements

The County Council are the local health authority for the purposes of Part III of the National Health Service Act, 1946, although previously the Borough Council were the maternity and child welfare authority.

The whole of the South-West Hertfordshire area forms a "Division" for the administration of the health services in the area (other than the Ambulance Service—see page 413), the Medical Officer of Health for the Borough also holding the appointment of Divisional Medical Officer and devoting (together with his school medical duties) 50% of his time to this office. The Divisional Health Offices form part of the offices of the Medical Officer of Health in the Watford Town Hall.

Infant Welfare Clinics are held at seven centres in the Borough and at a further 16 in the remaining parts of the Division, at some of which ante-natal, post-natal and dental clinics are held and such matters as poliomyelitis and small-pox vaccinations and diphtheria immunisations dealt with. The Child Guidance Clinic and the main School Clinic (including ophthalmic and speech therapy services) for the Division are situate in the Borough. The medical staff of the Division comprises, in addition to the Divisional Medical Officer, six Assistant County Medical Officers (one of whom is also part-time Deputy Medical Officer of Health for the Borough), four Sessional Doctors, and a Divisional Nursing Officer and there is a large nursing staff of health visitors, district nurses, midwives and school nurses and appropriate administrative and clerical staff.

The dental services are, however, controlled directly from County Hall. The Home Help Service is also controlled from County Hall, although three organisers are attached to the Division.

II. Analysis of Defects

In the opinion of the Council, the most important defect in the present arrangements is that, at member level, there is no local control whatsoever over these most important personal services and no integration with the environmental health functions. There is no local Committee and, of course, the Borough Council have no control whatsoever over the Part III health services. Integration of the two sets of services under the one Council would be of inestimable value. The Part III health services are essentially local in character and very personal in their impact on the individual, and the Council hold the firm view that local control would lead to better public relations and a better appreciation of local problems.

Whilst the appointment of the Medical Officer of Health of Watford as Divisional Medical Officer does result in some integration at officer level of the environmental health functions exercised by the Borough Council with the Part III health services administered by the County Council, the same integration does not exist in the areas of the other district councils in South-West Hertfordshire, who have a separate Medical Officer of Health. Matters arise from time to time requiring consultation and sometimes joint action between the Divisional Medical Officer and the Medical Officer of Health of the other districts and this would be avoided if the services were integrated under one Council and one Medical Officer. This lack of integration of the two services throughout the whole area of South-West Hertfordshire also leads to confusion amongst members of the public. The Divisional Health Office at the Watford Town Hall is frequently visited by residents from the other county districts in the Division on matters which are found to relate exclusively to the environmental health services of their own local authority. The Divisional Health Office staff are, therefore, unable to deal with the matter and have to refer the caller to his own Council offices.

Furthermore, the functions of the Divisional Medical Officer are confined to day-to-day administration and, of course, matters of policy and finance are entirely controlled by the County Council. This necessitates constant reference to the County Medical Officer at County Hall on even very small matters, involving considerable interchange of correspondence, completion of forms and supply of statistics.

III. Outline of views on how these defects may be remedied

In the opinion of the Council, the remedy for these defects lies in the integration of the environmental health services and the Part III health services under the one authority. They suggest that the area of South-West Hertfordshire would form an excellent unit for this purpose, and that their proposal for the amalgamation of the several districts and the formation of a county borough would be the means of achieving better efficiency and convenience than exists under the present arrangements.

AMBULANCE SERVICE

The County Council as the local health authority are now responsible for the ambulance service in the Borough, although this was a Borough Council function until the coming into operation of the National Health Service Act, 1946.

In general, the administration of the County ambulance service is integrated with that of the County fire brigade but the ambulances are manned by separate ambulance crews. South-West Hertfordshire is served by two combined fire and ambulance stations, one at Watford and one at Rickmansworth, the Station Officer in charge at Watford also exercising supervision over the Rickmansworth station. Two new combined fire and ambulance stations (to take the place of the existing Watford station) are shortly to be erected in Watford, the main one almost on the boundary between the Borough and Rickmansworth.

A hospital car service is operated by voluntary effort, a transport supervisor in Watford arranging transport to cover the whole South-West Hertfordshire area on instructions from the Watford Station.

Whilst the Borough Council consider that a unit of the size of South-West Hertfordshire could effectively operate an adequate ambulance service, they realise that there may be merit in co-ordination over a larger area, possibly by a joint scheme.

MENTAL HEALTH SERVICES

The Divisional Welfare Officer and his two Assistant Welfare Officers (with offices in Watford) are duly authorised officers for the purposes of the Lunacy and Mental Treatment Acts within the Borough and the remainder of South-West Hertfordshire.

It is assumed that the County Council will be providing the Commission with details of the mental health services generally.

POWERS AND DUTIES UNDER THE NATIONAL ASSISTANCE ACTS

I. Description of the Present Arrangements

County Council Functions.

The County Council are the local authority for the purposes of Part III of the National Assistance Act, 1948 (except section 31) and carry out their functions through a Welfare Committee. House Sub-Committees have been set up to manage premises in which residential accommodation is provided, but otherwise there are no local Committees.

For most administrative purposes the area of South-West Hertfordshire forms a separate Division staffed by a Divisional Welfare Officer (responsible to the Chief Welfare Officer at County Hall) and two Assistant Welfare Officers. The divisional offices are situate in Watford.

It is assumed that the County Council will be supplying to the Commission details of their arrangements for the various services provided by them, and the Borough Council wish to make only short references to the following matters:

(a) Residential Accommodation for Aged or Infirm (Section 21).

There are three Homes in the area of South-West Hertfordshire, two of which are situate in the Borough and one in Radlett in the Watford Rural District. The County Council have also made arrangements with three voluntary Homes, two situate in Watford and one in Rickmansworth, whereby they accept financial responsibility for appropriate cases.

(b) *Temporary Accommodation for persons in Urgent Need (Section 21).*
There are no hostels for homeless persons in South-West Hertfordshire, the only two hostels provided by the County Council being at Northchurch and Royston (11 miles and 37 miles respectively from Watford) which are available for women and children only. The County Council also have available throughout the County a few houses and flats, some of which have been provided by district councils (including the Borough Council) for the rehabilitation of "problem families" prior to their being found more permanent accommodation by the respective housing authorities, and these families are supervised by a Families Welfare Officer appointed by the County Council.

Borough Council Functions.

(a) *Contributions to Old People's Organisations (Section 31).*
The Borough Council make an annual contribution of £500 towards the funds of the Watford and District Old People's Welfare Association which includes a contribution towards the Meals on Wheels Service.

(b) *Removal to suitable premises of persons in need of Care and Attention (Section 47).*
The Medical Officer of Health keeps a close watch on any case of this type, reporting where necessary to the Public Health Committee. The Council prefer, however, to adopt a policy of persuasion without legal action which so far has proved successful.

(c) *Burial or Cremation of the Dead (Section 50).*
The Borough Council carry out the duty of burial as appropriate, having made suitable arrangements under contract with a local firm of funeral undertakers. No difficulty has been experienced.

II. Analysis of Defects

The duties of the County Council to provide residential accommodation for the aged and infirm, and temporary accommodation for the homeless, substantially overlap the duties of the Borough Council as housing authority.

Housing authorities are actively encouraged by the Minister of Housing and Local Government to provide more accommodation for old people and the Borough Council have provided a number of old people's bungalows and flats and others are shortly to be constructed. Whilst appreciating that the County Council accommodation is intended for those who are in need of care and attention, the line of demarcation is often only slender and the provision and administration of all types of accommodation by one authority only would ensure co-ordination and also inter-availability of the total accommodation provided, with adequate stress on the provision of the type of accommodation most needed from time to time.

A similar criticism applies to the temporary accommodation of homeless persons, where there is again a division of responsibility between the County Council and the Borough Council as housing authority, leading to complications and confusion amongst members of the public and also duplication in investigation and consideration of the cases on the part of the two authorities.

So far as the Welfare Services generally are concerned, the Borough Council consider that local control at member level over these very personal services would lead to greater local interest and local participation and would encourage the development of the services. The particular needs of the district are better able to be gauged by persons in close and immediate contact locally with the problems of those concerned.

III. Outline of views on how these defects may be remedied

The existing Division of South-West Hertfordshire would form a suitable unit for all the services under the National Assistance Act, and the proposal for the amalgamation of the several county districts and the formation of a county borough would achieve co-ordination and local control and thereby, in the Council's opinion, better efficiency and convenience.

CARE OF CHILDREN

The County Council exercise their powers and duties under the Children Act, 1948, the Children and Young Persons Act, 1933, and the Adoption Acts through a Committee for the Care of Children which in turn appoints sub-committees to cover the various divisions of the County. Until recently there was a separate sub-committee for the South-West Hertfordshire Division but this has now been amalgamated with the sub-committee for the South Hertfordshire Division, although otherwise the administration of the two Divisions remains separate. The Borough Council are not represented on this sub-committee.

Administration is on a divisional basis, similar to the education and health services, and there is a female Senior Child Care Officer for the South-West Hertfordshire Division. The Divisional Offices are situate in Watford in the same building as the Divisional Education Office. There is one residential nursery situate within the Borough and a "short stay" and reception home situate at Bushey.

The County Council will presumably be supplying to the Commission details of the service, and the Borough Council would only comment that, if the education and health services are transferred to a new authority for South-West Hertfordshire, then clearly the service for the care of children should likewise be transferred. The area of South-West Hertfordshire would form a convenient unit for the administration of this service.

REGISTRATION OF NURSERIES AND CHILD MINDERS

The register is kept by the County Council at County Hall but applications for registration are investigated by the Divisional Medical Officer and sent, with his recommendation, to County Hall for submission to the County Health Committee. After registration, the premises are inspected regularly at divisional level.

This procedure does, of course, involve extra administrative work which would be avoided if registration were dealt with locally.

NOTIFICATION OF INFECTIOUS DISEASES

Notifiable diseases in the Borough are notified to the Medical Officer of Health, who arranges, where necessary, for investigation and appropriate action to be taken.

Notifiable diseases arising in the remainder of South-West Hertfordshire are, of course, notified in the first instance to the District Medical Officer of Health, who sends copies of the notices to the Divisional Medical Officer in Watford. Close liaison between the District Medical Officer of Health and the Divisional Medical Officer is necessary where outbreaks of infectious diseases occur in schools or in cases of poliomyelitis.

Amalgamation of the county districts and the integration of the duties of the district councils with those of the local health authority would avoid duplication and assist in administration.

HEALTH EDUCATION

Both the Borough Council and the County Council are charged with the responsibility for carrying out health education, but in general the Borough Council deal mainly with those aspects relating to environmental health, such as prevention of diseases, food hygiene, accidents in the home, smoke control, etc., whilst the County Council deal with those matters for which they have responsibility as local health authority, namely the personal health services.

The Borough Council, through the Medical Officer of Health, conduct propaganda and campaigns, and food hygiene lectures are given by the Public Health Inspectors. The recent appointment of a part-time Deputy Medical Officer of Health was primarily due to the desire of the Council that the Medical Officer of Health should devote more of his time to health education. A Home Safety Committee for the Borough has recently been set up to further education and propaganda in regard to accidents in the home, and the membership is representative of the Council, others immediately concerned, and voluntary organisations.

Here again, overlapping of the activities of the various district councils and the County Council would be avoided by amalgamation of the districts and integration of the services, and a more effective and economical form of health education and propaganda could be conducted by co-ordination under one authority over the whole area of South-West Hertfordshire.

Town and Country Planning

I. Description of the Present Arrangements

The Hertfordshire County Council are the local planning authority and have prepared a Development Plan for the County, including a Town Map for the Borough of Watford, and more recently a Development Plan for the Central Area of the Borough.

The County Council have delegated to the Borough Council most of the functions of the local planning authority under Part III of the Town and Country Planning Act, 1947, which relate mainly to applications for permission to develop land, enforcement of planning control, the revocation or modification of permissions to develop land, applications for consent to the display of advertisements and the conduct of appeals against decisions of the Council. The delegation is subject to a number of conditions.

Applications for planning permission are submitted in the first instance by the applicant or his technical advisers to the Borough Engineer and Surveyor as planning officer of the Borough Council. A copy of the application must in every case then be submitted to the Divisional Planning Officer, a County Council officer with offices in Watford. The application is in due course submitted to the Town and Country Planning and Plans Committee of the Council, with the respective recommendations thereon of the Borough Engineer and Surveyor and of the Divisional Planning Officer. The Committee, who have power to act delegated to them by the Borough Council, thereupon make the decision upon the planning application, which the Borough Engineer conveys to the applicant. If, however, the Divisional Planning Officer indicates that his recommendation is "fundamental" the Committee may not act contrary to that recommendation. If they disagree with the recommendation, the case must be referred to a Joint Consultative Committee of the County Council and the Borough Council for a decision. In practice, all recommendations on industrial applications, on advertisement signs, on applications which contravene the zoning proposals of the County Development Plan and on any major projects are expressed as "fundamental", but the decision whether an application is to be regarded as "fundamental" rests entirely with the Divisional Planning Officer and cannot be challenged by the Borough Council.

In general, all proposals for the exercise of the remaining delegated functions must also be submitted to the Divisional Planning Officer for his recommendations, and the Council must also comply with any general directions given by the County Council.

The Division under the control of the Divisional Planning Officer includes not only the Borough but also all the county districts in South-West Hertfordshire and a substantial area beyond.

II. Analysis of Defects

This system of delegation is extremely wasteful of time and frustrating to members of the public, the Council and their officers. The necessity to submit every application, however trivial, to the Divisional Planning Officer, involves considerable delay and duplication. Prior to consideration by the Committee, each application is thus considered by two sets of officers, frequently involving separate visits to premises by the two sets of officers. The system also tends towards friction, and in cases of disagreement between the Committee of the Council and the Divisional Planning Officer, the Committee either have to give way to the views of the officer concerned or involve the applicant in having to wait for a meeting of the Consultative Committee to be convened, usually a delay of several weeks. The Borough Council deprecate this tendency for control to be in the hands of an officer.

Many informal enquiries are received by the Borough Engineer for advice on the likelihood of planning applications receiving favourable consideration. The Borough Engineer knows the general policy of the Committee and in many cases could, therefore, give such advice immediately, but nearly always the matter has to be referred to the Divisional Planning Officer before advice is tendered in case he holds a contrary view to that of the Borough Engineer.

It will be appreciated that the volume of correspondence is considerable, and, in case of disagreement of views, interviews between the officers concerned have to take place in the first instance in an endeavour to resolve the deadlock. Furthermore, in the case of major developments and all applications for permission to erect advertisement signs, the Divisional Planning Officer has to refer the applications to the County Planning Officer at County Hall and this procedure involves further substantial delay.

III. Outline of views on how these defects may be remedied

The Council consider that the remedy for the defects lies in direct conferment of planning functions on the Borough Council. The record of the Borough in matters of planning is a good one and the Council have exercised a proper sense of responsibility in the exercise of their delegated functions. The direct conferment of these functions would be logical, be economical of manpower and tend to more effective and convenient exercise of the functions.

If the Council's proposal for the amalgamation of the County Districts in South-West Hertfordshire were accepted, the area of the new authority would form an excellent unit for planning administration, securing uniformity over the area. The Greater London Plan (Abercrombie Plan) suggested that for planning purposes Watford, Rickmansworth, Kings Langley, Abbots Langley and Bushey should be considered together and that proposals must be drawn up for them regardless of the consideration of local government boundaries.

POWERS AND DUTIES UNDER THE NATIONAL PARKS AND ACCESS TO THE COUNTRYSIDE ACT, 1949

The Council prepared and supplied the information on which the draft survey of public rights of way was drawn up by the County Council. As a highway authority the Borough Council have not experienced any difficulties in maintaining footpaths as necessary.

The Council are not aware of the exercise within the Borough by the County Council of any of their powers as local planning authority, pursuant to the Act, or of any present need for them so to do.

Traffic

CONSTRUCTION, IMPROVEMENT AND MAINTENANCE OF ROADS AND BRIDGES

ROADS.

I. Description of the Present Arrangements

The Borough Council are responsible for the construction, improvement and maintenance of all district roads and, as claiming authority under the Local Government Act, 1929, for the maintenance, repair and improvement of Class I, II and III roads and of the unclassified County roads. The two trunk roads in the Borough are maintained by the County Council as agents for the Minister of Transport.

The Borough Engineer and Surveyor is responsible to the Council, through the Highways Committee, for the administration of the functions of the Council as highway authority. The Highways Maintenance section of his department comes under the overall supervision of his Works Superintendent. Adequate depots are maintained, the main one at Wiggenhall being admirably sited not only in relation to the Borough but also to the major parts of South-West Hertfordshire.

Most works of construction and improvement are carried out by contract. Works of maintenance and repair (including paving of footpaths) are in part carried out by contract and in part by direct labour through the Highways Maintenance section.

The mileage of district roads in the Borough is 58.86, and the total mileage of roads for which the Council are responsible as "claiming authority" is 26.31.

II. Analysis of Defects

Financial control by the County Council is unsatisfactory inasmuch as the classified roads, as well as being traffic routes, also traverse business and residential areas in the Borough, and there have been cases where the Council would certainly have spent money on repaving works due to the importance of maintaining the standards in the business and amenity interests of the town but where the County Council have failed to provide the necessary funds. Furthermore, the two-tier system of control involves duplication and frequent consultation by correspondence and interview between the County Council's officers and the Borough Council's officers and is, therefore, wasteful of technical and administrative manpower. For instance, in relation to the proposed improvement of a Class III road costing about £13,000, it has already been necessary for drawings to be submitted to the County Surveyor and for the Borough Council's Chief Assistant Engineer to discuss the scheme at County Hall. Further detailed drawings will have to be submitted and discussions on technical details are likely to ensue. In addition, the Borough Council will have to make the usual detailed application to the Ministry of Transport for grant. The system also leads to delay, and at times confusion in the programming of works.

Public criticism has been directed at the standard of maintenance of verges on trunk roads, which are not maintained by the County Council to the Borough Council's high standard for verges generally as appropriate to an urban area. (See also under heading "Street Cleansing"—page 404.)

III. Outline of views on how these defects may be remedied

The Borough Council should exercise the powers of highway authority in respect of all roads in the Borough (other than trunk roads) by direct conferment, claiming grant in appropriate cases direct from the Ministry of Transport. In fact, the technical and accounting work is already carried out by the Council's staff, and the direct conferment of powers would enable the Council to deal more adequately with local problems, enable them to exercise their full discretion in regard to priorities and avoid duplication. The Borough Council should also be designated as the agent authority for the trunk roads within the Borough.

If the County Districts in South-West Hertfordshire were amalgamated as one authority, then the new authority should be granted these powers by direct conferment. Amalgamation would also lead to reduced administrative and supervisory costs, and concentration of the direct labour organisation would make for more efficient deployment of men and plant with more economic use of increasing mechanisation.

BRIDGES.

The maintenance of the structures of all bridges carrying roads and public footpaths over railways in the Borough is the responsibility of the British Transport Commission, whilst the structures of the bridges carrying High Street over the River Colne and the Mill Tail are the responsibility of the County Council. The Borough Council maintain two vehicular bridges and one footbridge over the rivers.

The surfaces of the roads over all the bridges are maintained by the Borough Council (as "claiming authority" in respect of the classified roads), but in certain cases the British Transport Commission make a contribution towards the cost.

The necessity for works of maintenance to bridges rarely arises and the Council are not, therefore, aware of any defects in the present arrangements. They would suggest, however, that the responsibility for bridges (other than bridges over railways) should lie with the authority responsible for the road surface.

STREET LIGHTING

I. Description of the Present Arrangements

The Council are the authority for the provision and maintenance of all street lighting in the Borough, including that on trunk roads. Street lighting by electricity is in operation in practically all classified and district roads and public footpaths, and the Council have recently installed Class A lighting along considerable lengths of trunk and classified roads as part of a comprehensive programme planned over several years.

The general maintenance and painting of columns are carried out by direct labour in the Borough Engineer's department, but the maintenance of fittings and electrical equipment is carried out by the Eastern Electricity Board under contract with the Council.

II. Analysis of Defects

Whilst the County Council are responsible as agents of the Minister of Transport for maintenance of trunk roads, the Borough Council are responsible for lighting them. Having regard to the impact of one service upon the other, this is undesirable, and the services could be more efficiently controlled if administered by the one authority.

A certain uniformity of lighting, as between the several districts in South-West Hertfordshire, is clearly desirable and, whilst there has been a considerable measure of consultation and co-ordination between the several districts, this could be more effective if the whole area were under the administration of one authority for street lighting.

III. Outline of views on how these defects may be remedied

The transfer to the Council of the maintenance of trunk roads on behalf of the Minister of Transport would remedy the first defect mentioned, and there would be decided advantages in the administration of street lighting over South-West Hertfordshire by one authority.

NAMING OF STREETS AND NUMBERING OF HOUSES

The Council are the responsible authority in this respect. Full cognizance is taken of the needs and wishes of occupiers of property, and consultation takes place with the Head Postmaster to avoid confusion with similar names in the Borough or adjoining areas.

PARKING PLACES

The Council have provided in the main shopping area of the town two large car parks with a total capacity of some 360 vehicles and have planned for several others to give an additional parking capacity of over 600 vehicles. In addition, numerous street parking places have been designated and several small off-street parking places provided. With the limited space available in the centre of the town, the provision of adequate car parking facilities is a serious problem.

Street parking places in the Borough can be authorised only by regulations made by the Minister of Transport after consultation with the London and Home Counties Traffic Advisory Committee. This procedure inevitably involves considerable delay and duplication which would be avoided if the Borough Council were themselves empowered to act. Similar remarks apply to other forms of traffic regulation such as one-way streets and waiting restrictions.

BUS SHELTERS

The Council, being dissatisfied with the provision made by the London Transport Executive, are at present themselves providing bus shelters at various sites throughout the Borough. The London Transport Executive have agreed to make contributions, but the major part of the cost will fall upon the Council.

PRIVATE STREET WORKS

The Council have adopted the Private Street Works Act, 1892. They also exercise their powers under the New Streets Act, 1951, so as to require the deposit of money or security for future private street works, although it is their policy to provide for the execution of street works, wherever possible, by agreements with the developers under section 146 of the Public Health Act, 1875.

Formal resolutions for making up streets are passed by the Council only after a report from their Highways Committee, and the work is invariably carried out by contract under the supervision of the Borough Engineer and Surveyor, after public tenders have been invited.

Difficulties have arisen on the boundaries of the Borough where private streets extend into adjoining districts, which would be avoided on an amalgamation of the five authorities when the new boundary would be almost entirely within the Green Belt with little likelihood of future development involving private streets cutting across boundaries.

ROAD SAFETY

I. Description of the Present Arrangements

The Borough Council have been very active in the matter of road safety, and annually provide funds for road safety administration, propaganda and training for most of which they obtain 50% grant from the Ministry of Transport.

The Council have set up a Road Safety Advisory Committee comprising representatives from the Council, motoring, motor cycling and cycling organisations, teachers, trade unions, youth organisations, police, and the Royal Society for the Prevention of Accidents. There is also a Junior Accident Prevention Committee, with pupil representatives from all secondary schools in the Borough, which deals with road safety matters affecting young people. The press attend all meetings of the Advisory Committee. An officer of the Town Clerk's staff holds the dual appointment of Road Safety Organiser/Civil Defence Officer.

II. Analysis of Defects

With the exception of Rickmansworth, none of the other District Councils in South-West Hertfordshire has appointed a Road Safety Committee or a Road Safety Organiser. The Borough's Road Safety Organiser has frequently been requested to help in road safety matters in these other districts but owing to his own commitments in the Borough he has been unable to accede to these requests.

Co-operation in regard to road safety campaigns exists between the Borough and Rickmansworth, but not with the other districts in South-West Hertfordshire in the absence of any duly constituted organisation in their area.

III. Outline of views on how these defects may be remedied

In such a closely built area as South-West Hertfordshire co-ordination and a planned programme over the whole area are most desirable, and would be achieved by the amalgamation of the authorities.

Public Libraries

I. Description of the Present Arrangements

The first public library was opened in Watford in 1874 and the present Central Library in Hempstead Road was opened in 1928. Owing to the rapid growth of North Watford, a well-equipped new Branch Library was opened in that area in 1937.

Both Libraries have lending departments (Central 52,000 volumes, North Watford 35,000), junior departments (over 8,000 volumes in each) and reading rooms displaying the principal newspapers and periodicals. The book stock is thoroughly representative of all classes of literature, comprising technical, scientific, cultural and recreational reading, and the Council spend the equivalent of a sixpenny rate each year on their libraries service.

Watford was one of the pioneers of a municipal library service in local hospitals, and old people's homes also are now being provided with this service.

The total number of books issued in the year 1957/58 was 1,037,640. The Central Library has a reference department of 10,800 volumes and at the North Watford Branch a collection of quick reference books is kept in the Reading Room.

In order to cater for residents of outlying parts of the Borough, a mobile library was put into operation in January, 1957, and visits four sites each week, having met with unqualified success.

Both Watford Libraries provide accommodation at a nominal rent for meetings of cultural organisations, that at the Central Library being booked almost every evening during the winter months. Many of the members of the Societies are drawn from the whole of South-West Hertfordshire. In addition, frequent exhibitions of art, craft, photography, etc., are held and attract visitors from a wide area, and the Council will shortly have before them a scheme for extensions for these purposes.

II. Analysis of Defects

The Council are aware of no defect in the arrangements for the public libraries service, so far as it concerns the Borough alone. The only defect in the present arrangements is that, whereas the Borough Council's public libraries service has been made available to and is utilised to a very considerable extent by residents in the adjoining districts, they pay nothing towards the cost of the service. Almost from the outset of their library service, Watford has permitted non-residents employed in, or attending full-time instruction in, the Borough to use the lending library facilities without payment, and in 1951, after an incessant demand from persons outside the Borough who required the use of a comprehensive public libraries service, the Council agreed to allow any person resident in the areas contiguous to the Borough to use the libraries free of charge.

At the present time, 6,164 adults and 1,251 children living in the Urban Districts of Bushey and Rickmansworth and the Watford Rural District are registered borrowers from the public libraries in Watford. These figures compare with 20,500 adult and 7,025 junior readers resident in the Borough. Intending out-district readers are reminded that there might be a service point nearer to their homes under the County Library scheme, but the reasons given for preferring to come to Watford are (a) a much wider selection of books, particularly those used by the more serious general reader and by students, (b) the County Branches are either not easily accessible or, in the case of part-time centres, not open at hours convenient for those concerned to attend. It should be emphasised that no publicity in any form has been used in the County area to attract readers to the Borough's service.

The Watford reference library was visited by 29,954 persons in 1957/58, and on days when a census was taken it was revealed that 40% of those attending lived outside Watford.

III. Outline of views on how these defects may be remedied

Whilst the Council are pleased to make available these facilities to residents outside the Borough, they do consider that the fact that such a necessity exists illustrates a defect which would be remedied by the amalgamation of the districts. The Borough Central Library is well sited and staffed, and is under the direct supervision of a fully-qualified and experienced Librarian. Branch Libraries would, of course, have to be maintained and expanded within the whole area but, the Watford Central Library being within such easy access of the districts concerned, personal supervision in the extended area by officers having extensive local knowledge of library facilities could be maintained. One library service for the whole area would have the advantage of a centralised but local control, a service which the ratepayers of the districts would then be entitled to use as of right, and not as a result of the concession which now exists and for which they pay nothing.

GORDON H. HALL,
Town Clerk,
Town Hall, Watford.

May, 1958.

APPENDIX 1

SOUTH-WEST HERTFORDSHIRE—1951 CENSUS FIGURES

District	*Resident Population*	*Enumerated Occupied Population*	*Estimated Day Population*
Watford M.B.	72,830	35,530	76,605
Bushey U.D.	16,020	6,727	13,722
Chorleywood U.D.	4,470	1,812	3,509
Rickmansworth U.D.	25,180	11,053	20,847
Watford R.D.	38,850	15,654	34,208

INTERCHANGE OF EMPLOYMENT

Resident in Watford M.B. but working:

1. Elsewhere in Hertfordshire ..		4,942
Bushey	1,061	
Rickmansworth	713	
Watford R.D.	1,990	
2. In London		3,363
3. In Middlesex		1,749

Resident in Bushey U.D. but working:

1. Elsewhere in Hertfordshire ..		2,511
Watford M.B.	1,955	
Rickmansworth	56	
Watford R.D.	245	
2. In London		983
3. In Middlesex		843

Resident in Chorleywood U.D. but working:

1. Elsewhere in Hertfordshire ..		313
Watford M.B.	104	
Rickmansworth	183	
2. In London		597
3. In Middlesex		145

Resident in Rickmansworth U.D. but working:

1. Elsewhere in Hertfordshire ..		3,104
Watford M.B.	2,685	
Bushey	56	
Watford R.D.	156	
2. In London		1,905
3. In Middlesex		1,051

Resident in Watford R.D. but working:

1. Elsewhere in Hertfordshire ..		4,952
Watford M.B.	3,103	
Bushey	444	
Rickmansworth	190	
2. In London		3,622
3. In Middlesex		2,032

Working in Watford M.B. but resident:

1. Elsewhere in Hertfordshire ..		9,948
Bushey	1,955	
Rickmansworth	2,685	
Watford R.D.	3,103	
2. In London		658
3. In Middlesex		2,786

Working in Bushey U.D. but resident:

1. Elsewhere in Hertfordshire ..		1,761
Watford M.B.	1,061	
Rickmansworth	56	
Watford R.D.	444	
2. In London		35
3. In Middlesex		248

Working in Chorleywood U.D. but resident:

1. Elsewhere in Hertfordshire ..		110
Watford M.B.	—	
Rickmansworth	67	
2. In London		—
3. In Middlesex		—

Working in Rickmansworth U.D. but resident:

1. Elsewhere in Hertfordshire ..		1,209
Watford M.B.	713	
Bushey	56	
Watford R.D.	190	
2. In London		87
3. In Middlesex		446

Working in Watford R.D. but resident:

1. Elsewhere in Hertfordshire ..		4,211
Watford M.B.	1,990	
Bushey	245	
Rickmansworth	156	
2. In London		417
3. In Middlesex		1,278

APPENDIX 2

Persons Employed in Watford M.B., Bushey, Rickmansworth and Chorleywood U.D.'s and Watford R.D.

	1951	1956
Agriculture	821	623
Mining etc.	58	69
Non-metalliferous Mining Products	906	1,048
Chemicals etc.	1,490	1,184
Metal Manufacture	356	275
Engineering, Shipbuilding etc.	2,944	4,346
Vehicles	7,779	7,694
Metal Goods	718	730
Precision Instruments	1,444	1,777
Textiles	33	5
Leather etc.	108	93
Clothing	244	322
Food, Drink, Tobacco	2,762	3,001
Wood and Cork	478	641
Paper and Printing	8,047	8,882
Other Manufacturing Industries	1,334	1,425
Building etc.	4,022	3,986
Gas, Water and Electricity	1,533	1,779
Transport	1,472	2,264
Distributive	6,201	6,381
Insurance etc.	871	2,277
National and Local Government	1,907	2,066
Professional Services	3,461	6,399
Miscellaneous *Amusement* *Catering (Hotels)* *Laundries* *Domestic Service etc.*	4,974	4,969
Unclassified	—	16
	53,963	62,252

APPENDIX 3

Examples of Organisations, Societies, etc., catering for the whole or the greater part of S.W. Hertfordshire

Professional and Trade

Watford and District Manufacturers' Association.
Watford and District Trades Council.
Watford and West Herts. Medical Society.
Watford and District Coal Merchants Association.
Watford and District Grocers Association.
Watford and District Licensed Victuallers Association.
National Federation of Business and Professional Women (Watford Branch).

Religious and Welfare

Watford and District Council of Churches.
Watford and District Free Church Federal Council.
Watford Methodist Circuit.
Watford and District Marriage Guidance Council.
Watford and District Infantile Paralysis Fellowship.
Watford and District Disablement Advisory Committee.
Y.M.C.A. Watford and District Branch.

Cultural

Watford and Bushey Arts Society.
S.W. Herts. and Dacorum Drama Council.
Watford Languages Club.
Watford and District Philharmonic Society.
Watford and District Music Festival.
Watford Operatic Society.

Sports

Watford and District Football League.
Watford and District Schools Sports Association.
Watford and District Bowling Association.
Watford and District Table Tennis League.
S.W. Herts. Netball League.
Watford Harriers.
Watford Piscators.
Watford Swimming Club.
West Herts. Bowmen.
West Herts. Rugby Football Club.

Hobbies

Watford and District Cage Birds Society.
Watford Camera Club.
Watford and District Chess Club.
Watford Engineering Society.
Watford and District Floral Society.
Watford and District Model Aircraft Club.
Watford and District Model Engineering Society.
Watford and Bushey Motor Club.
Watford and District Motor Cycle and Light Car Club.
Watford Philatelic Society.

Miscellaneous

Watford Fieldpath Society.
Watford and West Herts. Archaeological Society.
Watford and West Herts. Scottish Society.
S.W. Herts. Scouts Association.
S.W. Herts. Girl Guides Association.
S.W. Herts. Federation of Townswomen's Guilds.
National Council of Women of Great Britain (Watford Branch).
Bedfordshire and Hertfordshire Regiment Comrades Association (Watford Branch).
Royal Air Forces Association (Watford and District Branch).
Royal Naval and Royal Marines Association (Watford and District Branch).
Old Age Pensioners Association (Watford and District).

This list is not comprehensive.

APPENDIX 4

COUNTY BOROUGHS

In order of population to the nearest thousand

(estimated mid-1957 figures)

The 33 county boroughs under 100,000 population have been omitted

Northampton	101,000
Wallasey	103,000
Oxford	104,000
Newport (Mon.)	105,000
York	106,000
Blackburn	107,000
South Shields	108,000
St. Helens	111,000
Gateshead	111,000
Ipswich	112,000
East Ham	113,000
Walsall	115,000
Preston	116,000
Reading	118,000
Oldham	119,000
Norwich	119,000
Huddersfield	128,000
Derby	135,000
Stockport	141,000
Birkenhead	142,000
Bournemouth	143,000
Blackpool	146,000
Wolverhampton	150,000
Middlesbrough	151,000
Southend-on-Sea	157,000
Brighton	159,000
Swansea	162,000
Bolton	163,000
Salford	165,000
West Ham	166,000
Proposed County Borough of S.W. Herts.	179,000
Sunderland	184,000
Southampton	197,000
Plymouth	218,000
Portsmouth	227,000
Croydon	249,000
Cardiff	251,000
Stoke-on-Trent	272,000
Newcastle upon Tyne	275,000
Coventry	277,000
Leicester	281,000
Bradford	287,000
Kingston-upon-Hull	301,000
Nottingham	313,000
Bristol	440,000
Sheffield	499,000
Leeds	510,000
Manchester	682,000
Liverpool	769,000
Birmingham	1,103,000

In order of rateable value as at 1st April, 1957

The 28 county boroughs under £1,000,000 rateable value have been omitted

	£
Gateshead	1,003,000
Grimsby	1,029,000
Hastings	1,039,000
Walsall	1,054,000
Doncaster	1,066,000
Blackburn	1,067,000
Bath	1,103,000
Darlington	1,116,000
Oldham	1,151,000
York	1,201,000
Preston	1,237,000
Newport (Mon.)	1,249,000
Wallasey	1,278,000
Eastbourne	1,309,000
Northampton	1,384,000
Huddersfield	1,400,000
East Ham	1,424,000
Stockport	1,441,000
Middlesbrough	1,443,000
Southport	1,461,000
Birkenhead	1,493,000
Exeter	1,510,000
Salford	1,521,000
Norwich	1,554,000
Ipswich	1,587,000
Bolton	1,655,000
Reading	1,830,000
Derby	1,846,000
Swansea	1,930,000
Sunderland	1,979,000
Oxford	1,981,000
Wolverhampton	2,036,000
West Ham	2,246,000
Stoke-on-Trent	2,420,000
Southend-on-Sea	2,796,000
Proposed County Borough of S.W. Herts.	2,977,000
Kingston-upon-Hull	3,048,000
Plymouth	3,058,000
Bradford	3,084,000
Blackpool	3,175,000
Southampton	3,414,000
Brighton	3,422,000
Bournemouth	3,542,000
Portsmouth	3,725,000
Coventry	3,764,000
Cardiff	3,808,000
Nottingham	4,057,000
Leicester	4,133,000
Croydon	4,326,000
Newcastle upon Tyne	4,458,000
Sheffield	5,464,000
Leeds	6,060,000
Bristol	6,173,000
Liverpool	9,067,000
Manchester	10,056,000
Birmingham	14,898,000

APPENDIX 4—*Continued*

COUNTY BOROUGHS

In order of rateable value per head of population as at 1st April, 1957

	£
Merthyr Tydfil	6·5
St. Helens	7·7
Barnsley	8·8
Stoke-on-Trent	8·9
Dewsbury	9·0
Gateshead	9·0
South Shields	9·0
Salford	9·1
Walsall	9·2
Warrington	9·3
Wigan	9·4
Smethwick	9·6
Middlesbrough	9·6
Oldham	9·7
Burnley	9·7
Blackburn	9·9
Halifax	10·0
West Bromwich	10·0
Bolton	10·1
West Hartlepool	10·1
Kingston-upon-Hull	10·2
Stockport	10·2
Rotherham	10·2
Rochdale	10·4
Tynemouth	10·5
Birkenhead	10·5
Preston	10·6
Bootle	10·7
Wakefield	10·7
Barrow-in-Furness	10·8
Bradford	10·8
Bury	10·8
Carlisle	10·8
Grimsby	10·8
Sunderland	10·8
Dudley	10·9
Huddersfield	10·9
Sheffield	10·9
Lincoln	11·3
York	11·3
Liverpool	11·7
Newport (Mon.)	11·9
Leeds	11·9
Swansea	11·9
Burton-upon-Trent	12·3
East Ham	12·5
Wallasey	12·5
Doncaster	12·8
Norwich	12·9
Nottingham	13·0
Gloucester	13·2
Wolverhampton	13·3
Darlington	13·4
Birmingham	13·4
West Ham	13·4
Derby	13·5
Northampton	13·6
Bath	13·8
Coventry	13·8
Worcester	13·8
Bristol	14·0
Plymouth	14·1
Ipswich	14·4
Chester	14·4
Leicester	14·6
Manchester	14·7
Cardiff	15·2
Great Yarmouth	15·4
Reading	15·5
Canterbury	16·0
Hastings	16·0
Newcastle upon Tyne	16·1
Portsmouth	16·1
Proposed County Borough of S.W. Herts.	16·9
Southampton	17·4
Croydon	17·4
Southport	17·8
Southend-on-Sea	17·9
Oxford	19·0
Exeter	19·6
Brighton	21·5
Blackpool	21·7
Eastbourne	22·6
Bournemouth	24·8

APPENDIX 5

ADMINISTRATIVE COUNTIES (EXCLUDING LONDON)

In order of population to the nearest thousand *(estimated mid-1957 figures)*

Radnorshire	19,000
Rutlandshire	23,000
Merionethshire	39,000
Montgomeryshire	45,000
Anglesey	52,000
Cardiganshire	53,000
Breconshire	56,000
Westmorland	67,000
Soke of Peterborough	68,000
Huntingdonshire	77,000
Isle of Ely	89,000
Pembrokeshire	94,000
Isle of Wight	94,000
Lincolnshire (Holland)	103,000
Caernarvonshire	122,000
Suffolk (West)	125,000
Herefordshire	128,000
Lincolnshire (Kesteven)	133,000
Flintshire	147,000
Denbighshire	169,000
Carmarthenshire	170,000
Cambridgeshire	182,000
Oxfordshire	195,000
Cumberland	218,000
Yorkshire (East Riding)	219,000
Suffolk (East)	222,000
Northamptonshire	279,000
Shropshire	298,000
Dorset	305,000
Lincolnshire (Lindsey)	319,000
Monmouthshire	325,000
Bedfordshire	335,000
Cornwall	341,000
Berkshire	347,000
Sussex (East)	351,000
Sussex (West)	370,000
Leicestershire	373,000
Norfolk	384,000
Yorkshire (North Riding)	387,000
Wiltshire	405,000
Worcestershire	423,000
Buckinghamshire	431,000
Gloucestershire	461,000
Northumberland	464,000
Somerset	495,000
Devon	516,000
Warwickshire	550,000
Hertfordshire less S.W. Herts.	561,000
Nottinghamshire	563,000
Hampshire	715,000
Derbyshire	718,000
Hertfordshire *(present County)*	740,000
Glamorgan	741,000
Cheshire	862,000
Staffordshire	919,000
Durham	929,000
Surrey	1,419,000
Kent	1,614,000
Yorkshire (West Riding)	1,624,000
Essex	1,755,000
Lancashire	2,110,000
Middlesex	2,249,000

In order of rateable value as at 1st April, 1957

	£
Rutlandshire	216,000
Radnorshire	228,000
Montgomeryshire	345,000
Merionethshire	351,000
Angelsey	421,000
Cardiganshire	462,000
Breconshire	504,000
Huntingdonshire	727,000
Westmorland	789,000
Pembrokeshire	819,000
Lincolnshire (Holland)	849,000
Soke of Peterborough	855,000
Isle of Ely	920,000
Suffolk (West)	1,073,000
Herefordshire	1,158,000
Lincolnshire (Kesteven)	1,215,000
Caernarvonshire	1,374,000
Isle of Wight	1,377,000
Carmarthenshire	1,415,000
Denbighshire	1,729,000
Flintshire	1,799,000
Cumberland	1,857,000
Oxfordshire	1,978,000
Suffolk (East)	2,185,000
Yorkshire (East Riding)	2,310,000
Cambridgeshire	2,368,000
Monmouthshire	2,401,000
Northamptonshire	2,791,000
Shropshire	2,928,000
Norfolk	3,051,000
Cornwall	3,255,000
Dorset	3,564,000
Leicestershire	3,622,000
Lincolnshire (Lindsey)	3,675,000
Yorkshire (North Riding)	3,932,000
Bedfordshire	4,182,000
Berkshire	4,206,000
Northumberland	4,239,000
Wiltshire	4,393,000
Worcestershire	4,459,000
Somerset	5,321,000
Nottinghamshire	5,492,000
Gloucestershire	5,545,000
Sussex (East)	5,689,000
Buckinghamshire	6,140,000
Glamorgan	6,415,000
Sussex (West)	6,492,000
Devon	6,570,000
Derbyshire	6,627,000
Warwickshire	6,634,000
Hertfordshire less S.W. Herts.	7,278,000
Durham	7,821,000
Staffordshire	8,313,000
Hampshire	8,928,000
Cheshire	9,903,000
Hertfordshire *(present County)*	10,255,000
Yorkshire (West Riding)	13,552,000
Lancashire	20,879,000
Essex	21,931,000
Kent	22,416,000
Surrey	24,691,000
Middlesex	39,976,000

APPENDIX 5—*Continued*

ADMINISTRATIVE COUNTIES (EXCLUDING LONDON)

In order of rateable value per head of population as at 1st April, 1957

	£		£
Monmouthshire	7·4	Isle of Ely	10·3
Montgomeryshire	7·7	Yorkshire (East Riding)	10·5
Norfolk	8·0	Worcestershire	10·7
Anglesey	8·1	Somerset	10·8
Lincolnshire (Holland)	8·2	Wiltshire	10·9
Carmarthenshire	8·3	Caernarvonshire	11·2
Yorkshire (West Riding)	8·4	Lincolnshire (Lindsey)	11·6
Durham	8·5	Cheshire	11·7
Cumberland	8·6	Dorset	11·7
Merionethshire	8·6	Westmorland	11·8
Suffolk (West)	8·6	Radnorshire	12·0
Cardiganshire	8·7	Gloucestershire	12·2
Glamorgan	8·7	Flintshire	12·3
Pembrokeshire	8·7	Warwickshire	12·4
Breconshire	9·0	Berkshire	12·5
Herefordshire	9·1	Bedfordshire	12·7
Lincolnshire (Kesteven)	9·2	Essex	12·7
Northumberland	9·2	Devon	12·8
Staffordshire	9·2	Hampshire	12·8
Derbyshire	9·3	Soke of Peterborough	13·0
Cornwall	9·6	Cambridgeshire	13·1
Huntingdonshire	9·7	**Hertfordshire less S.W. Herts.**	13·5
Rutlandshire	9·8	Kent	14·0
Shropshire	9·8	**Hertfordshire** *(present County)*	14·3
Leicestershire	9·9	Isle of Wight	14·6
Nottinghamshire	9·9	Buckinghamshire	14·7
Suffolk (East)	9·9	Sussex (East)	16·4
Lancashire	10·0	Surrey	17·6
Denbighshire	10·1	Middlesex	17·8
Oxfordshire	10·1	Sussex (West)	18·1
Northamptonshire	10·2		
Yorkshire (North Riding)	10·2		

Supplementary Evidence Submitted by the Watford Borough Council

Town Hall,

Watford.

6th January, 1960.

Dear Mr. Niven,

Observations submitted on behalf of the Hertfordshire Borough and District Council's Association

My Council have considered the observations submitted to the Royal Commission by the Honorary Secretary of the Hertfordshire Borough and District Councils' Association upon the Hertfordshire County Council's evidence regarding delegation of functions under Part III of the Town and Country Planning Act, 1947. The Council have asked me to inform you that, as their proposal for County Borough status for South-West Hertfordshire would involve the direct conferment of town planning powers and not delegation from the County Council, they take the view that the observations of the Association have no direct bearing on the Borough Council's evidence. They do consider, however, that the observations expressed on behalf of the Association accord with their own experience of town planning delegation in practice, and they also ask me to say that they dispute the accuracy of certain of the statistics given by the County Council insofar as they refer to the Borough.

Evidence of Greater London Group of the London School of Economics and Political Science

I have reported to my Council on the evidence submitted to the Royal Commission by the above-mentioned group, and I have been instructed to say that the Council disagree profoundly with the Group's proposal to attach South-West Hertfordshire to London government, and they consider that a Greater London Council would not be in the best interests of good and effective local government. In particular, they place on record their view that the proposal to pay salaries to the members of the Greater London Council and the other new bodies is entirely foreign to the concept of local government as practised in this country, and they regard this as of fundamental importance.

Yours sincerely,

(sgd.) GORDON H. HALL,

Town Clerk.

J. R. Niven, Esq.,
Secretary,
Royal Commission on Local Government in Greater London.

Evidence Submitted by the Barnet Urban District Council

DESCRIPTIVE INTRODUCTION

In dealing at this stage with the various Local Government functions and services concerning which the Royal Commission invite comment, the Council think it desirable to record that the ancient town of Chipping Barnet, together with the rest of the Urban District, historically for many centuries has been an integral part of the County of Hertford.

Since the Local Government Act of 1894 three extensions of the Urban District have all been from within the same County, being parts of the Rural District of Elstree, formerly the Rural District of Barnet. The District now comprises the areas generally known as Barnet, Arkley and Totteridge, with an acreage of 4,290 and a population, as at Midsummer 1957, of 25,825. The rateable value is £466,573, and the current General Rate for five of the Parishes in the District 18s 11d. in the £, and for the Parish of Chipping Barnet 18/10d. For Parliamentary purposes, jointly with the Urban District of East Barnet and the Rural District of Elstree, the District constitutes the Hertfordshire County Constituency of Barnet.

Ecclesiastically, most of the Urban District is in the Rural Deanery of Barnet, in the Diocese of St. Albans. It was to the Abbot and Monks of St. Albans that a Charter for Barnet Market was granted by King John in 1199. By Charter of Henry II, confirmed by Letters Patent by Queen Elizabeth I in 1587-88, there was also a Grant for a Market and Fairs for Chipping Barnet. Annually, in September, Barnet Horse and Pleasure Fair is still held.

Various Charities, several of them substantial, and some of them dating from the 16th and 17th Centuries, remain in operation, applicable to the Ancient Parish of Chipping Barnet, part of which extends into portions of the Urban District of East Barnet.

Several Public Offices and services, some covering a wider area than the three above mentioned, are centred in Barnet. These comprise Barnet Magistrates Court, Barnet County Court, Ministry of Labour Employment Exchange, Barnet General Hospital, Customs and Excise Office, Ministry of Pensions and National Insurance, Registrar of Births, Marriages and Deaths, and Herts. C.C. Child Welfare Clinic. The Hyde Institute and Herts. C.C. Public Library (with the largest issue of books for any Branch Library in Hertfordshire) and also Barnet Museum, are in the centre of Chipping Barnet. The Drill Hall of Hertfordshire Territorial Force Association is situate in St. Albans Road, Barnet. A few other Public Offices serving the Urban District are located just within East Barnet Urban District.

FUNCTIONS AND SERVICES

A. Education

There are in the Urban District nine primary schools (three of which are Church of England Schools and one a Roman Catholic School) and two Secondary Modern Schools (one of which is a Church of England School). Additionally, the South Herts.

College of Further Education, recently extended and modernised, is located in the centre of Chipping Barnet and likewise serves the three Districts of Barnet, East Barnet and Elstree.

The education services for the District, under the Hertfordshire Education Authority, have been administered through the South Herts. Divisional Executive (whose offices are in High Street, Barnet), covering the Urban Districts of Barnet and East Barnet and the Rural District of Elstree. This has proved most effective for the three areas, in which it has enabled planned progress to proceed at a time when balanced educational development throughout the areas was essential to meet urgent needs. The continuation of the Divisional Executive system for these joint areas is most necessary.

Under a separate Governing Body there are in Barnet the Barnet Queen Elizabeth Grammar School for Boys (established by Royal Charter of Queen Elizabeth I in 1573) and that for Girls established in 1888.

B. Environmental Health, Parks and Open Spaces

Over £200,000 has been expended by the Council for the provision and development of 644 acres of recreation grounds, playing fields and open spaces. Included therein are 26 acres of Manorial Land at Rowley Green, 45 acres of Golf Course at Arkley, and a football ground at Underhill let to Barnet Football Club. The Council in 1928, were the first Authority in England and Wales to utilise the provisions of Section 69 of the Public Health Act, 1925, under which they acquired Barnet Playing Fields, where there are some 40 acres used for football, cricket and other games and recreations.

C. Housing

(a) Provision of Houses.

The Council's first housing scheme (52 dwellings) was undertaken in 1910. There are now in the ownership of the Council 1,047 houses and 272 flats and twelve shops. In 1923 a twenty-five years' tenant-purchase scheme for 42 houses was undertaken and has since matured, the freeholds having been transferred to the tenant-purchasers in 1948. In addition to the numbers above-mentioned, a second tenant-purchase scheme for 43 houses was launched in 1954 and is now in operation at Whitings Hill.

Under the Housing Acts the Council have 117 dwellings (and one shop) in course of erection, and the residue of a site upon which a further 202 can be erected.

(b) Slum Clearance.

There is one Clearance Area in the District covering 28 houses. Twenty-five of these have already been vacated, the tenants having been re-housed by the Council, except in the case of a house used as a shop.

D. Town and Country Planning

The Council is the delegated Authority under the Herts. County Council for purposes of the Town and Country Planning Act, 1947. Comment upon the administration of such functions, as between the Town Planning Authority and the Delegated Authority would be premature at this stage in view of the contemplated improved nature of delegation schemes for County District Councils shortly to be issued nationally by the Minister of Housing and Local Government. Suffice it to say that the Council are competent to undertake, to the fullest extent, Town Planning functions for this District.

E. Generally

As it is understood that the observations sought by the Royal Commission are, for the moment, mainly those which relate to defects encountered in the present administration of functions and services, the Council do not specify at this juncture all the other various services set out in Appendix B of the Royal Commission's letter of the 17th February, 1958. Each service, however, can be more particularly detailed at a later date, if and when it is necessary.

CONCLUSION

The Council do not favour any change in the Local Government structure for this area which would thereby involve their transfer from the Administrative County of Hertford. The District's community of interest, and facilities for exercising the requisite functions, are concerned predominantly with other Districts in that County. In furtherance of earlier negotiations, discussions are already in progress with the adjoining Urban District Council of East Barnet regarding the amalgamation of the two areas as an integral Local Government unit for the County of Hertford.

Supplementary Evidence Submitted by the Barnet Urban District Council

In their preliminary evidence in May 1958 the Council's descriptive introduction made it clear that the District's interests historically were with the Administrative County of Hertford, from which there was no desire to be transferred. Discussions then in progress with the East Barnet Urban District Council, the adjoining area, have resulted in both Authorities agreeing, in principle, that the two Districts as now constituted should be amalgamated within and as part of Hertfordshire. The proposal has been supported by the Hertfordshire County Council, as is shown in the Further Evidence of the East Barnet Urban District Council. This view is in accord with the long prevailing community of interest between the two Districts in Local Government functions (whether administered by the Herts. County Council or by the County District), and in many organisational and social spheres. Whatever may ultimately be recommended by the Royal Commission for any other contiguous part of the Greater London area, Barnet Urban District Council are firmly of opinion and desire that this Urban District as a whole should be maintained as a part of the County of Hertford.

In supplementing their Preliminary Evidence the Council give the following up-to-date statistical and other information:

GENERAL STATISTICS

Acreage:

Parish of Chipping Barnet	380
„ „ South Mimms Urban ..	273
„ „ Hadley	27
„ „ Arkley	830
„ „ Totteridge	1,604
„ „ Rowley	1,176
Total	4,290 acres

Population of Urban District:

Census 1921	11,772
„ 1931	15,064
„ 1951	25,019
(mid-1958)	26,100

Local Government Electorate (by Wards) (1959 Register of Electors)		*Number of Members of Council*
Barnet North Ward	3,823	Four
Barnet South Ward	5,093	Six
Arkley East Ward	3,633	Three
Arkley West Ward	2,076	Two

Totteridge East Ward	—	3,381	—	Three
Totteridge West Ward	—	540	—	One
Rowley Ward	—	785	—	One
		19,331		

Herts. County Electoral Division:

Barnet	8,916	Electors	(1959)
Arkley and Totteridge ..	10,415	,,	(1959)
	19,331		

Barnet Parliamentary Division of Hertfordshire:

Parliamentary Electorate (1959):

Barnet	19,222
East Barnet	29,549
Elstree	15,968
Total..	64,739

Penny Rate Product	(revised forecast 1958/59) —	£1,920
,, ,, ,,	(estimate for 1959/60)	£2,040 (as below)

Parish etc.	1959/60 *Estimate*
Elstree	£73
Shenley	£17
Ridge	£25
Arkley	£449
Chipping Barnet	£575
Hadley	£69
South Mimms Urban	£301
Totteridge	£470
Gas	£5
Electricity	£47
Transport Commission	£9
	£2,040

Present Rateable Value	£475,115	
Rateable Value per head of population	£18	
Rate Poundage 1958/59		18s. 11d.
,, ,, 1959/60		19s. 1d.

Rate per head of population .. .. .. (Latest available as submitted to I.M.T.A. for 1958/59—based on Midsummer 1957 population of 25,840).	£16 11s. 2d.

STAFF

(Five Departments) Total Staff 62: Other employees 125.

EDUCATION

Under the Hertfordshire Education Authority, South Herts. Divisional Executive (one of the seven Divisions into which the County is divided for educational administration) comprises the Urban Districts of Barnet and East Barnet and the Rural District of Elstree, an area of about 15 square miles with 52 schools, and over 94,000 total population, of which 17, 219 is the present school population. (Barnet has 6, East Barnet 10 and Elstree 5, representatives on the Divisional Executive).

The Divisional Executive also administer the College of Further Education at the Old Grammar School, Wood Street, Barnet. The full-time day students, day release students and evening students, for 1958/59 total 3,300 (estimated total of 316,000 student hours). The Governors are considering the doubling of the teaching accommodation (as school leavers in the early 1960's will be about 50% higher than in the past few years), with an interim extension by a £10,000 Minor Works project.

The consequent co-ordination of education facilities in the three Districts has been of much benefit in the post-war period, and ought to be maintained. The Council, in June, 1957, expressed the view that they would regret the abolition of the South Herts. Divisional Executive, having regard to the valuable work already carried out, unless there were some other suitable and adequate representation to an equivalent extent for this District. Particulars of the likely operation of delegation functions for education, under the Local Government Act, 1958, are awaited from the Ministry of Education, at which time the present Divisional Administration Scheme will come under review.

ENVIRONMENTAL HEALTH SERVICES

(a) Public Swimming Baths.

Discussions are in hand with East Barnet U.D.C. for a joint swimming bath for the two Districts. Barnet earmarked a site for a swimming bath some years ago at Barnet Playing Fields. There is already a school swimming bath in Queens Road at Barnet Grammar School for Boys. A swimming pool (provided by voluntary funds and labour by the Parent Teacher Association) was opened at Underhill School in October, 1958. Plans are in hand for pools at the Girls' Grammar School, High Street and at Foulds School, Byng Road.

(b) Watercourses, ditches and ponds.

Dollis Brook and Folly Brook, tributaries of the River Brent. The Herts. C.C. are Enforcement Authority for Rivers (Prevention of Pollution) Acts, and co-operate with the District Council.

(c) Disinfestation of Premises and Articles.

This rarely arises, and when it does is dealt with by modern insecticides.

(d) Drainage of Trade Premises.

Seven Consents and Agreements are in operation under East Middlesex Drainage Scheme and the Colne Valley Sewerage Board.

(e) Mortuaries and Post-Mortem Rooms.

Mortuary facilities provided by East Barnet are, by arrangement, used jointly with that Authority. About 20 bodies annually are dealt with from this District.

(f) Public Conveniences.

Public conveniences are in Wood Street, and at Old Court House Recreation Grounds, and High Street, Hadley.

(g) Refuse Collection and Disposal.

Collection is made weekly throughout the District by four vehicles and 21 men. The Council have noted the suggestion in the Memorandum of Evidence by the Ministry of Housing and Local Government for some central organisation for the collection and disposal of refuse for the L.C.C. area which the Ministry also suggest might be extended to some or all of the outer areas. So far as this District is concerned there is a weekly collection by four vehicles, giving satisfactory local service, which enables ratepayers to be easily in touch with the Surveyor's Department, and the service is responsive to the needs of the inhabitants. Refuse disposal is by contractors to an approved tip at Cole Green, Hertford, and no difficulties arise in these arrangements. For a service such as collection and disposal of refuse in an outer area of this type, the Council see no need for the District to be included in any central organisation.

(h) Regulation of Buildings and Sanitation of Buildings.

Building Byelaws approved by Minister of Housing and Local Government on 16th February, 1954.

(i) Sewerage and Sewage Disposal.

The town is drained and sewered on the separate system, excepting the older portions of the District where it is a combined system. Part of the Totteridge area drains to the Finchley Borough sewers; in the outlying areas some properties are on cesspool drainage or domestic sewage disposal plants. The Sewage Disposal Works at Mays Lane, are due to be dispensed with in 1961 under the East Middlesex Drainage Scheme.

(j) Street Cleansing.

Street cleansing is partly undertaken by a Lewin Mechanical Sweeper, and partly by street orderlies.

(k) Burial Grounds and Cemeteries.

The Council is not a Burial Authority: There is a Church Burial Ground and extension at Bells Hill, and another at St. Albans Road, and at Totteridge Church.

(l) Parks and Open Spaces.
(m) Physical Training and Recreation Act, 1937.

The Council were the first Authority in the Country to operate the adoptive provisions of Section 69 of the Public Health Act, 1925, in connection with the acquisition and layout of Barnet Playing Fields.

Parks and Gardens.	*Acres*	*Games Provided*
Old Court House Recreation Ground	6·134	2 Bowling Greens: 3 Hard Tennis Courts: 3 Grass Tennis Courts: Playground equipment: Paddling Pool.
Ravenscroft Gardens	2·960	Paddling Pool.
Jubilee Gardens	·289	
Garden of Remembrance	·460	
Playing Fields and Open Spaces.		
Oak Tree Sports Ground	4·789	3 Hard Tennis Courts: 1 Hockey Pitch.
Barnet Playing Fields	40·717	8 Association Football Pitches: 3 Hockey Pitches: 6 Cricket Tables: Playground Equipment.
Grange Playing Fields	9·968	3 Association Football Pitches: 1 Junior Football Pitch: 2 Cricket Tables.
Byng Road Playing Fields	13·389	1 Association Football Pitch: 2 Rugby Football Pitches: Unorganised Games.
Mission Hall Land	2·998	Playground Equipment. Unorganised Games.
Whitings Hill	17·060	Unorganised Games.
Stanhope Road Land	2·210	Unorganised Games.
Grove Tennis Courts	·979	3 Hard Tennis Courts.
Totteridge Cricket Ground	3·987	1 Cricket Table: 1 Association Football Pitch.
Barnet Football Ground	3·089	1 Association Football Pitch.
Rowley Green Manorial Land ..	26·400	
Barnet Gate Land	8·515	1 Cricket Table: 1 Association Football Pitch: 2 Grass Tennis Courts.
Arkley Golf Course	46·167	9 Hole Golf Course.
Other Council Open Spaces ..	454·151	Consisting mainly of Green Belt Lands acquired by the Council before 1939.

HOUSING

Council houses (52) were first erected in this District in 1910. The total number of dwellings completed and occupied to the end of 1958 (including 42 purchased by the Council and 99 prefabs), is 1,549. (These are about 19% of the total number of dwellings in the District and house about 21% of the population).

Tenant-purchase houses (43) are provided at Whitings Hill Estate, and 48 such houses were also erected at Wentworth Estate in 1923, acquisition of which has now been completed by the Tenant-Purchasers. The Council have also built 12 shops and 23 garages. There are 34 dwellings now in course of erection and some 200 others are under consideration for erection on remaining housing land.

PERSONAL HEALTH SERVICES

(*i*) National Health Service Acts.

Barnet General Hospital, Wellhouse Lane (450 beds), is the largest in Hertfordshire.

Victoria Maternity Hospital, Wood Street has 48 beds and 48 cots, and St. Stephens Hospital, Mays Lane 88 beds.

All these are administered by Barnet Group Hospital Management Committee under North West Metropolitan Regional Hospital Board.

General medical and dental services are under the Herts. Executive Council, and the Herts. County Council, as Local Health Authority, provide services for care of mothers and children; health visiting; immunisation and vaccination etc., at Clinics at Vale Drive, Barnet and Dollisfield, Totteridge Lane. In all these spheres there is close collaboration with the Council's Medical Officer of Health.

(*ii*) Mental Health Services.

Are dealt with by the Herts. County Welfare Committee, and the North-West Metropolitan Regional Hospital Board through Barnet Group Hospital Management Committee.

(*iii*) National Assistance Acts.

Barnet Urban District Council undertake removal of persons needing care and attention, under Section 47 of the 1948 Act, and burials under Section 50.

(*iv*) Care of Children and Registration of Nurseries etc.

Are dealt with by the Herts. County Council.

TOWN PLANNING

The District Council is a delegated authority under the Herts. County Planning Authority, by whom a County Development Plan was submitted in 1953 to the Minister of Housing and Local Government, who approved it (together with a Town Map for Barnet and East Barnet) with slight modifications, only in December, 1958. This being the case the existing delegation agreement now needs revision so as to give the Urban Council more direct responsibility for administration of the County Plan. The prevailing detailed reference to the Divisional Planning Officer or the County Planning Officer of each development application is no longer necessary and can safely be dispensed with. Since 1947 some 2,050 applications for development in this District have been dealt with, and only 40 appeals to the Minister have arisen; of these 20 were dismissed, 14 allowed in whole or in part, 2 withdrawn and 4 outstanding.

The maintenance of Green Belt Lands in the District (several hundred acres of which were acquired by the Council for this purpose before 1939) has been a feature of the Council's policy, generally upheld by the Minister. Claims by developers for compensation under the Town and Country Planning Act, 1954 (paid by the Government) on refusal of development of Green Belt Lands in the District have totalled £440,000, being the largest amount paid for any District in Hertfordshire.

HIGHWAYS AND TRAFFIC

Summary of Road Mileage in the District—April, 1958

Types	*Maintained by B.U.D.C.*	*Maintained by H.C.C.*	*Totals*
Trunk Roads	—	2.640	2.640
Class I Roads	6.510	0.050	6.560
Class III Roads	4.390	0.090	4.480
Unclassified District Roads ..	22.941	—	22.941
County Unclassified Roads	2.760	0.220	2.980
Roads not adopted but maintained	0.170	—	0.170
Private Streets	—	—	6.213
	36.771	3.000	45.984

Car Park in Town Centre

Private Street Works undertaken since 1947—£73,864 for 24 private streets.

Barnet By-Pass and the Great North Road pass through this District. The traffic problem is of importance to the Council, particularly traffic in Barnet High Street. Much of it could be solved by the Ministry of Transport and Civil Aviation in a realisitic and expeditious scheme of road development and improvement around London (some of which is now in hand such as that at Barnet By-Pass), and an effective car parking policy with due regard for the needs of local inhabitants. The Ministry's suggestions in the Memorandum of Evidence for some form of overall highway and traffic authority, dealing also with street lighting and other incidental matters, is not acceptable, and is an instance of abstracting from Local Government another of the functions which local authorities are themselves individually capable of administering under a broad Governmental scheme for highways and traffic. Problems of traffic congestion in Central London should be solved otherwise than by a system of an independent highway authority covering extensive areas of outer London such as is postulated by the Ministry in the establishment of a single tier Highway Authority for groups of Local Government areas.

Old Court House,
Wood Street,
Barnet.

ALFRED S. MAYS,
Clerk of the Council.

24th March, 1959.

Evidence Submitted by the Bushey Urban District Council

GENERAL OBSERVATIONS

The Council when it was consulted by the Minister of Housing and Local Government in September, 1957, on the terms of reference of the Royal Commission, made it clear that it had no observations to make on the proposed boundaries of the area to be reviewed and the inclusion therein of Bushey, provided it was clearly understood that this was merely the area of review and not the proposed area of the London conurbation. The Council assumed from the Minister's statement in Parliament on the 29th July, 1957, that the Royal Commission would be charged with the task of carrying out a comprehensive review of the local government structure in the Metropolitan area, and that only after this review had been carried out would the boundaries of the conurbation be fixed. It was appreciated that the Royal Commission were unlikely to be able to define satisfactorily the boundaries of the conurbation without first reviewing the local government structure in the "fringe areas" such as Bushey. The Minister did, however, promise full consultation with local authorities likely to be affected and the Council therefore reserved the right to make detailed observations to the Royal Commission at a later date concerning the position of Bushey with regard to the area of the conurbation.

Briefly, the reasons why the Council considers it wrong that its District should be included in any area of London local government are as follows:

1. Bushey is included in the Green Belt Ring described by Professor Abercrombie in the Greater London Plan of 1944 as "being of paramount importance to London in providing the first stretches of open country". The Urban District is separated from the Inner and Suburban Rings of London (also described in the Greater London Plan) by open stretches of country, such as Harrow Weald Common, Stanmore Common and the land north of Edgware. Professor Abercrombie in the Greater London Plan emphasises "the immense importance to London that the land north of Edgware should remain unbuilt upon; at the moment it forms part of the Green Belt into the Aldenham area".

The Council considers that the preservation of the Green Belt in this area is more likely to be achieved by the retention of Bushey and adjoining districts in the Administrative County of Hertford than by their inclusion within a unit of London local government. Hertfordshire is, to a large extent, a rural county and it is felt that the Hertfordshire County Council is more likely to be able and pre-disposed to halt, or at least control, the continued outward sprawl of London than an authority one of whose main problems and preoccupations will be to find the land to relieve the congestion within its own overcrowded central districts—a problem which in this Council's view could be alleviated by "building upwards" within those districts. Indeed, the Council thinks that no step could be more calculated to negate the great concept of the "Green Zone" as contained in the Greater London Plan than the inclusion of the Green Belt areas within the ambit of London local government.

2. The Urban District of Bushey is entirely different in character and neither has nor wants anything in common with the built-up areas contained in the Inner and Suburban Rings of London. It should not, therefore, be included within the same unit of local government administration. Bushey has not become built-up to

such an extent as other areas as near to London but has, to a considerable extent, retained its old village atmosphere and its own "sense of community". A number of factors have contributed to this. Large areas of land have been zoned in the Bushey Town Map of the Hertfordshire County Development Plan as Metropolitan Green Belt. The built-up area has been kept as compact as possible so that the remaining land in the Urban District shown for agriculture may be retained as such. Topographically, Bushey "leans" towards the open country and the Chiltern Hills. It is in the Ecclesiastical Diocese of St. Albans. Moreover, Bushey has attracted within its boundaries several fine private schools, such as the Royal Masonic Senior and Junior Schools, the Royal Caledonian School and St. Margaret's Clergy Orphan School, all of which are surrounded by extensive playing fields. These open spaces, together with others (such as two golf courses) have prevented the district from developing into a typical suburban area of the type characteristic of so many places included within the Royal Commission's area of review.

3. The Council asserts that the fact that Bushey is included within the Metropolitan Police District is no reason whatsoever why it should be included within an area of London local government, since the area of the Metropolitan Police District was fixed for purposes which are largely irrelevant to those under consideration by the Royal Commission. The Council confidently hopes that the Royal Commission will not be influenced by any such artificial factors but rather by a detailed examination of the characteristics of the district.

4. The Council is of the opinion that the services which it undertakes are provided efficiently and economically and, generally speaking, it is well satisfied with the major services provided by the Hertfordshire County Council, which it deems to be efficient and progressive. The Royal Commission will, no doubt, appreciate that if the districts in Hertfordshire within the area of their review were taken out of Hertfordshire and included within a unit of London local government, the effect would be to cripple the Hertfordshire County Council to the point of endangering its viability as an Administrative County.

Generally, and apart from the fact that the Council believes that Bushey should be retained within the County of Hertford, it is felt that the Urban District, as at present constituted, forms a convenient and effective unit of local government administration—large enough to ensure that services can be run efficiently and economically, yet not too large to prevent the elected members from properly representing their constituents. Nevertheless, because of the less fortunate position of some of its neighbours, particularly the Watford Rural District Council, the Council feels that changes in local government boundaries within the area of South-West Hertfordshire may be inevitable. For this reason, it is seeking to arrange meetings with neighbouring local authorities, and will consult with the Hertfordshire County Council, so that it may be possible to submit specific proposals as to local government reorganisation to the Royal Commission within the next six months.

It is understood that the Watford Borough Council will submit a proposal to the Royal Commission that an area in South-West Hertfordshire comprising the Borough, the Urban Districts of Chorleywood, Bushey and Rickmansworth and the Rural District of Watford should be combined into one local government unit and given the status of a County Borough. The Council was approached by the Watford Borough Council with this proposal, but is strongly opposed to it as it is of the opinion that the proposed County Borough would not form a convenient and effective unit of local government administration, and that the inclusion therein of Bushey would not be in the interests of its ratepayers. The Council reserves the right, therefore, to submit evidence at a later date on any proposals to be made by the Watford Borough

Council that a County Borough should be formed in South-West Hertfordshire, and asks to be supplied by the Royal Commission with a copy of such proposals so that it will be in a position to make detailed comments.

DESCRIPTION OF SERVICES WITHIN THE URBAN DISTRICT OF BUSHEY

Education

Education and Agricultural Education

The Local Authority for Education and Agricultural Education is the Hertfordshire County Council which has delegated many of its powers to five Divisional Executive Committees, of which the South-West Herts. Divisional Executive serves this area. The Council nominates two members to serve on the South-West Herts. Divisional Executive and also three members to serve on the Governing or Managing Bodies of the Bushey Primary Schools, the Bushey Meads School and the Ashfield Controlled School, and one member to serve on the Governing Body of the Bushey Grammar School. In Bushey there is one Grammar School (completed in 1950), one Secondary Technical School (completed in 1957), one Secondary Modern School (completed in 1958) and five Primary Schools. Some of these schools cater also for children from other districts. Sites have been reserved in the County Development Plan for two further Secondary Modern Schools and one Primary School in Bushey. With the completion of these new schools, the Council will be well satisfied with the educational facilities which also include Evening Institutes for Further Education provided by the Hertfordshire County Council. The South-West Herts. Divisional Executive Committee appears to function extremely well.

The Hertfordshire County Council also provides a very fine Branch Library in Bushey, and the outlying parts of the District are served by a Mobile Library.

Youth Employment Service

This service was transferred from the Ministry of Labour and National Service to the Hertfordshire County Council in 1950. The office of the Divisional Youth Employment Officer for South-West Hertfordshire is situated in Watford.

Environmental Health

Baths, Wash-Houses and Bathing Places

The Council has provided and maintains an open air Swimming Bath at the King George Recreation Ground, which is available to the public and to schools during the months of May to September inclusive. At present the water is maintained on the fill and empty principle and is treated daily with chemicals. The Ministry of Housing and Local Government have given approval to the provision of a Filtration Plant with break point chlorination, and this should be available for the 1959 season. There are no public wash-houses in the district, nor is it considered that there is any necessity for these in a residential district such as this.

Control of Watercourses, Ditches and Ponds

The Council deals with the control of watercourses, ditches and ponds from an environmental health point of view under Section 259 of the Public Health Act, 1936, which defines certain nuisances in connection therewith as statutory nuisances within the meaning of Section 92 of the same Act. It is the duty of the Senior Public Health Inspector to report any such nuisances to the Public Health Committee so that appropriate action may be taken. Certain ponds are sprayed during the summer months to control the breeding of mosquitoes.

Disinfestation of Premises and Articles

(1) Rodent Control.

The responsibility of administering the Prevention of Damage by Pests Act, 1949, rests with the Council, which at present receives a grant towards the cost from the Ministry of Agriculture, Fisheries and Food. One rodent operative is engaged on this work, although the treatment of many agricultural properties in the area is still carried out by the County Agricultural Officer of the Hertfordshire Agricultural Executive Committee.

(2) Other Disinfestation.

Disinfestation of premises infested with bed bugs, flies, cockroaches or other pests is carried out by the Council normally at the occupier's expense. In the case of a few large premises, it has been necessary to call in firms specialising in disinfestation work to deal with the matter. In certain cases the Council also undertakes the destruction of wasps' nests in dwellings.

(3) Articles.

Any articles requiring disinfestation are dealt with as part of the premises, but arrangements have been made with Holywell Isolation Hospital for disinfestation of articles where necessary.

Drainage of Trade Premises

Applications to discharge trade effluent are dealt with by the Colne Valley Sewerage Board the authority responsible for the disposal of sewage. Consent is issued by the Board after any necessary consultations with the Council. There are relatively few trade premises discharging trade waste within the district.

Mortuaries and Post-Mortem Rooms

The Council does not provide a mortuary or post-mortem room under the provisions of Section 198 of the Public Health Act, 1936, but has entered into an agreement with the West Herts. Group Hospital Management Committee whereby, in consideration of an agreed charge, the Council has the use of the mortuaries and post-mortem rooms at Bushey Hospital and at Shrodells Hospital in Watford.

Public Conveniences

The Council provides and maintains public conveniences, including those in parks and open spaces.

Refuse Collection and Disposal

The Council employs Contractors for the collection of house refuse; a weekly collection is maintained. The Contractors also deal with trade refuse from shops. Disposal of refuse is carried out by the Council at a controlled tip within the district. Space is available at the present tip for a further four years, and additional sites are available thereafter.

Regulation of Buildings and Sanitation of Buildings

Action is taken under the Housing and Public Health Acts by the Council to enforce the repair of dwelling houses and for the suppression of nuisances. Where necessary, action is also taken to enforce the repair of defective drainage, sanitary fittings and water closets, while connections to the main drainage system are enforced as and when public sewers are extended. Only a small part of the district is now without main drainage, while only one dwelling house, which has its own borehole, remains without main water supply.

Sewerage and Sewage Disposal

With the exception of 121 properties which are drained to cesspools and seven old cottages with pail closets, the district is served by soil sewers and pumping stations maintained by the Council which connect to the Colne Valley Sewerage Board's trunk sewers. The Council maintains a regular service of cesspool emptying. It is expected that main drainage will soon be available in order to eliminate the majority of cesspools. The Council also provides a service for the clearance of blocked drains, the cost being recovered from the owners.

Sewage disposal is satisfactorily dealt with by the Colne Valley Sewerage Board at their works at Maple Cross, Rickmansworth, the Council being a constituent authority of the Board, appointing two members. The present precept levied by the Board on the Council amounts to a rate of approximately 1*s.* 11*d.* in the pound.

Street Cleansing

Mileage of Roads.

Classified Roads	12·11
Unclassified County Roads ..	10·30
District Roads	11·51

Classified roads are cleansed by the Hertfordshire County Council. The Council is responsible for the cleansing of district roads and unclassified county roads. The Council contributes approximately 50% of the cost on classified roads, this being the sanitary element, and the Hertfordshire County Council makes a contribution for the highway element on unclassified county roads.

Burial Grounds, Cemeteries and Crematoria

There are no public cemeteries in Bushey other than burial grounds and grave-yards attached to Churches but interments can also be arranged in neighbouring districts. There is a fairly large grave-yard and burial ground attached to St. James' Parish Church and also a small grave-yard attached to the Bushey Congregational Church. In Little Bushey Lane the Jewish authorities have a Regional Cemetery of 36 acres serving much of North London and which should suffice for many years.

Cremation is being used to an increasing extent. Hitherto, Bushey has been mainly dependent on the Golders Green Crematorium but, before the end of this year, the West Herts. Crematorium Joint Committee (of which this Council is a constituent authority) will be opening a new Crematorium at the junction of St. Albans Road and High Elms Lane in the area of the Watford Rural District, about five miles from Bushey. The Council contributes to the expenses of the West Herts. Crematorium Joint Committee in accordance with the proportion which its rateable value and population bear to the total rateable values and populations of all the constituent authorities. The Council appoints one member to serve on the Joint Committee.

Parks and Open Spaces

The Council has provided and maintains the following parks and open spaces:

King George Recreation Ground ..	21·6 acres
Moat Field	11·0 ,,
Rose Garden	1·1 ,,
Mary Forsdyke Garden	0·1 ,,
Boundary Green	1·5 ,,
North Bushey Children's Playground ..	0·5 ,,
Play space, Clay Lane	0·6 ,,
Hartspring Lane	2·0 ,,

Provision is made for football, cricket, tennis, bowls, putting and children's playgrounds. Other areas of land under the Council's control are available and will be developed as required.

Powers and Duties under the Physical Training and Recreation Act, 1937.

Both this Council and the Hertfordshire County Council have powers under this Act but the playing fields maintained by this Council were not provided specifically under the provisions of the Act.

Prevention of River Pollution

Matters concerning river pollution are referred to the Thames Conservancy Board. Joint inspections are frequently made by officers of the Board and the Council, and there is full co-operation between them. The River Colne forms part of the north-western boundary between the Urban District of Bushey and the Borough of Watford. There are no other rivers within the district.

Housing

Provision of Houses

The Council provides and maintains houses under the various Housing Acts.

Details.

Pre-War	162
Temporary Bungalows	50
Post-War	404
	616

Current Contracts.

Dwellings	61
Old People's Dwellings	18
	695

Five post-war Council houses have been sold to tenants, in addition to six tenant purchase houses, the sales of which have now been completed. Only two requisitioned properties are retained and these will be de-requisitioned by 1960. Clearance is now taking place of 19 hutted camp dwellings, the tenants being rehoused in permanent accommodation.

The Council operates a rent rebate scheme and no charge is made to the general rate fund.

With a view to controlling the serious caravan problem in the district a site for 69 caravans has been provided and is maintained by the Council.

Slum Clearance

Five small clearance areas (44 houses) have been dealt with, and one (8 houses) is in the course of being dealt with by the Council. One area (13 houses) has been cleared and redevelopment commenced. In 1955 the Council considered that there were approximately 111 unfit houses in the area, of which some 66 would be dealt with by inclusion in clearance areas.

From time to time the Public Health Inspectors report on further properties that cannot be repaired at reasonable cost, but it is not expected that these additional premises will substantially exceed 25 within the next five years.

Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses.

(1) Small Dwellings Acquisition Acts, 1899-1923.

In 1925 the Council became the local authority for the district for the purposes of these Acts and advanced money thereunder from 1926 until May, 1956. The Council advanced during those years a total of £582,775 involving 687 individual loans.

(2) Housing Act, 1949.

In May, 1956, the Council obtained the consent of the Minister of Housing and Local Government to the operation of a scheme of loans for house purchase under the provisions of the Housing Act, 1949. From June, 1956, to the 31st March, 1958, they have advanced a total of £138,500 involving 72 individual loans.

The Council's present scheme provides for loans of up to 90% in respect of the first £3,000 of the purchase price of the property or of the Council Surveyor's valuation, whichever figure is the lower, 25% in respect of the next £250, 15% in respect of the next £250 and 5% in respect of any amount over £3,500 up to the statutory limit.

The interest charged to borrowers varies according to the term of repayment and is one-quarter per centum in excess of the rate of interest prevailing on current borrowings by the Council on the date of execution of the mortgage deed. Repayment may be spread over 15, 20, 25 or 30 years.

Up to the 31st March, 1958, the Council has made five supplementary loans under the Housing Act, 1949, for repairs and improvements. The total amount advanced was £1,675.

During the three-year period ended the 31st March, 1950, the Council advanced the sum of £107,000 under the provisions of Sections 93 and 94 of the Housing Act, 1936, to the South Midlands and Greater London Housing Society Limited to enable them to erect 94 dwellings in Bushey. The advance represented a loan of 90% of the estimated cost of the scheme (£118,616).

The Council has made improvement grants under Section 20 of the Housing Act, 1949, totalling £2,260 in respect of 20 properties.

Regulation of Buildings and Byelaws.

The Council is responsible for the approval of plans and the supervision of buildings in regard to compliance with the building byelaws.

Personal Health and Welfare

Powers and Duties under the National Health Service Acts

The Local Health Authority under the National Health Service Act, 1946, is the Hertfordshire County Council, which is responsible for carrying out the following services under a Scheme approved by the Minister of Health under Part III of the Act:

(a) Care of mothers and young children;
(b) Midwifery;
(c) Health facilities;
(d) Home nursing;
(e) Vaccination and immunisation;
(f) Ambulance service;
(g) Prevention of illness, care and after-care;
(h) Domestic help in the case of illness, expectant mothers, etc.

No Health Centre has yet been provided in Bushey but the County Council utilise a number of church halls, etc. for the purpose of clinics.

Mental Health Services

The Hertfordshire County Council is the Local Health Authority for the purposes of the Lunacy and Mental Treatment Acts and the Mental Deficiency Acts.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

The Hertfordshire County Council carries out certain duties under these Acts. Welfare Services are provided under the National Assistance Act, 1946, and the office of the Divisional Welfare Officer is in Watford. The County Council provides residential accommodation for the aged and infirm in various parts of the County and an Old People's Home is to be built in Bushey.

The Council takes action, where necessary, under Sections 47 and 50 of the National Assistance Act, 1948.

Care of Children and Registration of Nurseries and Child Minders

The Hertfordshire County Council is the Local Authority for the purpose of the Children's Act, 1948, and deals with the registration of nurseries and child minders.

Notification of Infectious Diseases

Notification of infectious diseases is received by the Council's Medical Officer of Health, and he takes such action as is necessary.

Health Education

The Hertfordshire County Council is the Local Authority for the purposes of health education but this Council takes all possible measures to promote good health and hygiene and subscribe annually to the Central Council for Health Education.

Town and Country Planning.

Town and Country Planning

The Hertfordshire County Council is the Local Planning Authority for the purpose of the Town and Country Planning Act, 1947, and under the provisions of Part II of the Act, has submitted a Development Plan for the County to the Minister of Housing and Local Government for approval. This Council was fully consulted as to the provisions of the County Development Plan so far as this District was concerned.

The County Council delegates some of its planning functions to the Council under a Delegation Agreement which was entered into in 1952. Under the terms of this Delegation Agreement, the Council is (inter alia) empowered to deal with applications for planning permission in accordance with the provisions of the County Development Plan and also to exercise powers for the enforcement of planning control. However, all applications for planning permission have first to be submitted to the Divisional Planning Officer of the County Council for his recommendations and he may indicate that any of his recommendations shall be regarded as "fundamental". The Council cannot disregard any recommendation which is marked "fundamental" and if there is a disagreement between the Divisional Planning Officer and the Council, the application must be referred to a Consultative Planning Sub-Committee, which consists of an equal number of members of this Council and the County Council. If no agreement can be reached by the Consultative Planning Sub-Committee, then the matter stands referred to the County Planning Committee whose decision is final.

The Council considers that the provisions of the Delegation Agreement are not satisfactory; that too many applications of minor significance are marked by the Divisional Planning Officer as "fundamental" and that it should be given greater powers to deal with applications for planning permission in accordance with the provisions of the County Development Plan.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

A draft map showing footpaths or bridle ways in the County where public rights of way subsisted was prepared by the Hertfordshire County Council in accordance with the duties imposed under Part IV of this Act. This Council furnished full information to the County Council on footpaths and bridle ways in Bushey in accordance with the provisions of Section 28(4) of the Act.

Traffic

Construction, Improvements and Maintenance of Roads and Bridges

Mileage of Roads.

Trunk	3·46
Class I	4·64
" II	1·91
" III	2·10
Unclassified County	10·30
District	11·51

The Hertfordshire County Council is responsible for work on all classified and unclassified county roads. The Council is the responsible authority for all district roads.

Street Lighting

The Council being the Lighting Authority is responsible for the provision and maintenance of lighting installations on all roads except private streets, in which case the Council assumes responsibility as and when lamps are erected by developers or frontagers. Group A electric installations have been provided on the majority of the length of Class I and II roads, and replacement of all the existing gas lamps by a new scheme of electric installations is in process.

Naming of Streets and Numbering of Houses

The Council is responsible for the naming of streets and numbering of houses under Section 17 of the Public Health Act, 1925, and Section 64 of the Towns Improvement Clauses Act, 1847.

Parking Places

The Council is the authority responsible for the provision of parking places.

Road Safety

There is no Road Safety Committee for the district since the Highways and Other Services Committee is able to deal with all road safety matters on behalf of the Council. The reports of the Metropolitan Police on all road accidents in the district are submitted to this Committee so that they can ascertain whether road conditions have contributed to the causes of the accident. The Council participates in most of the campaigns organised by the Royal Society for the Prevention of Accidents and publicity material is regularly ordered and displayed.

Bus Shelters

The Council has not provided any bus shelters but three have been sited in the district by the London Transport Executive.

Private Street Works

The Council operates under the Private Street Works Act, 1892, and as and when Ministry approval is received private streets are dealt with. Where new development takes place notices are served under the New Streets Act, 1951, or agreements are entered into with the developer under Section 146 of the Public Health Act, 1875, for the making up and taking over of the roads.

Note.

There are a number of services provided by the Council which have not been described above, as they do not fall under any of the headings set out in Appendix "B" to the letter from the Chairman of the Royal Commission dated 17th February, 1958.

Council Offices,
Rudolph Road,
Bushey, Herts.

15th May, 1958.

EE

Supplementary Evidence Submitted by the Bushey Urban District Council

I. PRELIMINARY

The Memorandum of Evidence dated the 15th May, 1958, submitted by the Council to the Royal Commission dealt with the following matters:

(i) the reasons why it was considered to be wrong that the Bushey Urban District should be included in any area of London local government;

(ii) the wish of the Council to be retained within the Administrative County of Hertford;

(iii) the intention to submit specific proposals as to local government re-organisation in South-West Hertfordshire to the Royal Commission within the period of six months after consultations with neighbouring local authorities and the County Council;

(iv) the intention to oppose very strongly the inclusion of Bushey within the proposed Watford County Borough, and to make detailed comments at a later date on the proposals of the Watford Borough Council; and

(v) a description of certain services within the Urban District.

It is regretted that it was not found possible to submit specific proposals as to local government re-organisation in South-West Hertfordshire within a period of six months as mentioned in paragraph (iii) above. Nevertheless, the Council has now concluded its discussions on this subject with neighbouring local authorities and with the Hertfordshire County Council, and hopes that the Royal Commission will be prepared to receive and consider this Further Statement of Evidence dealing with paragraphs (iii) and (iv) above.

II. ARRANGEMENTS FOR MEETINGS WITH NEIGHBOURING LOCAL AUTHORITIES

Early in 1958 the Council invited the Watford Rural District Council and the Elstree Rural District Council to appoint representatives to meet them for the purpose of informal discussions on local government re-organisation. The invitation was not accepted by the Watford Rural District Council, who replied as late as the 20th June, 1958, that they had agreed in principle to pursue the proposal of the Watford Borough Council that an area in South-West Hertfordshire should be combined into one local government unit and given the status of a County Borough. The Elstree Rural District Council accepted the invitation and full discussions have been held with their Boundaries Committee and also (in view of the attitude of the Watford Rural District Council) with the Boundaries Committee of the Aldenham Parish Council and with Parish Councillors representing the Carpenders Park area of the Watford Rural Parish.

As a result of these discussions, the following outline proposals have been submitted to, and discussed with a Sub-Committee of the Hertfordshire County Council.

III. THE COUNCIL'S OUTLINE PROPOSALS

A. The present Urban District of Bushey forms a convenient and effective unit of local government administration—large enough to ensure that services can be run efficiently and economically, yet not too large to prevent the elected members from adequately representing their constituents, and, prima facie, there is no reason why the present boundaries should be changed.

B. Nevertheless, because firstly, it may be thought advisable to reduce the number of local authorities in this part of the Country with a consequent increase of financial resources for those remaining and, secondly, because the Council appreciates that changes ought to be made in the boundaries of the Watford Rural District, it is suggested that the boundaries of the present Urban District of Bushey should be extended by the addition of:

(*i*) the Parish of Aldenham in the Rural District of Watford (coloured green on the accompanying map*) less that part composed of the London County Council development at Boreham Wood (hatched green on the map) which, it is considered, should be administered by the Elstree Rural District Council, in whose area the main part of the London County Council's Boreham Wood Estate is situated, and with a minor adjustment of the north-western boundary so that it follows the River Colne (the area excluded is hatched green on the map); and

(*ii*) the Carpenders Park area of the Parish of Watford Rural in the Rural District of Watford, lying on the east side of the Railway Line (coloured yellow on the map); in this event, the Council considers it to be logical that the small area of the Borough of Watford on the east side of the Railway Line (coloured blue on the map) should also be added to the Urban District of Bushey.

C. As a supplementary proposal to be advanced only in the event of a division of the area of the Elstree Rural District being envisaged the addition to the Urban District of Bushey of that part of the Rural District comprising the village of Elstree (coloured brown on the map).

IV. ADVANTAGES CLAIMED FOR THE AREA OUTLINED IN III(B) ABOVE

(1) The enlarged District would form a fairly large area, with good financial resources. The following Statistics are of interest:

* Not reproduced in this publication.

		Area (in acres)	*Population*	*Rateable Value*
	Bushey U.D.C. (as at 13th February, 1959)	3,866	18,880	314,960
Approximate figures only	Parish of Aldenham (less Boreham Wood Estate)	5,000	7,500	139,300
	Carpenders Park area of Watford Rural Parish (east side of Railway Line)	750	3,200	35,000
	Watford Borough (east side of Railway Line)	300	2,000	30,000
		9,916	31,580	£519,260

(2) (a) Bushey, Radlett, and the villages in the Parish of Aldenham, are similar communities and the residents have much the same outlook. These areas contain a large amount of Metropolitan Green Belt. Where development has taken place it consists generally of the addition of the good class residential type to the older village properties.

(b) There is a community of interest in social and educational activities between Bushey and the Parish of Aldenham. Both Districts are, for instance, in the South-West Hertfordshire Parliamentary Division and within the area of the South-West Hertfordshire Divisional Education Executive. Many Radlett children receive their education in Bushey. Part of the Urban District is in the Ecclesiastical Parish of Aldenham.

(c) Communications between Bushey and Radlett are good, particularly by the B.462 road via Aldenham Village. The construction of the "D" Ring Road will further improve communications.

(d) The present services in Bushey are provided efficiently and economically and the extension of these services to the Parish of Aldenham would be to the material and financial advantage of the residents of the Parish. The financial resources of the enlarged District would be such as to enable improvements to be carried out in the Parish, such as the development of playing fields, the land for which has already been provided.

(e) Although Bushey is an Urban District, it includes certain rural areas such as that on the north-east side of the Watford By-Pass which embraces the hamlet of Patchetts Green. No difficulty is envisaged in administering the rural areas contained in the Parish of Aldenham.

(3) The Carpenders Park area of the Parish of Watford Rural is a district of similar development to parts of Bushey and is different in character from the remainder of the Parish—largely developed by the London County Council—from which it is separated by the Railway Line. The Railway Line forms an obvious boundary and it follows from this that the small portion of the Borough of Watford east of the Railway Line shown coloured blue on the map should also be added to the enlarged Urban District. Communications between Bushey and Carpenders Park are at present obtained through this small portion of the Borough, but the construction of

the "D" Ring Road will considerably improve communications between the two areas. The small portion of the Borough referred to above was part of the former Parish of Bushey and there seems to be no good reason why it was ever included in Watford.

V. DISCUSSIONS WITH NEIGHBOURING LOCAL AUTHORITIES

The above outline proposals have been discussed at separate meetings which the Council's Boundaries Committee have had with representatives of:

(a) The Elstree Rural District Council

The representatives of the Rural District Council were fully in agreement that their Council should take over that part of the Boreham Wood Estate in the Parish of Aldenham and the proposals which their Council had in mind at that time did not appear to be in conflict with the proposals of this Council.

(b) The Aldenham Parish Council

A very full discussion took place with the Boundaries Committee of the Aldenham Parish Council and this Council's representatives dealt at length with the advantages which would accrue from an amalgamation between the Urban District and the Parish. Although the Council have been informed that the Aldenham Parish Council have resolved, as agreed by the Annual Parish Meeting (which was held before the discussion), to ask for the inclusion of the Parish within the area of the St. Albans Rural District, nevertheless their Boundaries Committee have been requested by the Parish Council to take into serious consideration the representations made by this Council and to explore "all possible avenues". The Parish Council agrees with this Council that both Districts should oppose inclusion in the proposed County Borough of Watford and ask for the transfer of that part of the Boreham Wood Estate in the Parish of Aldenham to the Elstree Rural District.

(c) Parish Councillors from the Carpenders Park Area of the Watford Rural Parish

This meeting was called at the request of past and present Parish Councillors from the Carpenders Park area who maintained that the majority of the residents of their area are opposed to the proposals put forward by the Watford Rural Parish Council that the Parish should form part of the proposed Watford County Borough and, failing County Borough status being granted, that the Parish should form part of a new Urban District. In the view of the Parish Councillors, who form a minority group of the Watford Rural Parish Council, the majority of the residents in Carpenders Park feel that the true interests of that area would best be served by an amalgamation with Bushey. It is understood that they have made representations to this effect to the Royal Commission.

VI. COMMENTS ON THE PROPOSAL MADE BY THE WATFORD BOROUGH COUNCIL THAT AN AREA COMPRISING THE BOROUGH OF WATFORD, THE URBAN DISTRICTS OF BUSHEY, CHORLEYWOOD AND RICKMANSWORTH AND THE RURAL DISTRICT OF WATFORD SHOULD BE AMALGAMATED AND GIVEN THE STATUS OF A COUNTY BOROUGH.

The Council at this stage merely wishes to outline the main grounds of its objection to the proposal that the present Urban District of Bushey should be included in a County Borough of Watford. These grounds are as follows:

1. The proposed County Borough would not form a convenient and effective unit of local government. The area proposed consists of over 37,000 acreas and much of its development is widely dispersed; no less than 62% of the acreage would consist of Metropolitan Green Belt—far too high a proportion of rural area for a County Borough. The Council thinks that there may be some merit in a single all-purpose authority being responsible for administration in a thickly-populated and self-contained area of relatively small size, but that for a widely dispersed and loosely-knit area, such as South-West Hertfordshire, the two-tier system is a far better form of local government administration.

2. Bushey has to a notable extent retained its village atmosphere and its own sense of community. The factors which have contributed to this are outlined on Page Three of the Memorandum of Evidence submitted to the Royal Commission in May, 1958. The District is different from Watford in character and has a separate identity. The five districts which it is proposed should form the County Borough do not constitute a continuous homogeneous urban area and it would be wrong to include so many distinct communities in the same unit of local government.

3. The Council believes that it provides its own services efficiently and economically and is generally well satisfied with the major services provided by the Hertfordshire County Council. Taking as an example the Education Service, the Council believes that the Hertfordshire County Council has shown a very progressive attitude and that the standards which it has achieved are unsurpassed, at any rate in this part of the Country. The Council is very doubtful whether the proposed County Borough of Watford could maintain such high standards. Moreover, it is believed that the cost of administering the Education Service, which needs specialists and administrators of a high calibre, would be relatively greater for a County Borough possessing smaller financial resources. The Evidence submitted to the Royal Commission by the Ministry of Education supports this view, particularly when one compares the costs of administering the Education Services in the County Boroughs of Croydon, East Ham and West Ham with similar costs in Hertfordshire. In the Council's view, it would be uneconomic to provide a specialist Education Service for the proposed County Borough when one such service is already being provided very satisfactorily over the whole County by the Hertfordshire County Council.

The same arguments could be adduced in respect of the other major services provided by the Hertfordshire County Council.

4. The Council cannot agree with the view of the Watford Borough Council that "substantial economies in administration and the operation of services would result from the merger of the five authorities". Besides having to appoint the specialist staffs which would be required to administer the major services now provided by the Hertfordshire County Council, the dispersal of development within the proposed County Borough referred to in Paragraph I would mean that the County Borough Council would probably have to provide branch offices. In other words, the area proposed for the County Borough is too large to achieve the degree of centralisation envisaged by the Watford Borough Council.

5. The Council believes that the major services of wide significance are managed more efficiently and economically by a county council possessing substantial financial resources. Nevertheless, efficiency and economy are not the only considerations to be borne in mind—the need to keep local government really local is also most important. It is believed that these two needs are best reconciled in the two-tier system of local government administration, provided that county district councils are left with substantial powers in their own right and that county councils are prepared to delegate to them as many functions as are suitable for, and capable of, delegation.

6. The merging of the five authorities into the proposed Watford County Borough Council would involve a reduction in the total number of Council members and consequently a loss of intimacy between councillors and their constituents. Moreover, there would be remoteness between Watford Town Hall and such places as Sarratt, Radlett and Bushey. The members elected for such places as Sarratt and Chorleywood would have as little knowledge of the local problems of Bushey as the Bushey members had of local conditions in Sarratt and Chorleywood. Bushey would probably be entitled to elect about one-tenth of the total number of County Borough Councillors and this would mean that the District would not secure really adequate representation on the County Borough Council, let alone on all its Committees. Thus it might be possible for a problem of vital local importance to be discussed in Committee without a single Bushey representative being present. This criticism cannot be applied to a county council as a large authority, for if a decision is taken against local interests, the district council can make appropriate representations. Thus the Council does not feel that the formation of a County Borough would lead to improved *local* government.

7. The Council believes that the present system of local government administration in South-West Hertfordshire is working satisfactorily; there are no major defects, and it would be wrong to change a well-tried system merely to satisfy the aspirations of Watford.

Council Offices,
Rudolph Road,
Bushey, Herts.

25th March, 1959.

Evidence Submitted by the Cheshunt Urban District Council

Manor House,
Cheshunt,
Waltham Cross, Herts.

25th April, 1958.

Dear Sir,

Local Government in Greater London

Referring to the letter dated 17th February, 1958, addressed to the Chairman of my Council by the Chairman of the Royal Commission on Local Government in Greater London, I am directed to inform you that my Council accepts the invitation to submit evidence to the Commission, and attached hereto is a statement of the evidence which it wishes to submit. I am also directed to inform you that my Council would welcome an opportunity later of supporting and elaborating the views expressed in this statement.

The tenor of the views expressed by my Council is that in many of the services and functions much wider powers should be given to District Councils either by direct conferment or by delegation from other authorities. In relation to many of the services at present administered by other public bodies, my Council say in the statement that no defect is encountered. Whilst this is true, in many instances it is the view of my Council that the service could better be administered by it, on the grounds of its specialised knowledge of the urban district and of its needs, the closeness of members and officials of the District Council to the residents, and because of the anticipated rapid increase in the population and rateable value of the urban district.

The Council also wishes to refer to the stringent control at present exercised by Government Departments, which, in its view, is a serious threat to local government and one which promotes a sense of frustration in all those who are concerned in the administration of any particular area.

In paragraph 4 of the letter from the Chairman of the Commission the Council is informed that it may deal with matters other than those referred to in the letter. The Council wishes, therefore, to inform the Commission that it has made to the Hertfordshire County Council certain proposals for amalgamation of adjoining districts with a view to creating a larger but convenient area of administration. These proposals involve districts inside and outside the area of the Commission's review.

It is presumed that the Cheshunt Urban District is included in the area of review only because it is in the Metropolitan Police area and not because of any intention that it should be included in a new system of local government for Greater London.

So far as the Commission's area is concerned the Council's proposals referred to above include the amalgamation with the Cheshunt Urban District, of part of the area of the Waltham Holy Cross Urban District and part of the Parish of Northaw in the area of the Hatfield Rural District.

Yours faithfully,

G. S. NEWNHAM,

Clerk of the Council.

The Secretary,
Royal Commission on Local Government in Greater London.

OUTLINE OF EVIDENCE

I. Description of present arrangements in the Urban District for carrying out the service and of any defects encountered

II. Analysis of any defects which the Council sees in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of Local Government in the area

III. Outline of any views the Council has on how defects may be remedied

EDUCATION

Education

I.

Present Arrangements

The Hertfordshire County Council is the Local Education Authority. The service is administered directly by the County Education Committee. There is a Divisional Education Office at County Hall. Each school has a governing or managing body, either for itself or jointly with other schools, to which the District Council appoints some representatives and the County Council the remainder.

Defects Encountered

The remoteness of control and administration.

II. There is no Divisional Executive Committee, and the education service is administered directly by the County Education Committee. The Local Education Authority is not close enough, probably because of the large area under its control, to appreciate the educational needs of the rapidly growing Urban District, particularly so far as secondary education is concerned, with the result that there is serious overcrowding of some schools. In this service the organisation of local government in the area fails in two respects. Firstly, there is no local body that can deal with the day-to-day education service on the spot. Secondly, local persons with detailed and specialised knowledge of the Urban District are only remotely connected to the Local Education Authority.

III. The defects could be remedied either by automatic delegation of certain education functions, i.e. as much as those exercised by excepted districts, to the District Councils, or by the establishment of a Divisional Executive Committee for Education for the Urban District.

Agricultural Education

I.

Present Arrangements

The County Council has an Agricultural Institute at Oaklands near St. Albans. Persons over 17 years are admitted after interview and examination. Such persons must have had at least a year on practical farm work or with a horticultural unit. Courses are for 36 weeks.

Financial aid to students is given where necessary.

No defect is encountered.

Youth Employment Service

Present Arrangements

The service is administered by the County Council in divisions which are coincident with the Education Divisions. The County Council employs a Youth Employment Officer and in the Urban District there is a sub-office under the control of an Assistant Youth Employment Officer.

The office is open only part-time which may be extended to full-time. Interviews are undertaken at schools as well as in the office.

First Insurance Cards are issued to juveniles from this office and national assistance so far as it affects juveniles is administered.

No defect is encountered.

ENVIRONMENTAL HEALTH SERVICES

Baths, Wash-houses and Bathing Places

Present Arrangements

There are no baths, wash-houses or bathing places provided by the District Council. One privately owned open-air swimming bath exists in the district, and the District Council makes a grant towards the expenses of the owners in maintaining this swimming bath. There is no known demand for baths or public wash-houses in the Urban District.

No defects are encountered.

Control of Watercourses, Ditches and Ponds

Present Arrangements

The Lee Conservancy Catchment Board maintains the flow and cleanliness of certain watercourses in the area known as "main river". The District Council cleans and maintains other watercourses and ditches so far as is necessary to provide for road drainage and to prevent flooding in built-up areas. The remaining watercourses and ditches are left to riparian owners to clean and maintain. The Board have powers of control over pollution of water entering watercourses and ditches.

Insofar as any watercourse, ditch or pond is prejudicial to health or a nuisance, the District Council uses its powers under the Public Health Act, 1936, although generally the matters are better dealt with informally.

Defects Encountered

The dual control of this type of drainage causes embarrassment both to the Lee Conservancy Catchment Board and to the District Council.

II. In general residents look to the local authority to deal with blocking up of watercourses and ditches and to clean and maintain them. Residents are not concerned with different areas of control within the Urban District. The Urban District Council cleans and maintains certain watercourses and ditches while others are dealt with similarly by the Lee Conservancy Catchment Board, requiring two separate organisations of administration, labour and equipment to deal with one service.

The control of some watercourses by the Board has caused difficulties to the District Council when it seeks to exercise the powers of Section 262 of the Public Health Act, 1936, since the Board requires a pipe of larger size than that required for through drainage in order to provide storage capacity for water.

III. By limiting the area of control by the Lee Conservancy Catchment Board to that of the river and its banks and of certain tributaries and placing the responsibility of cleaning all watercourses and ditches upon the District Council.

Disinfestation of Premises and Articles

I.

Present Arrangements

The District Council employs a rodent operative. The Public Health Department deals with infestations of wasps, flies, ants, earwigs and cockroaches, a small charge being made for the service. Infestations by bugs and fleas are rare.

Steam disinfestation facilities are available at the County Council premises at Western House, Ware. The County Agricultural Executive Committee carries out rodent control at some agricultural properties.

No defects are encountered.

Drainage of Trade Premises

Present Arrangements

The District Council acts as agent for the East Middlesex Main Drainage

Authority into whose trunk sewers the sewers of the Urban District discharge. Drainage arrangements are made by agreement between the Middlesex County Council, the District Council and the owner of the premises from which trade drainage is to be accepted.

No defects are encountered.

Mortuaries and Post-Mortem Rooms

I. **Present Arrangements**

The District Council maintains a mortuary which provides accommodation for two bodies. Post-mortems are normally carried out at Hospitals.

No defects are encountered.

Public Conveniences

I. **Present Arrangements**

There are three public conveniences provided by the District Council in the Urban District, situated on lands adjoining main roads, and near to shopping centres, and a further convenience has been approved in principle by the Minister of Housing and Local Government, to be erected on Turners Hill Marsh. Part-time attendance is provided at two of the conveniences.

No defects are encountered.

Refuse Disposal and Collection

I. **Present Arrangements**

Weekly collections of house and trade refuse are carried out by direct labour in all but a few isolated premises in outlying parts of the Urban District where fortnightly collections are made.

Disposal is by controlled tipping in a disused gravel pit. Tipping space will be exhausted in two to three years and sites are being obtained in other areas.

The only defects encountered are those due to internal organisation, e.g. absence of workmen due to sickness and holiday which affects the regularity of collections.

Regulation of Buildings and Sanitation of Buildings

I. **Present Arrangements**

Insofar as existing buildings are concerned these services are administered by the District Council's Public Health Department which includes three qualified Public Health Inspectors.

Other than inspection of houses following complaints and for purposes of the Rent Act, 1957, the Inspectors carry out inspections of factories and workshops as to means of escape in case of fire, of shops, movable dwellings and places of public entertainment. They also deal with registration and hygiene of food premises.

Apart from those mentioned below as defects these services are maintained in close contact with the public and are entirely satisfactory.

Defects Encountered

Duplication of responsibility as to certain duties in respect of factories and of premises used for public entertainment.

II. The District Council is responsible under Section 34 of the Factories Act, 1937, for issuing Certificates, but the Factories Inspector is responsible for enforcing the provision of notices to fire exits and for provision of a warning system under Section 36, which involves at least two officials in control of one service.

The County Council is the authority responsible for issuing Music and Dancing Licences, but the District Council also inspects the premises to see that proper sanitary accommodation is available. Where premises are unsuitable on sanitary grounds, arrangements for co-operation with the County Council exist, but if the District Council were the licensing authority, direct and more effective control could be obtained, and duplication of inspections by officers of two authorities would be avoided.

III. These defects could be remedied by vesting the powers of enforcement under Section 36 of the Factories Act, 1937, in District Councils and by transferring to District Councils the duties of issuing licences for music and dancing.

Powers and Duties under the Physical Training and Recreational Act, 1937

I. Present Arrangements

Apart from the acquisition of land for playing fields, details of which have been included in the evidence under the subsequent service, "Parks and Open Spaces", the District Council has used its powers to provide a Village Hall for Goffs Oak, and land for a club to provide a meeting place and recreation rooms.

Defects Encountered

The restrictions imposed by the Ministry of Education in making grants in respect of, for example, provision of a village hall.

II. The requirements of the Ministry of Education relating to the payments of grants towards the cost of providing village halls are restrictive inasmuch as they appear to have one standard for all types of applicants. To qualify for a grant a local authority must set up an independent committee to manage the hall, with the result that this committee would have control of public funds without reference to the District Council. The result is that the District Council can rarely qualify for a grant. This is not so much a defect in the organisation of local government but a defect in administration of grants by a Government Department.

III. The relaxation for the District Council of the rules as to management of Village Halls, and the abolition of the rule of thumb method adopted by the Ministry of Education in dealing with applications for grants in aid.

Prevention of River Pollution

I. Present Arrangements

The enforcement of the provisions of the Rivers (Prevention of Pollution) Act, 1951, is under the control of the Lee Conservancy Catchment Board.

Pollution of watercourses and ditches due to overflowing cesspools and septic tanks or from keeping animals is dealt with by the District Council by removal of the cause.

Defects Encountered

There is a dual control of this function by the Lee Conservancy Catchment Board and the District Council.

II. The Lee Conservancy Catchment Board is concerned only in so far as the pollution of the River Lee is concerned, but to prevent such pollution they exercise control over watercourses and ditches which flow directly or indirectly into the main river. But the District Council is also concerned and can by the powers already vested in it deal with the causes of pollution.

III. The limitation of the powers of the Lee Conservancy Catchment Board to the main river only and the extension if necessary of the powers of the District Council to deal with pollution of all watercourses and ditches.

Sewerage and Sewage Disposal

I. Present Arrangements

The Urban District is drained on the separate system apart from old properties connected to the first sewers which were laid in 1897 where soil and surface water are connected to the one system. The whole of the area is drained by gravity into the East Middlesex main drainage outfall sewer.

In the rural parts of the Urban District certain houses are drained into cesspools or septic tanks. The District Council operates a service of emptying and cleansing cesspools.

To meet the demand which will be made by the very substantial housing development in the Urban District, a new trunk sewer is to be constructed, approval having been obtained from the Ministry of Housing and Local Government.

A new sewer is also shortly to be constructed to provide more satisfactory drainage for an area at present served by cesspool or septic tank drainage.

No defects are encountered.

Street Cleansing

I. Present Arrangements

Streets are cleansed manually and also by mechanical sweeper. This service is carried out by the District Council in respect of all streets in the Urban District including Trunk and County roads, for which services a contribution is made by the County Council.

No defects are encountered.

Burial Grounds, Cemeteries and Crematoria

I. Present Arrangements

The District Council took over the powers of the Cheshunt Burial Board on the 30th June, 1929. Nine acres of land are used and this will provide for burials for up to five more years. Further land is held by the District Council to provide an extension. Two chapels and vestries, conveniences and offices are provided at the burial ground and a superintendent's house is provided nearby.

The District Council has also taken over the maintenance and repair of St. Mary's Churchyard.

No defects are encountered.

Parks and Open Spaces

I. Present Arrangements

The District Council owns approximately 57 acres of parks, open spaces and playing fields, in which are provided pleasure walks and facilities for football, rugby, hockey, tennis and cricket. The District Council also owns a ground which is let on long lease to the local amateur football and athletic club.

The District Council holds on lease from the County Council 218 acres of the former Theobalds Estate which is Green Belt land.

In 1955, by the Cheshunt Urban District Council Act, the District Council were enabled to purchase 110 acres of marshes in the Lee Valley which are to be laid out as playing fields and for recreational purposes after the minerals have been extracted.

No defects are encountered.

HOUSING

Provision of Houses

I.

Present Arrangements

The District Council is the housing authority and has now provided 1,825 houses, bungalows, flats or maisonettes. Housing provision is made for all classes of person, accommodation being allocated according to a points system. With the present restriction of building dwellings, imposed by the Government, investigations are being made into the acquisition of existing houses, particularly those which are under-occupied, where an owner is willing to sell and accept Council accommodation. A programme for building further dwellings is held in abeyance while the present restrictions are in force. The District Council has a number of applicants for houses but it has almost solved its extreme housing problem.

Defects Encountered

The worst defect in the District Council providing dwellings is the rigid control exercised by the Ministry of Housing and Local Government and the low standard of development which they require before approval is given to provision of dwellings.

II. Generally speaking, the only Government approval which is now required by the District Council before building dwellings is a consent to loan. To obtain such consent the District Council must reduce the proposed accommodation to such that can only be described as sub-standard. At the request of the Government Department, fittings and materials are reduced to poor quality and type. These will have to be replaced at an early date, and improvements to the dwellings will have to be carried out as soon as financial resources are available.

This is a serious defect in the organisation of local government in the area inasmuch as the elected representatives are prevented from exercising properly the powers of the Housing Act, 1957, and they are forced to accept standards very much lower than they would expect to find in modern housing development.

III. The control exercised at present by Government Departments should be altered to the allocation of a maximum annual loan consent and the District Council should be given much greater freedom to decide within this limit the numbers, types and standards of dwellings to be provided.

Slum Clearance

I.

Present Arrangements

This service is carried out by the District Council through its Public Health Committee acting with delegated powers. The programme of slum clearance required by the Minister of Housing and Local Government in 1955 was duly submitted after a survey of the Urban District and all the houses included have now been dealt with either by demolition orders or closing orders.

Further inspections are made regularly of houses likely to become unfit and also following complaints by occupiers.

The District Council accepts undertakings from persons having control of unfit houses to put such houses into repair and advice by the Public Health Inspectors is freely given to assist those persons.

No defects are encountered.

Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

I. Present Arrangements

The District Council makes advances under the Housing Act, 1949, to persons to enable them to acquire or construct houses in which to live. In most cases loans are equal to 90% of the market value of the house, the conditions upon which advances are made are reduced to a minimum and very few applications are not granted. The District Council is also helping by loans a self-build housing group. Guarantees are given to Building Societies under Section 5 of the Housing Act, 1949.

Many Improvement Grants have been made and the District Council is prepared to grant loans towards the balance of approved expenditure incurred on improvement of houses.

No defects are encountered.

Regulation of Buildings and Byelaws

I. Present Arrangements

Inspections are made by the District Council's Building Inspectors during progress of house building and work to existing houses. The model form of Building Byelaws was adopted.

Buildings permitted on temporary licences under Section 53 of the Public Health Act, 1936, are inspected regularly each year.

No defects are encountered.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

I. Present Arrangements

These services are administered by the County Council through the Health Committee consisting of members of the County Council and representatives of groups of District Councils and other organisations.

The County Council maintains a staff of Medical Officers, Chest Physicians, Dental Officers and others. The County is organised in Divisions, some having a Divisional Medical Officer. The East Herts. Division, in which is the Urban District of Cheshunt, does not have a divisional scheme in force.

The District Council employs a Medical Officer of Health on a part-time basis.

There is a welfare centre provided by the County Council in the urban district at Waltham Cross where ophthalmic, infant welfare, ante-natal, dental, minor ailments and speech therapy clinics are held.

Child welfare centres are provided in other parts of the urban district.

Defects Encountered

The District Council considers that it is in closer contact with the residents than the County Council, which in matters relating to health is of extreme importance.

II. The County Council, which at present controls the administration of these services, by its very nature is remote from the District Council area. This is not intended to be a criticism of members and officers of the County Council but is suggested because of the small representation of the District Council on the County Council and the wide area which the County Council administers. Certain health services which affect the residents of the urban district almost each day could better be administered by the District Council, which would have a local interest in such services and which would be easily accessible to those persons who used the services.

It is a defect that the organisation of such personal services should be controlled by the remote County Council rather than the District Council. Whichever authority is responsible, much the same staff of doctors, dentists, nurses, midwives, health visitors and others will be required.

III. The delegation or direct conferment of the powers of administering health centres, midwifery services and care of mothers and young children, health visiting and home nursing, vaccination and immunisation, and prevention of illness, care and after-care, to the District Council.

Mental Health Services

Present Arrangements

This service is administered by the County Council under the Mental Deficiency Acts, 1913-1938. The County Council employs Mental Health Social Workers to investigate new cases, report on home circumstances and make recommendations and supervise mental defectives living in the county.

Institutional care is provided where necessary.

No defects are encountered.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

Present Arrangements

The County Council is responsible for providing and supervising Part III accommodation and for promoting welfare of persons to which the National Assistance Act, 1948, applies. None of this accommodation is provided within the urban district. These services are administered directly by the County Council through its Welfare Committee which consists of members of the County Council and representatives of groups of Local Authorities.

The removal of people in need of care and attention and arrangements for the burial or cremation of the dead, are dealt with by the District Council.

No defects are encountered.

Care of Children

Present Arrangements

This is a service administered by the County Council as the Welfare Authority, through its Children's Committee which consists of members of the County Council and the Chairmen of Local Children's Committees. These Local Committees are appointed on a Divisional basis. Children's Welfare Officers and staff are appointed to each of seven divisions, the Urban District being in the East Herts. Division.

No defects are encountered.

Registration of Nurseries and Child Minders

Present Arrangements

This service is under the control of the County Council as Local Health Authority, and is administered by the County Health Committee.

No defects are encountered.

Notification of Infectious Diseases

Present Arrangements

Notifications are received by the District Council's Medical Officer of Health. All necessary investigations are made by the District Council's Public Health Department which also keeps the records and makes necessary returns.

No defects are encountered.

Health Education

Present Arrangements

I.

The District Council co-operates with the County Council, the Hospital Boards and Government Departments in publicity campaigns and also with voluntary bodies in, for example, publicity for the Blood Transfusion Service.

Occasional talks are given by the Public Health Inspectors to local organisations.

Defects Encountered

This is a service which should be administered by the District Council alone in conjunction with the administration by it of Powers and Duties under the National Health Service Acts.

II. The analysis of defects given under the Powers and Duties under the National Health Service Acts applies equally to this service. In addition the District Council's area contains a substantial nursery industry in which particular diseases among nursery workers are found.

III. The placing of the whole responsibility of health education upon the District Council to carry out in addition to such functions as may be given to it under the National Health Service Acts.

TOWN AND COUNTRY PLANNING

Town and Country Planning

Present Arrangements

The Hertfordshire County Council is the local planning authority and the District Council acts under delegated powers in regard to applications for planning consent and enforcement of planning control. The Town Map for Cheshunt was submitted to the Minister in 1951 and a revised Town Map providing for substantial residential development in the Lee Valley was submitted in 1955. These maps are awaiting approval by the Minister.

The planning applications are dealt with by a Committee of the District Council which has executive powers. Each application is firstly considered by the Divisional Planning Officer of the County and his recommendation is submitted to the District Council's Committee. In the event of dispute on fundamental applications, the matter is submitted to a Committee consisting of members of the County Council and the District Council. If this Consultative Committee cannot agree, the County Planning Committee deals with the application.

Defects Encountered

The arrangements work fairly satisfactorily, but greater freedom in dealing with planning applications and control would save time and expense.

II. The present arrangements necessitate consideration by County Council and District Council officers of every planning application made. In all but very few cases the application could be dealt with according to the Town Maps and to well-known planning standards, and the dual consideration by officers causes unnecessary delay and a duplication of work. The expense of providing two sets of officers to deal with applications could be avoided by vesting the District Council with much wider powers.

Before enforcement action is taken on breaches of planning control, the approval of the Divisional Planning Officer must be obtained which also results in delay.

The present system therefore provides for duplication of work. The County Council and the District Council should each have different functions to perform, the County Council the preparation of the Development Plan, and the District Council the day to day management of planning control.

III. These defects could be remedied by delegation to the District Council of all the functions under Part III of the Town and Country Planning Act, 1947, without the need to consult the local planning authority on any control of development except in cases not conforming to the development plan.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

Present Arrangements

The County Council is the survey authority for the purposes of Part IV of this Act, the survey of public footpaths being carried out however in consultation with the District Council.

The District Council maintains the public footpaths and provides signposts.

No defects are encountered.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

Present Arrangements

Road mileages in the Urban District are:

	Miles
Trunk Roads	3·37
Class I Roads	4·13
„ II Roads	4·23
„ III Roads	2·98
District Roads	28·00
	42·71

The trunk road is the responsibility of the County Council as agent for the Minister of Transport and Civil Aviation. The District Council has no responsibility for this road apart from street cleansing. The District Council is the claiming authority for classified roads. District roads fall into two categories, estate roads and old country lanes. As new estates are constructed, the District Council uses the powers of the New Streets Act, 1951, but in most cases the estate developers construct the roads to the District Council's standards.

Improvement of roads has been carried out since the war on classified and district roads with an ever increasing tempo. Bridges as well as roads have been or are being reconstructed by the County Council.

Defects Encountered

The inability of the County Council to delegate to the District Council any duties in relation to the trunk road apart from street cleansing.

The time lag in approval of estimates in respect of classified roads.

II. The trunk road is the only road in the district which is not under the control of the District Council and difficulties arise therefrom. For example in snow, the District Council grits all roads except the trunk road which is dealt with by the County Council, often many hours after the District Council has completed gritting its roads.

Due to the three-tier control of maintenance funds on claimed classified roads, the allocation does not reach the District Council until the late Spring. This results in hurried preparation and the execution of works during the winter months.

III. The defects could be remedied by giving the County Council powers to delegate to the District Council all control over the trunk road other than its reconstruction or improvement, and by the allocation of funds to cover a three-year period, which would enable works to be properly planned and executed.

Street Lighting

Present Arrangements

The whole of Class I roads and about one-third of Class II roads are lit to the standard of Group A lighting. The remaining roads, where developed, are lit to Group B standard, apart from the older parts of the area, which are lit by gas lamps on metal columns.

All lamps on Class I roads are lit from dusk to dawn, the remaining lamps are lit from dusk until midnight, but lamps at road junctions and occasionally other lamps are lit from dusk to dawn.

The lighting maintenance and scouting is carried out by the Eastern Gas Board and Eastern Electricity Board by agreements with the District Council.

The trunk road is only partly lit. Where lighting is provided it is to Group B standard only.

No defects are encountered.

Naming of Streets and Numbering of Houses

Present Arrangements

The names of all new streets are approved by the District Council, mostly upon recommendation by estate developers. A standard pattern of street name plate is used. Care is taken to avoid duplication or similarity of names.

New streets are numbered, generally odd numbers one side and even numbers the other, space being left where streets are not fully developed. The District Council uses its powers under the Towns Improvement Clauses Act, 1847, to secure the proper numbering or renumbering of houses.

No defects are encountered.

Parking Places

Present Arrangements

Three car parks have been provided by the District Council in main shopping areas. Two at Waltham Cross accommodate 126 cars. The other at Turners Hill, Cheshunt, will accommodate 106 cars when completed, only half the site has yet been laid out. Negotiations are proceeding for acquiring land in High Street, Cheshunt, to provide in the current financial year a car park to accommodate 80 cars. These car parks, sited in the shopping areas should serve the needs for some time to come, but the District Council is seeking to acquire further land at Waltham Cross to meet future requirements.

All car parks are free and are used extensively.

No defects are encountered.

Road Safety

Present Arrangements

A Road Safety Sub-Committee consisting of members of the District Council and representatives of many local bodies, the police, schools and public transport, meets each month. A Junior Accident Prevention Council has also been appointed which holds monthly meetings.

The Sub-Committee sponsors road safety competitions, campaigns, propaganda, and film shows.

It makes many recommendations for improvements at danger spots on roads.

No defects are encountered.

Bus Shelters

Present Arrangements

These are provided to a limited extent by the London Transport Executive. The District Council has not found it necessary to exercise its powers in the Local Government (Miscellaneous Provisions) Act, 1953.

No defects are encountered.

Private Street Works

Present Arrangements

The District Council has adopted the Private Street Works Act, 1892. In the last twelve months four private streets have been made up and taken over. Preparations are being made to make up three out of the five remaining short lengths of still unmade private streets. Private streets do not present a large problem but Government restrictions on expenditure have held up completion of the Council's programme.

No defects are encountered.

Evidence Submitted by the Chorleywood Urban District Council

Council Offices,
Chorleywood House,
Chorleywood, Herts.

15th May, 1958.

Dear Sir,

I refer to the letter of the 17th February, 1958, sent by the Chairman of the Royal Commission on Local Government in Greater London to the Chairman of this Council enclosing a statement showing the membership and terms of reference of the Commission, and inviting the Council to submit evidence on the services set out in Paragraph 3 of your Chairman's letter.

The Council request me to state that they are fully prepared to co-operate in assisting the Commission, and will be happy to receive the Commission should they wish to visit the Urban District of Chorleywood, and also to assure you of the co-operation of the principal Officers of the Council.

Before proceeding with the evidence referred to in Paragraph 1 of this letter it is desired to make the following observations:

The Council respectfully stress that they are averse to being included in the Greater London Area, and would ask the Commission to consider the following points which are submitted in support of the exclusion of the District from such a proposal.

(a) The District is geographically and physically outside the Greater London Area.

(b) The District is situate within a predominantly Rural and Agricultural County.

(c) A considerable portion of the District is zoned as Metropolitan Green Belt, primarily intended to provide a buffer against expansion of the Greater London Area.

(d) The District is in the extreme south-west corner of Hertfordshire immediately adjacent to part of the Buckinghamshire boundary and is on the extreme fringe of the area under review. The Chorleywood town centre serves this adjacent portion of Buckinghamshire, which is known as Chorleywood.

The Council has been informed by the Borough of Watford of that Council's intention to ask the Royal Commission to deal with South-West Hertfordshire as a whole, and to submit evidence as to why the whole or the most part of the respective areas of the Borough, the Urban Districts of Bushey, Chorleywood and Rickmansworth, and the Rural District of Watford, should be combined into one local government unit which should be given the status of a county borough.

The Council has informed the Borough of Watford, that so far as the district of Chorleywood is concerned, they are against the Borough's proposal, and their reasons are as follows:

(a) It is considered that the Chorleywood ratepayers would economically suffer a loss as indicated by the present level of general rates levied, i.e. 19*s*. 6*d*. in the £ by the Borough of Watford and 18*s*. 1*d*. in the £ by the Urban District of Chorleywood.

(b) It is not considered that the residents of Chorleywood would receive better necessary services than exists at the present.

(c) The central administrative offices would be seven miles from the centre of Chorleywood. This in itself would be most unsatisfactory.

(d) The Council are of the opinion that the smaller local authorities are an integral part of local government administration, and that the formation of a County Borough as envisaged by the Borough of Watford would mean the obliteration of Chorleywood which in its present form is a real community, and from which no change is either desirable or necessary.

The Urban District Council of Chorleywood prides itself in having been a progressive, efficient and economical unit of local government since its formation in the year 1913. As a result of careful and wise planning Chorleywood has developed, and is continuing to develop into a high class residential area. It is the desire of the Council, and of the inhabitants, that this mode of development should continue, but should the district be administered by a large "land hungry" authority there is grave doubt whether this would be so. This view is supported by the Local Residents Association.

The Council are proceeding with proposals for the re-organisation of their District, and the reasonable extension of the existing boundaries. Such proposals, while increasing the area and population would ensure the continuance of efficiency and economy, and further the community aspect which should be of vital importance in local government. These proposals are being submitted additionally to the County Council at their request to assist in the general County review, and the Council will submit, if required, any further evidence in this respect if it would be considered helpful to the Commission.

The Council desire to submit the evidence referred to in Paragraph 1 of this letter as follows:

1. Education

(a) Education

This service is administered by the Hertfordshire County Council who have provided one school which has been extended and modernised for the use of children in the District and, under the Education Act, 1944, have assisted the Parish Church in extending and modernising the Church School half the cost of which was raised by the residents of Chorleywood. Both these schools provide primary education. There is also an agreement between the Hertfordshire and Buckinghamshire Educational Authorities which provides for a certain number of places to be made available to Chorleywood children at a new school on the Buckinghamshire side of the County Boundary. There are also private schools situated in the District consisting of one Nursery School and two Preparatory Schools. The Hertfordshire County Council have earmarked two sites in the District for the erection of schools, one for higher education. There is a need for further accommodation to provide primary and secondary accommodation due to the growth of the District and the development of the two sites referred to would meet this need.

In Chorleywood House (the Council Offices) the original library room of the mansion is used for the purpose of a County Council branch library. The library possesses an excellent stock of books of a wide coverage, and quiet reading facilities in pleasant surroundings, and is extensively used. In addition there is a mobile library which serves the outlying parts of the District.

(b) Agricultural Education; Youth Employment Service

These services are provided by the Hertfordshire County Council and function satisfactorily.

2. Environmental Health

(a) Baths, Wash-Houses and Bathing Places

There are no public baths, wash-houses or bathing places in the District, but at least 95% of the houses in the District are provided with bathrooms.

(b) Control of Watercourses, Ditches and Ponds

The watercourses are inspected and action is taken where necessary to prevent pollution, and to facilitate the work of the Thames Conservancy. Similar supervision is exercised in regard to ditches and ponds, which are also sprayed to prevent the breeding of mosquitoes.

(c) Disinfestation of Premises and Articles

This matter does not constitute a problem in the District.

The Council do control infestation of premises by rats and mice, and also assist residents by the destruction of wasp nests.

(d) Drainage of Trade Premises

Drainage of trade premises is controlled by the Colne Valley Sewerage Board, but there are no premises in the District producing a trade effluent.

(e) Mortuaries and Post-Mortem Rooms

The Council, by arrangement with the North-West Metropolitan Hospitals Board, contributed to the reconstruction and furnishing of the Mortuary at Shrodells Hospital, Watford. The Mortuary is provided with a refrigeration plant, a Post-Mortem Room and a Chapel, and it gives a very good service to the District. A small fee is paid by the Council for each case.

(f) Public Conveniences

There is one convenience adjacent to the Council Offices, and a scheme is being prepared for the provision of a further convenience to serve both sexes.

(g) Refuse Collection and Disposal

Refuse collection is effected by two vehicles, one 18 cu. yd. dual tip and one 12 cu. yd. side loader. Every effort is made to maintain a seven-day collection service.

The refuse is disposed of by means of controlled tipping on a tip approximately five miles distant (in the area of the Amersham Rural Council).

(h) Regulations of Buildings and Sanitation of Buildings

The construction of new buildings and alterations and additions to existing buildings are controlled by Building Byelaws based upon the Central Government's Model Byelaws. The flexibility which the new regulations permit is helpful.

The sanitation of new buildings and alterations and additions to existing buildings are supervised by the Council, who satisfy themselves that such works comply with the Building Byelaws and Part II of the Public Health Act, 1936.

(i) Sewerage and Sewage Disposal

The Urban District Council was formed in 1913 and one of its main tasks was to prepare and complete a scheme for the purpose of sewering the District. The scheme was completed and a modern sewage disposal plant dealt satisfactorily with the whole of the District with the exception of 28 hereditaments in outlying parts of the District which, due to unsuitable gradients, could not be drained to the sewers provided. The whole of the sewerage system was, and still is, conveyed by gravity to the outfall.

The whole scheme was designed to cope with an ultimate population of 10,000 (at that time the population of the District was approximately 4,000).

Under the Hertfordshire County Council (Colne Valley Sewerage, etc.) Act, 1937, the Board was constituted to deal with the sewage disposal problems arising in the areas of adjacent authorities, and the site of the Chorleywood Sewage Disposal Works was chosen by the Board for its own site.

The Council petitioned against the Order including the Urban District as a constituent member of the Board for two especial reasons, firstly on the grounds that it had a modern sewage disposal works which was working efficiently and economically, and secondly to obtain bargaining powers should the Council be placed in the position of having to sell their works and trunk sewers. This did in fact happen when the Council were forced to become a constituent member of the Board.

The Chorleywood works were demolished when the Board's larger works came into operation.

The Board were later asked to deal with some of the sewage from the adjacent Amersham Rural District and then it was found that the trunk sewers, which had become vested in the Board, became surcharged in the low lying areas of the District. This Council brought pressure to bear on the Board with the result that a scheme is now being prepared for the construction of relief sewers to prevent this surcharging.

The few properties which cannot be drained to the public sewer either have their own small sewage disposal plants installed or are served by cesspools, and the Council give a cesspool emptying service at three-monthly intervals. Certain properties in both the Rickmansworth and Amersham (Bucks.) area are drained into Chorleywood main sewers which were not taken over by the Board, and the Council receives a wayleave of threepence in the pound on the aggregate rateable value of the properties connected.

(j) Street Cleansing

The District Council are responsible for the street cleansing and gully emptying of 7·064 miles of District roads. The District roads in the residential areas are swept once per fortnight, and the District roads in the shopping areas receive attention as is necessary, but at least once per week.

The 9·12 miles of classified and unclassified County roads in this District receive regular attention from the Hertfordshire County Council.

(k) Burial Grounds, Cemeteries and Crematoria

Some seven years ago the Council provided for the use of the District a modern Lawn Cemetery, which is one of the few lawn cemeteries in existence in the country. No grave stones are permitted above the surface of the ground, identification if desired being by means of bronze or other approved plaques sunk just below ground level. Many favourable comments have been passed since it first came into use. It is estimated that the Cemetery will provide a service to the District for some 20 years, and arrangements for an extension can be made, if and when necessary.

The Council is a member of the West Herts. Crematorium Joint Committee which was formed to provide what was considered to be an essential need of the public, and obviate long journeys to the nearest Crematorium which at that time was in London.

(l) Parks and Open Spaces

The Urban District of Chorleywood owns 404 acres of public open space, 19·6% of its entire acreage. The delightful Common with a nine hole golf course forms part of the open spaces, and the Club premises are owned by the Council. There are cricket, football and hockey pitches, also horse-riding tracks on the Common.

A children's playing field with equipment has been provided in the south part of the District, known as The Swillett, and there is the Chorleywood House Estate with all its natural beauty which the Council purchased in 1939 to preserve it from development. The cost of this acquisition was £17,000 of which grants totalling £8,000 were received from the Hertfordshire and London County Councils.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937

This service is provided by the Hertfordshire County Council, with the assistance, where necessary, of the District Council. This Council maintains a grass tennis court in the grounds of Chorleywood House Estate, and has under consideration a scheme for the provision of two hard tennis courts, a pavilion and dressing rooms. There is also a further scheme to provide cricket and football facilities in the Estate, together with a bowling green.

(n) Prevention of River Pollution

Every care is taken to protect the River Chess during its passage through the District, in addition to the work of the Thames Conservancy with whom the Officers of the Council willingly co-operate whenever necessary.

(o) Port Health Functions

This is not applicable to this District as it is an inland district without airport facilities.

3. Housing

(a) Provision of Houses

The Council provided 56 houses in the period between the two Great Wars. Since 1945 they have provided 166 houses (34 two-bedroom and 132 three-bedroom), 16 duplex flats, 10 bungalows and six maisonettes for aged persons, making a total of 254 units of accommodation, all of which are let at reasonable rents, representing 12·5% of the total dwelling units in the District. At the present time the Council are negotiating for the acquisition of land which will provide a further 12 bungalows for aged persons.

(b) Slum Clearance

The District being a high-class residential area does not call for slum clearance as such. Three houses have been demolished under the Housing Acts, and two substandard dwelling units have been closed under the Provisions of the Housing Act, 1936.

(c) Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

The Council has encouraged extensively private enterprise building by advice and loans under their House Purchase Loans Scheme. Since 1945 the amount advanced by the Council for the acquisition, construction or improvement of houses totals £364,188. Assistance by way of a grant is also being provided by the Council to the Gilliat Almshouses Trust in order to modernise a block of four Almshouses.

(d) Regulation of Buildings and Byelaws

The construction of new buildings and alterations and additions to existing buildings are controlled by Building Byelaws based upon the Central Government's Model Byelaws.

4. Personal Health and Welfare

(a) Powers and Duties under the National Health Service Acts

The Services of the County Council as the Local Health Authority under the National Health Service Act, 1946, are promoted locally wherever possible and enquirers at the Council Offices are advised and directed accordingly.

Copies of all notifications are sent without delay to the Local Health Authority under the provisions of the Tenth Schedule of the Act.

(b) Mental Health Services

These services are administered by the County Council.

(c) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

The provisions of the National Assistance Act, 1948, in SS. 47 and 50 apply to the District. It has not been found necessary to use S. 47 (Removal of Persons Requiring Care and Attention). The Council are co-operating in support of the Disabled Persons (Employment) Act and at the moment are employing 9% on their manual staff.

(d) Care of Children

This Service is under the control of the County Council.

(e) Registration of Nurseries and Child Minders

This Service is under the control of the County Council.

(f) Notification of Infectious Diseases

The Council through their Medical Officer, register the notification of infectious diseases and forward reports to the Medical Officer of the County Council, and the arrangement works smoothly.

It is not proposed at this stage to make any recommendation with regard to the diseases on the list.

(g) Health Education

The Council makes an annual subscription to the Central Council for Health Education. Pamphlets on health subjects are available to the public at the Council Offices, and the Library and issued direct to the public where necessary. Various work of an educational nature is done at catering establishments, etc.

5. Town and Country Planning

(a) Town and Country Planning

Under the Town and Country Planning Act, 1947, the Hertfordshire County Council is the Local Planning Authority, but this Council receives all planning applications and issues planning decisions under a delegation agreement entered into with the County Council. Appeals arising from Town Planning decisions are conducted by the District Council.

(b) Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The Council has co-operated with the County Council in the operation of this Act, and has prepared for the County Council a schedule of every public footpath, and a plan on which the line of every footpath is shown and numbered.

6. Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges

The Council is the Highway Authority for approximately 7·064 miles of District roads, which have been constructed and maintained by them, since the District was formed in 1913.

It has not been necessary to carry out any works of improvement, but the roads and footpaths are satisfactorily maintained, and regularly surface dressed.

There are no bridges in the District maintained by the District Council.

The construction of new district roads has been in connection with Council House Estates, and agreements with private developers under Section 146 of the Public Health Act, 1875. Existing private roads have also been made up under the Private Street Works Act, 1892, referred to under heading (g). All new roads in the District have to comply with a standard specification which is based upon the specification on Road and Bridge Works issued by the Ministry of Transport and Civil Aviation. These works have been executed under the supervision of the Council who are satisfied with the results obtained.

(b) Street Lighting

A considerable portion of the District is provided with street lighting, and there are in use at the moment 187 electric light columns and 48 gas columns. The majority of the electric light columns are illuminated by 100 watt Tungsten lamps. There are six Sodium Discharge lamps at present in lighting, and the Council has before it a scheme for providing Sodium Discharge lighting to the main road A.404.

(c) Naming of Streets and Numbering of Houses

All new streets on private and Council Estates are named and the houses numbered. In the old portion of the District the houses are named and the occupiers of the properties concerned have expressed the wish not to have the houses numbered. The Council still has this matter under consideration.

(d) Parking Places

Reservations for car parking have been made on The Common and a car park has been provided by the London Transport Executive outside Chorleywood Station.

(e) Road Safety

On this important subject the Council has made a number of suggestions to the County Council as Highway Authority for county roads through the District, with a view to obtaining various improvements to eliminate known danger spots. The Council has actively co-operated in the Bank Holiday Poster Campaigns by placing posters emphasising "Safe Driving" at selected points along part of the main A.404 road which runs through the District, thus co-operating with the Minister of Transport.

(f) Bus Shelters

Bus Shelters in the District are provided by the London Transport Executive. The Council has requested the Executive to provide additional shelters in the District, but has been informed that at the moment funds are not available to increase the number already in existance.

(g) Private Street Works

Between the two Great Wars the Council made up six roads under the Private Street Works Act, 1892, comprising 1·239 miles. Since 1947 the Council has made up and adopted a further nine roads totalling 2·608 miles. In addition private street works have been completed covering a further two roads totalling 0·206 miles, but these have not yet been formally adopted. Private developers have constructed under Public Health Act, 1875, Section 146 Agreements, seven roads totalling 1·024 miles and these have been formally adopted under the Private Street Works Act. At the present time private developers are constructing a further seven roads totalling 1·91 miles but the works have not yet been completed.

It will be appreciated from the above remarks that the Council has carried out and supervised a considerable Private Street Works programme since 1947.

Generally

The Council will be pleased to supply any further information the Commission may desire on the above services and especially on the financial aspect.

Staff Establishment

(a) Administrative

	Whole-Time	*Part-Time*
Clerk of the Council and Chief Financial Officer—Department	5	3
Surveyor and Public Health Inspector—Department	4	
The Medical Officer of Health is a joint appointment for the area comprising the Urban Districts of Bushey, Chorleywood and Rickmansworth and the Rural District of Watford		1
Total	9	4

(b) Manual

Refuse Collection	6
Public Highways and Sewerage	5
Parks and Open Spaces	2
Caretaker and Wife	2
Total	15

I am Sir,

Your obedient Servant,

R. DARRAH,

Clerk of the Council.

The Secretary,
Royal Commission on Local Government in Greater London,
Sanctuary Buildings.

Supplementary Evidence Submitted by the Chorleywood Urban District Council

Council Offices,
Chorleywood House,
Chorleywood, Herts.

13th August, 1958.

Dear Sir,

Royal Commission on Local Government in Greater London

At the request of the Clerk of the Hertfordshire County Council my Council have submitted to the County Council, proposals for the re-organisation of the Urban District of Chorleywood, and I enclose herewith a copy of these proposals.

Yours faithfully,

R. DARRAH,

Clerk of the Council.

The Secretary,
Royal Commission on Local Government in Greater London.

PROPOSALS FOR THE RE-ORGANISATION OF THE URBAN DISTRICT OF CHORLEYWOOD

Introduction

The Urban District of Chorleywood was created in 1913 and extends from close to the town of Rickmansworth on the eastern and southern side to the Hertfordshire-Buckinghamshire boundary on the north-western side and the Watford Rural District boundary on the north-eastern side.

Due to the Council's policy of wise and careful planning the majority of the development that has taken place in the District has been residential in character and of high quality. There is only one industry which employs on average less than 50 persons.

The area of the Urban District is 2,055 acres (of which 404 acres, representing 19·6% of the total is public open space owned by the Council), and the present population estimated at 6,400. The Rateable Value at the 1st April, 1958, was £112,904 and the estimated product of a penny rate is £463. The General Rate levy for 1958-59 is 18*s*. 1*d*.

Proposals for the Re-organisation of the Urban District

Should the Royal Commission on Local Government for Greater London have no proposals affecting the Urban District of Chorleywood but request the Hertfordshire

County Council to submit proposals which would include the Urban District, the Urban District Council submit for the consideration of the Hertfordshire County Council proposed extensions of the existing Urban District boundaries by the inclusion of the following areas:

A. Part of the Parish of Sarratt at present forming part of the Rural District of Watford

This area (shown on the map* attached and coloured yellow numbered 1) comprises approximately 3,492 acres, part of which is contiguous to the present Chorleywood Urban District boundary. The area is predominantly rural in character and similar to parts of the Chorleywood District.

This area consists of established villages to which has been added modern development during the post-war period. As far as is known the majority of the properties are either drained to a cesspool or have earth closets. It would be possible for a considerable number of these properties to be drained to the Chorleywood Sewerage System. From the centre of this area to the Watford Rural District Council Offices is a distance of approximately four miles, whereas from the same point to the Chorleywood Urban District Council Offices the distance is approximately two miles, thus it will be seen no inconvenience or difficulty would arise in this respect should the area be administered by the Chorleywood Council.

Financially it is quite possible that the area would gain by the proposed inclusion in the Chorleywood District as the 1958-59 general rate levy for the Watford Rural District is 18*s.* 7*d.* and the rate levy for the Sarratt Parish which enjoys a special rating is 18*s.* 2*d.* whereas the Chorleywood Urban District general rate is 18*s.* 1*d.*

The Rateable Value of this area is estimated at £18,863 and the population 2,135.

B. Parish of Flaunden forming part of the Rural District of Hemel Hempstead

The area (shown on the map attached coloured pink, numbered 2) comprises approximately 919 acres, and is an outlying detached parish of the Hemel Hempstead Rural District adjoining the Parish of Sarratt referred to under "A" its physical features being similar to those of the Parish of Sarratt. It would be possible to drain the Parish of Flaunden into a future extension of the Chorleywood Sewerage System.

From the centre of this area to the Hemel Hempstead Rural District Council Offices is a distance of approximately six miles whereas from the same point to the Chorleywood Urban District Council Offices the distance is approximately two-and-a-half miles. Here again no inconvenience or difficulty will be experienced should the area be administered by the Chorleywood Council.

The General Rate levied in respect of this Parish for 1958-59 is 18*s.* 6*d.* as opposed to the Chorleywood Urban District rate levy of 18*s.* 1*d.* and in this case also there could well be a financial gain to the residents by inclusion in the Chorleywood District.

The Rateable Value of this area is approximately £2,110 and the population 227.

---

*—Not reproduced in this publication.

C. Areas in the Urban District of Rickmansworth

(1) Area known as Heronsgate.

This area (shown on the map attached coloured brown, numbered 3A) comprises approximately 677 acres and is contiguous to the southern boundary of the present Urban District of Chorleywood.

The development in this area is of a high-class residential nature similar to development in the Chorleywood District. The developed area of Heronsgate adjoins the developed area of Chorleywood but is actually separated from the developed area of Rickmansworth by agricultural land zoned as Metropolitan Green Belt. From the centre of this area to the Rickmansworth Urban District Council Offices is a distance of approximately two miles, and from the same point to Chorleywood Urban District Council Offices the distance is approximately one-and-three-quarter miles served by the same public transport route.

(2) Area known as Glen Chess, Loudwater Lane.

This area (shown on the map attached coloured brown, numbered 3B) comprises approximately 12 acres, and could with advantage be included in the Urban District of Chorleywood to enable the District boundary to be straightened so that it follows the line of Loudwater Lane and thus eliminate existing confusion to public utilities and the general public. The properties in this area are connected to the Chorleywood sewer. From the centre of this area to the Rickmansworth Urban District Council Offices the distance is approximately one mile and from the same point to the Chorleywood Urban District Council Offices the distance is one-and-three-quarter miles.

Financially both of the above areas would gain by the proposed inclusion in the Urban District of Chorleywood as is reflected in the General Rate levies of the Rickmansworth Council and the Chorleywood Council for 1958-59 of 18*s* 8*d*. and 18*s*. 1*d*. respectively. The fact that the Chorleywood General Rate is less than the Rickmansworth rate is not only applicable to the year 1958-59; the same position has existed in past years.

The Rateable Value of the two areas referred to above is estimated at £5,789, and the population 332.

D. Parish of Amersham (Part). Parish of Chalfont St. Giles (Part). Parish of Chalfont St. Peter (Part). Parish of Chenies. Parish of Latimer (Part) at present forming part of the Rural District of Amersham

The Urban District Council of Chorleywood ask that the Hertfordshire County Council should consider applying for a revision of the County Boundary with Buckinghamshire to include the above areas in the Urban District of Chorleywood which it is submitted could be supervised and administered more advantageously by being integrated into the Chorleywood Urban District.

It will be seen from the map attached that the County boundary starts at the northern tip of the Urban District at the River Chess, then proceeds in a general south-westerly direction to the railway at Chorleywood Station and proceeds along the centre of Shire Lane and thence to the south-westerly tongue of the Urban District adjoining Phillipshill Wood.

The parts of the Parishes of Chenies and Chalfont St. Peter, which are immediately adjacent to the Chorleywood District, prior to the year 1935 consisted of woodland, fields in agricultural use with farm houses, and a few other residential properties. About 1935 a developing company proceeded to lay out a building estate by constructing roads and sewers followed by building operations, and development continues to take place. In the course of a few years a new community has thus come into being in Buckinghamshire, just over the County boundary from Chorleywood and has developed into one of appreciable size.

The Hertfordshire County Council requested the Chorleywood Urban District Council early in 1947 to indicate what, if any, alteration it was considered should be made to the County boundary adjoining Chorleywood so that a proposal could be made to the Boundary Commission. The Chorleywood Urban District Council indicated on a map the portion of Buckinghamshire comprising this new estate development, with a fringe of agricultural land beyond for convenience of line, as the area which it was considered should be transferred from the County of Buckinghamshire to the County of Hertfordshire and incorporated in the Urban District of Chorleywood. It is understood that this proposal (with some slight variation of extent) was made by the Hertfordshire County Council to the Boundary Commission and it had the full support of the Chorleywood Urban District Council.

It will be noticed that the area now proposed to be transferred to Hertfordshire (shown on the map attached coloured blue, numbered 4) (which will be hereinafter referred to as "the Buckinghamshire area") includes the area referred to above with the addition of the remainder of the Chenies Parish, part of the Parish of Chalfont St. Giles, a further part of Chalfont St. Peter, a small part of the Amersham Parish, and a small part of the Parish of Latimer.

The reason the present proposal is an enlargement on the 1947 proposal is with a view to straightening of the existing Buckinghamshire-Hertfordshire County Boundary which the County Council in their wisdom may consider advisable to use as a "quid pro quo" in any negotiations regarding the "Tring Salient".

Referring to that part of the Buckinghamshire area immediately adjacent to Chorleywood, the community of interest between the two areas may be said, without overstating the case, to be absolute. These residents are, to all intents and purposes, residents of Chorleywood. Their telephone exchange and railway station are "Chorleywood"; their social life is that of Chorleywood. Their nearest facilities for recreation, religious worship, public open spaces, concert hall, public library, post office and all the other amenities necessary to any community are in Chorleywood, and these residents do, in fact, enjoy these amenities. The Chorleywood and Chenies Branch of the British Legion is situate in Chorleywood. It is known that many residents in the Parishes of Chalfont St. Peter and Chenies regard themselves as "Chorleywood Residents", actively participating in communal, social and other activities in the Chorleywood District.

Except for a few shops near the railway bridge at Chorleywood Station, the nearest local shopping centre is just across the County boundary in Chorleywood. The nearest motor garage is in Chorleywood. Another example is afforded in regard to official searches in the Local Land Charges Register. These searches are usually made according to postal address. Many applications for certificates of search relating to property in the Buckinghamshire area have been received; these have to be forwarded to the Amersham Rural District Council thus involving delay which can have very inconvenient consequences to the applicants. Residents have been known to make application to the Watford (Hertfordshire) Petty Sessional Court for summonses which have to be refused and the applicants directed to Amersham (Buckinghamshire). Telephone enquiries are received at the Chorleywood Council Offices regarding rate fund services, and the enquirers have to be redirected to the Amersham Rural District Council Administrative Offices.

The Hertfordshire and Buckinghamshire County Councils have agreed upon a joint library scheme, and the library will be situate within the Chorleywood Urban District.

An infant welfare clinic serving both the Chorleywood District and that part of the Buckinghamshire area immediately adjacent is also situate in the Chorleywood District.

Houses in Green Street and on the west side of Shire Lane are connected to the Chorleywood sewer and the Amersham Rural District Council pays to the Chorleywood Urban District Council an annual sum for the use of this sewer, calculated according to rateable value of the houses connected. The other houses in this part of the Buckinghamshire area referred to are sewered into the main sewer in Lower Road, Chorleywood, which was acquired by the Colne Valley Sewerage Board who deal with the sewage disposal from both areas. All utility services are provided by statutory undertakers in both Districts. There can be no doubt that the Buckinghamshire area can be more economically and conveniently served from Chorleywood in regard to domestic services and general administration.

The development in all parts of the Buckinghamshire area is similar to the development in Chorleywood.

Much greater convenience generally would be enjoyed by the residents of the Buckinghamshire area if the Chorleywood Council Offices were the administrative centre. For those Buckinghamshire residents who are immediately adjacent to Chorleywood the distance would be approximately one mile whereas at present the distance to the Amersham administrative offices is approximately five miles. As regards the other parts of the Buckinghamshire area the distances increase and decrease respectively until they are about equidistant. The present General Rate levy for Chorleywood is 18*s.* 1*d.* whereas the rate levied by the Amersham Rural District Council for 1958-59 is as follows:

Parish	*Amersham R.D.C. Rate*	*Parish Rate*	*Total Rate*
Amersham	19*s.* 4*d.*	8*d.*	20*s.*
Chalfont St. Giles	19*s.* 4*d.*	4*d.*	19*s.* 8*d.*
Chalfont St. Peter	19*s.* 4*d.*	4*d.*	19*s.* 8*d.*
Chenies	19*s.* 4*d.*	1*d.*	19*s.* 5*d.*

These comparisons substantiate the statement that there would be an economic advantage to the Buckinghamshire area being integrated with the Urban District of Chorleywood. The Buckinghamshire area comprises approximately 3,377 acres, and the Rateable Value is estimated at £98,275 and the population figure 6,442.

The Urban District Council of Chorleywood are fully confident that should their proposals be approved and instituted, the re-organised District would form a real community and an effective unit of Local Government which would be administered efficiently and economically. Furthermore the existing character of the areas proposed to be included in the Chorleywood District would not be adversely affected by such integration as the policy and aim of the Chorleywood Council in the sphere of development is to provide all the amenities of an Urban District while preserving the beauty of nature and a rural atmosphere by wise and thoughtful planning. Whilst a large portion of the proposed area includes open country the Council are willing to accept responsibility for and preserve the Green Belt.

A summary of the area, rateable value, population and penny rate product of the proposals referred to is set out overleaf:

District	*Area (Acres)*	*Rateable Value*	*Population (Estimate)*
		£	
Urban District of Chorleywood	2,055	112,904 (1.4.58)	6,400
Sarratt Parish (Part) .. (Watford R.D.C.)	3,492 (Approx.)	18,863 (Est.)	2,135 (Est.)
Parish of Flaunden .. .. (Hemel Hempstead R.D.C.)	919 ,,	2,110 ,,	227 ,,
Areas of Heronsgate and Glen Chess, Loudwater Lane .. (Rickmansworth U.D.C.)	689 ,,	5,789 ,,	332 ,,
Amersham Parish (Part) ..	354 ,,	44,555 ,,	3,304 ,,
Chalfont St. Giles Parish (Part)	846 ,,	17,510 ,,	798 ,,
Chalfont St. Peter Parish (Part)	710 ,,	21,045 ,,	1,235 ,,
Chenies Parish	1,455 ,,	14,930 ,,	1,088 ,,
Latimer Parish (Part) .. (Amersham (Bucks.) R.D.C.)	12 ,,	235 ,,	17 ,,
	10,532	237,941	15,536

Estimated Penny Rate Product £1,027

From the above statistical information it must be appreciated the proposed reorganised District would be financially sound, and with the prospect of future moderate and carefully planned good-class development the rateable value, population and penny rate product factors would be further increased.

July, 1958.

Supplementary Evidence Submitted by the Chorleywood Urban District Council

PROPOSALS FOR THE RE-ORGANISATION OF THE URBAN DISTRICT OF CHORLEYWOOD

Further observations of the Urban District Council of Chorleywood on their proposals submitted to the Hertfordshire County Council on 31st July, 1958

The Urban District Council of Chorleywood refer to the above proposals which, it is submitted, are sound, logical and progressive, and if approved and instituted would form an effective and convenient unit of Local Government.

In formulating these proposals, the Urban District Council has kept in mind the necessity of continuing to secure to the inhabitants of Chorleywood the greatest possible measure of local self-government consistent with efficient administration, and this measure would of course be enjoyed by the inhabitants of the areas proposed to be included in the Urban District of Chorleywood.

Other factors which were carefully considered by the Urban District Council in formulating its proposals are as follows:

1. Town Planning

Since its formation in 1913 the Urban District Council of Chorleywood has wisely and carefully planned the Urban District as a result of which Chorleywood has developed and is continuing to develop into a high-class residential area. The Council has carried out its duties as a housing authority in a sober and realistic manner and provided 254 Council Houses, including accommodation for aged persons to satisfy urgent housing needs. It has never been the policy of the Council to carry out extensive building schemes in order to saturate the District with dwelling-houses irrespective of demand.

On the other hand the Council has encouraged extensively private enterprise building by advice and loans under its House Purchase Loans Scheme. The offer of these facilities has been readily accepted by many private developers and since 1945 the amount advanced by the Council totals £370,000 a high proportion of which was for the construction of good-class residential properties, thus preserving types of development in reasonable proportions.

It is the desire of the Council, and of the inhabitants, that this mode of development should continue, but should the District be administered by a "land hungry" authority small or large, there are grave doubts whether this would be so. This view is strongly supported by the Local Residents' Association.

The development in the areas proposed to be included in the Urban District of Chorleywood is similar to that which exists in Chorleywood and the intention of the Council would be to preserve the Green Belt and rural atmosphere while continuing its policy of development out of which would arise a pleasant good-class residential district, in no way adversely affected by the proposed integration.

2. Population

As will be seen from the summary at the end of the proposals it is estimated that the re-organised District would have a population of 15,536 and this figure would be still further increased by future moderate development.

The Urban District Council of Chorleywood respectfully request that the Hertfordshire County Council carefully examine the proposals submitted without preconceived ideas about minimum populations.

3. Financial Resources

The Chorleywood Urban District Council has adequate financial resources which have been built up over the years by a policy of wise and prudent expenditure. All the necessary services usually appertaining to an Urban District have been administered efficiently and economically. Unnecessary and wasteful administrative expenditure has never been approved and the result of this policy is reflected in the General Rates levied over the past years, which have always been one of the lowest in the County. An appreciation of the Council's control over its expenditure has been received from the Chorleywood Residents' Association.

The Rateable Value of the existing Urban District at the 1st April, 1958, was £113,181 producing a Rateable Value per head of population of £17 3*s*., the fourth highest in the County. The estimated penny rate product for the year 1958-59 is £463. From the statistical information included in this Council's proposals the Rateable Value per head of population is estimated to be £15 6*s*. and the penny rate product £1,027.

The Urban District Council of Chorleywood is aware that should its proposals be approved and instituted additional financial responsibilities will necessarily follow. The Council is quite confident of its ability to deal with such responsibilities. It is possible that the residents in the areas proposed to be taken over would enjoy a financial benefit in the form of lower General Rates.

4. Wishes of the Inhabitants

There has been correspondence and an informal meeting between the Chenies Estate Residents' Association and the Clerk of the Chorleywood Council regarding the amalgamation of that part of the Buckinghamshire area immediately adjacent to Chorleywood with the Chorleywood Urban District. It was quite obvious at the meeting referred to that because of the absolute community of interest which exists between the two areas the Chenies Estate Residents' Association were in favour of integration with Chorleywood so as to form a single community. It was also evident that there is a strong feeling against integration with Chorleywood if the County is to be changed to Hertfordshire for the sole reason that the Buckinghamshire residents fear the expansion ambitions of the Borough of Watford, and other authorities, i.e. Rickmansworth Urban District Council.

It is the definite view of the Chorleywood Council that there will be more chance of co-operation from residents in the Buckinghamshire area, if the Chorleywood proposals are approved by the Hertfordshire County Council rather than approval being given to similar proposals by Rickmansworth Urban District Council which would provoke considerable opposition from the residents in the Buckinghamshire area.

The Council has no direct evidence of the wishes of the inhabitants of the other areas included in the Council's proposals.

5. Generally

The Urban District Council of Chorleywood prides itself in having been a progressive unit of local government since its formation in the year 1913 and is justly proud of the contribution it has made to the general development and progress of the County.

The Council is fully confident of being able to administer in an efficient and economic manner any enlarged District that may arise out of its proposals.

Due to the foresight of the Urban District Council, Chorleywood House was purchased in 1939 for £5,000 to be used as Council Offices, and this delightful and spacious Mansion, and depot, has sufficient room available for additional staff, plant, and vehicles that may be necessary to deal with greater responsibilities.

The Urban District Council of Chorleywood submit that its proposals are sober and realistic and if instituted the new District would form an efficient unit of local government.

OBSERVATIONS OF THE URBAN DISTRICT COUNCIL OF CHORLEYWOOD ON THE BOUNDARY PROPOSALS OF THE URBAN DISTRICT COUNCIL OF RICKMANSWORTH

The Urban District Council of Chorleywood has considered the proposals of the Urban District Council of Rickmansworth for the re-organisation of its Urban District, and is vigorously opposed to such proposals, so far as they affect the Urban District of Chorleywood.

Rickmansworth Urban District Council state in its proposals that it does not propose the amalgamation of Chorleywood and Rickmansworth for the purpose of making Rickmansworth into a viable authority. If this is so, then the predominate feature of the Rickmansworth proposals is the complete lack of any reasonable or logical reason why the whole or any part of Chorleywood should be absorbed in or amalgamated with the Rickmansworth Urban District.

The Rickmansworth Urban District Council proposals, at the most, appear to be an attempt to criticise, and if possible, destroy the Chorleywood Urban District Council proposals, which it is submitted are sound and logical, rather than to present a realistic and factual case for the preservation and enlargement of their own boundaries.

At this stage attention must be drawn to the fact that Rickmansworth, who were late in forwarding their proposals to the County Council, had previously enjoyed the benefit of examining the Chorleywood proposals.

The Urban District Council of Chorleywood is completely certain of being perfectly capable, as hitherto, of administering the District of Chorleywood in an efficient and economic manner.

The Urban District Council of Chorleywood strongly refute the Rickmansworth claim regarding the areas in the Chorleywood District known as the Cedars Estate and Loudwater.

It is interesting to note that when Rickmansworth was granted Urban Powers in 1897 it could at that time have taken into its boundary the Cedars Estate, which was a private estate comprising agricultural land. The boundary, however, followed a "line of bricks and mortar" by taking in the entrance lodge to the estate in Nightingale Road, and proceeded along a public footpath running through the valley on the north-west side of Nightingale Road and diagonally up to the Chorleywood Road so as to include seven cottages known as Bankside Downs. (These cottages were and still are in the Ecclesiastical Parish of Chorleywood).

The Rickmansworth boundary was then continued along the south-west side of the Chorleywood Road as far as Loudwater Lane. It continued down Loudwater Lane on the west side as far as "Glen Chess" where it followed the boundary of this large private estate, so as to include the Mansion, cottages, coach-houses, and stables. The boundary then continued on to Sarratt Lane, taking in the only existing buildings known as Loudwater Farm. At this time Loudwater Estate, which comprised 75% of the area known as Loudwater, was privately owned and undeveloped.

The area of Loudwater was subsequently privately developed, and in later years the Chorleywood Council has continued the policy of the high-class development in this area.

Under the enterprising administration of the Urban District Council of Chorleywood the agricultural land of the Cedars Estate has been developed into a high-class residential locality. The roads on the Estate have been made up either by the Chorleywood Council under the Private Street Works Act, or by developers, under the supervision of the Council.

The residents of the Cedars Estate share, to the full, the community of interest which exists in the Chorleywood District, and like all other residents are very proud and conscious of being Chorleywood.

Economically the amalgamation of any part of the Chorleywood District with the Rickmansworth Urban District would be a disadvantage to the residents concerned. For many years the Chorleywood Rate Levy has been lower than the Rickmansworth Rate Levy, and the following is a comparison of rates levied by each District over the past six years:

Chorleywood Urban District			*Rickmansworth Urban District*		
	s.	*d.*		*s.*	*d.*
1953-54.. ..	25	2	1953-54 ..	25	5
1954-55.. ..	25	10	1954-55 ..	26	4
1955-56.. ..	25	2	1955-56 ..	26	1
1956-57.. ..	16	9	1956-57 ..	17	6
1957-58.. ..	18	0	1957-58 ..	18	0
1958-59.. ..	18	1	1958-59 ..	18	8

At a recent meeting called by the Chorleywood Residents' Association, attended by over 150 people a unanimous resolution was passed that the best interests of the inhabitants of Chorleywood, and the best interests of the many thousands of persons who share the beauties of the District throughout the year will best be served if Chorleywood remains a separate Urban District with its own Council, functioning as a local authority for the local government of the District.

This is also the view of the Urban District Council of Chorleywood which is aware of the feelings of the residents of its District and of the tremendous opposition there would be to any part of Chorleywood being absorbed by or amalgamated in the Urban District of Rickmansworth, which it is submitted would not secure the greatest possible measure of self government for the inhabitants of the area concerned.

12th November, 1958.

Supplementary Evidence Submitted by the Chorleywood Urban District Council

Council Offices,
Chorleywood House,
Chorleywood, Herts.

13th May, 1959.

Dear Sir,

My Council have reconsidered their proposals for the re-organisation of their Urban District and I enclose herewith, for the consideration of the Royal Commission, a plan of the Council's amended scheme, together with an amended statement.*

Compared with the original proposals, it will be noted that the amended scheme omits the parts of the Rural Districts of Hemel Hempstead, and Watford, originally included, and modifies the proposals relating to areas in the Rickmansworth Urban District and the Amersham (Buckinghamshire) Rural District.

My Council have asked the Hertfordshire County Council to consider applying for a revision of the County Boundary with Buckinghamshire to include the area of Buckinghamshire delineated on the plan of the amended scheme in the Urban District of Chorleywood, which it is submitted could be supervised and administered more advantageously by being integrated in the Chorleywood Urban District.

A copy of these amended proposals have been forwarded to the Clerk of the Hertfordshire County Council, the Clerks of the Districts affected, also the Clerk of the Buckinghamshire County Council.

I have been asked by the Council to offer their apologies for any inconvenience that may be caused by these "second thoughts".

With reference to the proposal of the Rickmansworth Urban District Council that the Districts of Chorleywood and Rickmansworth should be amalgamated, my Council's objection to this proposal has already been submitted, and I am requested to inform you that my Council confirm their strong objection to this proposal.

Yours faithfully,

R. DARRAH,

Clerk of the Council.

The Secretary,
Royal Commission on Local Government in Greater London.

---

* Not reproduced.

PROPOSALS FOR THE RE-ORGANISATION OF THE URBAN DISTRICT OF CHORLEYWOOD

Introduction

The Urban District of Chorleywood was created in 1913 and extends from close to the town of Rickmansworth on the eastern and southern side to the Hertfordshire-Buckinghamshire boundary on the north-western side and the Watford Rural District boundary on the north-eastern side.

Due to the Council's policy of wise and careful planning the majority of the development that has taken place in the District has been residential in character and of high quality. There is only one industry which employs on average less than 50 persons.

The area of the Urban District is 2,055 acres (of which 404 acres, representing 19·6% of the total is public open space owned by the Council), and the present population estimated at 7,000. The Rateable Value at the 1st April, 1959, was £119,001 and the estimated product of a penny rate is £500. The General Rate levy for 1959-60 is 18*s*. 3*d*.

The Urban District Council in evidence submitted to the Royal Commission on Local Government in Greater London has already stressed its opposition to the Urban District being included in the Greater London area. Strong opposition has also been expressed to the inclusion of the District of Chorleywood in a new County Borough as proposed by the Watford Corporation.

It is the wish of the Urban District Council that the District of Chorleywood should continue to be a separate authority within the County of Hertford, with minor boundary adjustments as defined in the following proposals:

Proposals for the Re-organisation of the Urban District

Should the Royal Commission on Local Government for Greater London have no proposals affecting the Urban District of Chorleywood but request the Hertfordshire County Council to submit proposals which would include the Urban District, the Urban District Council submit for the consideration of the Hertfordshire County Council proposed extensions of the existing Urban District boundaries by the inclusion of the following areas:

A. Areas in the Urban District of Rickmansworth

(1) Area known as Heronsgate.

This area (shown on the map* attached coloured brown, numbered 1) comprises approximately 511 acres and is contiguous to the southern boundary of the present Urban District of Chorleywood.

The development in this area is of a high-class residential nature similar to development in the Chorleywood District. The developed area of Heronsgate adjoins the developed area of Chorleywood but is actually separated from the developed area of Rickmansworth by agricultural land zoned as Metropolitan Green Belt.

*—Not reproduced in this publication.

From the centre of this area to the Rickmansworth Urban District Council Offices is a distance of approximately two miles, and from the same point to Chorleywood Urban District Council Offices the distance is approximately one-and-three-quarter miles served by the same public transport route.

(2) Area known as Glen Chess, Loudwater Lane.

This area (shown on the map attached coloured brown, numbered 1A) comprises approximately 12 acres, and could with advantage be included in the Urban District of Chorleywood to enable the District boundary to be straightened so that it follows the line of Loudwater Lane and thus eliminate existing confusion to public utilities and the general public. The properties in this area are connected to the Chorleywood sewer. From the centre of this area to the Rickmansworth Urban District Council Offices the distance is approximately one mile and from the same point to the Chorleywood Urban District Council Offices the distance is one-and-three-quarter miles.

Financially both of the above areas would gain by the proposed inclusion in the Urban District of Chorleywood as is reflected in the General Rate levies of the Rickmansworth Council and the Chorleywood Council for 1959-60 of 19*s*. 2*d*. and 18*s*. 3*d*. respectively. The fact that the Chorleywood General Rate is less than the Rickmansworth Rate is not only applicable to the year 1959-60. The same position has existed in past years.

The Rateable Value of the two areas referred to above is estimated at £5,789, and the population 332.

B. Parish of Chalfont St. Peter (Part). Parish of Chenies (Part) at present forming part of the Rural District of Amersham

The Urban District Council of Chorleywood ask that the Hertfordshire County Council should consider applying for a revision of the County Boundary with Buckinghamshire to include the above areas (shown on the map attached coloured blue, numbered 2) in the Urban District of Chorleywood which it is submitted could be supervised and administered more advantageously by being integrated into the Chorleywood Urban District.

It will be seen from the map attached that the County boundary starts at the northern tip of the Urban District at the River Chess, then proceeds in a general south-westerly direction to the Railway at Chorleywood Station and proceeds along the centre of Shire Lane and thence to the south-westerly tongue of the Urban District adjoining Phillipshill Wood.

The parts of the Parishes of Chenies and Chalfont St. Peter, which are immediately adjacent to the Chorleywood District, prior to the year 1935 consisted of woodlands, fields in agricultural use with farm houses, and a few other residential properties. About 1935 a developing company proceeded to lay out a building estate by constructing roads and sewers followed by building operations, and development continues to take place. In the course of a few years a new community has thus come into being in Buckinghamshire, just over the County boundary from Chorleywood and has developed into one of appreciable size.

The Hertfordshire County Council requested the Chorleywood Urban District Council early in 1947 to indicate what, if any, alteration it was considered should be made to the County boundary adjoining Chorleywood so that a proposal could be made to the Boundary Commission. The Chorleywood Urban District Council indicated on a map the portion of Buckinghamshire comprising this new estate development, with a fringe of agricultural land beyond for convenience of line, as the area which it was considered should be transferred from the County of Buckinghamshire to the County of Hertfordshire and incorporated in the Urban District of Chorleywood. It is understood that this proposal (with some slight variation of extent) was made by the Hertfordshire County Council to the Boundary Commission and it had the full support of the Chorleywood Urban District Council.

The parts of the Parishes of Chalfont St. Peter and Chenies (which will hereinafter be referred to as "the Buckinghamshire area") being immediately adjacent to Chorleywood, the community of interest between the two areas may be said, without overstating the case, to be absolute. These residents are, to all intents and purposes, residents of Chorleywood. Their telephone exchange and railway station are "Chorleywood"; their social life is that of Chorleywood. Their nearest facilities for recreation, religious worship, public open spaces, concert hall, public library, post office and all the other amenities necessary to any community are in Chorleywood, and these residents do, in fact, enjoy these amenities. The Chorleywood and Chenies Branch of the British Legion is situate in Chorleywood. It is known that many residents in the Parishes of Chalfont St. Peter and Chenies regard themselves as "Chorleywood Residents", actively participating in communal, social and other activities in the Chorleywood District.

Except for a few shops near the railway bridge at Chorleywood Station, the nearest local shopping centre is just across the County boundary in Chorleywood. The nearest motor garage is in Chorleywood. Another example is afforded in regard to official searches in the Local Land Charges Register. These searches are usually made according to postal address. Many applications for certificates of search relating to property in the Buckinghamshire area have been received; these have to be forwarded to the Amersham Rural District Council thus involving delay which can have very inconvenient consequences to the applicants. Residents have been known to make application to the Watford (Hertfordshire) Petty Sessional Court for summonses which have to be refused and the applicants directed to Amersham (Buckinghamshire). Telephone enquiries are received at the Chorleywood Council Offices regarding rate fund services, and the enquirers have to be redirected to the Amersham Rural District Council Administrative Offices.

The Hertfordshire and Buckinghamshire County Councils have agreed upon a joint library scheme, and the library will be situate within the Chorleywood Urban District.

An infant welfare clinic serving both the Chorleywood District and that part of the Buckinghamshire area immediately adjacent is also situate in the Chorleywood District.

Houses in Green Street and on the west side of Shire Lane are connected to the Chorleywood sewer and the Amersham Rural District Council pays to the Chorleywood Urban District Council an annual sum for the use of this sewer, calculated according to rateable value of the houses connected. The other houses in this part of the Buckinghamshire area referred to are sewered into the main sewer in Lower Road, Chorleywood, which was acquired by the Colne Valley Sewerage Board who deal with the sewage disposal from both areas. All utility services are provided by statutory undertakers in both Districts. There can be no doubt that the Buckinghamshire area can be more economically and conveniently served from Chorleywood in regard to domestic services and general administration.

The development in all parts of the Buckinghamshire area is similar to the development in Chorleywood.

Much greater convenience generally would be enjoyed by the residents of the Buckinghamshire area if the Chorleywood Council Offices were the administrative centre. For those Buckinghamshire residents who are immediately adjacent to Chorleywood the distance would be approximately one mile whereas at present the distance to the Amersham administrative offices is approximately five miles. The present General Rate levy for Chorleywood is 18*s*. 3*d*. whereas the Rate levied by the Amersham Rural District Council for 1959-60 is as follows:

Parish	*Amersham R.D.C. Rate*	*Parish Rate*	*Total Rate*
Chalfont St. Peter ..	20*s*. 3*d*.	5*d*.	20*s*. 8*d*.
Chenies	20*s*. 3*d*.	1*d*.	20*s*. 4*d*.

These comparisons substantiate the statement that there would be an economic advantage to the Buckinghamshire area being integrated with the Urban District of Chorleywood. The Buckinghamshire area comprises approximately 332 acres, and the Rateable Value is estimated at £32,411 and the population figure 2,019.

The Urban District Council of Chorleywood is fully confident that should these proposals, which the Council consider to be sound and logical, be approved and instituted, the re-organised District would form a real community and an effective unit of local government which would be administered efficiently and economically. Furthermore the existing character of the areas proposed to be included in the Chorleywood District would not be adversely affected by such integration as the policy and aim of the Chorleywood Council in the sphere of development is to provide all the amenities of an Urban District while preserving the beauty of nature and a rural atmosphere by wise and thoughtful planning. The Council are willing to accept responsibility for and preserve the Green Belt.

A summary of the area, rateable value, population and penny rate product of the proposals referred to is set out as follows:

District	*Area (Acres)*	*Rateable Value*	*Population Estimates*		*Penny Rate Product (Estimate)*
			Present	*Ultimate*	
		£			£
Urban District of Chorleywood ..	2,055	124,706	7,000	8,800	500
Areas of Heronsgate and Glen Chess, Loudwater Lane (Rickmansworth U.D.C.)	523	5,789	332	370	—
Area of Amersham (Buckinghamshire R.D.C.)	332	32,411	2,019	2,370	—
	2,910	162,906	9,351	11,540	—

Estimated Penny Rate Product for the proposed combined areas—£660.

In formulating these proposals, the Urban District Council has kept in mind the necessity of continuing to secure to the inhabitants of Chorleywood the greatest possible measure of local self-government consistent with efficient administration, and this measure would of course be enjoyed by the inhabitants of the areas proposed to be included in the Urban District of Chorleywood.

Other factors which were carefully considered by the Urban District Council in formulating its proposals are as follows:

1. Town Planning

Since its formation in 1913 the Urban District Council of Chorleywood has wisely and carefully planned the Urban District as a result of which Chorleywood has developed and is continuing to develop into a high-class residential area. The Council has carried out its duties as a housing authority in a sober and realistic manner and provided 254 Council Houses, including accommodation for aged persons to satisfy urgent housing needs. It has never been the policy of the Council to carry out extensive building schemes in order to saturate the District with dwelling-houses irrespective of demand.

On the other hand the Council has encouraged extensively private enterprise building by advice and loans under its House Purchase Loans Scheme. The offer of these facilities has been readily accepted by many private developers and since 1945 the amount advanced by the Council totals £370,000 a high proportion of which was for the construction of good class residential properties, thus preserving types of development in reasonable proportions.

It is the desire of the Council, and of the inhabitants, that this mode of development should continue, but should the District be administered by a "land hungry" authority small or large, there are grave doubts whether this would be so. This view is strongly supported by the Local Residents' Association.

The development in the areas proposed to be included in the Urban District of Chorleywood is similar to that which exists in Chorleywood and the intention of the Council would be to preserve the Green Belt and rural atmosphere while continuing its policy of development out of which would arise a pleasant good class residential district, in no way adversely affected by the proposed integration.

2. Population

As will be seen from the summary on page 502 of these proposals it is estimated that the re-organised District would have a population of 9,351 and an ultimate population figure of 11,540.

The Urban District Council of Chorleywood respectfully request that the Hertfordshire County Council carefully examine the proposals submitted without preconceived ideas about minimum populations.

3. Financial Resources

The Chorleywood Urban District Council has adequate financial resources which have been built up over the years by a policy of wise and prudent expenditure. All the necessary services usually appertaining to an Urban District have been administered efficiently and economically. Unnecessary and wasteful administrative expenditure has never been approved and the result of this policy is reflected in the General Rates levied over the past years, which have always been one of the lowest in the County. An appreciation of the Council's control over its expenditure has been received from the Chorleywood Residents' Association.

The Rateable Value of the existing Urban District at the 1st April, 1959, was £119,001 producing a Rateable Value per head of population of £17—this figure being one of the highest in the County. The estimated penny rate product for the year 1959-60 is £500. From the statistical information included in this Council's proposals the Rateable Value per head of population is estimated to be £16 16*s*. and the penny rate product £660.

The Urban District Council of Chorleywood is aware that should its proposals be approved and instituted additional financial responsibilities will necessarily follow. The Council is quite confident of its ability to deal with such responsibilities. It is possible that the residents in the areas proposed to be taken over would enjoy a financial benefit in the form of lower General Rates.

4. Wishes of the Inhabitants

There has been correspondence and an informal meeting between the Chenies Estate Residents' Association and the Clerk of the Chorleywood Council regarding the amalgamation of that part of the Buckinghamshire area immediately adjacent to Chorleywood with the Chorleywood Urban District. It was quite obvious at the meeting referred to that because of the absolute community of interest which exists between the two areas the Chenies Estate Residents' Association were in favour of integration with Chorleywood so as to form a single community. It was also evident that there is a strong feeling against integration with Chorleywood if the County is to be changed to Hertfordshire for the sole reason that the Buckinghamshire residents fear the expansion ambitions of the Borough of Watford, and the Rickmansworth Urban District Council.

It is the definite view of the Chorleywood Council that there will be more chance of co-operation from residents in the Buckinghamshire area, if the Chorleywood proposals are approved by the Hertfordshire County Council rather than approval being given to similar proposals by Rickmansworth Urban District Council which would provoke considerable opposition from the residents in the Buckinghamshire area.

The Council has not direct evidence of the wishes of the inhabitants of the other areas included in the Council's proposals.

5. Generally

The Urban District Council of Chorleywood prides itself in having been a progressive unit of local government since its formation in the year 1913 and is justly proud of the contribution it has made to the general development and progress of the County.

The Council is fully confident of being able to administer in an efficient and economic manner any enlarged District that may arise out of its proposals.

Due to the foresight of the Urban District Council, Chorleywood House was purchased in 1939 for £5,000 to be used as Council Offices, and this delightful and spacious Mansion, and depot, has sufficient room available for additional staff, plant, and vehicles that may be necessary to deal with greater responsibilities.

The Urban District Council of Chorleywood submit that its proposals are sober and realistic and if instituted the new District would form an efficient unit of local government.

May, 1959.

R. DARRAH,
Clerk of the Council,
Council Offices,
Chorleywood House,
Chorleywood, Herts.

Evidence Submitted by the East Barnet Urban District Council

This evidence is submitted by the East Barnet Urban District Council in response to the invitation contained in a letter dated the 17th February, 1958, received by the Chairman of the Council from the Chairman of the Royal Commission.

The East Barnet Urban District has an area of 2,644 acres and a population (as estimated in 1956) of 40,660. The local electorate is 29,699 and the Rateable Value as at 1st April, 1958, is £656,965. The product of a Penny Rate is estimated at £2,670.

Fewer than 30 Urban Districts in England and Wales have a larger population and the District has a higher population than any other Urban District in the whole of the County of Hertford.

The area of the Urban District is the same as that administered by its predecessor, the East Barnet Valley Local Board, which was created in 1875. At that time the population was approximately 5,000 and was concentrated mainly around the villages of East Barnet and Monken Hadley, at New Barnet around the Railway Station on the Great Northern Railway, which was constructed in 1850, and in the extreme southern portion of the District. The following Census figures indicate the growth in the population of the District:

1881	5,788
1891	7,715
1901	10,094
1911	12,381
1921	13,514
1931	18,549
1951	40,408

The District is mainly residential in character, although the New Southgate Works of Standard Telephones & Cables Ltd., employing approximately 6,000 persons, the works of John Dale & Son Ltd., employing approximately 2,000 persons, and of Maw Son & Sons Ltd., employing approximately 1,300 persons, as well as smaller factories, are situated in the District.

The present area of the District is large enough to attract Officers of high capacity. The Heads of all Departments of the Council hold, as do a number of other Officers, professional qualifications.

The Council are satisfied that the functions for which they are responsible are well and efficiently administered, but they recognise that benefits would arise and the granting of further powers to the Council be justified if the Urban District formed part of a larger local area. Such an area, however, should be one in which there is a community of interest and not be so large as to lose the intimate knowledge of the District which members of the Council now have. Discussions are at present taking place with the Barnet Urban District Council and with the Hertfordshire County Council upon this aspect of local administration and further evidence in regard thereto will be submitted to the Royal Commission is due course.

The Council consider that there is no reason for creating any new type of local government structure for the area or for setting up a special authority to deal with the whole of the Greater London Area.

The following observations are submitted by the Council with regard to the functions specified in Appendix B to the Royal Commission's letter dated the 17th February, 1958:

EDUCATION

Education

The Hertfordshire County Council are the Local Education Authority and are responsible for the following schools in the District:

12 Primary Schools.
3 Secondary Modern Schools.
1 Secondary Grammar School.
2 Nursery Schools.

Many children resident in the District attend schools in the Barnet Urban District and also a small number attend schools in other neighbouring Districts in the County and similarly children from other Districts attend schools in this District.

The local administration of the Education Service is the responsibility of the South Hertfordshire Divisional Executive, appointed by the Hertfordshire County Council. The area of the Divisional Executive comprises the Urban Districts of East Barnet and Barnet and the Rural District of Elstree, and the East Barnet Urban District nominate ten representatives to serve upon the Executive. The offices of the Divisional Education Officer of the Hertfordshire County Council are situated at 27, High Street, Barnet.

Whilst the Council do not criticise the quality and efficiency of the service which the County Council have provided in the District, they are of the opinion that it is of the utmost importance that there should be a close link in the administration of the Education Service between the Local Education Authority and the residents in the District. This is not provided by the Divisional Executive, whose members are not directly elected by the local electors.

In the Council's view, provided that on the review of their area a District of sufficient size is created, the education functions which are normally exercised by Excepted Districts should be delegated to the District Council.

Agricultural Education

Youth Employment Service

The Council have no comments to offer upon these services provided by the Hertfordshire County Council.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

The Council have not exercised their powers under Section 221 of the Public Health Act, 1936. There have been consultations with the Barnet Urban District Council with a view to the joint provision of an indoor swimming pool on a site suitable for the needs of both Districts.

Having regard to the character of the District and the facilities now available, the Council do not foresee that it will ever be necessary for them to provide public wash-houses.

Control of Watercourses, Ditches and Ponds

The Lee Conservancy Catchment Board are the Land Drainage Authority for the District and one member of the Board is elected by the Borough and District Councils of Hertfordshire within the Catchment Area. Pymmes Brook, which flows through the District, is part of the "main river", and tributaries which rise in Barnet and Friern Barnet flow into it within the District.

The Council exercise the powers contained in Sections 259 and 261 to 266 of the Public Health Act, 1936.

No difficulty arising from the organisation of these functions is apparent to the Council, although a review of the powers available to District Councils with regard to these matters would appear desirable.

Disinfestation of Premises and Articles

The Council undertake the disinfestation of verminous premises when the need arises. The infrequent occasions on which it is necessary to cleanse verminous articles does not warrant the provision of a disinfector for this purpose. Arrangements are made with the Barnet General Hospital or the Finchley Borough Council when the disinfection of articles is required.

Drainage of Trade Premises

Most of the larger industries in the District existed before the passing of the Public Health (Drainage of Trade Premises) Act, 1937; no agreements existed for them and no measurement of the flow or chemical analyses are available for any earlier period. Only the Eastern Gas Board (New Barnet Gas Works) contribute effluent likely to cause difficulty, and this is normally well balanced. Only occasional problems arise, and no formal arrangements have been made for the administration of the Council's functions. No byelaws have been made.

Mortuaries and Post-Mortem Rooms

The Council have provided a two-roomed building as a mortuary and post-mortem room at Lancaster Road within the District. The premises are also used by the Barnet Urban District Council, to whom a charge is made. More modern premises and equipment available for both Districts are required.

Public Conveniences

The Council have provided nine public conveniences, four of these being in public open spaces near to highways.

Refuse Collection and Disposal

The Council are responsible for the collection and disposal of refuse in their area, and have undertaken the removal of trade refuse (for which they make a charge). The work is undertaken by direct labour. House refuse is collected weekly and for this purpose the District is divided into four areas, each worked by one vehicle. Trade refuse is collected regularly from business premises requesting the service, and for this purpose one gang operates over the whole District.

Waste paper is salvaged and baled and sold to contractors. Ferreous and non-ferreous metals are also sold.

All refuse is taken to a central depot, and is there loaded direct into a contractor's vehicle which carries it for disposal to disused gravel pits at Holwell Hyde, 13½ miles away.

Regulation of Buildings and Sanitation of Buildings

These functions are undertaken by the Council's three Public Health Inspectors, under the control of the Medical Officer of Health.

Sewerage and Sewage Disposal

he Council are the Authority for these services in the District. Although in the lder parts of the District foul and surface water sewerage are combined, the District mainly sewered on the separate system. Surface water sewers discharge into Pymmes ook at various points throughout the District; foul sewers discharge at the Council's wage Disposal Works at Osidge Lane. There are very few cesspools in the District d these are emptied by a contractor at the expense of the owners. Little pumping foul or surface water is necessary. Some outlying properties are drained into other Districts and similarly some sewage is received from other Districts; only in the case of the Borough of Southgate (169 properties) and Friern Barnet Urban District (197 properties) are more than a few properties affected.

The Council's Sewage Disposal Works were constructed in 1936-38 for a Dry Weather Flow of 1,250,000 gallons a day, which is at present the Measured Dry Weather Flow. The Council is a constituent member of the East Middlesex Main Drainage Scheme and on the completion of that Scheme (estimated to be 1962) the Council's works will be closed.

Under the East Middlesex Main Drainage Scheme the Council will be allowed to pass only six times the Dry Weather Flow into the Scheme, so that the elimination of the excess flow and storm overflows will be a prolonged process. It is known that in drainage schemes covering a large area, if each constituent authority is limited to six times the Dry Weather Flow, the flow reaching the works is not likely to be more than about four times the Dry Weather Flow. In order that full use may be made of the Sewage Disposal Works it is suggested that constituent authorities should be permitted to pass, say, seven or even eight times the Dry Weather Flow, at least for limited periods. This would enable storm overflows to be eliminated more rapidly.

Street Cleansing

For street cleansing the District is divided into single man beats and the work is done by direct labour. A mechanical road sweeper cleans the main streets, and the main shopping areas are cleansed on Sunday mornings under the gang system.

The present arrangements are satisfactory, but improvement could be effected by the use of a further mechanical road sweeper, the purchase of which would be justified if the mileage of streets to be cleansed was increased.

Burial Grounds, Cemeteries and Crematoria

The Great Northern London Cemetery is situated in the southern portion of the District and has an area of 67 acres. A Crematorium has recently been erected in this Cemetery and is in operation. This Cemetery and Crematorium are owned by the Great Northern London Cemetery Co. Ltd., and the facilities provided are adequate for the District.

The Council are responsible for the maintenance of the closed churchyard surrounding St. Mary's Church, East Barnet.

Parks and Open Spaces (including Sports Grounds provided under the Physical Training and Recreation Act, 1937)

The Council have provided 253 acres of public open spaces within the District, providing facilities for golf, football, cricket, tennis, bowls, boating and fishing.

In addition there are 52 acres of private playing fields within the District.

Hadley Woods and Common was, by Section 5 of an Act passed in 1776 (17 Geo. III, c.17) vested in the Churchwardens of the Parish of Monken Hadley "in trust for and for the sole benefit of the owners and proprietors of freehold and copyhold messuages, lands and tenements within the said Parish of Monken Hadley, their heirs and assigns and their lessees, tenants and under-tenants for the time being entitled to a right of Common or other right within the said (Enfield) Chace, according to their several estates and interests therein". The Woods and Common are situated wholly within the Urban District, adjoining its northern boundary, and have an area of 182·63 acres. They are managed by Trustees appointed by the Commoners.

The Trustees of Hadley Common find it difficult on financial grounds to maintain Hadley Common and, although it is used extensively by residents in the whole of North London, they receive financial assistance only from the following authorities:

East Barnet Urban District Council	£400
Barnet Urban District Council	100
Hertfordshire County Council	100
	£600

Prevention of River Pollution

As is mentioned in the paragraph above regarding the control of watercourses, ditches and ponds, Pymmes Brook, which is a tributary of the River Lee, flows through the District and is controlled by the Lee Conservancy Catchment Board. Practically the whole of the District is within the area of the Board, the only part not so included being a very small area on the western boundary of the District adjoining the Great North Road near Greenhill Gardens. The Council have appointed a Sub-Committee with the object of maintaining and improving Pymmes Brook.

Port Health Functions

Not applicable to this Urban District.

HOUSING

Provision of Houses

The Council are the Housing Authority for the District and have appointed a Housing Committee with the duty of advising and making recommendations to the Council on (inter alia) the provision of accommodation under the Housing Act, 1957, the management, maintenance and repair of Council housing accommodation and requisitioned properties, the fixing of rents and contributions and the granting of rebates.

Under the various Housing Acts, the Council have provided 845 houses and 264 flats and maisonettes. In addition, 22 houses and 62 flats are under construction and further schemes for 87 houses and 52 flats are in an advanced state of preparation. The Council have also purchased 57 houses to accommodate families resident in requisitioned premises and contemplate the purchase of a further 34 houses for this purpose. The Council have also provided a parade of nine shops and 25 garages, and ten further garages are in course of erection.

Fifty temporary bungalows have been provided by the Council and 160 dwellings are at present held under requisition by the Council.

The Council's Surveyor is responsible to them for the lay-out, design and construction of new housing estates; the Council's Housing Manager is responsible for the management and maintenance of houses after completion.

The whole of the lay-out of the estates, designs of houses, preparation of drawings, specification, obtaining tenders, supervision of the building works and settlement of accounts is undertaken in the Department of the Surveyor by professionally qualified staff. The construction of roads and sewers is the responsibility of the Engineering Section of the Department.

Since the District is largely built-up, few, if any, sites are likely to become available for Council housing within the District, other than sites to be cleared under slum clearance, and enquiries have been made as to the possibility of acquiring sites in other areas.

On completion, the houses become the responsibility of the Council's Housing Manager. His department is responsible for the administration, general management, welfare of tenants, collection of rents (both door to door and office collections) and repairs and maintenance by a direct labour force, in accordance with the Council's policy for Housing Management.

The Council are satisfied that the establishment for their housing management staff is the minimum required compatible with the standard of housing management they seek to attain, but they recognise that a larger number of properties could be managed and maintained more economically. The Council believe that a definite saving per house in administrative and maintenance costs could be achieved if a greater number of properties were being managed because (a) although some additional staff would be required, the proportion of staff to properties would be smaller; (b) additional mechanisation could be introduced and existing mechanisation could be worked to increased advantage; (c) better deployment of workers (especially carpenters and plumbers) could be arranged to ensure fuller employment in skilled work in return for wages paid; (d) building materials and stores could be bought in greater bulk and therefore at lower cost.

Slum Clearance

The Council's proposals submitted to and approved by the Minister of Housing and Local Government under Section 1 of the Housing Repairs and Rents Act, 1954, showed that at the date of the preparation of the proposals there were 415 unfit houses in the District, and that the Council expected that these premises would be demolished within 11 years. The main difficulty encountered by the Council arises from the small amount of land which is available within the District for the provision of new accommodation to re-house the persons displaced by the slum clearance. Five areas included in the proposals, comprising 64 houses, have been declared Clearance Areas by the Council and Compulsory Purchase Orders have been made in each case. Three of the Orders, comprising 46 houses, have been confirmed by the Minister, one comprising four houses has not been confirmed, and the other is awaiting the Minister's decision.

Assistance to Other Bodies of Persons to Facilitate the Acquisition, Construction or Improvement of Houses

The Council have erected and sold 160 houses, 38 of which have been provided during the past two years. The Council have also made 1,520 loans to persons to enable them to purchase houses within the District for their own occupation, and have lent £1,334,000 in this way. The loans were made under the Small Dwellings Acquisition Acts and also under Section 4 of the Housing Act, 1949.

The Council have also made 29 Improvement Grants under Section 20 of the Housing Act, 1949.

All the legal work in connection with these matters is undertaken by the Clerk of the Council, who is a solicitor.

Regulation of Buildings and Byelaws

Byelaws in respect of new buildings and also byelaws in respect of new streets are administered by the Council.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

(a) Hospital and Specialised Services under Part II of the National Health Service Act, 1946.

The Council have no observations to offer upon the services provided by the Hospital Board.

(b) Health Services provided by Local Health Authorities under Part III of the 1946 Act

These services include the provision of Health Centres, care of mothers and young children, midwifery, health visiting, home nursing, vaccination and immunisation, ambulance services, the prevention of illness and care and after-care, and domestic help.

The Hertfordshire County Council are the Local Health Authority for the District and carry out their functions in accordance with proposals approved by the Minister of Health. Many of the services are provided at clinics open on certain days of the week only. Two Health Centres for the District are planned. One Day Nursery at Barnet provides a service both for this District and for Barnet, and a full-time Home Help Organiser (with an office in the same building as the Council's Public Health Department) is also concerned with the two Districts.

Without criticising the standard of service provided by the County Council, the Council consider that there is a lack of personal knowledge of local conditions. Lack of publicity results in many telephone calls to the Council's Public Health Department concerning the times and places of the various clinics. Many of the services are very closely allied to the work of the Council's Public Health Department and it is felt that local administration of the Health Services would result in closer liaison and greater efficiency.

Mental Health Services

The Council have no observations to offer upon this service.

Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

Except with regard to the provisions of residential homes for old people, the Council have no observations to offer upon this service.

The County Council have provided one old people's home in the District, accommodating approximately 36 persons. Similar accommodation has been provided by the County Council in Barnet. When old persons require to be admitted to a residential home and no accommodation is available at either of the homes in East Barnet or Barnet, the old persons have to be accommodated in homes in other parts of the County.

In the opinion of the District Council residential accommodation for old people should be provided locally, so that they are not uprooted in their old age from the district they know, and the County Council's powers in respect of this service should therefore be delegated to the District Council.

Care of Children

Registration of Nurseries and Child Minders

The Council have no observations to offer upon these services provided by the County Council.

Notification of Infectious Diseases

The Council are the Local Authority for these functions, which are carried out by their Public Health Department. For most public health functions the District is divided into three areas, in each of which a qualified Public Health Inspector operates.

Health Education

The Council and the Hertfordshire County Council have concurrent powers.

TOWN AND COUNTRY PLANNING

Town and Country Planning

The Hertfordshire County Council are the Local Planning Authority and have delegated to the Council their powers under Part III of the Town and Country Planning Act, 1947, subject (inter alia) to the condition that all applications for planning consent received by the Council and all proposals for the exercise of the delegated functions shall be submitted to the County Divisional Planning Officer for his recommendations, who, if he deems it necessary to make a recommendation, shall indicate with regard to each recommendation made by him whether or not he regards it as "fundamental". In case of the Council disagreeing with any of the Divisional Planning Officer's recommendations which he has indicated as being regarded by him as "fundamental" the matter stands referred to a Planning Consultative Committee for the District, consisting of not more than three County Councillors and not more than three District Councillors, whose decision on the matter before them must be uniform.

The system, in the Council's opinion, results in (a) duplication of work and consequently waste of labour and money; (b) frequent impossibility to give reliable information and advice to enquiries made at the Council's offices, and (c) delay in giving decisions on planning applications. Moreover, in practice it means that the decisions of the District Council on planning matters are subject to a veto exercised by an Officer of the County Council and not by the County Council itself, although, of course, there is a right of appeal to the Consultative Sub-Committee. This system appears to the Council not only to be administratively wasteful, but also wrong in principle, and the Council suggest that, except possibly planning applications for development not in accordance with the Development Plan, there should be unconditional delegation to the District Council of the County Council's functions under Part III of the Town and Country Planning Act, 1947.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

Since the District has been fully developed this Act is important in this District only in regard to the creation, diversion or extinguishment of public rights of way. These powers have been exercised by the District Council.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

The Council have exercised their powers in claiming classified roads within the District.

The lengths of adopted roads in the District are as follows:

	Miles	*Miles*
Classified		
Class I	3·76	
Class II	2·07	
Class III	0·76	
		6·59
District		42·75
Total ..		49·34

Included in the Hertfordshire Development Plan are proposals for the widening to unspecified widths of certain main traffic routes and for the construction of a by-pass to A.1000 within this District, but mainly for the relief of traffic congestion in the Barnet Urban District. The major defect in present arrangements is the delay which occurs in the notification of decisions on applications for grants towards the cost of major improvements. A twelve months' period is too short for planning and executing works of maintenance and improvement of classified roads economically. Appropriate programmes of improvement and maintenance of classified roads should be approved annually for a three-year period.

Street Lighting

With the exception of about 12 lamps (extinguished at 1 a.m.) which are controlled by a sub-station in an adjoining District where the street lighting is extinguished at 1 a.m., all street lamps in the District are lit throughout the hours of darkness. The lighting is carried out under Contract with the Eastern Electricity Board.

Main roads and more important traffic routes and shopping areas are lit by mercury discharge lamps or by sodium discharge lamps. Side roads are lit by metal filament lamps.

The Council are proceeding with a programme of street lighting improvement. Additional lamps are being provided where lighting is inadequate and conversion to sodium discharge lamps or mercury discharge and metal filament lamps is being undertaken.

Naming of Streets and Numbering of Houses

The functions in this respect under the Public Health Act, 1925, are undertaken by the Council.

Parking Places

No parking places have been provided by the Council, but the Development Plan provides for a car park in a central shopping area. The chief industries have provided their own parking places and the railway stations in or near the District have provided parking facilities.

Road Safety

The Council have appointed a Road Safety Committee consisting of eight members of the Council and four co-opted members from interested bodies, and meetings of the Committee are also attended by a Police Officer and by a representative from the Royal Society for the Prevention of Accidents. The Road Safety Organiser is shared with the Barnet Urban District.

Bus Shelters

Two bus shelters and five queue shelters have been provided by the London Transport Executive. The Council have not provided any bus shelters.

Private Street Works

The Council have adopted the Private Street Works Act, 1892. As will be seen, however, from the figures given below, almost all new roads are now made up by Estate Developers by agreement under Section 146 of the Public Health Act, 1875:

Private streets now being made up by the Council	0·8 miles
Private streets still to be made up by the Council	0·2 miles
Private streets being made up by developers under agreement	1·1 miles

As the District is almost fully developed very little additional mileage of streets can be added to the District.

ROBERT A. WINCH,

Clerk of the Council.

Town Hall,
Station Road,
NEW BARNET.

14th May, 1958.

Supplementary Evidence Submitted by the East Barnet Urban District Council

The East Barnet Urban District Council in the Evidence which they submitted to the Royal Commission on 14th May, 1958, stated as follows:

> "The Council are satisfied that the functions for which they are responsible are well and efficiently administered, but they recognise that benefits would arise and the granting of further powers to the Council be justified if the Urban District formed part of a larger local area. Such an area, however, should be one in which there is a community of interest and not be so large as to lose the intimate knowledge of the District which members of the Council now have. Discussions are at present taking place with the Barnet Urban District Council and with the Hertfordshire County Council upon this aspect of local administration and further evidence in regard thereto will be submitted to the Royal Commission in due course."

A further meeting between representatives of the East Barnet and the Barnet Urban District Councils has been held and each Council have resolved that they are in favour, in principle, of the areas of the East Barnet and Barnet Urban Districts, as now constituted, being amalgamated. A meeting has also been held between representatives of the two Urban Districts and of the Hertfordshire County Council to discuss the matter. The County Council representatives have reported upon the discussion to the Boundaries Committee of the County Council, who have instructed the Clerk of the County Council to inform the East Barnet Council that the Committee fully support the proposal for the amalgamation of the two Urban Districts and that they approve of a statement to this effect being included in this further evidence.

Short comparative particulars of the two areas are as follows:

	East Barnet	*Barnet*	*Total*
Population (1957) ..	40,950	25,825	66,775
Local Government Electorate	29,577	19,121	48,698
Area	2,644 acres	4,290 acres	6,934 acres
Rateable Value (1958) ..	£656,965	£466,573	£1,123,538
Product of Penny Rate (1958)	£2,645	£1,865	£4,510

Not only are the two Urban Districts both situated in the County of Hertford, but also there have been many historical associations between the ancient Parishes of East Barnet and Chipping Barnet.

A number of public bodies serve both Districts, some having their offices in East Barnet, whilst others have their offices in Barnet. Those in East Barnet include the Barnet District Water Company, the Barnet Telephone Exchange, the Sorting and Administrative Offices of the Barnet Head Post Office, the Eastern Gas Board and the National Assistance Board. Those in Barnet include the Barnet County Court, the Barnet Magistrates Court, the Divisional Education Officer and the Divisional Welfare Officer of the Hertfordshire County Council, and the Barnet Group Hospital Management Committee. The Fire Station serving both Districts is also situated in East Barnet. It is also intended to erect a new block of offices on the boundary between East Barnet and Barnet within the Barnet Urban District for use as local offices of Government Departments.

The main London to Edinburgh railway line of the British Transport Commission passes through East Barnet and Oakleigh Park and New Barnet Stations are within the Urban District. High Barnet Station, which is the terminus of the Northern Line of the London Transport Executive, also is situated just within the boundary of East Barnet.

There is also a number of local voluntary organisations which serve both areas. Examples of such associations are the Barnet and District Record Society, the Barnet and East Barnet Rotary Club and the Barnet and East Barnet Round Table.

In the view of the Council the joint area of the two Urban Districts would create an area of convenient size for efficient local administration and would preserve the community of interest which now exists in the area.

ROBERT A. WINCH,

Clerk of the Council.

Town Hall,
Station Road,
NEW BARNET, Herts.

22nd January, 1959.

Evidence Submitted by the Rickmansworth Urban District Council

1. The observations contained in the following pages are submitted in response to the request by the Chairman of the Commission for a statement giving:

(1) a description of the present arrangements within the Council's area for carrying out certain specified functions;

(2) an analysis of any defects which the Council see in the present arrangements and how far those defects are defects in the organisation of local government;

(3) an outline of the Council's views as to remedying such defects.

2. As to services administered within the Urban District by the Herts. County Council, it is understood that the County Council are submitting information to the Commission as to these services: and the Urban District Council do not think that the Commission would wish them merely to duplicate the information thus given. In some instances, however, the Urban District Council have in the past had occasion to consider particular aspects of a County Council service; and there are some instances in which the Urban District Council think that some improvement could be made. Observations upon the County Council's services, largely conditioned by these considerations, will accordingly be found in the following pages.

3. The Council welcome the suggestion that the Commission might be able to visit certain authorities. They hope that Rickmansworth will be one of those selected and will be very ready to afford to the Commission all possible assistance on such an occasion.

4. The Council also hope that the Commission will decide to receive oral evidence from local authorities. They will be glad of an opportunity to amplify these observations orally through their witnesses.

5. The Council would wish at a later stage to submit evidence bearing upon other aspects of the Commission's terms of reference. The Council are at present engaged in discussions with the County Council as to what, in the view of the two authorities, would be the best form that local government organisation in this part of the County should take. When these discussions have been completed the Council will wish to submit their further observations to the Commission in writing and, again, to supplement them by oral evidence.

EDUCATION

As a result of the rapid growth in the population of the Urban District during the nineteen thirties, Rickmansworth found itself very short of school places at the end of the War. The Hertfordshire County Council gave prompt recognition to the needs of the District and Rickmansworth was one of the first places in the County to feel the benefit of the County Council's post-war school building programme. By now four new schools have been provided in the Urban District one of them being a new Grammar School which is just reaching its Sixth Form. In addition the County Council have enlarged and modernised several older schools.

The day-to-day administration of the County schools in Rickmansworth is conducted by a Divisional Education Executive with its own staff and covering the Borough of Watford, the Urban Districts of Bushey, Chorleywood and Rickmansworth and the Rural District of Watford. Rickmansworth appoints three members to serve on the Divisional Education Executive. The Urban District Council also appoint members to serve upon the governors and managers of the schools in the District.

This divisional system is working very well and the Urban District Council attach the highest importance to its continuance. They are glad to know that the County Council also wish it to continue.

Agricultural Education

The provision made by the County Council for this purpose is not known in detail to the Urban District Council: so far as they are aware no question or problem in relation to it has ever arisen in Rickmansworth and they have no comments to make.

Youth Employment Service

The County Council maintain a youth employment service for South West Herts. As the neighbourhood which it serves is an area of exceptionally full employment, there is not the scope for it to render the service in this neighbourhood which it can do in other places.

The Urban District Council have for some time made a practice of recruiting junior entrants to their service through the Youth Employment Office and although the educational and other standards of the entrants thus obtained still leaves something to be desired, yet the Council have found this method of recruitment productive of better results than any other. There appear to be no complaints about or defects in this service so far as the Council are aware.

ENVIRONMENTAL HEALTH

Baths, Wash-Houses and Bathing Places

No occasion arises in an Urban District of this character for the local authority to provide public baths or washouses.

As to bathing places, the Urban District was adequately served by an open-air swimming pool provided by public subscription in 1910 and managed by trustees. Rising costs, inadequate income and technical difficulties compelled the Council to take over the pool in 1951. The pool is no longer adequate, in view of the rapid increase in the population of the Urban District that occurred in the nineteen-thirties and it is unsatisfactory in other respects.

Undoubtedly the District needs a modern indoor swimming bath. Discussions have taken place with the local education authority with a view to some form of joint action about this, possibly on the financial side: but while Government restrictions on the expenditure of local authorities continues, little further progress is possible.

Control of Watercourses, Ditches and Ponds

These are inspected either as a routine matter or sometimes as a result of complaints. Watercourses are generally kept clean and clear by the Thames Conservancy.

If it is found that there is any contamination of the water, e.g., an overflow from a cesspool, the Council first deal with the matter informally with the person responsible. Only if special difficulties arise is the Thames Conservancy called in.

No difficulties arise in dealing with ditches. Some ponds become infested with mosquito larvae during the summer: the Council treat them, either by the service of an informal notice upon the owner or, if he cannot be found, by direct treatment by an employee of the Council.

Disinfestation of Premises and Articles

In this District infestation by vermin is rare. Sometimes a case for action arises from a complaint from the occupant of a house but the infestation is very slight. Disinfestation of premises and the articles contained within the premises is carried out by one of the Public Health Inspectors. No difficulties have arisen under this heading.

No cases of verminous persons has come to the knowledge of the Council for some considerable time.

Drainage of Trade Premises

The control of the discharge of trade effluents under the Public Health (Drainage of Trade Premises) Act, 1937, is administered jointly by the local authority and the Colne Valley Sewerage Board. The occupiers of such premises are required to submit an application on a prescribed form which provides necessary information and details of the nature and composition of the effluent to be discharged, and has to be supported by a plan showing the point of connection into the public sewer. Information on any new industrial or factory development within the district involving the possible discharge of a trade effluent is obtained from the application form for planning consent to the proposed development.

After consultation with the District Council, statutory approval notices are issued by the Board. These specify certain conditions regulating the minimum requirements of the "PH" value and total discharge of the effluent for which consent is given. A proportion of the charge made by the Colne Valley Sewerage Board for the acceptance and treatment of these effluents is credited to the Council when it involves the use of their sewers.

These arrangments have proved satisfactory in practice and call for no comment.

Mortuaries and Post-Mortem Rooms

The Council has made arrangements with the Regional Hospital Board for the use of the mortuary and post mortem rooms at Shrodells Hospital, Watford. This arrangement is more satisfactory than using the small mortuary which was previously in the Chorleywood Road Cemetery, as all modern facilities are available, such as a first-class post-mortem room, refrigerator and adequate trained staff. The hospital is conveniently situated and the arrangements work well.

Public Conveniences

At the present time the Council have one public convenience which is situated near the town centre. There are, however, five additional public conveniences provided in recreation grounds in various parts of the District which are available to the general public during the hours of daylight. Designs for three further blocks of conveniences and their approximate locations have been approved; but the Council have had to defer proceeding with these schemes for two main reasons. The first reason is the recurrent restrictions upon capital expenditure of local authorities which have been imposed at various times by successive governments since the end of the war. The second arises from the fact that the need for public conveniences arises at shopping centres which are closely surrounded by houses, and in neighbourhoods of that character it is exceptionally difficult to find sites for public conveniences to which strong exception will not be taken by someone. The very nature and purpose of a public convenience makes it most desirable that the Council should make a particular effort to try and harmonise the conflict of interest that arises: and this necessarily takes time.

Refuse Collection and Disposal

The Council maintain a regular weekly collection of refuse from all properties in the District. A charge is made for trade refuse. The collection is made by a fleet of six vehicles. Each vehicle is replaced after a life of seven years. The make of vehicle has been standardised. The Council employ 30 men for the purpose of refuse collection. By constantly reviewing their methods and organisation, this number of employees has not been increased for some four years, although within the same period, 1100 new properties have been built in the District.

The disposal of refuse is by controlled tipping. The Council lease a site of some 9½ acres for this purpose. The site is adequate for several years yet: but further land is available, when required. Mechanical plant is used at the tip as far as possible to keep the cost of refuse disposal to a minimum and no nuisance arises.

Two defects in the operation of this service may be mentioned. Firstly, the amount of putrescible matter put into dustbins is more than it need be in a residential District consisting mostly of houses with adequate gardens.

Secondly, in the light of the interpretation that the Courts have given to the expression "trade refuse", the statutory provisions requiring this to be paid for cannot be precisely carried out and an arrangement in the nature of a rough compromise has had to be made with those producing trade refuse.

Neither of these defects is in any way related to the organisation of local government.

Regulation of Buildings and Sanitation of Buildings

The Council deal with an average of 350 byelaw applications each year. The appropriate Committee has delegated powers and meets at intervals of three weeks for the passing of plans. The maximum period within which a decision is issued therefore is three weeks and in many cases a decision can be given within a few days of the receipt of a byelaw application. The total number of private dwellings erected in the district since 1945 is 850 and there has been a considerable amount of other development including factories. The Council employ a Building Inspector who is responsible to the Engineer and Surveyor for the examination of all byelaw plans and the inspection of building work. All new buildings are inspected at regular stages to ensure that there is full compliance with the byelaws. This function works smoothly and prosecutions are a rarity.

Sewerage and Sewage Disposal

The Council are constituent members of the Colne Valley Sewerage Board which is responsible throughout this area for the disposal of sewage delivered from the sewers of its constituent authorities: and this Council's soil sewers now discharge into the trunk sewers of the Board. The relations between the Board and the Council are good and well understood. Only one difficulty of any importance has arisen and that is at Eastbury in the south-east corner of the Urban District where the Council's sewers are overloaded. It has been ascertained that this arises from the fact that the sewers from the adjoining part of the Rural District of Watford are connected to this Council's sewers at Eastbury and that the Rural District Council are discharging an excessive quantity of rain water. The Board being responsible for the disposal of the sewage produced in the Rural District, negotiations are in progress with the Board and the Rural District Council with a view to finding some means of disposing of the sewage from the Rural District other than passing it through this Council's sewers.

The District is wholly sewered except for two small areas where building development is so scattered that the laying of sewers would be quite uneconomic: and these areas enjoy differential rating.

A number of extensions to the sewerage system have been carried out since the war. In one part of the District sewage has to be pumped and in 1951 the plant at this station was increased so as to deal with increased flows and to provide a standby in case of a breakdown.

Surface water is dealt with separately from foul sewage and surface water sewers generally discharge into the River Colne. Several extensions to and improvements in the surface water drainage have been carried out since the war.

Street Cleansing

Street cleansing is undertaken on approximately 50 miles of County and District roads. All roads are swept at least once a week. Special arrangements are made however, for more regular cleansing of shopping areas and particularly the town centre, which is swept daily, including Sundays. The Council employ manual labour and a mechanical street sweeper, this vehicle being engaged primarily on sweeping the long lengths of County roads at the outskirts of the District. The Council propose to purchase an additional mechanical sweeper this year and to reduce in consequence the manual labour at present employed. Litter bins are also provided at many bus stops and in shopping centres throughout the District.

The contribution of the highway authority to the cost of cleansing County roads is insufficient: but as the Ministry of Transport is involved, this is necessarily a question for negotiation at a national level.

Burial Grounds, Cemeteries and Crematoria

The churchyard of Rickmansworth Parish Church is a closed burial ground and is maintained at the expense of the Council.

There are two burial grounds in use in the District. The Chorleywood Road Cemetery was in use before the creation of the Urban District Council in 1898 and there is little room in it now for further burials. A new cemetery was opened at Woodcock Hill in July, 1951. Both cemeteries are managed by the Rickmansworth and Sarratt Burial Joint Committee, a statutory committee set up by a series of Orders of the Local Government Board and its successors. Of the six members of this Committee, four are appointed by the Urban District Council and two by the Sarratt Parish Council in the Rural District of Watford. The Joint Committee has its own Clerk, Cemetery Superintendent and others.

Owing mainly to increased costs and the growing popularity of cremation, the two cemeteries have become a charge upon the rates and the charge is likely to increase. Nearly the whole of this charge falls to be met by the Urban District Council.

As to cremation, this Council is one of the 14 constituent authorities of the West Herts. Crematorium Joint Committee. A crematorium is approaching completion on a site acquired for the purpose between Watford and St. Albans.

Parks and Open Spaces

The Council has actively pursued the policy of providing open spaces and recreation grounds for games and other recreational pursuits as detailed in the following Schedule:

Name of Open Space or Recreation Ground	*Area (Acres)*	*Facilities*
Public Recreation Grounds.		
Baldwins Lane	10·24	2 football pitches. 1 cricket table. 1 netball pitch.
Barton Way	7·65	1 football pitch. 1 cricket table. 2 grass and 1 hard tennis courts. 1 netball pitch.
Scotsbridge	12·47	2 football pitches. 1 cricket table. 1 – 18 hole putting green. 2 hard and 1 grass tennis courts. 1 netball pitch.
Fortune Common	2·60	

Ebury Road	2·58	Childrens playground equipment.
King George V	11·82	1 football pitch. 1 rugby pitch. 1 cricket table. 3 grass and 1 hard tennis courts. 1 bowling green. 1 – 18 hole putting green. 1 netball pitch.
West Hyde	15·50	2 football pitches. 1 cricket table. 2 grass tennis courts. 1 – 9 hole putting green.
Total	62·86	

Other Public Open Spaces.

Frankland Road	5·16	
Croxley Woods	44·43	
Rickmansworth Park	18·47	
The Bury Gardens and Meadows	23·00	Fishing in the River Colne.
Basing Gardens	1·75	1 bowling green.
Springwell Avenue..	4·95	Children's playground equipment.
Hornhill Road	2·00	Children's playground equipment.
Batchworth Heath..	13·39	
Croxley Green (Common land)..	27·00	
Common Moor (Common land)	101·00	
Total	241·15	

Golf Courses

Rickmansworth Public Golf Course	70·00	These two courses are leased by the Council to a private golf club.
Moor Park .. .. (2 courses)	250·00	

Sports pavilions which include dressing accommodation are provided at the following recreation grounds:—

1. Baldwins Lane.
2. Barton Way.
3. Scotsbridge.
4. King George V.
5. Maple Cross.
6. Basing Gardens.
7. Public Golf Course.

The Council propose further to improve the present standards of accommodation made available at these recreation grounds and in accordance with their programme have approved the site layout and designs for a new sports pavilion, car park and children's playground area at the Baldwins Lane Recreation Ground. These improvements have been deferred however, until the present restrictions on Capital Expenditure have been eased.

All recreation grounds and open spaces are maintained by the Council's direct labour staff and provides for one groundsman permanently engaged at small recreation grounds and two groundsmen at each of the larger playing fields. The three golf courses referred to in the schedule are all situated in Moor Park and adjoin each other. The maintenance of these courses is carried out by the private golf club and by agreement the Council reimburse the cost of maintaining the public golf course.

The sports facilities at recreation grounds are made available to local clubs and arrangements are made for letting cricket and football pitches at a conference of secretaries of these clubs well in advance of the season. Block bookings to clubs are arranged for the use of tennis courts and rinks at the two bowling greens, but a certain percentage of these facilities are reserved for casual users. The Bowling Green at Basing Gardens is considered to be one of the best in the County and is frequently chosen for County matches. The Council are negotiating at the present time for the acquisition or lease of approximately 100 acres of privately owned lake area within the central part of the District known as "The Aquadrome". If these negotiations materialise it will provide additional recreation facilities including yachting, boating, fishing and swimming.

In accordance with the Council's policy of preserving as far as possible the amenities and the rural character of the District, they are at present negotiating for the acquisition of five areas of woodland comprising a total of approximately 140 acres. If this acquisition is achieved it would be the Council's intention to make the woodland available for the general use of the public and also to enter into a Dedication Scheme with the Forestry Commission whereby the Council would manage the woodlands in accordance with an agreed plan which would provide for felling and replanting over a period of years. This will prevent any large scale felling at one time and the woodlands will remain an amenity to the Urban District. For the purpose of managing these woodlands the Council propose, on acquisition, to appoint a Forestry Assistant on the staff of the Engineer and Surveyor.

Further, with a view to preserving the rural character of the area, a recent detailed survey has been made of some 740 individual trees and 180 groups of trees and woodlands preparatory to making application to the Minister of Housing and Local Government for Tree Preservation Orders in respect of these trees and woodlands. Further surveys for this purpose are being initiated.

Powers and Duties under the Physical Training and Recreation Act, 1937

The principal activity of the Council under the terms of this Act has lain in the provision of recreation grounds, which has been dealt with under the preceding heading.

The only other function under this Act which has required the Council's attention is that of promoting, and giving financial and other assistance towards, the establishment of community centres and the like. This is a matter which has been constantly before the Council since the end of the War. There is no doubt that a need does exist in some parts of the Urban District for social centres of this kind. The Council regret that they have been able to make little or no progress, mainly because (a) the people of the neighbourhood in question, or the voluntary organisation concerned, now find the greatest difficulty in raising their share of the funds involved and (b) a series of financial crises involving Government restrictions upon the expenditure of local authorities has obliged the Council to continue to postpone schemes of this nature. This difficulty is in its origin financial and is in no way related to the organisation of local government.

The County Council have discharged their functions under this Act by way of grants for the purpose of encouraging and assisting District Councils themselves to provide recreation grounds and other facilities of that nature.

The County Council have been active in this respect for a number of years before the war as well as since. The grants so made from time to time to Rickmansworth have been material assistance to the Urban District Council in securing the high standard of provision which now obtains. The Council trust that the County Council will continue this policy in spite of the impending disappearance of the corresponding grants hitherto made by the central government. They believe the methods pursued by the County Council in this respect to be one of the most fruitful means of associating first and second-tier local authorities in the development of their respective functions.

Prevention of River Pollution

The Thames Conservancy is the authority for this purpose and there is the closest co-operation between its officers and the officers of this Council.

In cases of minor pollution, caused, for example, by an overflowing cesspool or by the accidental discharge of oil, this Council take action without reference to the Thames Conservancy. If, on the other hand, there is gross pollution of a type not likely to be easily cleared up, the matter is passed to the latter authority for their attention.

HOUSING

Provision of Houses

he duty to consider housing conditions in the area and the needs of the District is
ealt with through the Housing Manager and his department. He maintains the regis-
r of applicants for housing accommodation. The Council accepts applications from
milies where:

(a) Husband or wife have had 12 months continuous residence in the District immediately prior to the date of application, or

(b) The "breadwinner" of the family has been employed within the District for a similar period, or

(c) The applicant is a regular or ex-regular soldier, sailor or airman, provided he applies within 12 months from the date of leaving the services and has employment or family connections within the District, or

(d) Husband or wife has had five years continuous residence within the District up to a date not more than six months before the date of application.

These qualifications meet the requirements of Circular 24/55 and, as far as possible, the view which is sometimes urged on housing authorities by organs of the central government, i.e. that residential qualifications ought to be reduced to the very minimum. But against this view must be set the settled policy of the local planning authority that Rickmansworth should provide only for the "natural increase" in its population.

The Council facilitates exchanges between its own tenants and tenants of other local authorities as well as with tenants of private landlords in order to make the best possible use of the available accommodation. Sub-letting is discouraged but where this does occur, strict control is exercised as laid down in the Housing Acts.

All Council house tenancies are weekly verbal tenancies and a Tenants' Handbook issued to every tenant contains all the rules which tenants are expected to observe. Compliance with these rules is secured by regular inspections.

Rents are pooled over the whole of the Council's housing estates, being based on the floor area of the house with "disability" allowances in certain cases, e.g. where no shed or outbuilding is provided by the Council.

A rent rebate scheme is operated and rebates are reviewed at six-monthly intervals. The great majority of tenants pay the full economic rent, i.e. the pooled rent required to cover all outgoings without taking Exchequer Subsidies into account and the scheme is working satisfactorily and with little or no objection. No rate contribution is required to balance the Housing Revenue Account. Rents are collected at the house at fortnightly intervals, but tenants are permitted to pay weekly in the office. The introduction of this method of collection enabled the Housing Department to operate the rent rebate scheme without engaging additional staff which would otherwise have been necessary.

Selection of tenants is carried out by means of a points scheme which gives preference to persons with the greatest housing need. The investigation and assessment of applications is carried out by skilled and qualified staff in the Housing Department and complaints about it have been negligible.

The Council have developed six housing estates since the war and have erected 1,011 houses in the post-war period. The total number of dwellings now owned by the Council is 1,436. The planning of estates, site development, and design and erection of houses is carried out by an architectural staff under the supervision of the Engineer and Surveyor, although Quantity Surveyors in private practice are employed. All types of dwellings have been erected, including two, three and four bedroomed houses, aged persons dwellings, and three storey blocks of flats. The Council have also erected a block of eight shops to serve one of their estates. On this occasion private architects were employed as the Council's professional staff were fully occupied with a substantial housing programme.

The day-to-day maintenance of all Council houses is carried out by direct labour save gas and electricity repairs. External painting and schemes for the improvement of pre-war housing are carried out by contract. Outside painting is done every five years. During the past few years many improvement schemes have been carried out to pre-war housing. All houses are now provided with bathrooms, hot-water systems and electrict light and power, as well as a gas supply. Cookers are not provided. Roughly one-fifth of all the houses have refrigerators installed at an additional weekly rent to cover their purchase and maintenance.

The Council have plans to build a further 80 flats, houses and old people's bungalows in the next two years and sites are ready for this development to take place. Approximately one half of the Council's one remaining estate will then be developed. It is planned to re-develop the site of 80 temporary bungalows before the second half of this estate is completely developed. The other 20 temporary bungalows which are not on housing land are to be demolished within the next 18 months.

On each of its estates the Council has made adequate provision for garages to be built and to date 86 garages have been provided. As and when circumstances permit, it is intended to develop fully the remaining sites reserved for this purpose and it will be possible to provide, on existing estates, a further 60 or more garages. Provision on the estate now under development will eventually be on a much higher scale. Where it is possible for tenants to do so without detriment to amenity, permission is not unreasonably withheld for tenants to provide their own garages adjacent to their houses.

There are no defects in the administration of this service to which the Council have to draw attention—certainly none that stem from the organisation of local government. There are, however, two defects which cause difficulty and which arise from other sources.

In the first place, the responsibilities of the County Council as the welfare authority and the Urban District Council as the housing authority are not clearly defined in the matter of providing accommodation for homeless persons. The language of section 21(1)(b) of the National Assistance Act, 1948 is open to more than one interpretation. This situation obviously calls for close liaision between the two authorities: and the Urban District Council's Housing Department and the welfare officers of the County Council are in fact in close and constant touch about these matters. No instance has yet arisen in which it has not proved possible to find a solution. Nevertheless, the present obscurity is productive of unnecessary work and could be productive of friction. The function of the housing authority is to provide permanent homes. The duty of finding a temporary roof in an emergency should be placed upon the welfare authority without any room for doubt about it. Moreover, this duty is best administered over a wider area than that of the average County District. For if the County District Council had to accommodate the homeless they could only do so to the extent of the strictly limited resources available within their boundaries. The fact that District Councils may own several hundred or several thousand Council houses has no bearing on the question: these houses are already occupied. On the other hand, a County Council is able to draw upon the resources available throughout its County and can therefore be more flexible in its administration of this particular service.

Secondly, the Council have several times observed what appears to be conflict between the planning policy and the housing policy advanced by the central government. On the one hand, the housing authority is urged to register applications for Council houses from anyone who lives or works in the Urban District with the very minimum of residential qualifications, or preferably without any at all. On the other hand, the availability of land for building is severely restricted. Rickmansworth being within the Green Belt Ring round London, the Council entirely agree that further building development ought to be carefully restricted in everybody's interests: and the Council do what lies in their power to further this policy. But one result of this policy is that, in the near future, the Council will be unable to offer any applicant a house unless and until one of their existing tenants dies or moves. No doubt a similar situation is arising or has arisen in other County Districts lying at a similar distance from the centre of London.

Slum Clearance

In an Urban District of the character of Rickmansworth, unfit houses form only a small proportion of the total number of dwellings but the process of dealing with them does give rise to certain problems.

For the first few years after the War and in common with all other housing authorities, the Council's energies were concentrated upon the provision of new dwellings. No concerted action was taken with regard to unfit houses except in about five special instances. In 1949, however, it was found possible to initiate a survey of the older properties in this District. The survey was well advanced by the time that section 1 of the Housing Repairs and Rents Act, 1954 came into force. By that time, detailed inspections had been made of 417 properties as well as a more closer examination of many more.

The statutory proposals submitted by the Council to the Minister of Housing and Local Government under section 1 of the 1954 Act provided for dealing with 243 houses within the five year period prescribed by the Act but subject to a number of provisos relating principally to the rate at which rehousing would be possible.

Between 1950 and 1957 37 closing orders have been made and 67 houses have been demolished as a result of demolition orders: in the latter figure are included some of the 37 houses for which closing orders were first made but afterwards revoked and demolition orders made instead.

No case has arisen as yet for using the clearance order procedure. The unfit houses in the District are either single dwellings or form groups of two or three at a time which are too small to justify the declaration of a clearance area.

Although the Council are under no statutory obligation to rehouse the occupants of dwellings for which a closing or demolition order has been made, in practice and in present day conditions the Council accept a moral responsibility for so doing. The making of closing and demolition orders is therefore very closely co-ordinated between the Public Health Department and the Housing Department: and the Orders are not actually served until the Housing Department is ready to offer the occupants suitable alternative accommodation. This has worked quite smoothly and there have been only one or two instances in which any difficulty has arisen in persuading the occupants to accept the new accommodation offered. It has also been found that in many cases owners of unfit property raise no objection to the Council making a closing or demolition order. It is thought that the principal reason for this attitude is the inadequate incomes that the owners consider they derive from the properties: and when the full effect of the Rent Act, 1957 has been seen, there may be some change.

When the procedure leading to a closing or demolition order is instituted, full information is given to the owners about the improvement grant they could claim from the Council if they were to decide to put the property into repair. This can be done the more readily because the Senior Public Health Inspector is the technical officer for advising on improvement grants as well as the technical officer for advising on unfit properties. So far only four owners of rented properties have repaired them and improved them with the aid of an improvement grant and so prevented demolition.

As the Council in practice accept the responsibility for rehousing, the rate of new building by the Council determines the rate at which unfit properties can be dealt with. The Council are now having to set aside an increasing number of new houses for the purpose of rehousing from unfit properties. In fact, when the Council come to let their next contract for new houses for 70 dwellings, it will be necessary to appropriate the whole of them for this purpose. Nevertheless, the Council cannot be certain that they will be able to provide new dwellings for all the occupants of all the unfit properties in the Urban District as the land available for the purpose is severely limited by current planning policy—and rightly so. Moreover, in addition to the 243 reported to the Minister under the 1954 Act further unfit dwellings continue to come to notice from time to time.

The procedure for dealing with slums is elaborate and has many pitfalls but the Council's organisation is adequate to cope with it.

Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction and Improvement of Houses

I. Advances for House Purchase, Construction and Improvements

The Council initiated a scheme for lending money for house purchase or building under the Small Dwellings Acquisition Acts in 1925. In 1950 the scheme was extended to cover loans for the conversion, alteration, enlargement, repair or improvement of houses authorised by section 4 of the Housing Act, 1949. As from 1953, all loans for this purpose are made under the Act of 1949 and not under the Small Dwellings Acquisition Acts.

The Council have delegated concurrent powers to their Finance Committee and to the Accounts Sub-Committee of the Finance Committee to authorise loans to be made. As either the Committee or the Sub-Committee meets once in every 3 or 3½ weeks, applications can be dealt with promptly.

A full memorandum on the service available is supplied to intending applicants together with a form of application. This has to be sent to the Treasurer who verifies the references, checks the applicant's financial standing, obtains a valuation from the Council's Engineer and Surveyor and reports the application to the Committee or Sub-Committee. From then, the Clerk of the Council takes over and investigates title, completes the mortgage and arranges for payment of the advance in one sum or by instalments.

The salient points about the scheme operated by the Council are as follows:

(i) **Amount of loan—**

90% of the Surveyor's valuation or the purchase price whichever is the lower. The amount is also limited by a rule that the annual total of the monthly repayments the applicant would have to make must not exceed one fifth of his annual income. For the moment and because of current restrictions on capital expenditure, the maximum advance that willbe made is £2,700, previously it was £4,000.

(ii) **Rate of interest—**

with the approval of the Minister of Housing and Local Government, the Council have to charge a rate not less than ¼% and not more than 1¼% in excess of the rate at which the Council could borrow from the Public Works Loan Board at the date of the execution of the mortgage. At present and so long as the Council can continue to borrow for this purpose from the Board, the rate actually charged is ¼% above the Board's rate.

(iii) **Period of repayment—**

10, 15, 20, 25 or 30 years at the option of the applicant provided that:

(a) not more than 25 years is allowed for properties more than 25 years old, and

(b) in the case of elderly people, the period is reduced so that the amount will be repaid by the time the borrower is 68;

(iv) **Method of repayment—**

monthly instalments on the first day of each month either on the annuity or instalment system at the option of the borrower;

(v) **Interim advances—**

for a house under construction, advances can be made by four instalments, the total of such instalments not to exceed 80% of the value of the work done plus the value of the site. Advances by instalments will also be made for repairs, improvements etc., in which case the total instalments must not exceed 80% of the value of the work done without regard to the value of the property.

After the War the Council began to make advances again in October, 1946. Between that date and December, 1957 £1,032,060 has been advanced. The peak year was 1954—£248,590. It can be seen that the capital risk is very large. Nevertheless and over the last 12 years repayments have almost invariably been regular in all cases. The number of people who get behind with their instalments can be numbered on the fingers of one hand, and in only two cases have the Council been compelled to enforce the security.

It is also the policy of the Council to sell any Council house to the sitting tenant who desires to purchase it at the minimum price allowed by the Ministry of Housing and Local Government. In such cases and if the purchaser desires, the Council will advance him up to 99% of the purchase price. Otherwise the loan in these cases is on the same terms as those described above. Not many Council houses, however, have been sold in this way over the last few years. There is a steady trickle of sales amounting to some 12 or 15 a year. It is probable that tenants are deterred by current high rates of interest.

The administration of this function is highly organised and could deal with a greater volume of business than it does, if it should prove necessary. The only criticism the Council have to make is that fluctuations in the rates of interest over the last year or two have often meant that the completion of mortgages has to be delayed and documents re-engrossed usually at a higher rate of interest and sometimes to the inconvenience of the borrowers.

In Hertfordshire it is agreed that this function is best discharged by County District Councils: and, as all the District Councils in Hertfordshire are discharging this function, the County Council do not exercise their concurrent powers.

II. Improvement Grants

The Council are ready to make improvement grants in suitable cases in accordance with the terms laid down in the Housing Acts. The Council have delegated powers to their Housing and Public Health Committee to authorise payment of such grants. Applications have first to be examined by a Sub-Committee which meets half an hour before the main Committee and reports to it.

A procedure has been devised which is administered in the Clerk of the Council's department with the Senior Public Health Inspector acting on the technical side. The salient points about it are:

(i) intending applicants are first advised to call and discuss their proposals with the officer concerned. Much time and misunderstanding can be saved in this way.

(ii) the applicant then furnishes the Council with a brief outline of his proposals. On that the Council's officers advise him which of his proposals would rank for grant and which would not and also what repairs he must do at his own expense in order to qualify for a grant on the improvments he proposes. In a number of cases, applicants withdraw at this stage because the repairs are too much for them or for similar reasons: and they can do so without having incurred abortive expenditure on plans, specifications and professional advice.

(iii) if the applicant still wishes to proceed, however, he is then asked for plans, specifications and three alternative quotations and the application is then reported.

(iv) after approval by the Committee, the applicant's title is considered and consent of the mortgagee and tenants got in and formal approval is then sent. As to title, it is the practice to ask applicants either to produce their deeds to the Clerk of the Council or to get their Solicitors to furnish a short report on title.

The officers administering the building byelaws and planning applications are kept informed of every stage of an application for grant so that (a) they can see to it that an application does not overlook the necessity of obtaining planning permission and byelaw approval where necessary, and (b) they can warn him that planning permission and byelaw approval do *not* authorise him to start work.

Payment is made by instalments if the applicant asks for it and on his signing an agreement undetaking to repay if he does not complete the improvements.

It is the Council's policy to accept payment of the appropriate proportion of the grant should the applicant decide to sell the property freed from the statutory conditions.

It has been found that the procedure outlined above has worked quite smoothly and satisfactorily except in one or two cases where, in spite of all the precautions the Council take, applicants have started work before receiving formal grant approval, thereby forfeiting the grant. The provisions of the statute are quite rigid on this point and therefore all the Council's forms contain a warning prominently printed in red that the applicant must not start work until he is told: and similar precautions are taken when byelaw approval or planning permission is issued for works in respect of which an application for an improvement grant is pending. The Council think the statute is too absolute in this respect and that local authorities might well be given a discretion to waive this rule in cases of genuine misunderstanding and hardship.

Nevertheless, full advantage is not being taken of this service, particularly with regard to rented properties. Out of something over 90 grants so far made by the Council, only four have been made to landlords: all the others have been paid to owner-occupiers. The grant is 50% of the approved expenses of the works and the Council are willing to lend the applicant the other half in suitable cases. Nevertheless, lack of initial capital, the high rates of interest at present current and the low rents hitherto obtainable from many properties seem to be reasons why so few landlords take advantage of this service. Whether the Rent Act, 1957 will have any effect on the point is not yet apparent.

Regulation of Buildings and Byelaws

The Council's three Public Health Inspectors carry out regular house to house inspections within the requirements of Section 3 of the Housing Act, 1957 and when defects are found (except where, as happens occasionally, a further house is added to the list of properties for slum clearance) the inspection is first followed by the service of an informal notice upon the person having control of the house. Most items of unfitness are remedied informally in this way. Where informal action has no effect, a notice under Section 9 of the Housing Act, 1957, or under an appropriate section of the Public Health Act, 1936 is served. It has been found more effective to secure the remedying of items of disrepair by the use of Section 9 of the Housing Act, 1957 rather than Section 93 of the Public Health Act, 1936. No difficulty has been experienced. Indeed, since the end of the war, only one nuisance has had to be rectified by applying to the Magistrates for a nuisance order and only quite recently has work had to be done in default.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

The Hertfordshire County Council as the local health authority discharges in Rickmansworth the following functions under Part III of the National Health Service Act, 1946:

Health Centres.
Care of Mothers and Young Children.
Midwifery.
Health Visiting.
Home Nursing.
Vaccination and Immunization.
Ambulance Services.
Prevention of Illness, Care and After-care.
Domestic Help.

In the early years after the passing of the Act of 1946 there were some complaints about the inefficiency of the ambulance service whcih were taken up by the County Councillors representing Rickmansworth. But no such complaints have come to the Urban District Council of recent years and the service now appears to be functioning to the satisfaction of the general public. A defect which reflects upon the ambulance service arises from the inordinately long waits of out-patients attending hospitals: but this is not a local government matter.

The Urban District Council also wish to refer to the provision made in Section 20 for the Local Health Authority to prepare "proposals" for carrying out each of the functions listed above and for the District Council to have a copy of those proposals and an opportunity to make representations to the Minister of Health about them. This statutory provision is largely illusory because the proposals are drafted in such broad general terms as to afford little or no information about what the County Council actually intend to do.

Otherwise the Urban District Council have no comment to make.

Mental Health

In so far as this service has come to the notice of the Urban District Council in relation to a few of their tenants, it appears to be well administered by the County Council. Otherwise the Urban District Council have no comment to make.

National Assistance Act, 1948, and Disabled Persons (Employment) Act, 1944

I. Burial of Persons Found Dead

Information comes to the Council regarding cases where no suitable arrangements have been made for the disposal of a body either from the police, friends or relatives of the deceased. The Public Health Department of the Council is responsible for the registration of the death, arranging for the burial of the body, itemising the effects and returning documents or pension books etc. to the appropriate Government departments. All information is passed to the Clerk of the Council who arranges for probate to be taken out, if necessary, the disposal of any effects, the recovery of any expenses, if possible, and making the application for the death grant. The only difficulty that has been experienced in carrying out these arrangements is that now and then the cost cannot be recovered from anyone.

II. Assistance to Voluntary Organisations

Very few requests for help have been made to the Council and grants have been made in only three cases. There are signs however, that applications of this kind may increase, particularly from voluntary organisations giving help to old people. The Council have therefore set up a Sub-Committee to consider the needs of organisations generally which come within the section. The Sub-Committee is intended to start work during the next few months.

On the assumption that the power to make contributions includes a power to make contributions by way of loan the Council do not wish to draw attention to any defects. Doubts have however been expressed in some quarters as to whether the

Council are entitled to make loans under the section. If these doubts should be justified then the power to make loans ought to be given to the local authority and the local authority ought to have discretion as to the terms on which loans might be granted including the rate of interest. This would require legislation; it is not related to the organisation of local government.

III. Persons in Need of Care and Attention

The Medical Officer of Health is informed by other doctors, health visitors, members of the W.V.S., the Housing Department and other persons whose duties take them into other people's homes of any case which might warrant his attention. The Medical Officer of Health then makes a personal inspection to decide whether action under the section is necessary. In fact he has not found it necessary to take action in any case.

IV. Welfare of the Blind etc.

The observations made under the heading of Mental Health are also applicable to this service.

V. Disabled Persons (Employment) Act, 1944

This Council's records are maintained by the Treasurer and the register is inspected periodically by the Ministry of Labour and National Service. It has never been found necessary to take special measures to fill up the quota required by the Act. Some employees are reluctant to register themselves as disabled persons with the Ministry of Labour.

Care of Children

Here also the service rendered by the County Council falls to be noticed by the Urban District Council in a few cases of difficulty among their tenants, when valuable help has been given.

Registration of Nurseries and Child Minders

The administration of this function by the County Council is not known in detail to the Urban District Council. So far as they are aware, no question or problem has arisen in Rickmansworth and they have no comment to make.

Notification of Infectious Diseases

The Council find that doctors, nurses and others are well informed as to this duty. There has never been a case of failure to notify, within the knowledge of those now serving on or under the Council and no difficulty arises about keeping the records required by law.

Health Education

Lectures have been held in connection with Food Hygiene to persons engaged in the handling of food. In addition Public Health Inspectors in the course of their visits to food premises instruct the operatives in Food Hygiene so far as it is necessary.

Posters dealing with Health Education are exhibited and pamphlets dealing with such matter as Poliomyelitis, Accidents in the Home and Immunisation against Diphtheria are made available to the general public.

The Council has given considerable prominence to Mass X-ray and given every assistance to the Regional Hospital Board with great success.

TOWN AND COUNTRY PLANNING

Town and Country Planning

The functions of the County Council as to dealing with applications for planning permission under Part III of the Town and Country Planning Act, 1947 are delegated to the Urban District Council upon terms which may be summarised as follows:

(1) every application has to be referred to the County Council's Divisional Planning Officer for his recommendation;

(2) the Divisional Planning Officer may, if he thinks fit, specify that his recommendations on a particular application are "fundamental";

(3) in that case, the Urban District Council must either accept the official's recommendations or else the application stands referred to a Planning Consultative Sub-Committee;

(4) the Planning Consultative Sub-Committee is a sub-committee of the County Planning Committee consisting of three County Councillors and three Urban District Councillors specially appointed and convened for considering the application in question. If the two sides fail to agree, then the application stands referred to the County Planning Committee and the Urban District Council are entitled to be heard at the meeting of the Planning Committee when the application is considered.

In practice, the Divisional Planning Officer makes a recommendation on every single application, no matter how trifling or obvious it may be. On the other hand, the Council employ qualified staff fully capable of dealing with the legal and technical aspects of planning applications. The time and energy spent in this way by officers of the County Council upon normal straight-forward applications seems to the Urban District Council to be wasteful and unnecessary and appears to them to divert energies from such tasks as the preparation of town maps and redevelopment plans.

The County Council have consistently refused to define what is "fundamental" or to furnish any guidance as to its limits. It is left to a subordinate official of the County Council, the Divisional Planning Officer, to decide what is "fundamental" and what is not and he appears to have no authority to explain or clarify policy. The result is that the "fundamental" procedure has sometimes been used to over-ride the Urban

District Council upon matters of unimportant detail, as it seems to them, thus leading to unnecessary differences of opinion and consumption of time and energy on both hands.

The "fundamental" procedure adopted in this County ought only to be used to preserve the ultimate control of the local planning authority over matters which impinge upon the real foundations of Ministerial and County policy. These matters are capable of definition and ought to be defined. Moreover, the emergence of new developments requiring an adaptation either of the policy itself or of the methods of securing its implementation and changes and developments in policy generally ought to be notified and fully explained to County District Councils as soon and as frequently as possible. Only thus could County District Councils intelligently administer the functions delegated to them and play a fully co-operative part in the day-to-day administration of the Acts.

The Council also wish to comment on the absence from the Delegation Agreement of any specific provision for District Councils to be informed of applications for permission to develop land near to but over their boundaries. In practice this is not done. Such applications can nevertheless vitally affect the interests of the inhabitants of the bordering County District and the bordering District Council may well have positive views and suggestions as to how the application should be dealt with and be able to draw attention to particular facts and circumstances affecting the application which the County Council or the District Council handling the application are not always in a position to know or to appreciate fully. As it is, the Rickmansworth Urban District Council has only heard of applications of this kind occasionally and by indirect means.

The difficulties to which the Council have thus drawn attention are not, however, considered to arise from the organisation of local government. They arise from unsuitable use of the power of delegation and could therefore arise under any other form or system of local government which provides for delegation from one authority to another. Nevertheless, it would appear to be within the terms of reference of the Royal Commission for them to consider and make recommendations how a real and effective delegation of responsibility to authorities capable of discharging it, such as Rickmansworth, could be secured.

The Council have few observations to make on the preparation of development plans as this is a County Council function and primarily a matter for them. They wish to mention, however, that for some time they have been pressing the County Council to produce a redevelopment plan for the centre of the town as well as for the Mill End neighbourhood of the Urban District where much of the property is at the end of its useful life. The Urban District Council have found that the absence of concrete redevelopment proposals in these two areas has hampered them in the discharge of their functions in certain respects. For instance, in a number of cases, the Council have not been able to tell the owner of an unfit property what he will be able to do with the site when it is demolished. At the end of 1957, the County Council produced a well prepared redevelopment plan for the centre of the town upon which there has been full consultation with the Urban District Council. These proposals have now been made public and the reactions of the inhabitants of the District are being tested. No similar proposals have yet been produced by the County Council for the Mill End neighbourhood.

The only other point which the Council wish to make about development plans s one which they have already briefly mentioned. They think the County Council could with advantage afford to County District Councils fuller and more frequent information as to changes and developments in policy relating to administration of the Development Plan and the dealing with applications for planning permission.

National Parks and Access to the Countryside Act, 1949

The Council have not found it necessary to enter into public path agreements under Section 39 or to make any public path order under Section 40. The District is well supplied with public footpaths. The Council have not been astute to find a case for extinguishing any public footpath and consider it reasonable to wait until an interested person alleges that a case for extinguishment has arisen before considering whether to make an extinguishment order. No case has in fact arisen since the passing of the Act.

Repairs of footpaths under Section 47 is absorbed into the general work of highway maintenance and is carried out by the Surveyor's department. The Council do not make any special surveys to see whether a case for action under Section 56 or Section 57 has arisen, the officers of the Surveyor's department report on any matter requiring attention in the ordinary course of their other duties. In pactice, the nature of the public footpaths in the District does not call for constant or heavy repairs.

The principal function of the County Council under this Act is the survey and ascertainment of rights of way under Section 27 etseq. This is proceeding very slowly, mainly because of the complicated nature of the statutory provisions and the breadth of the geographical area, involving a vast number of actual or possible public paths, over which the County Council have to act. For this last reason, the Urban District Council consider the work would have been completed by now if Parliament had thought fit to entrust it to District Councils of the standing of Rickmansworth.

Nevertheless, the length of time it is taking to complete the ascertainment of public paths is not causing any practical difficulty in Rickmansworth as the public rights of way in the District are well known and defined, mainly because of the work done for this purpose by the Urban District Council itself under the Rights of Way Act, 1932 and which formed the basis of the information supplied to the County Council for the purpose of the 1949 Act.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

The lengths of highways maintained by the Council as at 1st April, 1958, are as follows:

		Miles
District Roads		22·10
County Roads		
Class I	9·59	
Class II	1·88	
Class III	7·12	
Unclassified	10·85	29·44
Total		51·54

Seven years ago the Council were maintaining 17·51 miles of District roads and only 1·16 miles of delegated classified highways, but in 1952 all County roads within the District were claimed for maintenance purposes and the figure of 29·44 miles represents the highest length of County roads maintained by any local autority in Hertfordshire. The maintenance and construction of bridges on County roads remains the responsibility of the County Council.

During the past six years the Council have made strenuous efforts to improve the general standard of highway maintenance and improvements. Their achievements in this respect are reflected in the tabulated details of expenditure on County Highways since taking over the responsibility of maintenance in 1952.

YEAR	EXPENDITURE	
	General Maintenance, Surface Dressing and Minor Improvements	*Major Improvements*
1951/52	£1,132	
1952/53	£7,846	
1953/54	£7,487	
1954/55	£8,332	£13,762
1955/56	£10,838	
1956/57	£15,657	£14,621
1957/58	£18,862	
1958/59	£19,494	£5,140

A similar steady increase in the standard of maintenance and improvements has also been achieved on District roads. Generally, all maintenance and certain minor improvement works are undertaken by direct labour: major and other minor improvements are carried out under contract.

The Highways Works Department operate from a depot situated in the centre of the District which provides facilities for storage, garage accommodation, workshops, petrol issues and employees' dressing room accommodation etc. During recent years the Council have made various improvements and extensions at the depot to increase the efficiency of their organisation.

The Public Utilities Street Works Act, 1950, came into force at about the same time as the Council's decision to claim County roads. It proved impossible at that time however, due to the exceptionally high level of employment in Western Hertfordshire, to obtain the additional labour force necessary to undertake the responsibility of maintaining a further 30 miles of highways combined with the commitments under the Act. For this reason the Council elected not to carry out permanent reinstatements of public utility openings and this has been undertaken by private contractors engaged by the statutory undertakers in accordance with the street works code of practice. It is expected that during the current year it will be possible to engage additional labour which will enable the Council to take over this work in the near future.

The statutory delegation of County roads works well and is an excellent instance of a genuine delegation of real responsibility. The main defect in it is the lack of money. In spite of the improved standard of maintenance and the increased expenditure for the purpose which the Council have brought about since they claimed their County roads —as to which see the figures given above—more needs to be done to them; and it has proved hardly possible to carry out any road improvements except for one or two quite minor projects in the last few years. The Council's organisation is quite capable of coping with the greater volume of work that needs to be done on the roads in the District but they are restricted by the amount of money the County Council and the Ministry of Transport are able to make available from year to year.

In the result the Council are continually having to explain why it is that they cannot carry out much needed road improvements which the public urge upon them from time to time. The dissatisfaction which the public do feel about the situation is in no sense due to the organisation of local government or to the inability of the local authorities to do what is wanted: in the last resort, it originates in over-all Government policy. But the public do not fully appreciate this and tend to think that the fault lies in the local government system.

One other defect to which attention should be drawn consists in the time it takes the Urban District Council's annual estimates of expenditure upon County roads to be approved. In respect of each financial year, these estimates are prepared by the Council's officers in the preceding October and settled by the Council's Highways Committee and the Council itself in the following month and then go up to the County Council. The estimates in respect of maintenance and on minor improvements are not approved until the following May—one to two months after the financial year has actually begun. Approval to expenditure on major improvements arrives about the end of July or beginning of August. Then land has to be acquired in some cases and contracts let so that the work cannot be put in hand until the autumn and has to be done during the least suitable season of the year. And sometimes work cannot be finished during the financial year for which the expenditure upon it has been approved. It can happen that a job the actual execution of which would take, say six months, has to be commenced in one financial year and spread over the next year and into the year after that.

This can hardly be called a "defect in the organisation of local government." It seems to the Council to be a defect in the administration of the present system which requires an administrative and not a constitutional remedy. Neither is it a defect peculiar to Rickmansworth: it is believed that all claiming authorities experience it. The difficulty does not arise in the County District: the Council have no difficulty in submitting their estimates by the end of November, when they are required. It appears to arise at County Council and Ministerial level and to be deserving of attention by those authorities.

Bridges

There are eight County bridges in this District for the construction and maintenance of which the County Council are directly responsible. This function should continue to be administered by the County Council as it requires the employment of civil engineers with specialist experience who can thus usefully be employed over a wider field than that afforded by the average County District.

The proposal recently put forward by the Ministry of Transport for varying the present statutory provisions under which District Councils administer County Roads and for placing County bridges on the same footing, appear to the Council to be undesirably retrogressive. In Rickmansworth they could only result in a deterioration in the improved standard of highway administration which the Urban District Council have achieved in the last six years.

Street Lighting

During the post war period, the Council have undertaken a vigorous programme of improved street lighting installations. In the past six years at a cost of approximately £30,000 gas lighting has been replaced by modern electrical installations on all Class I highways and electric lighting has been installed also on many residential roads (as shown in the table below).

YEAR	Mileage of roads provided with electric street lighting to Ministry of Transport standards		COST
	Class A Street Lighting Miles	*Class B Street Lighting Miles*	
1951/52	0·26		£280
		0·56	£730
1952/53	1·15		£3,345
		0·38	£900
1953/54	0·62		£2,600
		0·19	£835
1954/55	1·11		£6,125
1955/56	1·47		£4,500
		0·13	£400
1956/57		1·31	£2,250
1957/58	2·33		£7,000
		0·36	£500
TOTAL:	6·94	2·93	£29,465

Private developers of all new estates are required to provide similar standards of lighting before these roads are formally adopted as public highways by the Council.

The Council's policy, after consultation with the adjoining local authorities, has been to provide Sodium Group A lighting on Class I highways, the only exception being in the main town centre where fluorescent lighting has been provided. Generally, on other residential roads and on District roads Tungsten Group B lighting has been installed.

Prior to proceeding with these installations consideration has been given by the Council to the type and design of column and lantern for each particular highway to ensure that it would be in character with the amenities of the locality.

In continuation of their programmed policy, and subject to receiving sanction from the Ministry, the Council propose during the current year to replace gas lighting along a further length of approximately 1¾ miles of unclassified streets in various parts of the District.

The maintenance of these installations is carried out under Agreements by the Eastern Electricity Board and the Eastern Gas Board. The services provided under the Agreements are as follows:

Eastern Gas Board.

(a) the supply of gas energy to all public lighting columns between "half an hour after sunset until midnight".

(b) cleaning all gas lanterns at intervals of once in three weeks.

(c) all necessary adjustments, including the replacement of gas mantles, necessary to maintain the lamps in good lighting order.

Eastern Electricity Board.

(a) lighting electric lamps from half an hour after sunset until midnight on that day.

(b) replacement of lamps at reasonable intervals.

(c) adjustment as required of electrical equipment and cleaning of lamps and lanterns twice per annum.

(d) repair or replacement of any part of any street lamp which may have been damaged.

(e) a patrol once per week on all roads where electric street lighting has been provided for the purpose of ensuring that lamps are effectively lighted.

These Agreements also provide for certain lamps at road junctions to be illuminated from half an hour after sunset until dawn the following day.

It will be noted what heavy expenditure has been incurred by the Council in recent years upon lighting roads which are largely used by through traffic of a national character rather than by local traffic of inhabitants of the District. The maintenance and improvement of these roads is rightly a County and a national charge. It would seem reasonable that the lighting of them should be a County and national charge also—the more so as specially expensive standards of lighting are required for classified roads. If this principle were recognised, it would do more to promote uniformity in the lighting of main traffic roads than anything else.

On the other hand, the Urban District Council are bound to observe that if the provision of modern lighting on Class I County roads had, during the last few years, been a function controlled financially by the County Council and the Ministry of Transport in the same way as the maintenance and improvement of these same roads actually is, then it is improbable that the Urban District Council would have been permitted to achieve the extent and standard of lighting which they have in fact provided out of their own resources.

The Council have no great hopes of the recent proposals of the Minister of Transport for setting up a London and Home Counties Advisory Committee on street lighting. It seems to them to be a somewhat cumbersome and restrictive method of dealing with the question—the more so as very few of the present lighting authorities will be represented on the advisory committee. The Council think that progress in uniformity in street lighting on main traffic roads is fundamentally a question of finance.

Naming of Streets and Numbering of Houses

All streets in the District are named and the proper name plates exhibited. When a new street is to come into being, the question of naming it arises upon application being made for planning permission for the layout of the street. Normally, the applicant states the name he would wish to use. Unless there is some objection to the name, the practice is to accept it and put up the name plates without further formality. Otherwise a suitable name is determined upon—if possible with agreement of the applicant—and reported to the Council and the requisite resolution passed.

The great majority of the houses in the District are numbered: but there are some instances in the outlying parts of the District where the inhabitants are known to have a strong preference for names rather than numbers or where a particular street or road has not yet been fully developed. In such cases, it is not the practice of the Council to press the question of numbering the houses, at least until development is completed.

While their arrangements are as effective as the Council can reasonably make them, the old fashioned and somewhat peremptory language of the statute of 1847 which empowers the Council to number houses is a cause of difficulty. The Council must follow the language of the statute or the exercise of their statutory powers may be challenged: but it is found that householders resent the language that the Council are bound to use. This is one of the reasons why the Council do not always press the question of street numbering. A re-drafting of the statutory powers available for this purpose would be desirable.

Parking Places

The Council are alive to the need to make ample provision near the town centre for the parking of private cars. So far however they have experienced extreme difficulty in obtaining suitable sites. One car park to accommodate 56 cars has been provided near the Rickmansworth Railway Station and approximately ¼ mile from the town centre. A further car park to accommodate 35 cars has been constructed immediately adjoining the town centre, and adjoining land, at present forming part of a County Council Depot has been acquired to provide for an extension of the car park. Plans have been prepared for this extension which will be carried out immediately County Council find an alternative site for their Depot and will provide for a further 55 cars. It is the Council's intention to provide further car parks as part of a scheme for the re-development of the town centre and the County Council have been requested to make provision for such car parks in their re-development plan for the central area.

Road Safety

In common with many other local authorities of similar size, this Council have an officer on their staff who divides his time between the duties of Road Safety Organiser and those of Civil Defence Assistant. The Council have also appointed a Road Safety Committee consisting of five members of the Council and 14 other members nominated for appointment by certain local voluntary organisations, as well as the local Police Inspector and a representative of the Royal Society for the Prevention of Accidents. The Road Safety Organiser reports to this Committee and it is responsible for planning and supervising campaigns and publicity for the purpose of educating the public in road safety. As the number of nominated members of the Road Safety Committee exceeds the number of Councillors on it, the Committee is not a Committee of the Council but has to be treated as an independent body which the Council provide with the necessary funds upon an annual estimate of the Committee's requirements. These arrangements do not work as well as they might, principally because many people find it difficult to appreciate that the functions of road safety committees and road safety organisers are limited to the education of the public in the safe use of the roads as they are and do not extend into the spheres of road improvements (a matter for the highway authority) or the enforcement of the law, which is a matter for the police. One effect of this rather widespread misapprehension is to divert the attention of those concerned from their proper function of educating the public. Consideration is being given to some form of closer liaison between the Urban District Council on the one hand and the police, the local education authority and the Royal Society for the Prevention of Accidents on the other.

This difficulty does not originate from the organisation of local government: it would arise under any system so long as responsibility for educating the public in road safety remains a local matter.

Bus Shelters

The London Transport Executive have provided a number of public transport shelters and during the past two years the Council have supplemented these with eight new shelters at strategic sites in various parts of the District.

Private Street Works

The Council work under the Private Street Works Act, 1892. In recent years financial restrictions have prevented any large-scale private street works programme. Since 1949 the Council have made up four streets. During the last six years it has been the policy of the Council to encourage estate developers to enter into agreements under Section 146 of the Public Health Act, 1875, whereby estate roads are constructed to the Council's standard specification and adopted by the Council on completion. During construction these roads are inspected daily by the Engineer's staff to ensure compliance with the Council's specification. Agreements have been entered into in respect of 22 roads totalling some 3·5 miles and eight roads with a mileage of 1·3 have already been adopted.

Excluding roads for which there are Section 146 agreements and certain roads where special conditions apply, there remains only 2¼ miles of private streets within the Urban District. The Council have agreed a priority list to determine the order in which the Private Street Works Act, 1892, shall be applied to these roads, and it is the Council's present intention to make up at least one road each year, and, if there is any improvement in the present economic restrictions, to increase the rate at which these roads shall be made up and adopted as public highways.

August, 1958.

Supplementary Evidence Submitted by the Rickmansworth Urban District Council

I. RELATION TO CENTRAL LONDON

1. The Rickmansworth Urban District Council wish, first of all, to offer some comments upon the relationship of their Urban District to the central core of the Royal Commission's area, by which is meant the County of London and the closely built-up areas more immediately adjoining it and which it may be convenient to refer to in these observations as "Central London".

2. The Council are of the opinion that, for purposes of local government, Rickmansworth has no connection with Central London and ought to continue to have a system of local administration separate and distinct from whatever may be thought appropriate for Central London. In support of this observation the Council would urge:

(i) Topographically Rickmansworth lies almost wholly outside the London basin. It lies at the foot of the Chiltern Hills and its topography is conditioned by the river system of the Colne, Gade and Chess and not the Thames.

(ii) In the main the character of Rickmansworth and of its development is determined by the large number of modern dwelling houses well spaced out and by a high degree of provision of open space—both public and private—and of agricultural land in the Metropolitan Green Belt, in contrast with the denselypacked mixture of ageing commercial, industrial and residential property which is characteristic of Central London.

(iii) The majority of the present population of Rickmansworth consists of those who have deliberately moved into the District within the last 40 years, buying or building new houses for the purpose and desiring to get away from highly urbanised conditions and to live in a semi-rural or sub-urban environment. They desire a system of local administration which will be sensitive and responsive to these desires and to their needs and wishes. The generality of the population of Rickmansworth—both old and new–are strongly opposed to being administered for any local government purpose from Central London.

(iv) The guarding of the Metropolitan Green Belt and the strict control of development within the urban fence is of vital importance in Rickmansworth and is a cardinal point of policy for both the Urban District Council and the Hertfordshire County Council, as well as a matter of national importance. The administration of this policy is best entrusted to the present local authorities charged with it, who are responsive to the inhabitants of the area most affected by it. The Council believe that a Central London authority administering Rickmansworth would be less successful in maintaining the policy required and would be subjected to great pressure, to which it might yield, to extend development into the Green Belt to the detriment of the interests and needs of the inhabitants of Rickmansworth.

(v) In respect of other local government services, the administration of Rickmansworth from Central London would be likely to be conducted from other points of view than those of the needs and wishes of the people of the District. For instance, Central London would be severely tempted to satisfy its urgent housing needs in Rickmansworth's Green Belt. Similarly, a Central London

authority covering Rickmansworth would, in matters of highway administration, be bound to be preoccupied with metropolitan traffic problems and costly solutions for them and likely to give less attention to the needs in this respect of Rickmansworth.

(vi) The Council claim that Rickmansworth forms a distinct local community which is entitled to continue to have its own organ of self government and self expression.

3. In addition to being conscious of forming part of a distinct community, the generality of the inhabitants of Rickmansworth are also conscious of belonging to Hertfordshire and would wish to continue to be Hertfordshire people. The local government services for which Hertfordshire County Council are responsible in Rickmansworth are efficiently and economically administered. On occasion the Urban District Council have had to voice criticism of the County Council in matters of detail but, generally speaking, they consider that the County Council have met the needs of Rickmansworth and its inhabitants as fully and as satisfactorily as circumstances would allow, especially in the field of education. There is no evidence that the administration of these services by some other authority would result in any improvement: rather is there reason to fear that the opposite would be the case.

4. For these and other reasons the Council submit that the Urban District of Rickmansworth should continue to form part of Hertfordshire and to continue to have its own Urban District Council.

II. EVIDENCE OF GOVERNMENT DEPARTMENTS

5. The Council desire next to offer some comments upon some observations that have been made by Ministries of the Crown in the published Memoranda of Evidence of Local Departments. They do so at this stage because they believe it will be found that some at least of such comments illustrate the Council's proposition that problems of local government of Rickmansworth have nothing in common with those of Central London.

6. Ministry of Agriculture, Fisheries and Food—Rodent Control.

The Council have noted the observation (on page 17 of the Memoranda of Evidence of Government Departments) that a smaller number of larger administrative units would, for the purpose of this service, be desirable in the view of the Ministry. It may well be that the resaons advanced by the Ministry have some validity in Central London: the Council do not feel themselves competent to comment informedly upon the circumstances and problems of those local government areas. What they do say is that these reasons have no application to Rickmansworth. They contend that the standard of rodent control achieved under the Council's administration is satisfactory and efficient and meets the needs of the District. The administration of this function in Rickmansworth by a larger authority would, so far from simplifying procedure, make it more difficult for the citizen needing advice and assistance on the subject. Neither is there any evidence that such a course would lead to economies.

7. Ministry of Housing and Local Government—Planning.

The Council have noted the observation that it is a question whether some machinery is not required for continuous review of the planning of the whole region. This is of interest to the Council seeing that the boundaries of their District march on the west and south with the Counties of Bucks. and Middlesex respectively. The Council do not wish to comment extensively on this proposal, seeing that no difficulty has arisen in relation to Rickmansworth which would indicate the need for a regional planning authority. They only wish to observe, firstly, that co-ordination with another neighbouring authority would be improved if there were some official arrangement for it to take place at District Council as well as at County level, and secondly, that the establishment of a regional planning authority would require great care to be taken lest the administration of planning become more cumbersome and lead to greater delays than already exist. Generally, the Council feel that the inadequacy of the present arrangements for the delegation of planning functions is not appreciated at the Ministry: they may not be in a position to feel where the shoe pinches. The Council have long been of opinion that present delegation arrangements confer little genuine responsibility upon District Councils and that effective and convenient administration of this branch of local government will not be ensured until District Councils capable of doing so, such as Rickmansworth, are given such a responsibility.

8. Ministry of Housing and Local Government—Refuse Collection and Disposal.

The Council have also noted the criticisms made by the Ministry, (on pages 123 and 124) of the existing organisation for this service. These criticisms seem wholly applicable to Central London. Certainly they do not apply to Rickmansworth. For instance, no difficulty is experienced here owing to increasing traffic congestion such as is described in paragraph 8 on page 124. The Council have an efficient regular weekly collection of domestic and trade refuse and can dispose of collections by controlled tipping. They consider themselves quite capable of continuing to administer this service efficiently and as economically as anyone else could. There is no case for extending to Rickmansworth the central organisation which the Ministry contemplate.

9. Ministry of Transport—Highways.

The Council have noted the proposals of the Ministry of Transport for a complete re-casting of highway administration within the Royal Commission's area. In particular they have examined the reasons advanced by the Ministry for their proposals, and again they contend that none of these reasons apply in Rickmansworth. For instance, the difficulty the Ministry allege as to co-ordinating the activities of a number of Borough or Urban District Councils simply has not arisen in this neighbourhood nor, as far as the Council can see, is it likely to arise.

10. Neither can Rickmansworth be described as "closely packed into a small area containing only short lengths of main road"—see paragraph 22 on page 165. The Ministry compare Shoreditch with Esher. Rickmansworth with a population of 3·6 persons to the acre and a total road mileage of 51·54 (18·59 miles of which consists of classified roads), is in no way comparable with Shoreditch and compares well with Esher.

11. The Council must also contest any application to Rickmansworth of the criticisms of the Ministry (in paragraphs 24 and 25 on pages 165 and 166) about the

engineering staff of the smaller highway authorities. The Council has a staff of qualified engineers adequate to its responsibilities. If and when the Ministry can make grants towards the improvement of classified roads in Rickmansworth on a greater scale than they have hitherto been able, the Council are prepared to contemplate increasing their staff for the purpose, if and when the circumstances warrant it. Neither is it true to say that the Council's Engineer and Surveyor is "pre-occupied with housing or sewerage".

12. The Council note from the Ministry's "specimen exercise" that their area might be grouped with Harrow, Ruislip and Northwood as well as with Watford and the other County Districts in South-West Herts. They consider that an all-purpose highway authority of this size would be unresponsive to local needs and desires and incapable of representing them properly to higher levels of administration. The contacts between such an authority and the citizen would be sparse and difficult and give rise to dissatisfaction. Highway administration is an essential feature of local government and, if local government is to be made more effective, it is essential that this function shall, as far as it is possible, continue to belong to the local authority directly responsible to the local community. The Urban District Council have been administering all types of roads in Rickmansworth since the 1st April, 1952 and they claim to have done so efficiently and economically—as regards County roads, within the limits of the funds the County Council and the Ministry of Transport have been able to make available. Moreover, the Council are capable of discharging satisfactorily such further duties as might fall to them under the present system in respect of improvement schemes to be carried out as and when the Ministry feel able to make grants for the improvement of the classified roads in Rickmansworth on a larger scale than in the past.

III. PROPOSALS OF THE WATFORD CORPORATION

13. The Council have examined the written evidence submitted by the Watford Corporation in May, 1958 and the arguments adduced therein for the creation of a new County Borough comprising the present Borough of Watford, and the Urban Districts of Bushey, Chorleywood and Rickmansworth and the Rural District of Watford: the Council are strongly opposed to this proposal. In their opinion it has no advantages and many defects.

14. The proposal that Rickmansworth should be administered by an all-purpose authority centred on Watford seems to the Council to differ only in degree, but not in kind, from the idea of administering Rickmansworth from Central London. Both proposals suffer from similar defects.

15. In the first place, topographically Rickmansworth is well marked off from Watford by the valley of the River Gade. For practical purposes, the only direct means of road communication between the two communities is by way of Cassio Bridge over the River Gade: and it seems to the Council that the river and its valley prevents the likelihood of any further direct means of road communication being developed.

16. Watford is different in character from Rickmansworth. It is much more industrialised. Generally speaking there is in Watford an inter-mixture of industrial, commercial and residential properties which is not to be found in Rickmansworth. A great deal of the residential development in Watford took place at an earlier date than in Rickmansworth so that one finds in the Borough a distinctly higher proportion of houses that fall below modern standards and are not now desired by the public in general.

17. Reference has been made at paragraph 2 (iii) above to the large numbers of Rickmansworth people who have deliberately moved into the District to escape from an urbanised environment and who, for that among other reasons, are anxious not to be administered from Central London. For the same reasons, these people do not want to be administered from Watford. The inhabitants of Rickmansworth in general have the strongest objection to the proposal of the Corporation for they consider themselves to be a community quite distinct from Watford with their own needs, aims and aspirations which are not those of Watford: and they wish to retain their own organ of local self government.

18. The proposed County Borough would be dominated by Watford. The people of Rickmansworth would find it much more difficult, under such a system, to make their voice heard and to secure proper attention for their needs and wishes than at present, when they have their own local authority directly responsible to the local community and with its own qualified staff to carry into effect what is Rickmansworth policy.

19. There are grounds for distrusting the ability of the proposed County Borough Council to administer the Metropolitan Green Belt in the way which both the national interest and the local interest of Rickmansworth require. There is little or no room left within the Borough for the further building of houses: and the Corporation themselves have already had to build Council houses outside the Borough. The pressure upon the Watford-dominated County Borough Council to take parts of the Green Belt for purposes of this kind would be severe and the representation on the County Borough Council of the particular area affected by such a proposal would be too small to stop it.

20. Moreover, the atmosphere within the present Borough is that of a prosperous industrial town anxious to expand its prosperity and enlarge the scope of its industry. But the preservation of the Green Belt requires the inflow of new industry, with the consequential demands for the housing of employees that it brings, into South-West Herts. to be prevented: and it is the policy of the County Development Plan, as approved by the Minister, that planning permission for the erection of new industrial buildings in South-West Herts. shall only be given on condition that they are to be occupied by firms already established in that area. It is unlikely that the proposed County Borough Council would apply this policy with the strictness required, and which has been successfully exercised by the County Council.

21. It is known that the present Borough of Watford is faced by a grave problem of re-planning and re-developing its centre. The Greater London Plan, 1944 defined the problem by saying that "Watford is one of the most congested towns in the Region (in spite of the by-pass) and wholesale re-planning of the built up areas will be essential"—Section 364 on page 144. The necessity for such extensive re-development would be yet another temptation to the County Borough Council to break the Green Belt.

22. The Council contest the Corporation's statement on page 7 of their written evidence that there is "such a continuity of development . . . . between the districts comprising this area that there can be no justification for retaining local government administration in the hands of six separate local authorities". The Council wish to refer to the map which the Corporation themselves have submitted with their written evidence. On the Rickmansworth side of the Rickmansworth/Watford boundary at Cassio Bridge, the Corporation map shows the curtilage of Cassio Bridge House and the land on either side of Watford Road, immediately west of Cassio Bridge, by white colour. The significance of the white colour is not apparent but these pieces of

land are, in fact, designated in the County Development Plan for future acquisition as public open space. Similarly, on the Watford side of the boundary here, the piece of common land immediately east of the bridge and on the north of the main road is shown pink instead of as a public open space, which is its notation on the County Development Plan and which it actually is. If these necessary amendments are made, the picture as to the physical separation between Rickmansworth and Watford is somewhat altered. It would then become even more apparent that development is not continuous between Rickmansworth and Watford and that the two communities are separated by a more or less continuous belt of varying width which it has been, and should be, the object of planning policy to preserve.

23. Neither is it correct to say (as the Corporation do on the same page 7 of their evidence) that there is such "community of interest" between the districts involved as to justify the Corporation's proposals. The instances given by the Corporation which are alleged to prove this "community of interest" are in some cases not indicative of community of interest at all and in others are of quite minor importance and such as can be found in many places in the country where there are a number of towns lying at no very great distance one from another. In so far as any common interest is indicated by some form of joint action, such as the constitution of Joint Boards or Joint Committees, the Council submit that this is the right and proper way to deal with any case where two or more distinct communities do have a common interest, rather than to destroy the identity of all but one of them.

24. As to the various defects in the present administration of particular services which the Corporation have alleged and which they consider to justify the creation of the County Borough they propose, the Council do not think it necessary to traverse these allegations in detail. The Council consider that in some respects these defects are exaggerated and otherwise, in so far as the defects alleged have any real existence, they are capable of being dealt with satisfactorily within the present system of local government in Hertfordshire and should be dealt with in that way. These defects are quite insufficient to justify the destruction of the present organisation.

25. The Council have also considered the possible effect of the Corporation's proposals upon the County of Hertfordshire and the observations made by the Hertfordshire County Council on pages 4–6 of the evidence submitted by them in July, 1958. They agree with and support the observations of the County Council and do not think it necessary to repeat them.

26. The Corporation allege that the constitution of the County Borough will result in economies. There is no evidence that this will be so. Rather is it probable that the cost of local government in general would be increased by the proposal, seeing that the County Borough Council would have to duplicate for thier own purposes the organisation already established by the Hertfordshire County Council.

27. If a County Borough such as the Watford Corporation propose were to be created in South-West Hertfordshire, it seems to the Council that it would then become impossible to deny County Borough status to most of the urban authorities—either singly or grouped for the purpose—in Middlesex, South-West Essex, North-West Kent and North Surrey and extend up to, and even into, the County of London. In this connection the Royal Commission will be aware of paragraph 46 of the White Paper "Areas and Status of Local Authorities" (Cmd. 9831, July, 1956) where the Government state that they consider the two-tier structure should be retained throughout Middlesex and no promotions to County Borough status should be made in that County.

IV. URBAN DISTRICT OF CHORLEYWOOD

28. The Council think it necessary to offer some observations upon the problem presented to the Royal Commission by the existence of the Urban District of Chorleywood. They wish in the first place to make clear how they themselves have approached this problem. They trust that the Royal Commission will be satisfied that the Urban District of Rickmansworth (with certain minor boundary adjustments which may have to be considered in another context) should continue in existence and should continue to be governed by an Urban District Council and to form part of the County of Hertfordshire. If the Royal Commission should be satisfied on these propositions, perhaps the Commission may consider that their terms of reference do not require them to make any further or other recommendations and that any alterations of boundary in this part of the Royal Commission's area fall to be dealt with by some other process. But if the Royal Commission should deem it necessary to make further recommendations and in view of the fact that proposals for the future of Chorleywood have been put forward by the Chorleywood Council itself as well as by the Watford Corporation, the Council think that they must not omit to put before the Royal Commission what seems to them to be the best solution to the problem of Chorleywood.

29. Of the 111 local authorities within the Commission's area, Chorleywood is the only one with a population of less than 10,000. The Council think that an Urban District of this size cannot survive as an effective unit of local government at the level of a District Council: and they think that inevitably some other form of administration for Chorleywood will have to be worked out either now or in the near future. They suggest that, in approaching the problem thus set, the object should be to secure to the people of Chorleywood the greatest possible measure of local self-government that is consistent with efficient and economical administration. The Council are of opinion that this object would be best obtained by the amalgamation of Rickmansworth and Chorleywood into one Urban District.

30. The Council hope that the observations submitted earlier in this document will have shown that the Council consider their Urban District as it stands to constitute a viable, efficient and satisfactory unit of local government. In putting forward the amalgamation of Chorleywood and Rickmansworth, they are not suggesting an extension of territory for the purpose of making themselves a viable local authority. They put it forward because they are convinced that it will be found to be in the best interests of the people concerned.

31. Apart from these general considerations the Council wish to draw attention to the special situation which exists on the boundary of Rickmansworth and at the south eastern extremity of Chorleywood in the neighbourhoods known locally as the Cedars Estate and as Loudwater. All the interests of the inhabitants of these parts of Chorleywood lie in Rickmansworth and these neighbourhoods are in fact nothing more than an outgrowth of or overspill from Rickmansworth. There is a clear case for giving effect in the sphere of local government to the facts of the situation and of incorporating these areas in Rickmansworth as being the local government unit to which they naturally belong. The population resident in the Cedars Estate (on both sides of the railway line) and in Loudwater is estimated at some 2,200 persons so that the population left to Chorleywood would be as follows:

Present Chorleywood U.D. (Registrar General's estimate, June 1958)	6,320
Cedars Estate and Loudwater	2,200
Remainder of Chorleywood U.D.	4,120

32. The Council are aware that the Chorleywood Council are opposed to the proposal that the two Urban Districts should be amalgamated. Whatever may be the opinion of the inhabitants of Chorleywood in general, there is good reason to think that those who live in the Cedars Estate neighbourhood, an estimated population of some 1,650, would recognise the force of the proposition that these neighbourhoods are, in fact, a part of Rickmansworth. For centuries Chorleywood formed part of the township of Rickmansworth. When the Urban District of Rickmansworth was carved out of the township in 1898 the remainder, including Chorleywood, was constituted the civil parish of Rickmansworth Rural and so remained until Chorleywood was constituted an Urban District in 1913. The Council believe that there is still a fundamental community between all parts of the old township, in matters such as the conservation of the special character of the township, the prevention of unlimited expansion of building, the strict preservation of the Green Belt and of the physical features, that make the whole area so attractive and the provision and enhancement of ample areas of public open space. The Council believe that the amalgamation of the two Urban Districts would give a vent for this community of interest,which the present division of the township between the two urban authorities obscures and that a feeling of belonging to the same community would rise to the surface and become intensified through the whole area. Certainly there is no community other than Rickmansworth with which Chorleywood has any association of interest such as is requisite to form the basis of an effective and convenient unit of local government.

33. The Council have examined the views set forth by the Chorleywood Urban District Council in the evidence they have submitted to the Royal Commission: and some comment is necessary on the proposals made therein for the enlargement of the Urban District of Chorleywood.

34. In the first place, the Chorleywood Council make no reference to the situation at the south eastern extremity of their District on the Cedars Estate and at Loudwater, to which the Rickmansworth Council have drawn attention in paragraph 31 above.

35. The proposal for a small extension of the boundary at **Loudwater**—marked 1A on the Chorleywood Council's map—does not, of itself, appear to be of the first importance and the Rickmansworth Council doubt if the Royal Commission will wish to go into the details of boundary adjustments of this character. If Chorleywood and Rickmansworth are to retain their separate identities as Urban Districts, then no doubt there will have to be some machinery for dealing with proposals for minor boundary adjustments of this kind. If however, Chorleywood is to combine with Rickmansworth or with some other local government unit, then this particular proposal may not arise.

36. The proposal of the Chorleywood Council to extend their southern boundary so as to incorporate the **Heronsgate** area is a different matter. Heronsgate has an unusual history. It originated in the Chartist Movement of the eighteen-forties. The Chartist Co-operative Land Company was formed and bought Heronsgate Farm in 1846 and laid it out in small-holdings of 2, 3, or 4 acres, on each of which a cottage was built with a school at the north end of the estate. A rectangular grid of lanes only 10′ in width was laid out to serve the estate. These lanes and the layout of the plots remain to this day and portions of the original buildings are incorporated in the present houses: but the experiment failed and the plots were gradually acquired by private persons who built large residences. Heronsgate is in no sense an outgrowth from Chorleywood. Chorleywood cannot provide the neighbourhood with any better service than Rickmansworth, neither have the inhabitants any desire to be administered by Chorleywood rather than Rickmansworth.

37. Finally, the Chorleywood Council propose that there should be added to their District what they describe as "the Buckinghamshire area". The Rickmansworth Council agree with the Chorleywood Council that this area is an integral part of Chorleywood and that both Chorleywood and the Buckinghamshire area ought to form part of the same unit of local government. It is considered that this ought to be the case, whether Chorleywood remains a separate Urban District or whether it is amalgamated with Rickmansworth or whether it becomes part of some other local government unit. With further reference to this particular proposal, the Rickmansworth Council must observe that almost all the reasons advanced for it by the Chorleywood Council can mutatis mutandis, be advanced with equal force in support of the transfer to Rickmansworth of the Cedars Estate and Loudwater neighbourhoods of Chorleywood, as mentioned in paragraph 31 above.

38. The Rickmansworth Council are of the opinion that, even if each distinct boundary adjustment advocated by the Chorleywood Council were desirable in itself, the result would still be to produce an area too small in population to constitute a satisfactory Urban District.

V. QUESTIONS OF GENERAL PRINCIPLE

39. The Council feel that they ought to submit some final observations upon certain questions of general principle which, in their view, lie at the root of the various proposals canvassed in the foregoing paragraphs and which, as it seems to them, are too frequently overlooked in public discussion about the future of local government.

40. In the first place, it seems to the Council that local government is not merely—or primarily—an administrative organisation maintained for the smooth application of national, or even local, policies to the individual. It is not just an administrative machine or tool to be designed and produced on purely functional and a priori lines. For if that were all, the elected element of local government would have little or no purpose. The history and development of local government in England show that the system is based upon a natural phenomenon and local authorities are really the concrete form which one kind of human association takes and the means by which that kind of association can express itself, meaning by that such natural social groupings as the town, the village or the county, which lie between the nation on the one hand and the family on the other.

41. Not only does it seem to the Council that this has always been the basis upon which local self-government has been founded and has flourished. It seems to them that, unless the local authority is based upon a feeling among those it represents of belonging to the same community, it cannot function successfully no matter how efficiently one tries to organise its working structure. The inspiration to devise right

policies and the impulse to carry them out effectively will be absent unless there is a recognisable body of people to provide it, bound together by a sense of responsibility to, and interest in, one another. It is not, therefore, the establishment of a legal and administrative organisation that of itself creates a genuine local authority. The social unit that arises naturally out of actual human association needs first to be sought, and then the legal and administrative organisation for giving expression to its common needs, desires and interests requires to be based upon the social unit found to exist. It is in this spirit that the Council have themselves approached the problems of local government in their neighbourhood.

42. It is commonly said that the desire for local self government within the natural local communities of this country has been weakened of recent years. The apathy of the electorate is a familiar subject of complaint—especially in large conurbations such as Central London. Most of the remedies that are usually suggested come down to a greater activity in public relations, but in the Council's view this does not really touch the root of the question. The Council think that, unless the powers of self government vested in the natural community and exercised on behalf of that community by its own organ of local self government are in themselves such as to be worthy of interest and be effective to promote the common cause, mere publicity and propaganda will do no good. Thus the Council feel convinced that the most important way, and perhaps the only real way, of promoting really effective and convenient local government, in the fullest meaning of the words, is to make sure not only that local authorities are based upon natural social units but that local authorities so based have adequate duties to perform and adequate powers with which to discharge them.

43. Of course the Council recognise that there is a limit to what the smaller towns and villages are capable of doing for themselves—a limit set to some extent by the extent of their financial resources and the size of their population. But this limit is an empirical one varying remarkably from place to place and there is a broad area within which it cannot be said with any certainty that it is necessarily better for a particular function to be discharged at one level of local government rather than another. Within this field of debate the Council suggest that the principles to which they are drawing attention require a presumption in favour of that form of local government which is based on the town and which is in the closest contact with and the most responsive to that community.

June, 1959.

Supplementary Evidence Submitted by the Rickmansworth Urban District Council

1. Finance.

In the course of their oral evidence the Council's witnesses were asked about the financial statistics which were put in by the witnesses for the Watford Corporation and which were said to have been agreed between the Borough Treasurer and the County Treasurer: and the Royal Commission were good enough to say that the Council should have an opportunity to comment upon these statistics if they felt it worthwhile to do that. This will be found at Questions 5,165 and 5,166 on pages 891 and 892 of the published Minutes of Evidence for Day 23. The Council have since obtained and examined these statistics and have considered whether there are any observations upon them that they could usefully make.

2. Generally speaking, the Council think the Royal Commission already appreciate the assumptions upon which these figures have been prepared and the imponderable factors which make them an uncertain guide to the future and that nothing is to be gained by repeating these points. The Council feel that the real criticism of the value of figures of this kind is one already taken in the Council's oral evidence, i.e., that in considering from the financial aspect any proposals for reorganising local government, what needs to be looked for is a real saving over the whole field and not a gain by one local authority at the expense of another.

3. Croxley Green.

When giving their oral evidence, the Council's witnesses were also asked by the Royal Commission to comment on the proposition that the Croxley Green area of Rickmansworth might conceivably be cut off (and presumably added to the Borough of Watford) leaving the rest of Rickmansworth as it is. The Council have considered whether, in addition to their witnesses' answers relating to this hypothesis, there might be any further observations about it that would be of use to the Royal Commission and which the Council ought to make. The Council desire to draw attention to paragraphs 13–27 of the written evidence they submitted in June, 1959. Without repeating or labouring the arguments there advanced against incorporation with Watford, the Council wish to say that the case so put applies with as much force to parts of their Urban District as it does to the whole and with as much force to Croxley Green as to any other part of it.

4. Oral Evidence of Other Authorities.

From the published transcripts of the oral evidence given by other local authorities in the neighbourhood of Rickmansworth, the Council have observed a number of statements which do not seem to them to be correct. If, before the Council came to give their own oral evidence, it had been possible for them to be aware of the statements of this kind made by other witnesses, the Council's witnesses would have wished to comment upon and correct them when appearing before the Royal Commission: but in the nature of things this was not possible. In these circumstances the Council have considered whether they should attempt at the present juncture to put forward the requisite corrections in a written statement. If every local authority within the metropolitan area were to take such a course, the proceedings of the Royal Commission would become protracted beyond reason and the Council do not therefore propose to submit corrections of particular points of detail from the evidence of other witnesses at this stage, unless the Royal Commission should see fit specifically to ask them to do so. There are, however, three matters which do require mention for special reasons, as follows:

(1) *Swimming Bath*—because, since the Council's witnesses gave evidence, there has been a development in the Council's policy in this respect of which the Royal Commission should be informed.

(2) *Ruislip–Northwood Urban District Council*—because the Council have been asked if they wish to comment upon the proposals put forward by this authority as to the Boundary between Rickmansworth and Northwood.

(3) *Town and Country Planning Delegation*—because of the importance and the peculiar character of the statement put in for the Hertfordshire County Council in the course of their oral evidence.

5. **Swimming Bath.**

In the course of the oral evidence of the Watford Corporation one of their witnesses observed that a further indoor swimming bath is needed in South-West Hertfordshire but he questioned whether it was reasonable to expect any one of the existing authorities to go to the very heavy expense of providing such facilities. This will be found at the end of the second column on page 798 of the Minutes of Evidence for Day 21.

6. In the written evidence submitted to the Royal Commission by the Council in August, 1958, the Council observed, at page 4, that undoubtedly Rickmansworth needs a modern indoor swimming bath—that discussions had taken place with the local education authority about it—but Government restrictions upon expenditure prevented further progress. Since August, 1958 such restrictions upon expenditure have been largely removed. As a result of this easement of restrictions, the Council intend to proceed with the provision of a modern indoor swimming bath for Rickmansworth and have retained consulting engineers to advise upon the project. The Council have no doubt of their ability to meet the expenditure involved. Moreover, they consider that a County Borough Council for South-West Hertfordshire would be more likely to concentrate upon enlarging or adding to the present swimming bath in Watford rather than providing a bath where it can be conveniently used by Rickmansworth people.

7. **Ruislip–Northwood Urban District Council.**

The Council have been informed by the Ruislip–Northwood Urban District Council of their intention to represent to the Royal Commission that, in the event of the proposals of the Watford Corporation for a constitution of a County Borough being accepted, a part of Rickmansworth lying to the south of Moor Park Golf Courses and also an adjoining part of the Watford Rural District ought not to form part of the County Borough but ought to be added to Ruislip–Northwood: and the Council have also noted the oral evidence to the same effect given by the witnesses for Ruislip–Northwood, which appears at Questions 7,829 to 7,832 on pages 1,331/2 of the published Minutes of Evidence for Day 33. The Council also understand that Ruislip–Northwood do not feel in a position to submit more specific proposals at the present time. In these circumstances, the Council only wish to observe that strong arguments can be advanced against any alteration of the boundary between Hertfordshire and Middlesex in the manner envisaged by Ruislip–Northwood and that the Council will be prepared to advance and develop these arguments at the proper time.

8. Town and Country Planning—Delegation.

The Council have seen the "statement by Hertfordshire County Council on District Council submission with regard to Town and Country Planning" which they understand the County Council to have put in to the Royal Commission when giving, or just before giving, oral evidence. This document is inaccurate in some respects: in others it is misleading and presents a picture of the working of planning delegation in Hertfordshire that does not correspond with the facts.

9. The question whether, in these circumstances and at this juncture, the Council ought to expose each and every one of the errors in the County Council's document has occasioned them much thought. To traverse the County Council's assertions in detail would occupy from eight to a dozen foolscap pages of type: and the Council feel that the Royal Commission are by now sufficiently well seized of the main differences between the County Council and the District Councils and will not wish, at this stage of their proceedings, to enter into the detail of either the District Council's views or those of the County Council. On the other hand, the Council would be very sorry if the Royal Commission were disposed to allow more weight than it deserves to the County Council's document, merely by reason of the absence of a complete, point-by-point reply. Certain general statements can however be made.

10. In the first place, the County Council argue against the propositions that District Councils (a) should have Part III powers by direct conferment and (b) should prepare their own Town Maps. Rickmansworth has not advanced either of these propositions. As to the rest of the document, the Council have now seen the memorandum submitted to the Royal Commission on the 23rd November by the Hertfordshire Borough and District Councils Association. The Council agree with the memorandum, which is generally representative of their views.

11. If, in view of the severe criticism which the Council have felt obliged to direct upon the County Council's document, the Royal Commission should think it desirable for the Council to particularise upon any aspect of the County Council's statement, the Council are ready to do so.

January, 1960.

Evidence Submitted by the Elstree Rural District Council

DETAILS OF DISTRICT

Population—Registrar General's Estimate—June, 1957	26,640
Area	8,339 acres
No. of Parishes—3 (Elstree, Ridge and Shenley)	
Rateable Value at 1st April, 1958	£374,267
Estimated Product of 1*d*. Rate 1958/59	£1,522

The following Census figures indicate the growth in the population of the District:

1940 — 10,800
1950 — 14,000
June, 1957 — 26,640

Although the District is Rural in name, it has a concentrated Urban area in Boreham Wood. The District as a whole is self-contained with sufficient industry to offer employment opportunities for the residential population. The employment figure is of the order of 14,000 persons.

Part of the Urban area of Boreham Wood, with a population of approximately 5,000 is within the Watford Rural District and is not, of course, included in the figure of 26,640 above.

The following observations are submitted in accordance with paragraph 4 of the letter dated 17th February, 1958, received from the Chairman of the Royal Commission:

1. EDUCATION

(a) Education

The District is included in the South Herts. Divisional Executive of the Hertfordshire County Council, together with the Urban Districts of Barnet and East Barnet. The Divisional Executive also include for ease of administration the area developed by the London County Council adjacent to this District but within the Watford Rural District.

There are the following schools in the District:

10 Primary Schools
3 Secondary Schools
1 Grammar School

There are also four Primary Schools and one Secondary School in that part of Boreham Wood which is within the Watford Rural area.

(b) Agricultural Education

No comments.

(c) Youth Employment Service

No comments.

2. ENVIRONMENTAL HEALTH

(a) Baths, Wash-houses and Bathing Places

At present there are no public bathing places in the District but the Council have under consideration, through the medium of a Sub-Committee, the provision of a swimming pool. The Council will exercise their powers when it is deemed expedient and practicable.

(b) Control of Watercourses, Ditches and Ponds

In the Urban areas, these are dealt with during the course of development and, in other cases by the Public Health Department, as may be found necessary under Sections 259 and 261–266 of the Public Health Act, 1936.

(c) Disinfestation of Premises and Articles

This work is carried out by the Public Health Department as required.

(d) Drainage of Trade Premises

The Council is a Constituent Member of the Colne Valley Sewerage Board, who, in co-operation with the Rural Council, enter into agreements in respect of trade effluent.

(e) Mortuaries and Post-Mortem Rooms

The Council have no buildings of this nature but satisfactory arrangements exist with the Hospital Management Committees in respect of buildings under their control.

(f) Public Conveniences

The Council have provided four public conveniences.

(g) Refuse Collection and Disposal

The whole of the District is covered by the Council's direct labour service and the service includes the collection and disposal of refuse from retail premises and the salvage of waste paper.

The major part of the refuse is taken to a controlled tip within the District boundary but when this tip is exhausted, arrangements have been made for the refuse to be taken to gravel pits at Moor Mills, Radlett.

(h) Regulation of Buildings and Sanitation of Buildings

This service is controlled and supervised by the Council, through the medium of the appropriate Technical Officers.

(i) Sewerage and Sewage Disposal

The District is mainly sewered on the separate system but there are areas of the older development where the foul and surface water sewerage is combined.

The responsibility for the trunk sewers and the disposal of sewage is that of the Colne Valley Sewerage Board, as mentioned in (d) above. The maintenance of all other sewers and the provision of new sewers is carried out by the Council on the advice and under the supervision of their Technical Officers.

There are only a few cesspools in the District and these are emptied by a Contractor at the expense of the owners.

The Colne Valley Sewerage Board undertake to receive only six times the dry weather flow and this rate of flow is exceeded in the sewers serving the older parts of the District.

(j) Street Cleansing

The Rural Council are not the Highway Authority and these duties are, therefore, the responsibility of the Hertfordshire County Council.

Defects

In an area such as this, particularly in Boreham Wood, which comprises some 20,000 people, it is felt that control of the service, through the medium of the Divisional Surveyor of the County Council is too remote.

How Defects may be Remedied

The Rural Council should be given highway powers.

(k) Burial Grounds, Cemeteries and Crematoria

Until the recent increase in population, all burials within the District were in churchyards. The Council have now negotiated a purchase price for land for cemetery purposes which, subject to the approval of the Minister of Housing and Local Government, will be developed for that purpose in the very near future.

So far as Crematoria are concerned, the Council is a Constituent Member of the West Herts. Crematorium Joint Committee. A crematorium is due to commence functioning in September, 1958.

(l) Parks and Open Spaces

Parks and Open Spaces to the scale laid down in the Greater London Plan have been included in the Boreham Wood Town Map which covers the Urban part of the District.

There are only two sites of this nature within the Boreham Wood Town Map area for which purchase negotiations have not yet been concluded.

(m) Powers and Duties under the Physical Training and Recreation Act, 1937

The Council exercise their powers and carry out duties under the Act, including the power to make grants to voluntary organisations.

(n) Prevention of River Pollution

The Council maintain close liaison with the Thames Conservancy and the Lee Conservancy Catchment Board to prevent river pollution.

3. HOUSING

(a) Provision of Houses

The Council have adopted a very progressive policy and have actually completed, since the war, more than 1,500 dwellings. Further housing is planned but the future programme is limited by the restriction on the development of the District under the County Development Plan.

All Administrative and Technical work in connection with this housing programme has been carried out by the Council's staff.

The housing management and maintenance are under the control of the appropriate officers and maintenance work is carried out by direct labour.

The number of houses in the District at 31st March, 1945 was 2,559 made up as follows:

Privately owned	2,211
Owned by Elstree Rural District Council	348
	2,559

The number of houses in the District at the 31st March, 1958 was 6,904 made up as follows:

Privately owned	2,323
Owned by London County Council	2,747
Owned by Elstree Rural District Council	1,834
	6,904

As will be seen from the above figures, the London County Council own a considerable proportion of the houses within the District; in point of fact, they are the largest owners of property.

The Elstree Council, as the local housing authority, have the responsibility of housing the sons and daughters of the London County Council tenants within the District, without having any opportunity of selecting the tenants for houses of that Council when they become vacant.

The result is that there is a continual flow of families from London, thereby increasing the number of potential housing applications to the Elstree Rural District Council.

It is felt, having regard to all the circumstances, that the London County Council could reasonably be expected to allocate a percentage of their casual vacancies to applicants on the Elstree Council's housing list.

(b) Slum Clearance

This is not a serious problem, only about 50 houses being concerned. The programme is well forward.

(c) Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses

The Council operate the Small Dwellings Acquisition Acts and the Housing Acts for advancing money on mortgage to owner-occupiers of houses and make grants in respect of the improvement of houses.

Since 1945 the Council have advanced 150 loans for house purchase and have made 20 improvement grants. The policy of the Council since 1956 is to make improvement grants only in the most exceptional circumstances.

(d) Regulation of Buildings and Byelaws

The supervision of building operations and the administration of Building and New Streets Byelaws are carried out by the Engineer and Surveyor. Close liaison is maintained with H.M. Factory Inspector and the County Fire Precautions Officer.

4. PERSONAL HEALTH AND WELFARE

(a) Powers and Duties under the National Health Service Acts

No comments.

(b) Mental Health Services

No comments.

(c) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

No comments.

(d) Care of Children

No comments.

(e) Registration of Nurseries and Child Minders

No comments.

(f) Notification of Infectious Diseases

No comments.

(g) Health Education

No comments.

5. TOWN AND COUNTRY PLANNING

(a) Town and Country Planning

The Council have concurrent powers under a delegation agreement with the County Council, as the Local Planning Authority. All applications have to be submitted to the County Divisional Planning Officer.

Where the Council disagree with the Divisional Planning Officer on what he specifies as a "fundamental" recommendation, the matter has to be referred to a Planning Consultative Sub-Committee.

Defects

There is undue delay in giving planning decisions, since all matters have to be referred to the Divisional Planning Officer of the County Council.

How defects may be remedied

When the Town Map is approved, all applications which conform in principle to the Boreham Wood Town Map should be left with the Rural Council to decide, subject to any general principles in connection with special forms of development, such as industry, which may be agreed with the County Council.

(b) Powers and Duties under the National Parks and Access to the Countryside Act, 1949

Under the Act the maintenance of public footpaths is the responsibility of the Hertfordshire County Council, as the Highway Authority. The Rural and Parish Councils have, however, agreed to continue to accept certain responsibilities which were laid upon them by the Local Government Act, 1894.

6. TRAFFIC

(a) Construction, Improvement and Maintenance of Roads and Bridges

This is the responsibility of the Highway Authority.

Defects

In an area such as this, particularly in Boreham Wood, which comprises some 20,000 people, it is felt that control of the service, through the medium of the Divisional Surveyor of the County Council, is too remote.

How Defects may be Remedied

The Rural Council should be given highway powers.

(b) Street Lighting

The Council are the Lighting Authority but permit the Parish Councils to carry out these duties.

(c) Naming of Streets and Numbering of Houses

The Council exercise these powers.

(d) Parking Places

Provision has been made in the Boreham Wood Town Map for a central car park in Boreham Wood but this area, at the moment, is occupied by the Council Offices, the buildings of which are of a temporary nature. It is envisaged that the new Municipal Offices will be erected eventually on a site in Boreham Wood which is now being developed as a Civic Centre.

(e) Road Safety

The Council have appointed a Sub-Committee, with co-opted members from various organisations, who meet regularly to deal with this matter.

(f) Bus Shelters

The Council propose to exercise their powers so far as funds permit.

(g) Private Street Works

This is the responsibility of the Highway Authority but the Rural Council have represented to the Rural District Councils Association that Rural Councils should be vested with these powers.

NUMBER OF STAFF EMPLOYED—1st APRIL, 1958

Department	*Non-Manual*	*Manual*	*Total*
Clerk & Chief Financial Officer's ..	22	—	22
Engineer & Surveyor's ..	15	77	92
Public Health	6	—	6
	43	77	120

A. LANCASHIRE,

Clerk of the Elstree Rural District Council.

15th May, 1958.
MM

Supplementary Evidence Submitted by the Elstree Rural District Council

The following statistics are given supplementing and, bringing up to date, certain statistical and other information:

GENERAL STATISTICS

Acreage:	Parish of Elstree	2,434
	Ridge	3,384
	Shenley	2,521
	Total	8,339 acres

Population:	Census 1921	4,513
	„ 1931	5,946
	„ 1951	14,757
	(Mid – 1958)	27,470

Electorate: (1959 Register)

			No. of Members on Council
	Elstree Ward	1,236	1
	Furzehill Ward	4,324	3
	Manor Ward	4,767	4
	Cowley Ward	3,977	3
Total	Parish of Elstree	14,304	11
	Parish of Ridge	177	1
	Parish of Shenley	1,519	3
	Total	16,000	15

Hertfordshire County Electoral Divisions: (1959 Register)

Elstree East	8,708
Elstree West	7,295
	16,003

Barnet Parliamentary Division: (1959 Register)

Elstree	15,968
Barnet	19,222
East Barnet	29,549
	64,739

	£
Penny Rate Product (revised estimate 1958/59)	1,642
,, ,, ,, (estimate for 1959/60)	2,005
	(for details see below)

	£
Parish of Elstree	1,741
Parish of Ridge	13
Parish of Shenley	196
Gas & Electricity Undertaking	48
Payment in lieu of Rates— British Transport Commission	7
	£2,005

Loan Debt 1st April, 1959	£2,758,272
Rateable Value 1st April, 1959	£475,035

Rate poundage:

Parish	1958-59		1959-60	
	s.	*d.*	*s.*	*d.*
Elstree	20	–	18	10
Ridge	19	4	18	4
Shenley	19	8	18	8

No. of dwelling houses:

Owner	at 1st April, 1945	at 1st April, 1959
London County Council	—	2,755
Elstree Rural District Council ..	348	1,868
Private	2,211	2,542
	2,559	7,165

Staff:	Total	Non-Manual	Manual
	123	41	82

SUGGESTED BOUNDARY ALTERATIONS WITHIN THE ADMINISTRATIVE COUNTY OF HERTFORD

The Council have for many years felt that the boundaries of the District should be extended to include mainly the area in Aldenham Parish in the Watford Rural District, which adjoins this District, developed by the London County Council, comprising about 404 acres, some 1,300 houses and 5,000 persons, and also a small area within the Barnet Urban District, comprising about 139 acres, again adjoining this District, and again developed by the London County Council, comprising between 50 and 60 houses, about seven of which are partly in both the Barnet and Elstree Districts, and the factory development on the Barnet By-pass, some of which is also in both Districts.

These areas are shown coloured yellow and brown respectively on the map* now submitted.

Representations to this effect were made to both Watford and Barnet Councils some years ago but without success, and in 1954 formal application was made to the Hertfordshire County Council, under the Local Government Act, 1933, for an adjustment of boundaries on these lines and/or for the conversion of the District into an Urban District but without success. An appeal was made to the Ministry of Housing and Local Government against the decision of the Hertfordshire County Council but also without success.

It was understood the general feeling was that any adjustment of boundaries should await the County review or other steps which may result from the Local Government legislation contemplated and not because the case lacked merit.

In point of fact, the County Council intimated at a later stage to the Aldenham Parish Council that if agreement could be reached between all interested parties about the boundary adjustment between the two Parishes they would not hold themselves from being precluded from considering such proposals if they were such as could be implemented without prejudice to the consideration and decision of boundary problems in adjoining areas which would not arise until the general review.

The Royal Commission will no doubt have observed that the Watford Rural District Council in their evidence on page 12 state there is substance in "the claim of the Elstree Rural District Council that the portion of the Parish of Aldenham adjoining the area of the London County Council's Boreham Wood Estate be transferred to the Elstree Rural District Council".

Aldenham Parish Council are in favour of the transfer to Elstree.

The area in question is coloured yellow on the map.

The case of the Elstree Rural District Council for the inclusion of the two areas now in Watford Rural District and Barnet Urban District was based, very largely, on the following:—

(a) The whole of the development area of Boreham Wood is, or will be, located around the existing administrative centre of the Elstree Rural District Council. The administrative centres of Watford Rural District Council and Barnet Urban District Council, on the other hand, are centred at Watford and Barnet respectively.

(b) All means of public transport serving the new residential areas are designed to pass through the main shopping centre of the Elstree Rural District, i.e. Shenley Road, Boreham Wood.

(c) All Postal services and other public services such as Ministry of Labour, Insurance, Food, Customs and Excise, Police, Fire and Ambulance, serving the development area are, or will be, centred in Boreham Wood, near the Elstree Rural District Council Offices.

*—Not reproduced in this publication.

(d) The nearest main shopping centre is that provided by Shenley Road.

(e) The business, industrial and social life of the development area must be, and in fact is, centred in and around Shenley Road, e.g. the Development Plan for Boreham Wood is based on the assumption that the population of the Boreham Wood development area will ultimately find its employment on the industrial estate in Elstree Way. Similar means of livelihood and social life could only be offered by the Watford Rural District, in a very limited way, in Radlett, and by the Barnet Urban District, in Barnet.

(f) It is an accepted fact that the most economic way of providing local authority services, to an integrated developed area, is to make those services the responsibility of one local Authority with a local administrative centre. As an example of this, it must be more economic and efficient to operate such a service as the collection of household refuse from one centre in Boreham Wood than to operate the same service from three centres including Watford and Barnet.

(g) It is desirable that the local government policy in one developed area should be uniform over that area. Where such an area is controlled by more than one local authority, anomalies occur such as difference in rate levies, standards of street lighting etc. It is contended that the local government policy of the area should be that of the authority most concerned, always provided, of course, that that authority has a good local government record.

Apart from the obvious advantages enumerated above, there is no doubt that the residents in these areas would find greater convenience in the suggested unifying of responsibilities.

The case for the conversion to an Urban District rested largely on the fact that highway matters could be more speedily and satisfactorily rendered by the Council than by the County Council, as administration from a local centre by the Council in the area must, of necessity, give a better and speedier service. In addition to this, greater powers would be obtained automatically in those cases where legislation gives powers to Urban District Councils but not to Rural District Councils, except, in some cases, by Order of the Minister of Housing and Local Government, upon application to him.

The percentage of industrial rateable value to the whole is 15·66 which, in itself, indicates how far the district is really Urbanised.

LOCAL GOVERNMENT ELECTIONS

The Local Government Elections Act, 1956 requires that all Rural District Councillors in a Parish must now retire together and elections for both Rural District Councillors and Parish Councillors must take place at the same time.

Elstree Parish is divided into four Wards and, as you will see from the particulars on page 566, there are 14,304 electors.

At the elections last month for Elstree Parish, which is divided into Wards, there were 26 candidates for 11 seats on the Rural District Council and 24 candidates for 12 seats on the Parish Council, made up as follows:

	Candidates Rural Council	*Seats*	*Candidates Parish Council*	*Seats*
Elstree Ward	2	1	6	3
Furzehill Ward ..	9	3	6	3
Manor Ward	8	4	6	3
Cowley Ward	7	3	6	3
	26	11	24	12

The electors, many of whom formerly resided in London and were not used to receiving two ballot papers at once, were quite confused. It is felt that the Act was never intended to apply to an electorate of this size in one Parish; it is unfair both to the candidates and the electorate.

If the District had been an Urban District the Members of the Council would have retired in thirds, as they did prior to the Local Government Elections Act, 1956.

SUGGESTED COUNTY BOUNDARY ALTERATIONS BETWEEN MIDDLESEX AND HERTFORDSHIRE

The Elstree Council are of the opinion that there should be an adjustment of the County Boundary in Elstree to include within Hertfordshire about 346 acres at present in Middlesex. The area adjoins Elstree District on its southern boundary.

The areas in question are:

Harrow Borough Council	90 acres
Hendon Borough Council	256
	346

and are coloured green and pink respectively on the map.

The object of the Council in desiring that the boundary of the District should be moved southward is to include within the District the whole of Elstree Village and the development adjacent thereto, the residents of which have obviously links with the village in Ecclesiastical, Educational, Social &c. matters.

No communication has been sent to the Middlesex County Council or the Harrow and Hendon Borough Councils on this matter as the Hertfordshire County Council stated they felt that was a matter for them to report direct to Middlesex County Council, initially at any rate.

The Council do not desire an extension of the boundaries merely for the sake thereof; they feel there is a genuine case and need for them in the interests of the residents, which it is felt should be the main consideration.

If the size of the Elstree District is increased as desired, by the inclusion of the areas from Watford and Barnet, both in Hertfordshire, the population would be of about 36,000 (about 5,000 being transferred from the Watford Rural District and 200 from Barnet Urban District), with a further say 2,000 if the area in Middlesex was included. (Total population about 38,000).

The areas in Middlesex mentioned are isolated from other development within the County and are about four miles from the Harrow Council Offices and 6¼ miles from Hendon Town Hall, and there is no direct bus service thereto.

ELSTREE COUNCIL'S RECORD

The Council feel that their record has proved they are an efficient local government unit and if they are allowed to remain as a separate entity their financial and other resources are sufficient to enable them to continue to so function. They do not take the view that for a District to be run efficiently it must have a big population; they are of the opinion that with a population of between 30/40,000 a District's resources are sufficient to meet the needs of their residents and at the same time the Members are also in close touch with the electorate, whereas with a district housing a much larger population this is not the case.

SUMMARY

The Elstree Rural District Council feel:

(a) The district should become an Urban District;

(b) The area should be extended so as to include therein the portion of Watford Rural District and Barnet Urban District containing the London County Council housing development and the factory development adjoining the Barnet By-pass; (The area in question in Watford Rural District is already administered by the South Herts. Divisional Education Executive of which Elstree is a constituent authority).

(c) There should be an adjustment of the County boundaries between Middlesex and Hertfordshire so as to include within the District the adjacent development to Elstree Village in the Boroughs of Harrow and Hendon.

HOUSING

Elderly People

The Council desire to inform the Royal Commission that they are very interested in the welfare of elderly people. They have agreed to sell to the Hertfordshire County Council a plot of land for the erection of an Old People's Home on one of their housing estates; they have representatives on the voluntary Committees throughout the District which deal with the welfare of such people and they make an annual contribution to the Darby & Joan Clubs and, as required, to the "Meals on Wheels Service" operated by the local branch of the W.V.S. The Council have themselves built since the war 55 houses for elderly people. The number of elderly tenants enjoying preferential rents (including the 55 mentioned) is 74.

They have also expressed their willingness to give financial support to an Employment Scheme for the Elderly which is at present under consideration.

HOUSING ACCOMMODATION FOR SONS AND DAUGHTERS OF LONDON COUNTY COUNCIL TENANTS ON THE BOREHAM WOOD ESTATE

There is a special problem in the Elstree District resulting from the influx into the District of the persons occupying houses owned by the London County Council. The areas are shown hatched pink on the map now submitted.

The population of the district at the end of the war was in the region of 10,000, whereas today it is about 29,000, 12,000 of which it is estimated are occupying houses owned by the London County Council.

It will, it is thought, be obvious that the influx of some 16,000 to 17,000 people into an area which only had about 10,000 at the end of the war, presents a special and difficult problem for the local authorities administering those areas, particularly when the land available for development is limited by a Green Belt policy, as is the case here.

Two out of every five houses are occupied by London County Council tenants and it is a reasonable assumption to say generally that housing applications will be made in that proportion. It follows, therefore, that in course of time the prospects of sons and daughters of the pre-1950 resident in the District getting housing accommodation will get less and less and it is thought it will be agreed this will be a very unsatisfactory state of affairs.

The London County Council take the view that it is the duty of the Local Authority in whose area their houses are situate to provide housing accommodation for their sons and daughters.

The Council have been in touch with the London County Council on the question of allocating a proportion of their houses as they become vacant to persons on the Elstree District Council's Housing List. The London County Council have replied they are prepared, subject to review of the arrangements after a period of two years, to allocate the tenancies of 15 two-roomed flats a year at Boreham Wood Estate to nominees of the Elstree Council for housing married sons and daughters of tenants, subject to a contribution to the London County Council of £20 a year for ten years for each dwelling. The London County Council say they regret that the offer cannot be extended to apply to two bedroomed or larger accommodation. Negotiations are still proceeding on this matter.

The Elstree Council feel that where land is strictly limited for building by Green Belt restrictions—in Elstree the developable area is now almost built up—and where the London County Council develop as the result of obtaining Government approval by way of a compulsory purchase order as was the case here, it should be an obligation on the London County Council to allocate a portion of such houses to the local authority in whose area they are developing.

RIDGE AND SHENLEY PARISH COUNCILS

RIDGE PARISH COUNCIL state they once again reiterate their great reluctance to being extinguished under any scheme converting Elstree into an Urban District. They believe the Government do anticipate Parish Councils continuing to exist under Urban Councils and they would be grateful if the Elstree Council would bear in mind their wishes when the time comes for any change or re-organisation.

SHENLEY PARISH COUNCIL have passed a resolution stating:

> "That Shenley is happy and proud to be a Village in a Rural Community and does not wish to be Urbanised."

The Elstree Council appreciate the desire of the Parish Councils to continue to exist and to exercise their functions and on the 25th May, 1959 they (Elstree Council) passed the following resolution:

> "That without prejudice to the opinions which this (Elstree) District Council may express upon the proposals made by Ridge and Shenley Parish Councils for the administration of their respective Parishes this Council in the event of their obtaining the powers and status equivalent to that of an Urban District Council wish to place on record the following:
>
> (a) Being mindful of the most able manner in which the Ridge and Shenley Parish Councils have carried out the duties and exercised the powers alloted to them over many years and of the valuzble part played by those Councils and Parish Meetings in preserving and enhancing the identity and character of their rural community, this (Elstree) District Council is of the opinion that such facilities for the expression and exercise of local opinion should continue to be afforded to the villages of Ridge and Shenley in whatever manner any amendment to existing legislation may permit.
>
> (b) In the event of the District Council being given powers similar to those exercised at present by Urban District Councils it is the intention of the District Council to exercise any powers it may be able to take by statute or by consent of the Minister of Housing and Local Government, to extend to the residents of the villages of Ridge and Shenley facilities for local government not less than those at present enjoyed by those Parish Councils and Parish Meetings."

The Elstree Rural District Council regret the Royal Commission have not found it possible to visit and inspect the area but will be glad to assist in any way they can should the Commission so desire in the future.

4th June, 1959.

Evidence Submitted by the Hatfield Rural District Council

OUTLINE OF EVIDENCE SUBMITTED BY THE HATFIELD RURAL DISTRICT COUNCIL IN RELATION TO THE PARISH OF NORTHAW

1. General Description of the Parish of Northaw

The Parish of Northaw is essentially a rural area. The residential area of Cuffley in the Parish of Northaw is a dormitory suburb closely related to the railway line between Hertford and King's Cross. Its growth has been limited by Green Belt control. The remainder of the Parish including the attractive village of Northaw is one of the most pleasant parts of South-East Hertfordshire. It includes part of the Broxbourne Woods Scenic Area and an extensive area of woodland which is considered by the Nature Conservancy as of special scientific importance.

Statistical information as at 1/4/58

	Northaw Parish	*Hatfield R.D. Council*
Area	3,305 acres	21,942
Population (estimated) ..	3,860	36,236
Electorate	2,512	22,769
Rateable Value	£51,809	£482,242
Product of 1*d*. Rate ..	£210	£1,986
Rates 1958/59	18*s*. 4*d*.	
No of Rateable Hereditaments ..	1,163	11,796

Note. Since 1931 by Ministerial Order special expenses have not been charged parochially but direct to General Rate Fund.

The Parish is represented upon the Hatfield Rural District Council by three members, the total membership of the District Council being 21. The District Council is elected triennially.

2. Statement of the Council's views upon the position of the Parish of Northaw within the local Government structure

(1) The Parish of Northaw has apparently been included within the Commission's area by reason only of its inclusion within the Metropolitan Police District by virtue of Section 16 and the Fourth Schedule to the Police Act, 1946, an Act relating solely to police areas and purposes connected with police. The Council respectfully point out that the terms of reference of the Royal Commission specifically exclude the administration of police.

(2) The District Council, through the elected representatives of the Parish of Northaw, is satisfied that there is no desire by the Parish Council or the inhabitants for the inclusion of the Parish in the local government structure of Middlesex or Greater London.

(3) The Parish of Northaw is within the Metropolitan Green Belt, within the Broxbourne Woods Scenic Area, and is an area of special scientific importance. As such it should continue to be administered by the District Council whose steadfast policy in exercise of delegated planning powers has been to preserve the amenities of the Green Belt. Such policy has been invariably supported by the Minister of Housing and Local Government on planning appeals.

(4) The Council are of opinion that the absorbtion into the Greater London conurbation of Northaw or any part of the Metropolitan Green Belt within the Hatfield Rural District would probably result in its exploitation for development contrary to the Greater London Plan.

(5) The Council is of opinion that the shape and size of the Hatfield Rural District is conducive to efficient, convenient and economical administration, and the exclusion of the Parish of Northaw would be detrimental to the District Council.

(6) Any reorganisation of local government which would have the effect of divorcing the Parish of Northaw from the area of the District Council and of Hertfordshire would affect local government areas which are not within the Commission's area.

(7) The Council is of opinion that the services both of the District and Parish Councils are administered efficiently and economically, and that there is no reason to suppose that such services would be better administered by any other local authority.

(8) The Hatfield Rural District Council wish (i) to reserve their right to extend and amplify their evidence and (ii) to comment in detail on any proposed changes within their district which the Commission may at any time have under consideration.

3. Observations upon the present arrangements within the Parish of Northaw for carrying out the functions specified in paragraph 3 of the letter addressed to the Chairman of the Council

The Parish of Northaw, being part of the Hatfield Rural District, receives the rural district services referred to below, administered by a capable, efficient and adequate staff from the offices in Hatfield.

(1) Education

The functions of education, agricultural education, and youth employment service, are the responsibility of the Hertfordshire County Council. The Rural District Council has no observations to make in connection with this service.

(2) Environmental Health

(a) Baths, Wash-houses and Bathing Places.

There are none within the Parish of Northaw, and it is not considered that any are required at the present time.

(b) Control of Watercourses, Ditches and Ponds.

Occasional surveys are undertaken with a view to preventing pollution of ditches or watercourses. No material problem is likely to occur when the Cuffley sewage disposal works are abandoned in the near future.

(c) Disinfestation of Premises and Articles.

Regular inspection of premises in the Parish are made which show little or no occasion for disinfestation of premises or articles.

An efficient system of rodent control is in operation.

(d) Drainage of Trade Premises.

There are only a small number of factories in the village of Cuffley for which agreements under the Public Health (Drainage of Trade Premises) Act, 1937, neither exist nor are necessary.

(e) Mortuaries and Post-Mortem Rooms.

One Mortuary at Hatfield serves the whole of the rural district (including the Parish of Northaw) and is adequate for the purpose.

(f) Public Conveniences.

Two small public conveniences have been provided, one at the Great Wood open space and one at Cuffley in 1954, which appear to be ample for requirements.

(g) Refuse Collection and Disposal.

The system of refuse collection in Northaw was thoroughly investigated in 1954, at which time a fortnightly collection by contractors was operated. This was replaced by a weekly collection of refuse by direct labour with modern vehicles. Disposal of refuse is by tipping into disused gravel pits at Smallford near Hatfield.

The system of refuse collection and disposal is efficient and improvements are not considered necessary.

(h) Regulation of Buildings and Sanitation of Buildings.

A regular inspection of buildings takes place, the Public Health Department being chiefly concerned with conversion of existing buildings from cesspool to main drainage and with new buildings.

Food premises in the Parish are regularly inspected for the purpose of maintaining the standards required by the Food Hygiene Regulations etc.

(i) Sewerage and Sewage Disposal.

The major portion of the village of Cuffley is provided with main drainage discharging into the old and inadequate sewage disposal works situate on the eastern boundary.

Stage 1 of a new sewerage scheme is at present under construction, which will by-pass the existing works and connect the existing sewerage system to the East Middlesex Drainage Board's Cuffley Brook branch trunk sewer, the Council having been a constituent member of the Board since its inception. It is anticipated that stage 1 will be completed by about the end of 1958.

Stage 2 of the sewerage scheme, which is also under construction, will enable the remainder of Cuffley to be drained to the East Middlesex Sewer, and will provide for the development of the whole of the remainder of the building land at Cuffley as will be available in accordance with the Metropolitan Green Belt policy of the Ministry of Housing and Local Government, as carefully enforced by the Local Planning Authority.

All property owned by the Rural District Council at the village of Northaw is drained to an existing sewage disposal works situate to the east of Northaw village. All the remaining property is either drained to cess pools or provided with earth pails.

Stages 3 and 4 of the sewerage scheme, which is planned to follow immediately upon the completion of stages 1 and 2 will enable all properties in The Ridgeway and Vineyards Road, Northaw (to the north-west of Cuffley) to be drained, together with the whole of the village of Northaw. This scheme will also discharge to the East Middlesex Trunk Sewer, and the small Northaw Sewage Disposal Works will be abandoned.

When the above schemes are completed, main drainage will have been provided to the whole of the Parish of Northaw, with the exception of outlying and isolated properties.

A cesspool and earth pail emptying service is in operation for the whole of the Rural District where required, including the Parish of Northaw. After completion of the sewerage schemes, this service will remain for outlying properties.

(j) Street Cleansing.

This is undertaken by the Hertfordshire County Council as Highway Authority. The Council consider the standard of cleansing is commensurate with the rural nature of the area, but are of opinion that administration could be improved if this Council were solely responsible for the service.

(k) Burial Grounds, Cemeteries and Crematoria.

Burial facilities at Northaw village are under the control of the Church Authorities and are adequate at the present time.

Facilities for cremation at Enfield and Golders Green are available.

(l) Parks and Open Spaces.

There are no parks as such within the Parish of Northaw, these being considered unnecessary in this rural area because there are 250 acres of woodland maintained and controlled by the Council as a Public Open Space at the Great Wood, Northaw (The Ridgeway).

(m) Powers and Duties under the Physical Training and Recreation Act, 1937.

Recreation Grounds are owned and administered by the Northaw Parish Council at Cuffley (including tennis courts, bowling green and children's playground) and at Northaw (tennis courts and children's playground). These are considered to be adequate.

(n) Prevention of River Pollution.

This is under the control of the Lee Conservancy Catchment Board.

(o) Port Health Functions.

Does not apply.

(3) Housing

(a) Provision of Houses.

Twelve Council houses have been built at Cattlegate near Cuffley. At Northaw 72 houses have been built, including 36 post-war houses.

The provision of further houses by the Rural District Council at Northaw is not contemplated, as the demand is small and land upon which building would be permitted by the Local Planning Authority is practically non-existent.

As far as Cuffley is concerned, private development has been restricted to small schemes owing to drainage difficulties, but, because of the schemes referred to in (2)(i) above, development will now take place on such land as will be available within the Metropolitan Green Belt policy of the Hertfordshire County Council and the Ministry of Housing and Local Government.

(b) Slum Clearance.

Although the statement requested by the Minister in 1955 indicated ten houses as being unfit for habitation, a recent and closer survey carried out in the Parish indicates that not more than five would now be represented to be unfit.

(c) Assistance to other Bodies or Persons to facilitate the acquisition, construction or improvement of houses.

For very many years the Council have made available to the public facilities for advances towards the acquisition of new houses. Originally advances were made available under the provisions of the Small Dwellings Acquisition Acts, 1899–1923, but the Council revised their policy and now make advances in accordance with the provisions of Section 4 of the Housing Act, 1949.

Assistance is also being given under the Housing (Miscellaneous Provisions), Act, 1946 in respect of two cottages at Cuffley and two at Cattlegate for the housing of agricultural workers.

Total advances under the Housing Act, 1949 made to residents in the Parish of Northaw amount to approximately £16,000.

The scheme relating to advances for house purchase has been suspended temporarily, primarily because of the withdrawal of assured access to the Public Works Loan Board for covering loans. The Council are anxious to resume the issue of advances immediately this position is reinstated.

The Council have encouraged owners of properties to take advantage of the grants available under Section 20 of the 1949 Act for improvement and/or conversion and so far grants totalling £1,244 have been made in respect of four properties in the Parish.

One dwelling in the Parish has been improved by the Council under the terms of Section 15 of the Act.

(d) Regulation of Buildings and Byelaws.

The application of Building Byelaws based upon the latest model series is undertaken centrally from Hatfield in common with there mainder of the Rural District. Building inspection is undertaken by the Council's officers, and the whole system is effective.

(4) Personal Health and Welfare

All the functions referred to under this heading in the letter of 10th March, 1958 are undertaken by the Hertfordshire County Council, and this Council have no observations to make upon the present arrangements.

(5) Town and Country Planning

(a) Town and Country Planning.

Under an agreement between the Hertfordshire County Council and the Hatfield Rural District Council dated the 20th February, 1950, the Hatfield Rural District Council exercise delegated powers of development control in relation to the Town and Country Planning Acts, subject to certain consultative arrangements. The scheme is administered centrally from Hatfield for the whole of the Rural District, and is working satisfactorily.

(b) Powers and Duties under the National Parks and Access to the Countryside Act, 1949.

The Rural District Council discharge the duties falling upon them under this Act in relation to the creation, diversion and closure of public rights-of-way with the consent of, and in consultation with the County Council.

(6) Traffic

(a) Construction, Improvement and Maintenance of Roads and Bridges.

This is administered by the Hertfordshire County Council as Highway Authority. Administration is effective, but would probably be more so if operated by the District Council, in view of more direct and personal control.

(b) Street Lighting.

This is undertaken by the Rural District Council under the Hatfield Rural (Urban Powers) Order, 1931. Street lighting is gradually being extended and improved, and has reached a reasonably adequate standard for this rural area. No changes in control are considered to be necessary.

c) Naming of Streets and Numbering of Houses.

All streets are named by the Rural District Council in liaison with the Parish Councils, and street numbering is undertaken as and when required.

(d) Parking Places.

There are no parking places in the Parish of Northaw.

(e) Road Safety.

The District Council makes its contribution to road safety by making recommendations to the Hertfordshire County Council as Highway Authority, and as far as is applicable follows the general guidance given through the Road Safety Committee of the County Council.

(f) Bus Shelters.

There are no bus shelters.

(g) Private Street Works.

Private street works are under the control of the Hertfordshire County Council as Highway Authority. Several streets are in need of making up, and the District Council consider that this work could be accelerated and undertaken just as effectively if administered by them.

Council Offices,
16, St. Albans Road,
Hatfield, Herts.

22nd July, 1958.

Evidence Submitted by the St. Albans Rural District Council

Council Offices,
43, Upper Lattimore Road,
ST. ALBANS, Herts.
9th February, 1959.

Dear Sir,

Parish of Aldenham

I am directed by the St. Albans Rural District Council to inform you that in consultation with the Aldenham Parish Council they have been considering possible consequences of the investigation into local government in the Greater London area by the Royal Commission.

They are aware of the suggestion that there should be a very substantial extension of the Borough of Watford and the Authority being given the status of a County Borough. They are aware, too, of the very strong objection of the Parish of Aldenham to being included within the area of such an Authority and of their firm desire to remain a rural community under rural administration. It has for some time been the view of my Council that in the event of Aldenham, other than the Theobalds Estate area, being detached from what is at present the Watford Rural District, the area could appropriately be added to the St. Albans Rural District, and that is the expressed desire not only of the Aldenham Parish Council but also of the Parish Meeting of the Parish held in April last.

The St. Albans Rural District are also aware of the view of the Elstree Rural District Council that that District should be given the status of an urban authority. It is the view of my Council that in such an event possibly the Parishes of Shenley and Ridge, or parts thereof, would remain outside the Urban District, in which case, too, they would have to be attached to a Rural District. My Council have no knowledge of the views of the local residents but as a Council they are of the opinion that such areas could conveniently be added to the St. Albans Rural District, the resulting area providing a convenient and effective unit of local government, rural in general character and providing an Authority concerned with the maintenance of Green Belts, and a buffer which would prevent the coalescence of built up areas.

By reason of the foregoing, my Council, having considered the matter at length, at their meeting held on the 27th January resolved in the following terms:

> "That, on the assumption that there will be a large scale re-casting of local government boundaries either by the Royal Commission or, later, on a review, by the Hertfordshire County Council, the St. Albans Rural District Council make representations to both the Commission and the County Council that, as desired by the Aldenham Parish Council, that Parish, other than an area to be defined including the Theobalds Estate, be added to the St. Albans Rural District together with, in the event of the Elstree Rural District being given urban status, those parts of the Parishes of Shenley and Ridge not urbanised."

For the information of the Commission, I enclose a copy of a letter which I have today addressed to the Clerk of the Aldenham Parish Council. Copies of both communications are being addressed also to the Clerk of the Hertfordshire County Council.

Yours faithfully,
(Sgd.) ERIC N. WHEELER,
Clerk of the Council.

The Secretary,
Royal Commission on Local Government in Greater London.

NN

ST. ALBANS RURAL DISTRICT COUNCIL,
9th February, 1959.

Dear Sir,

Royal Commission on Local Government in Greater London;
Local Government Act, 1958. Parish of Aldenham.

I am directed by the St. Albans Rural District Council to refer to the views of the Aldenham Parish Council which were submitted to the Hertfordshire County Council last July, and to the subsequent discussion between representatives of the Parish Council and of the St. Albans Rural District Council.

As my Council have previously stated, they would not themselves wish to initiate proposals which suggest that they have territorial ambitions, but they cannot avoid considering the situation which might arise on a recasting of County District Council boundaries. They have accordingly for some time considered what position might result in the event of the Watford Rural District ceasing to be a separate entity and what might happen to outlying parts of the present Elstree Rural District in the event of that Authority being given urban status for the built up area. They have also had to consider the question of what might happen to the Rural District of St. Albans on a review of boundaries by the County Council under what is now the Local Government Act, 1958.

It is not, of course, possible to forecast with certainty the result of that review but the Council are of the opinion that the St. Albans Rural District would survive a County review and that accordingly, on any partition of the Watford Rural District, it would be appropriate for the Parish of Aldenham to be added to the St. Albans Rural District, together with such parts of the Elstree Rural District as might not be urbanised. It appeared to my Council, as a result of the discussions with your Parish Council, that there was complete identity of view between us that while the Theobalds Estate area might appropriately be transferred to Boreham Wood in what is at present the Elstree Rural District, the remainder of the area could with advantage be added to the St. Albans Rural District, for the reason that it seemed to them, as it does to you, that there is a greater community of interest for Aldenham with the St. Albans Rural District than elsewhere, that communications lend themselves to joining with this District and that there is a common desire that the respective areas should remain rural in general character and under a rural administration. My Council also feel that if Aldenham, and possibly those parts of the Parishes of Shenley and Ridge which may be excluded from the urbanisation of Elstree Rural District, were added to the St. Albans Rural District, it would constitute a convenient and effective local government area concerned with the preservation of Green Belts both metropolitan and local, providing a vital buffer so as to prevent the coalescence of built up areas.

Having regard to the foregoing circumstances, the Council at their meeting held on the 27th January resolved in the following terms:

"That, on the assumption that there will be a large scale recasting of local government boundaries either by the Royal Commission or, later, on a review by the

> Hertfordshire County Council, the St. Albans Rural District Council make representations to both the Commission and the County Council that, as desired by the Aldenham Parish Council, that Parish, other than an area to be defined, including the Theobalds Estate, be added to the St. Albans Rural District together with, in the event of the Elstree Rural District being given urban status, those parts of the Parishes of Shenley and Ridge not urbanised."

As you will see, my Council's attitude coincides precisely with the view of the Aldenham Parish Council so far as that Parish is concerned and in view of the direction to make representations both to the Commission and the County Council, I am forwarding copies of this letter to the appropriate quarters, and enclose for your information a copy of the letter I have addressed to the Secretary to the Royal Commission on Local Government in Greater London.

Yours faithfully,

(Sgd.) ERIC N. WHEELER.

Clerk of the Council.

A. N. Ballard, Esq.,
Clerk to the Aldenham Parish Council,
Council Offices,
1, Aldenham Avenue,
RADLETT.

Evidence Submitted by the Watford Rural District Council

LOCAL GOVERNMENT REORGANISATION

Statement by the Watford Rural District Council in accordance with the circular letter dated the 10th March, 1958 from the Chairman of the Royal Commission on Local Government in Greater London, as approved and adopted by the Council at their meeting held on the 2nd December, 1958

INTRODUCTION

1. In his circular letter dated the 10th March 1958, the Chairman of the Royal Commission requested the submission by the Council of evidence under the following heads:

I. A description of the present arrangements within the Council's area for carrying out the following functions irrespective of whether or not the Council is responsible for that service (either alone or jointly with others); and of any defects which have been encountered:

Education.
Environmental health services.
Housing.
Personal health and welfare.
Town and country planning.
Traffic.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

III. An outline of any views the Council may have on how these defects may be remedied.

2. At that time the Council were taking part in discussions with the Hertfordshire County Council and the Hertfordshire County Districts Councils in the Commission's review area, and on the 29th April, 1958, the Council sent a letter to the Commission:

(a) drawing attention to the arrangement, and to the position that was created thereby, that of the four Parishes, i.e. Abbots Langley, Aldenham, Sarratt and Watford Rural which comprised the Watford Rural District, only the Parishes of Aldenham and Watford Rural were included in the Commission's review area,

(b) informing the Commission that in the Council's view the whole of the Watford Rural District as it exists at present should continue to be regarded as a local government entity, and as a County District of the administrative County of Hertford.

3. The Council were informed by a letter dated the 30th April, 1958, from the Watford Borough Council of the terms of the resolution of the Borough Council proposing the formation of a County Borough in South-West Hertfordshire and on the 17th June, 1958, the Council decided—

> "to pursue in principle, the proposal of the Watford Borough Council that the whole or the most part of the respective areas of the Borough of Watford, the Urban Districts of Bushey, Chorleywood and Rickmansworth and the Rural District of Watford should be combined into one local government unit and accorded the status of a County Borough."

4. The Royal Commission were informed of the Council's decision and the Commission replied presuming that they could regard the Council's June decision as superseding the previous letter dated the 29th April, 1958, and requesting that in the light of the Council's later proposal, the information required under Heads I and II in the March circular letter be furnished to the Royal Commission.

REVIEW AREA

5. The Council wish to emphasise that the Commission's review area includes only two of the four Parishes in the Watford Rural District and taking into account—

(a) the Council's decision in June, 1958, to pursue in principle the proposal for the formation in South-West Hertfordshire of a County Borough which would include the whole of the Watford Rural District, and

(b) the difficulties of confining to two Parishes only observations relating to the organisation of local government in the area,

the Council have decided, in their observations to the Commission, to deal with the Rural District as a whole so that the Council's statement relates not only to the Parishes of Aldenham and Watford Rural in the review area but to the Parishes of Abbots Langley and Sarratt which are outside the review area.

STATISTICS

6. The Watford Rural District comprises 18,179 acres, has an estimated population of 54,230 (June, 1957), a Rateable Value of £727,741 (August, 1958) and a 1*d.* rate product of £2,910. The number of rated hereditaments is approximately 16,000 including about 14,500 dwellings.

7. The three conjoined Parishes of Abbots Langley, Aldenham and Sarratt are situate to the east, north and west of Watford and the fourth Parish, Watford Rural, is separated from the remainder and situate to the south of Watford.

8. The Parish of Abbots Langley is urbanised and contains a number of industries. Aldenham includes the township of Radlett, a fairly high class residential area, together with a substantial section of the London County Council's Boreham Wood Estate, the remainder being Metropolitan Green Belt. Sarratt is mainly agricultural in character while Watford Rural is extensively developed by suburban type dwellings and includes the Oxhey Estate of the London County Council which contains nearly 5,000 dwellings.

9. There has been a great deal of private and local authority housing development in the Rural District in the post-war years, and in the last ten years the population has been more than doubled. (From 25,740 in 1948) (R.G. estimate 30.6.1948).

EDUCATION

Education

10. The Hertfordshire County Council is the education authority and the whole of the Watford Rural District (with the exception of that part of the Parish of Aldenham comprising a section of the Boreham Wood Estate which is administered by the South Hertfordshire Divisional Executive) is included in the area of the South-West Hertfordshire Divisional Executive under a scheme for divisional administration made by the County Council under the Education Acts. The District Council are represented on the Divisional Executive of 30 members by four members appointed at three yearly intervals. The District Council therefore have no direct responsibility for educational services as policy generally and the activities of the Divisional Executive are controlled and subject to supervision by the County Council through the County Education Committee and County Education Department at County Hall, Hertford. The Divisional Executive's functions include Youth and Adult education, as well as school welfare and school medical services.

11. Taking into account the rapid increase in population in the post-war years, school facilities in the Rural District are not satisfactory. The youth facilities also fall short of requirements especially in the cases of areas of new development.

12. Library service is provided by the Hertfordshire County Council's County Library Department and includes a mobile service which operates in certain areas.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

13. The Council do not own any public swimming baths or wash-houses nor have any been provided by the Parish Councils in the Rural District. There is however a privately owned open air swimming pool at Radlett which is open for use by members of the public and children from local schools.

Public Health Services

14. The Council's functions under the Public Health Acts relating to matters of sanitation are the responsibility of their Public Health Department in which three qualified Public Health Inspectors are employed, and who carry out their duties under general supervision by a Medical Officer of Health who serves as well the Bushey, Chorleywood and Rickmansworth Urban Districts.

15. The Public Health Department's duties include the Council's functions relating to the administration of the Food and Drugs Acts, the Factories Acts, Milk and Dairies Orders, Petroleum Acts, infectious diseases and the abatement of nuisances, rodent control and the disinfestation of premises.

Drainage of Trade Premises

16. There are a number of large industries mostly in the Parish of Abbots Langley and matters concerning the discharge of trade effluent are dealt with primarily by the

Colne Valley Sewerage Board as the sewage disposal authority. The Board and the Council co-operate closely on questions of trade waste which involve the use of local sewers for the flow of effluent to the Board's trunk system.

Mortuary Accommodation

17. The Council jointly with several neighbouring authorities have arranged for the use of mortuary accommodation at the Shrodells Hospital, Vicarage Road, Watford, under the jurisdiction of the North-West Metropolitan Regional Hopital Board.

Public Conveniences

18. The Council have provided free public conveniences of modern design and standards at Abbots Langley, Radlett and South Oxhey. They are open daily from 8 a.m. until 10 p.m. and a part time attendant is employed at each for the purposes of maintenance and cleaning.

Refuse Collection and Disposal

19. The Public Health Department through and with the aid of a General Foreman and Assistant Foreman organises and controls the refuse collection service operating from three depots and serving the whole of the Rural District. A fleet of 14 vehicles is employed manned by 44 employees. It is not at present possible to maintain a weekly collection in some areas of the Rural District. This gives rise to continual complaints from ratepayers and the Parish Councils of Abbots Langley and Watford Rural.

20. The disposal of refuse presents no difficulties as redundant sewage outfall works at Abbots Langley and Radlett are used for the purpose. The collection service delivers approximately 130 loads comprising nearly 2,000 cubic yards to the two disposal sites each week. Tipping is carried out by the controlled system and a tip attendant is employed at each. At each tip a Chaseside Shovel manned by a trained operator is in daily use.

21. Refuse is removed on request from trade premises, i.e. shops etc., and payment for the service is made by the tradesman in accordance with a scale which the Council have prepared for the purpose.

Sewerage and Sewage Disposal

22. Except for certain comparatively few areas (for which the Council have prepared and are pursuing main drainage schemes) the whole of the Rural District has main drainage facilities. The maintenance of the local sewerage systems is the responsibility of the Engineer and Surveyor and his technical staff with a Works Section equipped with a van and manned by four employees.

23. The disposal of sewage is the responsibility of the Colne Valley Sewerage Board, on which the Council are represented by two members. The Parish of Sarratt, which with the exception of the Durrants area has no main drainage facilities is outside the Board's area. The Council have prepared a major sewerage scheme for the Parish but the scheme has been deferred on account of capital restrictions.

24. There are a number of cesspools serving dwellings in a few areas. The Council provide a free emptying service by means of their own vehicle supplemented as necessary by the employment of Contractors. There are approximately 650 dwellings without main drainage facilities and which are served by the Council's free cesspool emptying arrangements.

Burial Grounds etc.

25. Consideration is now being given to the subject of the need for additional burial facilities for the Radlett area as the present Church burial ground has little grave space left available. The Aldenham Parish Council have decided to adopt the Burial Acts for the purpose.

26. The Sarratt Parish Council are constituent members of a Joint Committee with the Rickmansworth Urban District Council for the use of a cemetery at Rickmansworth.

27. In the case of the Parish of Watford Rural, the Parish Council administer jointly with the Watford Borough Council two public cemeteries in Watford.

28. The Rural District Council are constituent members of the West Herts. Crematorium Joint Committee which is constructing a crematorium at Garston the site of which is situate in the Rural District. The Council is the vesting authority for the purposes of title to the Joint Committee's property. The crematorium is to be opened in November, 1958.

Parks and Open Spaces etc.

29. The District Council are making increasing use of their statutory powers to provide and assist in the provision of recreational facilities under the Physical Training and Recreation Act, 1937.

30. Abbots Langley has extended quite rapidly in post-war years, and the District Council collaborate with the Parish Council on the subject of the provision of the necessary areas for playing fields, open spaces etc.

31. The District Council are about to erect at Abbots Langley a Meeting Hall to accommodate 130–150 persons, on a site which has been acquired for the purpose.

32. Other proposals for the acquisition of additional playing field areas and open spaces are being pursued in conjunction with the Parish Council.

33. The Aldenham Parish Council provide the necessary facilities in Radlett and are negotiating with the London County Council with the object of securing areas on the County Council's Boreham Wood Estate as playing fields and open spaces for the use of residents on that part of the estate in the Parish of Aldenham.

34. In the Parish of Watford Rural the District Council have assumed the responsibility for the provision of playing fields and other communal facilities. Under arrangements with the London County Council and the Hertfordshire County Council which envisage the purchase of the property, the District Council have occupied for the past six years the Oxhey Pavilion and the Oxhey Playing Fields comprising nearly 170 acres. and these are managed and maintained at the Council's expense for use by the public, particularly the population of the London County Council Oxhey Estate.

35. The purchase arrangements, together with a major scheme for the layout of the Playing Fields for organised games, stand deferred at present on account of National economic conditions.

36. The District Council are also about to acquire the Oxhey Place property on the Oxhey Estate; the building itself and an area of about five acreas surrounding it are to be made available for use as a social centre and a major scheme for its structural alteration has been prepared.

37. The District Council have also acquired the Oxhey Hall Community Centre in Hampermill Lane, and the building which was erected in pre-war years as a private club is leased together with its two tennis courts to the Oxhey Hall Community Association.

HOUSING

Provision of Houses

38. The Council erected 199 houses in the pre-war period and so far 769 houses have been provided in the post-war years. There are additionally 249 proposed or under contract and consideration is being given to the acquisition, probably compulsorily of about 50 acres on the St. Meryl Estate, Carpenders Park, on which it is intended to erect about 450 dwellings.

39. Having regard to Green Belt considerations, land suitable and available for residential development is short. The Council are pursuing the possibilities of the purchase of a number of groups of old dwellings for clearance and redevelopment.

40. The Council accept applications for housing accommodation only from persons who either live or work in the Watford Rural District, and all applications, unless they are of an exceptionally urgent nature are included in a deferred list for a period of two years before receiving consideration. The total number of outstanding applications at present is approximately 950, and although in general terms the number has fluctuated for a number of years a little below this figure, there is now a steady tendency for the number to rise.

Slum Clearance

41. The Council have carried out in accordance with the Housing Repairs and Rents Act, 1954 a survey of dwellings in their district and have prepared a schedule of unfit properties. A scheme has been prepared and has been approved by the Minister of Housing and Local Government, envisaging the demolition of 169 dwellings within the next ten years.

Advances, etc.

42. Advances for the purchase or erection of houses have been made by the Council for many years. There are at present 340 properties mortgaged to the Council. Grants for improvements are made under the Housing (Financial Provisions) Act, 1958. Grants for improvements and advances for the purchase or erection of houses are at present suspended.

Building Byelaws

43. In conjunction with the carrying out of the functions delegated to them by the County Council relating to applications for planning permissions, the Council administer their Building Byelaws through their Engineer and Surveyor's Department in which nine technical officers, including two Building Inspectors, are employed. Applications for approval of proposals under the Council's Building Byelaws are considered by the Buildings and Planning Committee to which the Council's powers have been delegated. In the period of twelve months ended on the 30th September, 1958, the number of applications totalled 375.

HEALTH AND WELFARE

Health and Welfare

44. The Hertfordshire County Council are the responsible authority for the purposes of the National Health Service Act and the National Assistance Act and the Watford Rural District is included in the South-West Hertfordshire area of the County Council's divisional arrangements. The Council have no direct representation on the County Council's Committees, either centrally or divisionally, and the Council are not in a position therefore to express views on the subject of the carrying out of the County Council's functions insofar as they affect the Rural District. The details of the present arrangements together with information concerning the carrying out of functions under the Disabled Persons (Employment) Act, 1944, the arrangements concerning the care of children, the registration of Nurseries and Child Minders etc., will presumably be described to the Royal Commission by the Hertfordshire County Council.

Infectious Diseases

45. With regard to the notification of infectious diseases, this subject is dealt with by the Council's Public Health Department in conjunction with the Medical Officer of Health.

TOWN AND COUNTRY PLANNING

Planning

46. The Council, in common with all other District Councils in Hertfordshire, have had delegated to them the County Council's functions concerning applications for permissions for development etc. The County Council have prepared, and are now awaiting Ministerial approval of their County Development Plan, but so far no detailed town maps for the urbanised areas in the Rural District, including Abbots Langley and Radlett are yet available.

47. Apart from the excepted classes of applications which are comparatively unimportant, all applications for permissions are submitted in the first place to the County Council's Divisional Planning Officer for the area, and his recommendations thereon, together with the opinion of the Council's Engineer and Surveyor, are then considered by the Council's Buildings and Planning Committee to which the Council have delegated their power of dealing with the applications. In most cases, no difficulty arises

but in the cases of disagreement between the Committee and the Divisional Planning Officer, and if he has determined the application to be fundamental, (e.g., involving Green Belt policy) the case must follow the Consultative Sub-Committee procedure for which provision is made in the delegation agreement.

48. The present system of planning control involves the Council in a great deal of administrative work and imposes a severe burden on their Engineer and Surveyor's Department. The delegation agreement appears to give to the District Council a substantial measure of authority in dealing with planning applications, but this measure of planning control is offset by the amount of consultation necessary with the Divisional and County organisation before decisions can be reached on applications.

National Parks and Access to the Countryside Act, 1949

49. The survey of existing rights of way was carried out on behalf of the Hertfordshire County Council by the respective Parish Councils in the Rural District.

50. The District Council frequently make Orders, submitted for Ministerial confirmation, for the diversion of public footpaths. Most of the applications for Diversion Orders emanate from landowners or tenant farmers on agricultural grounds. The applications are the subject of consultation with the many interested authorities concerned before Orders are made.

51. The Council also pursue complaints concerning the obstruction of public rights of way. Questions relating to the repair and maintenance of public footpaths are dealt with by the Parish Council concerned and/or the County Council as the Highway authority.

TRAFFIC

Highways

52. The Hertfordshire County Council is the Highway authority in the Rural District.

53. Three Parishes of the Rural District are part of the Western Division of the County for the purposes of highways maintenance and the Parish of Aldenham is situate in the Central Division. Matters concerning the maintenance of public highways are dealt with by the Divisional Officer if necessary after consultation with the County Surveyor's Department at County Hall, Hertford.

54. As a result of the extensive development of the area in post-war years, there is considerable need for the improvement of a number of existing highways in the Rural District. In the main it is believed that the necessary land has been acquired for the purpose.

Street Lighting

55. In the post-war years the Council have acquired, by Ministerial Orders, street lighting powers in the Parishes of Abbots Langley, Sarratt and Watford Rural and now maintain 1,765 lighting columns in highways and other public places in the three Parishes concerned. Further schemes for extension and improvement are being considered In the Parish of Aldenham lighting powers are administered by the Aldenham Parish Council under the Lighting and Watching Act, 1833.

Naming of Streets and Numbering of Houses

56. The Council have exercised these powers for many years and as and when schemes are prepared, almost invariably on account of new development, the Council's proposals are the subject of consultation with the Post Office authorities, and if considered desirable, with the Parish Council concerned, with the object of agreement on new street names with local associations.

Parking Places

57. Except in certain cases on their own housing estates, the Council have not provided so far, parking or garaging facilities, although the subject of the need for public car parks near the main shopping centres at Abbots Langley, Radlett and South Oxhey is being considered.

58. A number of streets in Radlett in the Metropolitan Police District have been designated as parking places.

Road Safety

59. The Hertfordshire County Council have arranged for their road safety functions to be carried out in the Watford Rural District by the four Parish Councils, who co-operate with the County Road Safety Officer. Any proposal by a Parish Council involving expenditure requires the prior approval of the County Council.

60. In the Parish of Watford Rural, a Road Safety Council has been set up, which, in conjunction with the local police and school authorities, applies itself very energetically to road safety education etc.

Bus Shelters

61. The Council have from time to time taken up with London Transport Executive questions concerning the need for bus shelters for waiting passengers at certain points on local bus routes.

62. More latterly matters concerning bus shelters are pursued by the Parish Council concerned having regard to the powers with which they were invested by the Parish Councils Act, 1957.

Private Street Works

63. There are a considerable number of private unmade streets in the Rural District. The County Council as the Highway authority have used their powers under the Private Street Works Act, 1892 in many cases in recent years and a proposal is now being considered for the delegation to the District Council of the County Council's powers under the 1892 Act, in the hope and expectation that the programme for the making up of private streets would be accelerated.

GENERAL

64. The Council claim that in so far as local government functions are under their direct control, the Rural District is administered as efficiently as circumstances permit. The Rural District is large and unwieldy and is divided into a number of diffuse Parishes which have no central focal point. It is a difficult and expensive unit of local government to administer effectively.

65. The Council's most difficult problem is that of providing new local authority houses in sufficient numbers to meet the outstanding need, and in the exercise of this statutory function, they are hampered by the shortage of adequate land for the purpose by reason of Green Belt considerations and because of the excessive amount of private development which has been permitted in the area.

66. The next greatest single need is that of the completion of main drainage throughout the area and, after that, adequate recreational facilities especially playing fields.

67. The Council do not wish to offer at this stage detailed comments on defects in the existing local government organisation and the carrying out of functions in the Rural District, but to confine their observations to the position generally.

68. They wish to emphasise particularly, the urbanised nature of part of the Rural District and to express their view that on this account the present three-tier system of local government in their area is outmoded and out-of-date, and that a change in the status of the area is overdue and very desirable.

69. The useful purpose served by the Parish Councils under the present arrangement is fully appreciated. It would be desirable, in the view of the Rural District Council, that Parish Councils or some similar body shall be allowed to continue in existence where the Parishes concerned become merged in the County Borough.

70. On the other hand, so far as the principal functions of the County Council are concerned, i.e. education, health and welfare, planning, and highways, the services are remotely controlled and directed from Hertford, which is 21 miles distant and somewhat inaccessible from the South-West Herts. area. In the administration of these services, the District Council play little or no part, except for—

(a) representation on the South-West Herts. Divisional Executive,

(b) the exercise of the delegated function of dealing with applications for planning permission by means of a system which has many procedural shortcomings, and does not allow sufficiently of freedom of decision by the District Council.

71. The District Council have had under consideration during the past 12 years, the question of local government structure and organisation in the area, and have examined various alternative possibilities.

72. It appears however, that changes in the areas of County Districts in the South-West Hertfordshire area are likely and probable on account of the nature and development of the area.

73. In view of all the factors involved therefore, the Council have carefully examined the proposal of the Watford Borough Council for the amalgamation of the five County Districts in South-West Hertfordshire and the accord of County Borough

status to the one authority, and the reasons which the Borough Council have promoted in support of their proposal.

74. The Council are of the opinion that it would be in the best interests of the present Rural District and its population if the Borough Council's proposal were pursued as envisaging in the circumstances, the best form of local government to be devised for the area concerned.

75. The Council are also of opinion that while they agree that the proposal to form a County Borough in the South-West Herts. area, including the Watford Rural District, is one which in principle should be accepted, there is substance in:

(a) the claim of the Elstree Rural District Council that the part of the Parish of Aldenham containing the area of the London County Council's Boreham Wood Estate be transferred to the Elstree Rural District,

(b) the suggestion that the part of the Parish of Abbots Langley which is situated in the designated area of the Hemel Hempstead New Town be transferred to the Borough of Hemel Hempstead,

and that these two adjustments could be made without any adverse effect upon the main issue whereby the five local authorities now comprising South-West Hertfordshire would be combined into one authority with County Borough status.

Council Offices,
Wynyard House,
99, Langley Road,
Watford, Herts.

November, 1958.

Evidence Submitted by the Elstree Parish Council

Council Offices,
Shenley Road,
BOREHAM WOOD, Herts.

8th July, 1959.

Dear Sir,

Up to the election of the present Council in May of this year, the previous Council had no objections to offer to the representations of the Rural District Council for boundary extensions and Urban Powers. The new Council, however, are anxious that, in the event of the District becoming Urbanised that the Parish Council should continue to exist. I am therefore directed to make this representation to the Commission and to ask that, if it comes within their jurisdiction, the application be supported.

I am further directed to state that, subject to the consent of the Commission, representatives of the Council would like to attend and give evidence.

Yours faithfully,

(Sgd.) A. C. IZZARD,
Clerk of the Council.

The Secretary,
Royal Commission on Local Government in Greater London.

Evidence Submitted by the Shenley Parish Council

Council Offices,
Shenley Road,
BOREHAM WOOD, Herts.

6th August, 1958.

Dear Sir,

I refer to your letter of the 4th June last which has now been considered by my Council.

I am directed to state that the only observation the Council wishes to make at this stage is that should the review of boundaries in this part of Hertfordshire be undertaken by the Royal Commission, the Parish Council desires that the Parish shall remain in the Rural District and not become part of an Urban or Borough area.

Yours faithfully,

(Sgd.) A. C. IZZARD,
Clerk of the Council.

The Secretary,
Royal Commission on Local Government in Greater London.

Evidence Submitted by the Northaw Parish Council

The Old Vicarage,
NORTHAW, Herts.
5th August, 1958.

The Chairman,
Royal Commission on Local Government in Greater London.

Dear Mr. Chairman,

With reference to previous correspondence, I am writing to say that the following Resolution was carried unanimously at the Meeting of the Northaw Parish Council held on Monday, 28th July, 1958—

> "That the Northaw Parish Council approve and whole-heartedly support the evidence submitted to the Royal Commission on Local Government in Greater London by the Hatfield Rural District Council in relation to the Parish of Northaw".

In discussion, prior to the passing of this Resolution, the seven Members of the Council present, there being one absentee, all expressed themselves as of the opinion that there was no desire by the residents for the inclusion of the Parish in the Local Government structure of Middlesex or Greater London and that present Local Government administration of the Parish by the Hatfield Rural District Council and the Hertfordshire County Council was satisfactory.

I am, Sir,
Your obedient Servant,

(Sgd.) J. N. W. DUDLEY,
Chairman,
Northaw Parish Council.

Supplementary Evidence Submitted by the Northaw Parish Council

The Old Vicarage,
NORTHAW, Herts.
30th October, 1958.

The Chairman,
Royal Commission on Local Government in Greater London.

Dear Mr. Chairman,

Further to my letter of 5th August, the Parish Council of Northaw have now had an opportunity to study the representations submitted to the Royal Commission by the Cheshunt and Potters Bar Urban District Councils, and to discuss the passages relating particularly to the Parish of Northaw.

I am to say that the members of the Parish Council are one and all opposed to these proposals, which amount to the complete abolition of the Parish as such and its division between the Urban Districts referred to, as being neither in accordance with the wishes of at least 90% of the inhabitants nor in the best interests of the Parish as a community. The Parish of Northaw has many historical associations and a long and honourable record dating back to mediaeval day and, in particular, had many close ties with the Stuarts, some perpetuated unto this day. For example, King James's Charities provide an annual income of some hundreds of pounds which is administered by a Board of Trustees for the good of the Parish as a whole. The Parish of Northaw is essentially a rural area within the Green Belt embracing the twin villages of Northaw and Cuffley and accordingly any scheme to split the Parish with the intention of attaching the dismembered portions to adjoin Urban Districts would completely destroy the whole character of the district.

To refer to the individual proposals—

(a) Cheshunt Urban District Council.

The Northaw Parish Council are firmly convinced that there is no affinity either cultural or otherwise between Cuffley and Cheshunt and that the joining of these two districts would provide no additional amenities whatsoever to Cuffley over and above those that they can already obtain from their position within the Hatfield Rural District Council boundaries.

(b) Potters Bar Urban District Council.

Northaw is a village, united and self-contained, a rural community with the Parish Church as the centre having its own Men's Institute, Cricket and Football Clubs, etc., and without any desire to be attached to an Urban District such as Potters Bar with whom it has *no* community of interest.

The Parish Council note with some surprise the reference to the requirement by Potters Bar of additional building land since it is only in recent years that London Boroughs were allowed to develop sites in Potters Bar. The only building permitted in Northaw at the present is a small amount of infilling and any development on the scale to be envisaged by the Potters Bar report would completely ruin for all time what is at present one of the most beautiful tracts of country within easy reach of London.

In conclusion, the Parish Council of Northaw, on behalf of the residents in the Parish, wish to express the strongest objection to the transfer of any part of their Parish to any other local authority.

The Parish Council would be pleased to send a deputation to wait upon your Commission if it was thought that such a step would be of assistance. Further, if members of the Royal Commission should visit the district it is hoped that representatives of the Parish Council would have the opportunity of meeting the members with a view to putting their case in person and emphasising on the site the strong reasons which there are for retaining the present structure.

I am, Sir,

Your obedient Servant,

(Sgd.) J. N. W. DUDLEY,
Chairman,
Northaw Parish Council.

Evidence Submitted by the Abbots Langley Parish Council

112, Abbots Road,
Abbots Langley,
WATFORD, Herts.
12th June, 1958.

The Secretary,
Royal Commission on Local Government in Greater London.

Dear Sir,

Application by Watford Borough for Recognition as a County Borough

At a meeting of the Parish Council held on Thursday, 5th June, 1958, the following esolution was passed:

"With reference to the request from the Mayor of Watford for a clearer definition f the intentions of the surrounding authorities, and his expressed hope that the eighbours of Watford would do their utmost to resolve matters without delay, we he Parish Council of Abbots Langley, hereby recommend that the Parish of bbots Langley, forming part of the areas administered by the Watford Rural District uncil, should become part of the proposed new County Borough of Watford. We erefore ask the Watford Rural District Council to take action accordingly. e also propose that some form of Parish Council be maintained in this area."

I am instructed to request you to take appropriate action on this resolution.

Yours faithfully,

(Sgd.) R. I. SWELL.

Clerk to the Council.

Further Evidence Submitted by the Abbots Langley Parish Council

INTRODUCTION

Although the Parish of Abbots Langley, forming approximately one quarter in area and population of the Watford Rural District does not come directly within the terms of reference of the Royal Commission on Local Government, it is vitally concerned as any alteration in the boundary of the Watford Rural District must affect the administration of this Parish. In fact the Parish of Watford Rural, which forms part of the Watford Rural District is included in the terms of reference of the Royal Commission. The Abbots Langley Parish Council therefore begs to submit the following outline of evidence for the consideration of the Royal Commission. It is hoped that an opportunity of supporting this evidence at a later date will be given to the Abbots Langley Parish Council.

DESCRIPTION OF THE PARISH OF ABBOTS LANGLEY

The Parish of Abbots Langley forms part of the area administered by the Watford Rural District Council, with a population of approximately 15,000 of the total of 58, 250 for the Rural District. It consists of a variety of communities: viz. villages and hamlets, with dormitory suburban developments, large local authority and private housing estates, residential caravan sites, parts of the new town of Hemel Hempstead, as well as areas of agricultural land with scattered farm houses and cottages.

The more recent developments have produced a definite change from purely rural dependency to a closer association with the town of Watford during the last ten years; this was increased in particular by the development of a housing estate for tenants of the Borough of Watford in the Langleybury Ward, and the private development of the Hazelgrove Farm Estate.

Geographically, Abbots Langley Parish is linked with Watford in the west by the natural valley wherein lies the Grand Union Canal, which also passes through the western side of the Borough of Watford. The main road from Hemel Hempstead to Watford, passing through this Parish, follows this natural valley. To the east the Parish is connected to Watford by two routes; one through Leavesden giving easy access to the north and north-western parts of the Borough of Watford, and the other joining the main St. Albans to Watford road at Garston, thus giving easy and direct access to the northern shopping areas of the Borough. Shortly, Hunters Lane, which borders the Leavesden air-strip, and was closed down during the war, is to be re-opened to provide yet one more direct route from the Hillside Housing Estate to the Borough of Watford.

The Parish of Abbots Langley is divided into the following communities:

(a) The village of Bedmond, and part of the hamlet of Pimlico, closely associated with Watford for many years; the main bus service, until the recent development of Hemel Hempstead New Town, connected it with Watford, and Abbots Langley only.

Part of Pimlico is at present administered by the St. Stephen's Parish Council of the St. Albans Rural District, with which it would appear to have little in common.

There is a large residential caravan site in Bedmond.

(b) Nash Mills can be divided into two separate parts. The south-eastern part is connected with Hunton Bridge, and is composed of factories, intermingled with older type houses, as well as residential dormitory type development, and a large caravan site.

(c) The north-western part of Nash Mills is largely included in the designated area of Hemel Hempstead New Town, and is mainly inhabited by tenants of the Development Corporation. It also contains a very large paper mill.

(d) Hunton Bridge village has remained unaltered for many years; it is connected with Watford by the main Hemel Hempstead to Watford road. This village is attached to Langleybury Church.

(e) Langleybury Ward (Upper Part) is a new residential area built since 1945. It includes the Borough of Watford's Hillside and Abbots Garden Estates, and the Rosehill Estate of the Watford Rural District Council.

(f) The core of the Abbots Langley Ward is the ancient village of Abbots Langley with the 12th Century Parish Church of St. Lawrence. It has considerable modern shop developments in the High Street, serving the housing estates around the village, the residential developements in Abbots Road, and the older parts of the village.

Recently, large private housing estates were built on the Hazelgrove Farm site, and large municipal housing estates at Tibbs Hill and Cecil Lodge.

(g) Leavesden (western part) comprises the Leavesden Mental Hospital, and Abbots Langley Hospital; the residential development connected with them, and the experimental housing site of the Building Research Station. This part of Leavesden Ward adjoins the recent housing development of the Borough of Watford on their Woodside Estate.

The aerodrome at Leavesden contains two large aircraft factories, employing many workers from the Parish of Abbots Langley, as well as from the Borough of Watford.

(h) Leavesden Ward (eastern part) comprises in the main the new Kytes Estate of the Borough of Watford, the older development of Bucknall's Lane, and the Garston Rehabilitation centre.

This part of the Parish is both socially and geographically a part of the Garston Ward of the Borough of Watford.

FUNCTIONS OF THE ABBOTS LANGLEY PARISH COUNCIL

The Abbots Langley Parish Council is responsible for the following Local Government Functions:

(a) Playing Fields and Playgrounds

The Parish Council is responsible for providing and maintaining playing fields within the Parish for public use. There are at present four in all; three with pavilions, cricket and football pitches; two equipped with children's playground equipment. The Parish Council have in mind to acquire and develop additional areas as public open spaces.

(b) Road Safety Authority

The Parish Council is the Road Safety Authority by delegation of the Hertfordshire County Council's powers.

(c) Footpaths

The Abbots Langley Parish Council is responsible for the sign-posting and maintenance of all footpaths within the Parish.

(d) Allotments

The Parish Council maintains and lets allotments to parishioners.

(e) Education

The Parish Council is the minor education authority, and takes an active interest in the provision of an adequate primary education.

(f) The Parish Council takes a lively interest in all matters affecting the well-being of the community, as for example in Secondary Education, Housing, Lighting, Highways, Planning, Civil Defence, etc.

LOCAL GOVERNMENT AND OTHER SERVICES

The following Local Government and other services are at present supplied to the people of Abbots Langley Parish from Watford:

(a) Health.

The Local Medical Officer of Health for the area is in Watford. Many mothers prefer to take their children to the Watford Health Clinic because of the inferior temporary accommodation in the village of Abbots Langley.

(b) Ambulance.

The County ambulance service for this area operates from Watford.

(c) Fire Service.

This is also operated from Watford.

(d) **Police.**

The Sub-Division, which includes most of the Parish of Abbots Langley is centred in Watford. Houses are at present being built in this Parish for the housing of police officers for the new sub-station at Leavesden in the Borough of Watford.

(e) **Education.**

The Divisional Education Officer controls this area from the Divisional Office in Watford.

(f) **Welfare.**

The Divisional Officer is responsible for this Parish, and works from the Divisional Office in Watford.

(g) In addition the following services for the Parish have their main central offices in Watford:

(i) Road Safety.
(ii) Youth Committee (Divisional).
(iii) Offices of the Ministry of Pensions and National Insurance.
(iv) Offices for Inland Revenue.

(h) **Eastern Gas Board.**

The main showrooms, administration and repair services are in Watford.

(i) **Eastern Electricity Board.**
As in (h) above.

(j) There are six cinemas and one theatre in Watford—none in the Parish of Abbots Langley.

ANOMALIES OF THE PRESENT ADMINISTRATION

1. **Housing.**

There are at present five separate authorities for housing in South-West Hertfordshire. This has led to five different sets of conditions of priorities for the selection of tenants. Movement from the area of one authority to that of another means loss of priority. These anomalies can only be eliminated by a unified Local Housing Authority for the whole of South-West Hertfordshire.

2. **Education.**

Hertfordshire has had a fine record during recent years in Education, but there have been many delays in the present administration, which we feel could be greatly reduced by a one-tier system of Local Government.

3. **Refuse Collection.**

At present there are three separate units collecting refuse from the four unconnected Parishes of the Watford Rural District. This system must inevitably result in wastage of man-power, and the provision of a poor service. The refuse collection service is very unsatisfactory in some parts of the Parish of Abbots Langley. We are certain that there is a far better prospect of an efficient service if operated by one central authority for the whole of South-West Hertfordshire.

4. **Planning.**

It has been difficult for the Planning Committee of the Hertfordshire County Council to understand the local aspect of planning in this Parish, considerably aggravated by the fact that, until very recently, the County Councillor for this Parish was not a member of the County Planning Committee.

CONCLUSIONS

1. It is our considered view that if South-West Herts. is united to form a new County Borough, Abbots Langley Parish should be included in this new Authority. This, in our opinion, would be in the best interests of the inhabitants of this Parish.

2. South-West Hertfordshire has now little in common with the rest of the County. The journey from this Parish to Hertford by public transport takes several hours.

3. We submit that the part of Nash Mills at present included in the designated area of Hemel Hempstead New Town is closely associated with the Borough of Hemel Hempstead, and should be administered by that Authority.

Similarly most of the southern part of Nash Mills has close ties with the Parish of Kings Langley, and could be more conveniently administered in conjunction with that Parish.

4. Alternative solutions to the County Borough Scheme have been considered, but were found unworkable, and not to be in the best interests of the inhabitants of this Parish. The alternative proposals included the formation of a separate Urban District for Abbots Langley, and a re-grouping of this Parish with other areas.

5. We regret that the Hertfordshire County Council refused to discuss their own proposals for the future of this Parish with this Parish Council. We cannot find any acceptable alternative proposals in the evidence submitted to date by the Hertfordshire County Council to the Royal Commission.

We would be grateful if an opportunity could be given to the Abbots Langley Parish Council to comment on any concrete proposals the Hertfordshire County Council may submit to the Royal Commission in the future.

November, 1958.

Evidence Submitted by the Aldenham Parish Council

1. THE PRESENT ORGANISATION OF LOCAL GOVERNMENT IN THE PARISH OF ALDENHAM

The present local government is of the three tier variety, i.e. County Council, Rural District Council and Parish Council.

The Parish of Aldenham forms part of the Watford Rural District and lies east of Watford and south of St. Albans and is bounded on the north by the St. Albans Rural District, on the south by Elstree Rural District, on the east by the Elstree Rural District and on the west by the Urban District of Bushey and the Borough of Watford as shown on the map attached.

The Parish of Aldenham covers an area of approximately nine square miles, and is composed of two urban areas—Radlett (situated on Road A.5)—five miles from Watford—and part of Site No. 1, London County Council out county development of Boreham Wood (seven miles from Watford): and a number of small village hamlets. The population is approximately 12,000 and is divided as follows:

Radlett	6,500	
Boreham Wood (L.C.C. Estate)	4,500	
Rural Areas	1,000	12,000

The present rateable value is approximately £190,000, divided as follows:

Radlett	£128,300	
Boreham Wood (L.C.C. Estate)	50,700	
Rural Areas	11,000	£190,000

The Parish is *not* divided into wards and ONE member is elected to the Hertfordshire County Council; FIVE members are elected to the Watford Rural District Council and THIRTEEN members are elected to the Aldenham Parish Council. All these members are elected by the *whole* of the Parish.

The rates levied in the Parish for the current year are:

Hertfordshire County Council	12*s.* 7·75*d.* in the £
Watford Rural District Council	6*s.* 2*d.* in the £.

Included in the above Rural District Council are the following precepts for the Aldenham Parish Council:

General Rate Account	3*s.* 5*d.* in the £.
Lighting Rate Account	4*s.* 0*d.* in the £.

Unlike the other Parishes in the Watford Rural District the Aldenham Parish is a Lighting Authority and is also responsible for the maintenance of Recreation Grounds.

In the other Parishes of the Watford Rural District these services are undertaken by the Rural District Council.

For some time past the Aldenham Parish Council have been giving careful consideration to the future status of the Parish. The London County Council have recently completed its out-county development at Boreham Wood, and the boundary between the Elstree Rural District and the Watford Rural District (the Aldenham Parish boundary) cuts right through this development, with the result there is divided responsibility for local government in an area which is in fact a complete built up unit. Steps have been taken to alter the Parish boundaries so that the whole of the L.C.C. development will be contained within one Parish, i.e. Elstree Parish (Elstree Rural District). While all the authorities concerned are in agreement with this proposal, the Watford Rural District Council are opposed to the scheme. At a recent Annual Parish Meeting the following resolution was put to the meeting and passed by a large majority, only one voting against:

> "This Meeting is of the opinion that the interests of the residents in Aldenham Parish would be best served by transferring that part of the L.C. Estate which is within the Parish, to the Elstree Rural District, and, in the event of any major reorganisation of the area, by joining the rest of the Parish to St. Albans Rural District; and that representations to this effect should be sent to the Royal Commission on Local Government in Greater London and the local authorities concerned."

The Parish Council have reason to believe that the St. Albans Rural District Council are in agreement with the proposal contained in the latter part of the resolution.

2. NOTES ON THE EFFECTIVENESS OF THE PRESENT LOCAL GOVERNMENT SERVICES IN THE PARISH

(a) Education.

The Hertfordshire County Council is the Education Authority for the Parish. At present there are only two schools in the Radlett and Rural Areas, one for Infants and a new Junior Mixed School for children from 8 to 11 years. Children receiving Secondary Modern, Grammar and Technical Education have to travel either to Watford or St. Albans. On the L.C.C. Estate schools are provided for Primary, Secondary and Grammar School education, some of which are within the Parish of Elstree and come under the Barnet Divisional Executive whereas those in the other part of the Parish come under the South-West Herts. Divisional Executive (at Watford).

The Parish Council appoints representatives on both the Infant, Junior Mixed, Primary School Managers.

Apart from the difficulty of long travelling the education facilities are fairly reasonable.

(b) Environmental Health.

The responsibility for Public Health is divided between the Hertfordshire County Council and the Watford Rural District Council. The County Council being responsible for Child Welfare, etc., and the Watford Rural District Council are responsible for Refuse Collection, Cesspool emptying, Night Soil Collection; and for Sewerage as agents for the Colne Valley Sewerage Board. In addition, the Watford Rural District Council are responsible for the provision of Public Conveniences. The Hertfordshire County Council are responsible for Street Cleansing.

The Provision of Parks and Open Spaces is the duty of the Aldenham Parish Council.

(c) Housing.

The Watford Rural District Council are the Housing Authority in the Parish although only limited housing has been undertaken by it, in Radlett most of the building has been done by private development, while at Boreham Wood the London County Council have erected a large estate part of which comes within the Parish of Aldenham. There is no slum clearance problem and the Rural District Council are prepared, when funds permit, to make loans to assist in the purchase of houses. Modern Building Byelaws are in force.

(d) Personal Health and Welfare.

Most of these services are provided by the County Council, with the exception of Notification of Infectious Diseases which is the responsibility of the Watford Rural District Council.

(e) Town and Country Planning.

This is administered by the County Council with certain delegated powers given to the Watford Rural District Council. Planning control in the Parish is satisfactory. The National Parks and Access to the Countryside Act, 1949, is operated by the Hertfordshire County Council with special delegated powers to the Aldenham Parish Council. Apart from the two urban areas of Radlett and Boreham Wood, the major part of the Parish is part of the Metropolitan Green Belt.

(f) Traffic.

The Hertfordshire County Council is the Highway Authority and also acts as Agents for the Ministry of Transport in respect of the A.5 Road, which cuts through the Parish from north to south. There are a few roads not made up under the Private Street Works Act, and while in some cases these are in a very bad condition, some of the unmade roads have been put into a fair state of repair by the residents themselves.

Street Lighting within the Parish of Aldenham is the responsibility of the *Aldenham Parish Council*, who have been the Lighting Authority for over 24 years.

The naming of Streets and the Numbering of houses and the provision of Parking Places is the responsibility of the Watford Rural District Council. Up to date no Car Parking facilities have been provided.

Road Safety is dealt with by the Hertfordshire County Council, but the Parish Council has a Road Safety Committee which is in close contact with the County Council.

Now that powers have been given to Parish Councils the Aldenham Parish Council are proposing to erect Bus Shelters where needed, otherwise most Bus Shelters have been provided by London Transport Executive.

Supplementary Evidence Submitted by the Aldenham Parish Council

REVIEW OF LOCAL GOVERNMENT AREAS 1958 — COUNTY OF HERTFORD

The Present Parish

Aldenham Parish is situate on the Watling Street (A.5) about six miles from St. Albans, five miles from Watford, four miles from Bushey and three miles from Boreham Wood.

The population and rateable value are as follows:

	Population	*R.V.*
Radlett Village	6,500	128,300
Boreham Wood Estate	4,500	50,700
Aldenham, Letchmore Heath and Rural Areas	1,000	11,000
	12,000	£190,000

The greater part of the Parish is in the Metropolitan Green Belt which clearly *separates* it from its neighbours.

It is part of Watford Rural District to which it elects five Representatives. The Parish Council consists of 13 members and is the Street Lighting and Recreation Grounds Authority.

Aldenham Parish has been included (the Parish Council thinks erroneously) in the Greater London Area to be reviewed by the Royal Commission for Greater London.

Proposals for the Future

The Parish Council asks the Royal Commission and the County Council to agree the following proposals:

1. Aldenham Parish, being substantially rural in character should, (subject to item No. 2 below) remain a Rural Parish and form part of a Rural District.

2. That part of the Parish adjoining Boreham Wood which has been "urbanised" by the London County Council (namely the Theobalds Estate) should be

transferred to Elstree R.D. in which the remainder of Boreham Wood is situate. This will avoid a separation of control and prove beneficial to the residents.

3. That, if a major reorganisation is to take place, the best interests of the residents of the remaining part of the Parish would be served by its transfer to St. Albans R.D.

The above decisions were almost unanimously reached at a crowded Annual Parish Meeting in April last.

IN SUPPORT the Parish Council desires to submit the following observations:

(a) Aldenham Parish is not, in any sense, part of the Greater London Area and apparently has only been included in it because the Parish is served by the Metropolitan Police. Even now, the Council thinks it should be excluded.

(b) Aldenham Parish (80% Green Belt) is the first Rural Parish outside the London Conurbation and it should be preserved at all costs, so as to form a "buffer" between Greater London and Rural Hertfordshire.

(c) Watford Rural District is no longer the Rural Local Government Unit envisaged when it was created. The greater part of it has become "urbanised" by extensive development by the London County Council and other Authorities. It is spread north, south, east and west of Watford, is unwieldy and no longer forms a convenient local government unit with a real community of interest. Aldenham Parish would therefore be better linked with the Parishes to the north-east of Watford which form the St. Albans R.D.

(d) Aldenham Parish adjoins, and has much in common with other Parishes in St. Albans R.D. and, if incorporated therewith, would secure adequate representation on the Rural Council, retain its Parish Council and Annual Parish Meeting (an important link between the residents and the Rural Council) to which it feels the other people are justly entitled, and, also, have close liaison with other Parishes with similar outlook and problems. Aldenham believes that the Rural Council would do far more to preserve the Green Belt and the rural character of the Parish than, say, a County Borough of Watford. There are easy lines of communication with St. Albans namely main line trains, buses and Watling Street.

(e) Aldenham Parish favours the two-tier system of local government with the retention of Parish Councils and an extension of their powers and duties and, in the main, is fully satisfied with the services provided by the County Council and its efficient Headquarters and Divisional Administration. The only exception being in the field of education, the provision of more Schools in the Parish and a revision of the present arrangements for allocating children to various Schools, being an urgent necessity.

Other Alternatives Open to the Parish

The Parish Council has considered other alternatives suggested or which it feels the County Council might be asked to consider and has formed the following views:

1. Proposed County Borough of Watford

Aldenham Parish Council strongly *opposes* inclusion in any County Borough.

It believes:

(a) that *one* County Council for Hertfordshire is and has proved adequate. The Hertfordshire County Council being far more able to administer the *whole* County efficiently and economically than a County Council and a County Borough.

(b) that, for the provision of the major services, the *whole* of the County should be under one Major Authority and that the heavily rated and populated Districts, such as Watford Borough (who themselves must have received tremendous help from the County Authority during their period of development) should contribute to the common County Fund and thus render aid to the less fortunate Rural Districts with little rateable value and rapidly developing areas.

(c) that the creation of a County Borough of Watford (which has always been a part of Hertfordshire) may well impoverish the finances of the remainder of the County. A quite unwarranted step.

(d) that the proposed County Borough—comprising the Borough of Watford, the U.D.'s of Bushey, Chorleywood and Rickmansworth and the Watford R.D.—being widespread in nature and with various centres of population with divergent interests, would not form a convenient local government unit. Watford Borough Representatives would probably control the County Borough Council and its policy, which could prove detrimental to the remainder of the Districts forming the combination.

(e) the formation of a County Borough would cause a duplication of effort and staff and the substantial savings envisaged by Watford Borough in their propaganda would undoubtedly prove a "myth". Indeed, it is understood that Watford Borough and Rural Councils have been advised by Messrs. Collins, their Local Government Consultants that, should a merger take place between these two areas, there would be an increase of 6*d.* in the rates and possibly a 1/-.

(f) Aldenham believes that Watford Borough is quite large enough as it is and has adequate resources to carry out the numerous works etc., needed by its own population. That it should concentrate on these and not interfere with its neighbours, and leave the County Council to provide and maintain the major services.

(g) the reason Watford has suggested "taking in" all its neighbours seems to be, to acquire a population of over 100,000 thus enabling it to claim County Borough Status and *not* because of its love for its neighbours and the desire to bring benefits to the residents of the outside areas. Watford Borough has not, so far as the Parish Council knows, produced one iota of real evidence to prove that a County Borough would be advantageous to the people.

(h) one of Watford's main complaints seems to be that, at the moment, there is "remote control" from Hertford. If a County Borough came into being, it would for a great part of the District be "remote control" from Watford and therefore no change. Watford also seems to have overlooked the fact that there are, in Watford, Divisional Offices of the County Council to which people can go for help and advice.

(i) Aldenham Parish Council believes that Watford (Borough or County Borough) should not be given boundary extensions which pass the line of the Watford By-Pass and the special Trunk Road now being constructed, where town and country really meet. Nor should Watford be allowed to absorb an area 60% of which is in the Green Belt.

2. Amalgamation with Bushey U.D.

Bushey U.D.C. was good enough to meet representatives of the Aldenham Parish Council to discuss informally a possible amalgamation but the Parish Council does not feel able to agree to such a proposal for the following reasons:

(a) there is no real community of interest between Bushey and Aldenham.

(b) no benefits to the ratepayers of either District would accrue by a merger.

(c) Bushey has stated that it really desires to remain as it is. Its proposal for amalgamation may, therefore, have only been made on a "self-protection" basis in case it was suggested that the U.D. was not large enough to continue as a separate entity.

(d) The Parish Council shares Bushey's views that the U.D. should be allowed to remain as it is but, if an extension of the U.D. is really necessary, Bushey should look to the south-west with which it already has a link.

(e) Bushey indicated that they wished to obtain greater planning powers. Aldenham, however, feel that the County Council should remain the Planning Authority, particularly in view of the outstanding work already done by the County Planning Department exemplified by the various reports issued, concerning, inter alia, industrial growth, Green Belt, etc.

3. Elstree R.D.

No suggestion has been made to the Parish Council that there should be any linking of Aldenham and Elstree R.D. except in respect of the Theobalds Estate which all parties (except Watford R.D.C.) agree is an urgent necessity. Nor does Aldenham think that the transfer of the Parish to Elstree R.D. would prove as advantageous as a merger with St. Albans R.D.

Conclusion

The Parish Council asks the County Council to agree that, under no circumstances, should Aldenham be incorporated into Watford but should be allowed to remain a Rural Parish and, if alterations are to be made, that the Parish should be joined with St. Albans R.D. The Council would be glad of the opportunity of discussing the whole question in due course.

July, 1958.

Evidence Submitted by the Sarratt Parish Council

Preliminary

The Parish of Sarratt is not in the area covered by the Commission's terms of reference. Watford Borough Council have, however, submitted evidence to the Commission asking to be recommended for County Borough Status and have included the Parish of Sarratt within their suggested boundary. It is to record the strong and unanimous opposition to this proposal that Sarratt Parish Council have submitted this Evidence.

History

Sarratt has a record as a village going back to Saxon times. Growth of population has been continuous but slow, and always within the separate identity of the village as a unit. There is little reason to anticipate any great increase in the population, especially as long as the Metropolitan Green Belt policy is upheld.

For the purpose of local Government Administration, Sarratt has since 1874, formed part of Watford Rural District, the other constituent parishes being Abbots Langley, Aldenham and Watford Rural Parish.

At that time all four parishes were largely rural and not very different in character. Since then, however, Abbots Langley and Aldenham have grown somewhat and now have a density of population of the order of two to three to the acre. Also the building of the L.C.C. Estate at Oxhey has brought Watford Rural Parish up to twelve to fourteen to the acre being thus very similar in density to Watford Borough. Meanwhile Sarratt Parish remains at about 0·6 persons to the acre.

These changes have naturally caused differences in outlook between the constituent parishes, all the more so since the allocation of seats on the Rural District Council has not kept pace with the population changes.

As far however as Sarratt is concerned, the present Rural District, has been and still is a satisfactory unit of administration.

The low population density of Sarratt has inevitably worked somewhat to its disadvantage since the more rapidly growing parishes have received greater attention in the matter of public amenities without any proportional differential in the rates levied on each parish. This discrepancy has not been too serious in the past but is now causing increasing difficulties with the greater urbanisation of parts of the Rural District.

Description

The Parish of Sarratt has an area of 4,587 acres and a population of about 2,750 persons.

The village itself, is situated midway between the two series of rail and road routes from London to the Midlands, those to the north of A.41 and the L.M.S.

main line and to the south the A.404 road and the railway from London to Aylesbury. It has therefore no well defined connection with any neighbouring town being roughly equidistant from Hemel Hempstead, Watford, Rickmansworth, Amersham and Chesham.

Apart from the proposed section of the North Orbital Road which will cross the south-eastern part of the parish in the Mill End to Hunton Bridge sector, the parish has no main roads. The parish is wholely within the Metropolitan Green Belt with the exception of the small corner of Durrants Estate between Watford and Croxley Green. The geological and topographical features account largely for its predominantly rural aspect, its agricultural activities, and the lack of direct main access roads to the surrounding towns.

The parish is, with the exception of the village itself and the Durrants Estate referred to above, almost entirely agricultural, wood and common land, the actual areas in these categories being roughly as follows:

Housing including gardens, orchards and allotments ..	340	acres
Woodlands	670	,,
Common land and playing fields	42	,,
Agriculture and horticulture	3,535	,,
	4,587	acres

The only substantial industries are agricultural and horticulture and, apart from these and local shops and services, the population works mainly either in London or in some industry or business in the Rickmansworth—Watford—Kings Langley sector.

The countryside is noted for its scenic attractions, these being indicated in the Greater London Plan of 1944, the Country Development Plan of 1951 and in many books and guides dealing with the area. Part of the Chess valley has been designated an area of special scenic interest.

Direct communication by public road transport is mainly to Watford and to a lesser extent to Hemel Hempstead and the Langleys. Towns to the south and west, i.e. Rickmansworth, Amersham and Chesham can be reached only in two stages. There are no railway services within the parish.

Other public utility services are generally in keeping with the rural nature of the area. Water, gas and electricity are reasonably available but, with the exception of Durrants Estate, there is at present no main drainage or street lighting. Schemes to provide drainage are being considered but the cost may well be of the order of £80,000—£100,000.

Integration with Watford in a County Borough

This plan, sponsored by Watford Borough, is strongly opposed by the Sarratt Parish Council for the following reasons:

(a) The incorporation into a wholely urban area of a scattered rural parish of low population density is fundamentally wrong. This view is supported by the Minority Report of the 1921 Inquiry which states that there are advantages in unified administration when there is one homogenous urban area. In no conceivable way does Sarratt Parish fulfil this condition.

(b) The substitution by a representative of County Council status for the present system of Parish Councillors will undoubtedly damage the interests of the parish.

At present a Parish Council of 11 members, each giving much time to parish business and knowing intimately part or all of the area, ensures good and economical service of local interests.

Furthermore, Sarratt Parish has at present two representatives on the nineteen member R.D.C. This latter Council, being comprised of members from mainly rural areas, can and does appreciate the needs of such communities.

Under direct County Borough administration with an overwhelmingly urban outlook, the purely rural interests would be bound to suffer.

(c) The granting of County Borough Status to Watford would mean the transfer to Watford of the planning powers now vested in the Hertfordshire County Council.

The Sarratt Parish Council fear that agricultural land in the parish may be coveted for building land despite the fact that practically all of the parish is in the Metropolitan Green Belt. In this connection it must be noted that the Watford Borough Council object to the present Town and Country Planning procedure. Their objection, as given on pages 30 and 31 of their statement of Evidence, appears to be to the independence of the planning officers, and they wish planning to be a Council Committee matter.

At present planning is considered by Sarratt to be objective and fair, but with the pressing need for building land it would be difficult for an urban council to be objective towards a rural area within its own boundaries.

(d) The Greater London Plan (page 144) states that Watford is one of the most conjested towns in the region and that "wholesale replanning of the built up area will be essential if the latter is to function successfully as an important industrial centre".

In the County Planning Officer's Report of 1951 on the Advisory Plan for South-West Hertfordshire, paragraph 18 states that the major redevelopment problem of obsolete property is in Watford where a total of 3,300 properties will require replacement during the next 20 years.

In addition to the reason given in (c) above, the Sarratt Parish Council is also concerned that the Comprehensive redevelopment in Watford will lead to greatly increased rates in the rural areas.

The Future of Sarratt Parish

In any grouping of parishes or areas the most satisfactory arrangement is almost certainly that of combining as far as possible areas of comparable population density provided always that the total population of the unit so formed is large enough to ensure reasonably efficient administration. A section having a mainly urban outlook will always be difficult to incorporate in a rural area.

This, in the case of Watford Rural District suggests that Watford Rural Parish, being now by population and oultook essentially urban, should look for its future either towards Watford Borough or in separate urban status.

The result of such a transfer would be roughly to halve the total population of the remaining parts of the Rural District, and the figure of 28,000 so obtained might well be further reduced to something over 20,000 if local boundary anomalies at Boreham Wood, Nash Mills and Durrants were corrected.

Nevertheless, it is a fact that of some 473 Rural Districts in England and Wales, 303 or 64·2% have populations below 20,000. There seems therefore no reason why a smaller Watford Rural District on the lines set out above could not operate as an efficient unit.

An even better and more effective unit would be formed by the transfer from Hemel Hempstead R.D.C. of the Kings Langley—Chipperfield area which now lies between Abbots Langley and Sarratt but this could only be advocated subject to the agreement of the Hemel Hempstead R.D.C. and other Authorities concerned.

The Parish of Aldenham, though actually adjoining Abbots Langley, is somewhat separated from the Abbots Langley—Sarratt block. Road communications between the two are however good, and Aldenham already has its own refuse disposal site and works depot.

Conclusion

The Sarratt Parish Council, being strongly desirous of maintaining the present rural character of the area, believes that this can best be achieved by the retention in being of a Watford Rural District, probably without the present Watford Rural Parish and with certain boundary anomalies at Boreham Wood, Nash Mills and Durrants rectified.

It believes that a smaller area comprising basically the present parishes of Aldenham, Abbots Langley and Sarratt could exist and continue to work economically as a separate Rural District.

Lastly it hopes that it will be found possible for the smaller Rural District as outlined in the preceding paragraph to be joined by the Kings Langley—Chipperfield area of the present Hemel Hempstead R.D.C. but subject only to the willing consent of the Authorities involved.

S. B. HARROLD,
Clerk to the Council.

Whitegates,
Deadmans Ash Lane,
Sarratt, Herts.
January, 1959.

Evidence Submitted by the Watford Rural Parish Council

1. The Present Organisation of Local Government in the Parish

The Parish forms part of the Watford Rural District and lies on the borders of Hertfordshire and Middlesex as shown on the map attached. On 1st April, 1958, the Parish had an estimated population of 27,000, an acreage of 2,190, a rateable value of £298,228 and a 1*d.* rate produce of £1,199. There are 13,661 local government electors.

The Parish is larger than the adjoining Urban Districts of Bushey and Rickmansworth and the majority of URBAN DISTRICTS in Hertfordshire and is believed to be the largest Parish in England. It has been and is being developed on modern lines by the London County Council, Watford Rural District Council and private building. All essential public utility services are available and the greater part of the development has taken place since the last war.

The Parish is divided into four Wards for Parish Elections but is not divided for Rural Council Elections. Fifteen members serve on the Parish Council, six representatives from the Parish are elected to serve on the Watford Rural Council. For the purpose of County Council Elections the Blackwell and Eastbury Wards form the Watford Rural County Electoral Division, electing one County Councillor and the Oxhey Hall and Carpenders Park Wards have recently been merged (against the Parish Council's wishes) with the Bushey (south) County Electoral Division, also electing one Councillor.

The Parish has no community of interest with Districts to the east (Bushey), south (Harrow), or west (Northwood and Rickmansworth). There are no direct lines of communication with these Districts, the Parish being almost completely surrounded by the Green Belt.

The attached list of Religious, Political, Cultural, Sporting and Social Organisations gives some idea of the wide range of voluntary organisations in the Parish. The Parish Council believes that these organisations do not, unfortunately, receive adequate support from the existing Local Authorities.

The rates levied in the Parish for the current year are:

Hertfordshire County Council	12	2½	in the £
Watford Rural District Council	6	4½	in the £
	18	7	

(This includes a rate of 1¾*d.* precepted for by the Parish Council).

2. Proposed Future Development of Local Government in the Parish

The Parish Council has considered the future local government in its area for some years and set up a Boundaries Committee in 1954 which has presented several Reports to the Parish Council. At the Meeting of the Parish Council on November 14th, 1956, the following recommendation was passed:

> **"That, having regard to its special character, Watford Rural Parish would form an excellent, compact, effective and convenient Urban District with adequate population and resources. Any attempt to force it into Watford Borough or other adjoining District would be wrong in principle and contrary to the spirit of true local government."**

The Parish Council subsequently reviewed the situation in the light of Watford Borough Council's policy to obtain County Borough status, and on May 28th, 1958, the undermentioned resolution was adopted:

> **"That the Parish Council be informed that, in this Committee's view, if Watford Borough does not obtain County Borough status the Parish of Watford Rural should press for Urban powers. Should, however, Watford become a County Borough then this Parish should be prepared to merge with Watford. Further, that under no circumstances, does the Committee feel it desirable that the Parish should remain a Constituent part of Watford Rural District as it at present exists."**

The Parish Council feel that an amalgamation with Watford *County* Borough would have the great advantage that all local government powers would be incorporated in one Authority which would avoid the lack of adequate planning and co-ordination from which this area has suffered in the past. At present there are three local authorities concerned, namely the Hertfordshire County Council, Watford Rural District Council and the Parish Council, whilst the London County Council, being the owners of the majority of the property in the Parish, are also substantially involved.

The Parish Council believes that, having regard to its special character, the Parish would form an excellent, compact, effective and convenient Urban District with adequate resources and population, and that the granting of Urban Status to the Parish would have the following advantages:

1. The Urban District would be administered by elected representatives of the people residing in, and with close interest in and knowledge of, the District, and readily accessible to the residents.

2. The Council Offices and Officials would be centrally situated in the District and within easy reach of all the residents needing help and advice.

3. The Urban District Council would control the development of the District and its own expenditure, thus ensuring that it would be efficiently and economically administered without undue rate burden.

In no circumstances does the Parish Council desire that the Parish should remain part of the Watford Rural District which it feels is in most respects the antithesis of an ideal local government unit.

If Urban Powers are granted the Parish Council would like to suggest one or two minor adjustments of boundaries.

3. Notes on the Effectiveness of the Present Local Government Services in the Parish

(a) Education.

The Hertfordshire County Council is the Education Authority. Modern Secondary and Primary Schools have been provided and the Parish Council is proud of the high standards of these. For advanced education the children travel to the Watford and Bushey Grammar Schools and the Watford Commercial and Technical College. Grammar and Nursery Schools should be provided in the Parish.

The Parish Council appoints representatives to serve on the Managing Bodies of Junior Mixed and Infants Schools.

(b) Environmental Health.

These services are the responsibility of the Watford Rural District Council and, subject to the following comments, seem satisfactory:

Swimming Baths.

The provision of a Swimming Bath in the Parish is an urgent necessity which, so far, neither the Herts. County Council nor Watford Rural Council have met. At present the child and adult population have to travel to Watford or Bushey for swimming and many are deprived of swimming instruction due to the absence of facilities.

Refuse Collection.

The Rural Council provides this service which, in the view of the Parish Council, should be improved and made more regular and reliable. The widespread rural area makes tipping and collection difficult to control.

Burial Grounds.

The Parish Council is a constituent authority (with Watford Borough) of the Watford Burial Board which owns two Cemeteries in Watford. A new Crematorium to serve a wide area is being provided by another joint body in the near future.

Parks and Open Spaces.

The Watford Rural District Council proposes to convert a dis-used Golf Course into up-to-date Playing Fields for the Parish, and when this is done the needs of the people will be substantially catered for, although Playgrounds for children will have to be provided in other parts of the Parish.

(c) Housing.

Housing development in the Parish by the London County Council, the Rural Council and private building is satisfactory although, of course, more houses are needed for a long waiting list. There is no slum clearance problem and the Rural Council advance loans on Mortgage to help purchase and erect houses. Modern Building Bye-Laws operate.

(d) **Personal Health and Welfare.**

All these services are provided by the County Council and other appropriate bodies. There is a shortage of Doctors and Dentists, and there is need for an Adult Health Centre in the Parish.

(e) **Town and Country Planning.**

Administered by the County Council and Rural District Council, planning control in the Parish is mainly satisfactory, although "Joint" control does create difficulties. The County Council operate the National Parks and Access to the Countryside Act, 1949.

(f) **Traffic.**

The Herts. County Council is the Highway Authority and provides and maintains roads and bridges. There are a few roads not made up and taken over by the Council but, in the main, all are maintainable by the inhabitants at large.

Street Lighting is the responsibility of the Watford Rural Council and the Parish is well lighted by electricity.

Road Safety is dealt with by the County Council and a Road Safety Council operates in the Parish.

Electric Train and normal Bus Services are available.

(g) **Finance and Administration.**

The inaccessibility of the Offices of the Watford Rural District and the County Council is felt considerably by the residents of the Parish.

No financial problems have been encountered by the Parish Council. Nor is it anticipated that any would arise in the event of the Parish being created an Urban District.

The resources of the Parish are adequate to provide and maintain all essential services without undue burden being placed on the ratepayers.

3. Visits

The Parish Council would welcome visits by members of the Commission and would co-operate in every way.

4. Conclusion

The above are outline views only and the Parish Council will gladly elaborate them and provide all necessary evidence.

The Parish Council believes that the Parish should remain part of the County of Hertfordshire and be dealt with as a whole. This is evidenced by the strong resentment expressed by the people when recently two Wards of the Parish were transferred to the Bushey (South) County Electoral Division.

If the Parish is created an Urban District it would be (with perhaps two exceptions) the largest Urban District in Hertfordshire.

June, 1958.

Supplementary Evidence Submitted by the Watford Rural Parish Council

The Reply of the Watford Rural Parish Council to the Statement dated 25th March, 1959, submitted by the Bushey U.D.C. to the Royal Commission on Local Government in Greater London

BUSHEY'S CLAIM

1. The Watford Rural Parish Council has taken note that the Bushey U.D.C. considers that the Parish of Aldenham, the Carpenders Park Ward of the Watford Rural Parish, part of the Oxhey Ward of Watford and Elstree Village should be incorporated in the Bushey Urban District.

2. The Watford Rural Parish Council wishes to place on record that this action has been taken without reference to the Authorities concerned and without regard to the geographic, economic or cultural relationship of the Areas to Bushey Urban District. It believes the claim to these Areas has been made in the light of Bushey's fear of incorporation in the County Borough of Watford should this be created.

3. The Parish Council desires to emphasise that Bushey's claims have been completely rejected by the Aldenham and Watford Rural Parish Councils and have certainly not been approved by the Elstree R.D.C. or Watford Borough Council in so for as the suggestions for those Areas are concerned.

4. The Parish Council expresses the hope that the Royal Commission will not accept the claims of the Bushey U.D.C. which it does not consider are realistic or are in the best interests of local government in the Area concerned.

5. The Parish Council feels that the following *observations* on Bushey's Statement should be made:

(a) There are no direct lines of communication between this Parish and Bushey. In fact, Bushey can only be reached from this Parish (from which it is separated by a wide Green Belt) via Harrow or Watford. The residents of this Parish do not visit Bushey for shopping, business, cultural, religious, sporting or social activities or other pursuits. Neither would there be any community of interest between this Parish and Aldenham Parish and Elstree Village should these become constituents of an enlarged Bushey Urban District.

(b) The Parish Council rejects absolutely the views expressed by the Representatives of the Carpenders Park Ward namely, that .... "the majority of the residents of the Carpenders Park Ward do not agree with the Parish Council that, if Watford succeeds in its claim to County Borough status, this Parish should be incorporated with it *otherwise* the Parish should be created an Urban District". Indeed the Parish Council is convinced that the overwhelming majority of the residents in the Parish do not want the Parish divided and the Carpenders Park Ward transferred to Bushey.

(c) The Carpenders Park Ward is not "separated" from the remainder of the Parish by the railway line as stated by Bushey nor is the Carpenders Park Ward different in character from the rest of the Parish. In fact, the Railway Station is the Parish's focal point and most of the shopping ,business, religious, cultural, sporting and social amenities and the playing fields which serve the Carpenders Park Ward are on the west of the railway. The Blackwell, Eastbury, and Oxhey Hall Wards are well planned and the houses there are comparable with those on the St. Meryl Estate and, like the houses on the St. Meryl Estate, provide homes for persons employed in all walks of life.

(d) As previously stated by the Parish Council, almost every reason given by Bushey in support of absorbing the adjoining Parishes can certainly be argued more strongly in favour of Bushey being incorporated with Watford with which it is, in fact, physically interwoven at Bushey Arches . . . . and almost every reason given by Bushey for not being merged with Watford can, with far greater truth and conviction, be argued against Bushey's claim to the adjoining Parishes.

(e) It is a matter of surprise to the Parish Council that a local authority which claims that it is an efficient, convenient and effective unit of local government and sees no reason why its boundaries should be changed (paragraph 3(a) of its Statement), should forthwith proceed to claim adjoining Parishes.

(f) Finally, the Parish as a whole is a compact, self-contained unit and should never be split up.

Evidence Submitted by the Association of Municipal Corporations

1. This memorandum is submitted by the Association in response to an invitation from the Royal Commission on Local Government in Greater London set up with the following terms of reference:

> "To examine the present system and working of local government in the Greater London area; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metroplitan Police District together with the City of London, the Boroughs of Dartford, Romford and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District."

This memorandum deals only with broad principles, since it is known that the Commission are themselves obtaining details from individual local authorities in the area under review.

2. There are 111 local authorities within the area which the Royal Commission have under review, made up as follows:

The City of London;
3 County Boroughs;
2 County Councils and parts of 4 others;
42 Non-County Boroughs;
28 Urban Districts;
1 Rural District and parts of 2 others (including 6 Parishes in all);

28 Metropolitan Boroughs.

The total population of the area is 8,671,860 (mid-1957 estimate).

3. The Association has in membership all County Boroughs and non-county Boroughs in England and Wales, the City of London and all the metropolitan boroughs save Westminster. Of the 111 authorities within the Royal Commission's area, 73 are members of the Association.

4. The reorganisation of local government has been under consideration by the local authority Associations since 1942, and in April, 1954, this Association issued a report of which copies are forwarded herewith* for the information of the Commission.

5. Certain of the paragraphs of that report are so relevant to the Commission's terms of reference that we set them out *in extenso:*

---

*—Not reproduced in this publication.

(4) It is the belief of the Association that the reorganisation of local government must proceed on certain principles. They have not presumed to prepare a blueprint for the country, and are of the opinion that these principles can only be applied to local conditions after those conditions have been considered and local representations heard. They consider that each local government area should be so constituted as to ensure—

(a) the efficient administration of local government services for the well-being of the people;

(b) the provision of a unit which is economical and suited to the services allocated;

(c) the specialisation of institutions, such as further educational establishments, where this would be advantageous;

(d) the allocation of financial resources to the authority, whether derived from rates, Exchequer contributions or other revenues, which are adequate to meet the reasonable expenditure of the authority without causing an undue financial burden upon the ratepayers, while at the same time ensuring administrative and technical staffs of the calibre required by the service;

(e) the services of suitable elected representatives from all sections of the community, meeting at a convenient centre;

(f) the provision of units sufficiently compact to allow public opinion to exercise due influence upon the elected representatives.

(5) The simpler the structure, the more likely it is to be understood and to work well. Powers should be conferred directly upon the authority actually administering the service and exercised as of right, and one body of elected representatives should be accountable to the electorate. Responsibility should be one and undivided; and this means that the authority that raises revenue should also be entrusted with its expenditure. The Association regard these as maxims confirmed by experience to which any system of local government should conform. It is for these reasons that, subject to what is said in para.12, they consider the all-purpose authority—the one-tier system—to be the simplest, the most economical, the most democratic and the best.

(8) The Association see no reason why the same basic principles which they suggest should be applied to the rest of the country should not also be applied to those areas which are known as conurbations, with such limited modifications as the extent of the areas may make necessary in some cases. Community of interest is most marked in many large, densely populated areas, and the Association do not believe that they present such a serious difficulty as is sometimes suggested.

(9) There are some services (limited in number) which might not fit into the general pattern of any conceivable scheme of areas suitable for the administration of the generality of local government services. The Association have in mind technical colleges, main drainage and sewage disposal and main water supplies. For services such as these, joint committees representing the authorities concerned may be necessary. These joint committees should be confined in their powers as a general rule to planning or co-ordinating functions, without large staffs, and leaving actual administration to each local authority within its own area. Such

committees would consist of members of the several constituent authorities, instead of their membership being almost wholly different, as in the present two-tier system. The Association regard it as most important that as far as possible the executive powers should rest with the local authority.

(10) The need for joint committees, however, would be limited in scope. The Association prefer that, wherever it is desirable and possible that a service or an institution should serve several areas, it should be owned or managed by one of the units. and should serve the needs of the other areas on a contractual basis, as is indeed the case in many instances at present. The evils of divided responsibility and additional administrative costs would thereby be reduced.

6. We would particularly draw attention to para. 5 (8) above and the reference to the strength of community of interest in many large densely-populated areas. We see no reason to vary the views then expressed by the Association and we consider that they are as relevant to the area now under consideration by the Royal Commission as to any other conurbation. History and tradition have played their part in the formation of Boroughs in this area as elsewhere and we should not like to see their influence lightly discarded merely to gain a theoretical administrative advantage. The local seat of government is often well established, but unfortunately so many of the personal services are not under the control of the local authority nearest to the public.

7. In the light of the further consideration which we have now given to the task of the Royal Commission, we have come to the conclusion that the most satisfactory general pattern is that of the County Borough or "all-purpose" authority. We recognise, however, that there are certain functions in a large urbanised area which for a variety of reasons may need to be exercised by a body, or bodies, covering a wider area than that of a single unit of local government. We are aware that a substantial number of member corporations within the London area desires to see the retention of a two-tier system.

8. We consider that, in the main, those functions which need to be exercised over a wider area should be controlled either by one of the individual local authorities concerned or by joint boards or authorities working in groups, and we see no reason why the grouping should be the same for every one of the functions which has to be so dealt with; on the contrary, we think it inevitable that the grouping must vary according to local needs and circumstances.

9. Grouping should, in the main, be a matter for voluntary arrangement between the new local authorities, but we would accept the view that in relation to some existing functions, such as main drainage, where joint arrangements now exist or where powers are exercised by County Councils, a directive may have to be given at the outset as to the necessity for joint action on these matters by specified authorities.

10. As regards the City of London, we consider that its present duties and functions should remain undisturbed, on the understanding that any additional powers which may be conferred on local authorities in the area should also be conferred upon the City Corporation where appropriate.

11. The functions which appear to us to be worthy of special consideration in terms of the area over which they are to be exercised are the following:—

(i) **Main Drainage.**

At the present time the London and Middlesex County Councils are main drainage authorities for certain areas. We see no reason why joint committees should not take the place of these authorities in these areas.

In the main, however, this function is limited by geography or by physical conditions and the whole of the London area is not related in such a way as to make it advisable to consider the area as a whole.

(ii) **Sewerage and Sewage Disposal.**

These are essentially local services but, in relation to sewage disposal, joint arrangements have in the past often been made. We do not think there is any case for a uniform pattern. These services must be conditioned to local circumstances and needs.

(iii) **Refuse Disposal.**

The same remarks apply as in (ii). This is essentially a matter of local responsibility and if joint arrangements are desirable they can well be left to the local authorities to make.

(iv) **Education.**

Some aspect of the education service may need to be the subject of joint action as is the practice elsewhere in the country.

(v) **Town Development Plans.**

The first development plans under the 1947 Act have generally been prepared and will be the basis for further plans and revisions. In the preparation of these future plans and revisions, the whole of the urbanised area must still be looked at, particularly in relation to communications and broad development. The need for such a broad view should not, however, be allowed to conceal the equal or even greater need for the details of the plan being based on the local situation. Provided, therefore, that a sufficient measure of co-ordination can be achieved (and we have no reason to think that use cannot be made of the existing machinery operative in the area), we consider that the preparation of the plan and its day-to-day administration should be the responsibility of the local authority on the spot.

(vi) **Fire and Ambulance Services.**

There is much to be said for the combination of these two services but we see no reason for any departure from the normal practice of administration by the local authority; in so far as any joint user is necessary this can be done by arrangement between the local authorities themselves.

12. As regards the size of the local authorities, we do not wish to suggest any rigid pattern; in fact we think this can only be settled after detailed consideration of local conditions and with due regard to the considerations referred to in para. 6. In 1954, the Association expressed the view that 50,000 was a suitable population to sustain all-purpose government, and we do not depart from that view. In the Local Government Act, 1958, there is a statutory presumption that a population of 100,000 is sufficient to support the discharge of the functions of a County Borough Council. Authorities of a smaller population may make a similar claim and if they are able to satisfy the Commission that their claim is a reasonable one they may also have the full range of local government powers given to them. We see no reason why there should be any differentiation between the London area and the rest of the country in this regard.

Victoria Station House,
Victoria Street,
London, S.W.1.

9th October, 1958.

Evidence Submitted by the County Councils' Association

Introductory

1. The Association are glad to have the opportunity of submitting a memorandum of evidence to the Royal Commission. They are aware that five of the Association's largest constituent authorities—namely, the Essex, Hertfordshire, Kent, Middlesex and Surrey County Councils—have submitted full and detailed memoranda of their own. The Association think it would be useful, nevertheless, to make known to the Commission their views upon certain of the general principles involved.

Existing Arrangements Work Well

2. Even if neatness, order and simplicity were the only considerations to be borne in mind the task of devising a pattern of local government for the Greater London area would be difficult enough. The Association do not consider, however, that these objectives should be the primary ones in the search for the most satisfactory forms of local government.

If the Royal Commission were able to start with a 'clean sheet' their task would be infinitely simpler, and might lead to an ideal solution compounded of the best of all that experience has shown to be effective, economical and convenient in local government administration. This, however, is not the situation with which the Royal Commission have to deal. It is, in the opinion of the Association, imperative to take fully into account the existing situation and the extent to which, and the manner in which, the several local government services have been developed by and around existing local government units—frequently, in the case of County services, without being tied or hampered by any need to observe the boundaries of County districts. It is imperative, too, to recognise that changes should not be made because a mere balance of advantage can be expected. The balance of advantage must be so great in extent and so certain of realisation as clearly to justify the upheaval which will follow from the changes contemplated.

3. However untidy and involved any local government system may appear on paper, the acid tests of it must always be: 'Does it or will it work well in practice?' and 'Are the members of the public satisfactorily served by it?' The fact that somewhat different systems and procedures seem to work equally well does not mean that to secure an appearance of uniformity one should be preferred to the other.

The Association consider that in the Greater London area the existing arrangements work reasonably well; and this opinion finds support not only in the White Paper on Areas and Status (Cmd 9831, para. 16), but generally also in the recently published evidence by Government Departments, who are in close touch with the various local government services, and can claim to be able to take a dispassionate and objective view.

Are the members of the public satisfactorily served? The Royal Commission will no doubt take steps to inform themselves. It is well to bear in mind, however, the general experience of local authorities that, by and large, the interest of the public in the services which they provide is seldom aroused except by incidents which more often than not are related to lapses of administration rather than to imperfection of structural organisation or inappropriate exercise of functions. The Association are not aware of any substantial public dissatisfaction with either the existing system of local government in the Greater London area or with the standard of the services provided.

White Paper Suggestions

(a) Continuance of Existing System.

4. The White Paper on Areas and Status, in paragraphs 40 and 41, mentioned two possible methods of improving the pattern of local government within the conurbations (or special review areas). One method (paragraph 40) is the continuance of the existing two-tier system of administration—accompanied, perhaps, by some ajustments of boundaries and some reduction in the number of authorities. The Association are convinced that this method is the one which will best secure the improvement of local government services in the Greater London Area.

(b) County Borough Government.

5. The second method (paragraph 41) is the adoption of County Borough government for the whole area, either by the creation of a single all-embracing County Borough or by the formation of a group of County Boroughs.

6. As regards the proposition of a single all-embracing County Borough to cover the whole area, this was not considered in the White Paper to be practicable for a large conurbation; and in the Association's view, it cannot be regarded as a realistic approach to the problems of Greater London, which has a population well over three times that of the largest special review area.

7. The formation of a group of County Boroughs to cover the whole of the Greater London area is a proposition which also the Association reject. It is doctrinaire rather than realistic, for it fails altogether to take due account of the past and extensive development of services which have been planned largely on a county basis. If it resulted in the creation of a 'multiplicity of autonomous authorities' (which the Government themselves have declared to be undesirable) it would rob the population of many parts of the area of the undoubted benefits which have flowed from the planning and the administration of services over a wide area and large population.

8. Moreover, the formation of a group of County Boroughs to cover the whole area would, for example:

(i) be prodigiously wasteful of effort, money and manpower expended on services which are developing quickly;

(ii) require the establishment of a series of new administrations to serve the newly-formed County Boroughs, each with a complete hierarchy of professional, technical and administrative staff, and would thus almost inevitably lead to shortages elsewhere or to the provision of services which suffered from the employment of staff of insufficient calibre and experience;

(iii) without guarantee of any satisfactory substitute, destroy the sense of community and identity which many existing local authorities have, in spite of difficulties in the early stages, succeeded over the years in creating;

(iv) offer no reasonable prospect, let alone certainty, of better services for the people;

(v) by the fragmentation of services planned and developed over a much wider area, on their transition to a number of County Borough Councils, be likely to result in a depreciated service at no less cost or a comparable service only at a greatly increased cost;

(vi) by the severance of large parts of the areas of the Home Counties, disrupt and damage the services provided by those counties without any certainty of improving the general standard of provision.

As regards severance, the Association understand that the Essex, Hertfordshire, Kent and Surrey County Councils have made it clear in their evidence that, far from the likelihood of any increased efficiency, economy or other public advantage resulting from the severance of the metropolitan parts of their areas, there would be definite disadvantages in any such proposal—and these disadvantages would be particularly marked in the areas retained by the County Councils concerned.

Co-ordination

9. The White Paper, in paragraph 42, envisaged that if either of the foregoing two methods were adopted, there might still be a need to co-ordinate or administer certain unspecified local government services in common for the whole conurbation. It then suggested that such co-ordination or common administration might be secured in one of two ways, i.e., (1) by creating joint bodies representative of the various authorities in the conurbation; or (2) by means of a directly-elected upper-tier authority.

Joint Boards and Joint Committees

10. With regard to alternative (1), the Association dislike both joint boards and joint committees which, of all administrative devices, are the least likely to appeal on the score of efficiency, economy or democracy. The members of such bodies are not directly responsible to the electorate and financial control of them is inevitably remote and either difficult or ineffective. In short, the creation of this hybrid form of local government could not be regarded as either simplifying local government organisation or improving service to the public; and it would aggravate the already undesirable degree of removal of the electorate from the provision of services for which they are required to pay.

11. Although in this memorandum the Association have sought to confine themselves to general principles, they feel it necessary to dissociate themselves entirely from the suggestions made by the Ministry of Transport for grouping existing highway authorities into a number of single-tier 'joint boards'. The Association would regard any such solution as quite unacceptable and as one which would ignore altogether the vital importance of closely co-ordinating proposals for roads leading out of Greater London with the road plans of the adjoining Home Counties.

A Directly-Elected Upper-Tier Authority

12. As regards alternative (2), the Association do not consider that any of the service at present administered by the County Councils in the Greater London area would

better serve the public were they to be administered over the whole of that area by a new authority. On the contrary, they would regard such a solution as respects any county service with considerable disquiet because it would disrupt and damage a service provided and developed by the County Councils of the Home Counties to serve their counties as a whole and without regard to the boundary between the area under review by the Royal Commission and the remainder of the counties outside it. It would serve to throw overboard the advantages flowing from the careful planning and development of services undertaken by the County Councils over many years without any certainty of improving the general standard of provision but with the certainty of having to reorganise the several parts of the existing services, not only within the review area (in order to merge them into one single cohesive service to be provided by the new upper-tier authority) but also in the parts outside it (to adapt the services to the needs of the reduced county areas for which the County Councils would remain responsible).

In this connection it is pertinent to refer, in regard to the largest of the services administered by County Councils, to the following extract from the evidence submitted by the Ministry of Education:

> "In particular, no justification is seen in the sphere of education for a new top-tier authority covering a wider area than the London County Council. The large-scale planning and the co-ordination of resources that are particularly required in the field of further education can be effectively secured by voluntary co-operation between authorities" (p. 24).

Metropolitan County Councils?

13. Another possibility which may be suggested to the Royal Commission is the creation of new County Councils for the metropolitan areas of Essex, Hertfordshire, Kent and Surrey. Whilst it is not contended that authorities of that kind would be unable to provide 'county services' for the areas in question, the Association can see no possible justification for all the disadvantages of severance, dislocation and the unavoidably heavy additional expenditure on administration which such a proposition would entail. On the contrary, such a drastic change would, in the Association's view, be most unlikely to result in local government services which were either as efficient or as convenient as those made possible by the existing balance of urban and rural territories and communities in the Home Counties.

The Association can see no logical reason why County Councils, parts of whose territories fall within the Greater London area, should not continue to operate as the first-tier authority in respect of the services for which they at present have responsibility.

The Views of the Association

14. So far the Association have been concerned to point to the disadvantages or impracticability of adopting one or other of the 'solutions,' for the Greater London area, which have been adumbrated in the past. A solution presupposes the existence of a major need and a major problem.

The existence in a densely populated urban area of a large number of local authorities of different kinds and sizes does not of itself necessarily present any problem. Indeed, it may properly be said that the creation and existence of a relatively large number of lower tier authorities is the practical and acceptable means of providing a local government to administer services which do not require for convenience, economy and effectiveness to be planned and administered over a large area and population.

15. As already indicated, the Association are entirely persuaded of the need for continuing the existing two-tier administration in the Greater London area; and consider that an overwhelmingly strong case would need to be made out before any substantial change were made in an established system of administration which has so fully and for so long justified its existence, and 'has responded well to the abnormal demands made on it during the war' and since the war.. As regards boundary adjustments, the Association understand that there is no desire by any of the major authorities for any material change; but only for agreed marginal adjustments.

16. The absence, in the Association's view, of any really major problems necessitating radical changes means that any advice which the Royal Commission may desire on minor problems will best be obtained from the individual local authorities themselves. The Association wish, however, to make one final observation. They would regard as exceedingly ill-advised any alteration of the present organisation of the education, health and welfare services—which are and ought to be inseparably linked. They remind the Royal Commission that not only have vast sums been spent and immense efforts made to bring these services to their present state of development, but that they have been planned and developed over wide areas and extensive populations to give the best possible service, the widest possible range and choice of services, and the best technical servants. Furthermore, both the education service and the health and welfare services are on the threshold of further major advances, and by a change in their administration would need to be supported by the most convincing of reasons and the certainty of substantial advantage.

In this connection, the following extracts from the evidence submitted to the Commission by the Ministry of Education are particularly relevant:

> " . . . any scheme for the creation of a cluster of County Boroughs in the metropolitan fringes of Essex, Kent, Surrey or Hertfordshire would have serious educational disadvantages. No major changes are recommended on educational grounds in the boundaries of any of the four counties."

> "Accordingly the Ministry are not disposed to suggest on education grounds any division or amalgamation of the areas of the existing local education authorities . . ."

17. The Association will be glad to elaborate by oral evidence the general principles discussed in this memorandum; and they have appointed representatives for that purpose.

Evidence Submitted by the Hertfordshire Borough & District Councils' Association

Town and Country Planning

Delegation of Functions under Part III of the Town and Country Planning Act, 1947

1. The Hertfordshire Borough and District Councils Association comprise in membership all 34 County District Councils in Hertfordshire. These Districts are listed according to population in the appendix. Only nine of these County Districts (or parts of them) are within the area now being reviewed by the Royal Commission. Nevertheless many of the comments in the statement on town and country planning submitted to the Royal Commission in June 1959 by the Hertfordshire County Council are of common concern to all the Association's constituent councils; and the Association consider it desirable to correct the distorted picture presented by that statement.

2. After the passing of the Town and Country Planning Act, 1947, the Association negotiated the terms included in agreements between the Hertfordshire County Council and each of the County District Councils in the county providing for delegation to the County District Councils of many of the functions under Part III of that Act subject to various restrictions. The Association had hoped to secure more effective delegation than was provided by these agreements, but accepted the terms with the reservation that they would seek a revision after experience of their working. In 1952 revised terms were negotiated which went some way towards meeting the Association's points. These revised agreements were for two years, at the end of which time the Association sought further improvements in the terms but, as no settlement could be made with the County Council, it was arranged that the 1952 agreements should be continued indefinitely subject to termination by a years' notice. Since 1954 the Association have been anxious to proceed with the negotiations; and a meeting with representatives of the County Council was held on 14th November, 1956, at which various points were discussed, after which the County Planning Committee set up a Sub-Committee to consider the Association's proposals. On the 7th March, 1959, the County Council notified the Association that they understood the Minister of Housing and Local Government proposed to issue a circular with guidance and model delegation agreements and accordingly the County Council saw no point in continuing negotiations before the circular was issued. This circular (No. 58/59) was issued only on the 18th November, 1959, and the Association are now asking for a resumption of negotiations. In the meantime, on the 12th December, 1958, the County Development Plan was approved by the Minister; a fact which, in the view of the Association, makes it even more proper for the existing agreement to be reviewed.

3. The Association confine their observations to the operation of the delegation agreements. As the majority of the Association's constituent authorities are outside the Royal Commission's review area, the Association could not usefully comment on suggestions for the alteration of the constitutional position provided by the Town and Country Planning Act, 1947. The Association hope, however, that their comments will assist the Royal Commission in considering the merits or otherwise of the general principle of delegation.

4. The Association realise that a few of their constituent Authorities (to be found among the smaller ones) are satisfied with the present delegation agreements but most of them are not.

5. The Association do not accept the implications throughout the County Council's statement that District Councils cannot be trusted to act reasonably, responsibly and effectively and that planning is a mysterious service beyond their comprehension. The Association have always recognised that there may be a few District Councils who, generally because their small resources prevent them providing locally the necessary staff, would be unable to discharge enlarged duties; but the Association have never understood why this factor should prohibit the other District Councils with adequate resources from being given the freedom from the Divisional Planning Officers detailed control which they have sought for a long time.

6. The Association are aware that many of their constituent authorities are concerned about the following points:

(1) In practice the County Council seem to fail to observe the spirit and, in some cases, the letter of the agreement. This probably arises from a failure by the County Council to realise the nature of the concept of delegation, which the Association consider is the giving to the agent of real responsibility within the limits of broad policy established by the principal. Several examples could be given, but the County Council's attitude of mind is probably best illustrated by the phrase in paragraph (3) of their statement that "all correspondence with the applicants is funnelled through the Surveyor to the District Council and he is brought into all meetings with applicants", which implies that the Surveyor is a kind of post office and meets applicants by courtesy of the County Council. The agreements in fact provide that all such correspondence and meetings are the responsibility of the District Council (generally through their Surveyor); consequently it is the Divisional Planning Officer, not the Surveyor, who is brought into such meetings.

(2) The County Council have insisted on the same terms of delegation for all the County District Councils, irrespective of size and resources. Consequently when a few of the smaller County District Councils did not wish to be responsible for maintaining the register of applications, the County Council refused to delegate this responsibility to the remaining Councils who were willing to accept it and those Councils were consequently denied the opportunity of securing greater freedom which the County Council might otherwise have been willing to allow. It is to be hoped that paragraph 6 of circular 58/59 will induce a change of heart in the County Council.

(3) The delay by Divisional Planning Officers in supplying their observations to District Councils on appeals to the Minister which leads to consequent delay on the supply by the District Councils to the Minister and to the appellant of the statement required by Ministry of Housing and Local Government circular 9/58.

(4) The detailed control exercised by Divisional Planning Officers on applications for planning permission.

7. The Association make the following comments on the County Council's statement and on the general operation of the delegation agreements:

(1) The agreements provide for the District Council to send a copy of every planning application to the Divisional Planning Officer who is required to inform

the District Council within seven days if he does not propose to make a recommendation about it. The County Planning Officer's annual reports show that Divisional Planning Officers have made recommendations about every application, however trivial. It appears from the County Council's statement that (presumably sometime in 1959) the County Council instructed their Divisional Planning Officers not to make so many recommendations, but the District Councils were not notified of these instructions which do not yet seem to be widely operated. The County Council's statement implies that 92% of the applications can be left for decision to the District Councils without prejudicing the County Council's planning policy; and shows that on only 0·8% of the applications was there any significant difference about the decision to be made. Experience shows that a considerable proportion of these differences were resolved in favour of the District Council's opinion. The Association consider that the Divisional Planning Officers should intervene only in the small number of important applications revealed by the County Council's figures. This would permit him to devote more time to other important matters, such as the review of the development plan and some of the detailed work on the preparation and revision of town maps.

(2) The County Council have only themselves to blame for the burden of having to deal with "additional local land charge searches", because if they had agreed to the register of applications being kept by those District Councils which wished to do so, they would not have the greater part of this work. The extra burden on the District Councils would have been negligible because they are already dealing with the same kind of enquiries with searches in their own local land charge registers. The Association are thus reinforced in their opinion that the Divisional Planning Officer devotes too much of his time to detailed work (some of it duplicated by the District Council) and that he could be relieved of much of it with advantage to both the County Council and the District Council but without detriment to the maintenance of the County Council's planning policy.

(3) the delegation agreements provide for the District Councils to undertake consultations with other authorities, but in practice the Divisional Planning Officers have insisted on doing the work.

(4) It is natural that the District Council should take longer to handle an application than the Divisional Planning Officer because the District Council receive the application in the first instance and then have to await the Divisional Planning Officers' recommendation before they can proceed to a decision.

Town Hall,

Hemel Hempstead.

23rd November, 1959.

Appendix

County District Councils in Hertfordshire
Listed According to Population

Name	*Population (Registrar-General's estimate mid-1958)*
Watford M.B.*	73,350
Watford R.D.*	55,490
St. Albans M.B.	47,880
Hemel Hempstead M.B.	46,390
East Barnet U.D.*	41,200
St. Albans R.D.	34,480
Hatfield R.D.	34,430
Stevenage U.D.	30,140
Welwyn Garden City U.D.	29,710
Cheshunt U.D.*	29,450
Elstree R.D.*	27,470
Rickmansworth U.D.*	27,450
Barnet U.D.*	26,100
Letchworth U.D.	22,840
Hitchin R.D.	22,400
Hitchin U.D.	21,990
Bushey U.D.*	18,880
Harpenden U.D.	16,500
Hoddesdon U.D.	16,440
Bishops Stortford U.D.	16,290
Hertford M.B.	15,090
Hemel Hempsted R.D.	13,340
Berkhamstead U.D.	12,200
Ware R.D.	11,720
Braughing R.D.	10,430
Ware U.D.	9,320
Hertford R.D.	9,160
Baldock U.D.	7,090
Chorleywood U.D.*	6,320
Berkhamsted R.D.	6,320
Welwyn R.D.	6,150
Royston U.D.	5,500
Tring U.D.	5,380
Sawbridgeworth U.D.	4,390

*—district or part of district in area being reviewed by the Royal Commission.

Evidence Submitted by the Metropolitan Boroughs' Standing Joint Committee

Contents

Part	Subject	Page No.
I	Constitution, Membership, Functions, etc., of Metropolitan Boroughs' Standing Joint Committee:	
	(A) Membership and Objects	637
	(B) Functions, etc.	638
II	Functions of Metropolitan Borough Councils	643
	Section 1—Functions listed in Appendix B to letter from Chairman of Royal Commission dated 17th February, 1958	644
	Section 2—Additional Functions	647
III	Statistics relating to Metropolitan Boroughs and City of London. (Area, population, rateable value, produce of 1*d*. rate and rate poundage)	652
IV	Observations on number, size and resources of Metropolitan Boroughs	652
V	Considerations affecting distribution of functions	653
VI	Proposals for transfer of functions to Metropolitan Borough Councils	654
VII	Summary	655

NORMAN G. M. PRICHARD,
Chairman.

Westminster City Hall,
Charing Cross Road, W.C.2.
October, 1958.

A. G. DAWTRY,
Honorary Clerk.

PART I—CONSTITUTION, MEMBERSHIP, FUNCTIONS, ETC., OF STANDING JOINT COMMITTEE

(A) Membership and Objects

1. The Metropolitan Boroughs' Standing Joint Committee, which has been in existence continuously since 1912, is an Association of Local Authorities appointed by the twenty-eight Metropolitan Borough Councils and the Common Council of the City of London, under Section 129 of the Local Government Act, 1948. Its objects are—

(i) To protect and advance the powers, interests, rights and privileges of the constituent Councils.

(ii) To discuss questions of London Government, and to advise and assist the constituent Councils in the administration of their powers and duties.

(iii) To watch over and protect the powers, interests, rights and privileges of the constituent Councils as they may be affected by legislation, or proposed legislation, public and private, or otherwise.

(iv) To express the views of the constituent Councils as a whole to appropriate bodies or persons whenever deemed advisable.

Each constituent Council appoints three representatives, one of whom may be the Town Clerk (in the case of the City Corporation the Town Clerk or the Remembrancer).

2. The Committee has three Standing Sub-Committees (General Purposes, Works and Refuse) each of which consists (in addition to the Chairman, Vice-Chairman, Deputy Chairman and Honorary Treasurer who are ex-officio members of all Sub-Committees) of one member nominated by each of the constituent Councils. Each of the three standing Sub-Committees has a Town Clerk as its Honorary Clerk, the work of the Sub-Committees being co-ordinated by the Honorary Clerk to the Committee, who is also a Town Clerk. The Committee also usually appoints a Special Sub-Committee of ten members (including the Chairman, Vice-Chairman, Deputy Chairman and Treasurer of the Committee, ex-officio) to deal with such matters (usually of special importance) as may be referred to them.

3. The Committee and each of its three Standing Sub-Committees normally meet once a month.

4. The Committee has established standing Advisory Bodies appointed respectively by the Metropolitan Associations of Town Clerks, Borough Treasurers, Medical Officers of Health, Borough Engineers and Surveyors and Borough Librarians. The Advisory Bodies meet at least once a month when they consider matters affecting them which appear on the Agendas for coming meetings of the Sub-Committees of the Standing Joint Committee. A representative of each of these Advisory Bodies attends meetings of Sub-Committees in a consultative capacity. The Advisory Bodies are thus able to submit technical advice to the Sub-Committees on various matters.

5. Since its membership is confined to the twenty-eight Metropolitan Borough Councils and the City Corporation, the Standing Joint Committee is the only body whose views are necessarily those of the majority of the Metropolitan Borough Councils.

(B) Functions, etc.

6. The main reason for the formation of the Standing Joint Committee in 1912 was a desire to co-ordinate the activities of the twenty-eight Metropolitan Borough Councils and the City Corporation and, at the first meeting of the Committee held in April, 1912, the Committee invited the constituent Councils to refer to them all questions of general interest to Metropolitan Authorities which might profitably be considered by the Committee.

7. Throughout the 46 years of the Committee's existence it has functioned effectively as a co-ordinating and advisory body in matters affecting the common interests of Metropolitan Borough Councils. Within the compass of a Memorandum of this character it is impracticable and unnecessary to set out all the subjects which have been dealt with by the Committee, but a few examples have been seected to show to the Royal Commission how by combining in such a Committee a large number of Boroughs can function effectively alongside seach other in a metropolis. In this way they are able to provide a uniform and smooth-running local government service over the whole area without the irritations and anomalies which a multiplicity of neighbouring local authorities might be expected to create. The examples referred to are as follows:

(i) Housing and Slum Clearance.

During the period of the Committee's existence there have been many important Acts of Parliament dealing with housing problems and, in view of the fact that the London County Council and the Metropolitan Borough Councils have concurrent responsibilities within the County of London for new housing and slum clearance, the Standing Joint Committee has been called upon to play a vital part in the co-ordination of the activities of the authorities concerned in order to prevent overlapping and to secure the efficient implementation of the housing policies of the various Governments.

(ii) Town Planning.

The London County Council are the planning authority for the County of London and the Standing Joint Committee has assisted the London County Council to devise the administrative machinery to give effect to those provisions of the Acts which require the London County Council to consult Borough Councils on certain classes of application for planning permission.

(iii) Traffic.

Here again, throughout the Committee's existence, and particularly in recent years with rapidly increasing traffic congestion, the Standing Joint Committee has acted as the co-ordinating body in connection with the numerous problems which have arisen. The most recent of these activities related to the installation of parking meters. The Committee, at the request of the Minister of Transport, prepared a memorandum with a view to the adoption of a common policy by the constituent Councils on a number of matters likely to arise in connection with parking place orders and the installation and operation of parking meters.

(iv) Street Trading.

Since just after the first world-war, the Committee has acted on behalf of the constituent Councils in regard to measures to secure uniform treatment of the street trading problem in London and, following discussions with the Home Office, legislation was promoted in the London County Council (General Powers) Acts of 1927 and 1947.

One aspect of street trading is the question of charges for the removal of refuse. These are regulated by bye-laws made by the Home Secretary, and have from time to time been increased to meet rising costs of removal. Since 1927 the Standing Joint Committee, on behalf of the constituent Councils, has conducted all negotiations with the Home Secretary in relation to these charges and two years ago appeared by Counsel at a Public Inquiry held by direction of the Home Secretary. Following his consideration of the Inspector's report, the Home Secretary substantially increased the maximum charges. He asked, however, that a special research should be undertaken by efficiency experts into the methods in use for the collection of refuse and the extent to which savings in cost could be brought about. This research is at present being undertaken by the staff of the Metropolitan Boroughs' (Organisation and Methods) Committee *(see post para. (xi)*.

(v) Refuse Collection and Disposal.

The Standing Joint Committee has played a very large part in co-ordinating the activities of the constituent Councils in connection with refuse collection and disposal. In 1932, following the publication of the Report of the Departmental Committee on London Cleansing, the Standing Joint Committee set up, within their framework and organisation, a Cleansing Sub-Committee to consider and advise on questions relating to the collection and disposal of London refuse. This Sub-Committee made an exhaustive study of the problems relating to the collection and disposal of refuse and produced two comprehensive reports on—(i) Disposal of Refuse; and (ii) Collection of House and Trade Refuse, Street and Gulley Cleansing and Costing.

There is no doubt that the work of the Cleansing Sub-Committee, acting within the framework of the Standing Joint Committee, led to a vast improvement in the arrangements and methods of the constituent Councils in the collection and disposal of refuse.

After the war, the Sub-Committee was reconstituted under the title of Refuse Sub-Committee and among its main activities since then have been—

(a) division of the constituent Councils into convenient groups for the disposal of refuse with a view to the Councils in each group combining for purposes of final disposal;

(b) preparation of a scheme for the disposal of refuse in an emergency such as a strike when normal methods of disposal are not available;

(c) co-ordination of arrangements relating to the disposal of refuse from London County Council housing estates.

(vi) *Civil Defence.*

Another example of action by the Standing Joint Committee has been the co-ordination of the activities of the constituent Councils in war-time. Even during the first world-war, the Committee played an important part in co-ordinating the activities of the constituent Councils in connection with various war-time activities of the Councils.

Prior to and during the second world-war, when the Borough Councils had extensive Civil Defence functions and had to make provision for minimising the effects of air raids and dealing with their consequences, the Standing Joint Committee set up a special Civil Defence Sub-Committee. This Sub-Committee, acting within the framework of the Standing Joint Committee, co-ordinated the Borough Councils, large scale planning arrangements before the outbreak of war. During hostilities they were continuously engaged in co-ordinating the activities of the Borough Councils and also, as a medium between Government Departments and the London County Council and other public bodies on the one hand, and the constituent Councils on the other, for advising on the day-to-day problems which were common to most Civil Defence authorities.

Since the passing of the Civil Defence Act, 1948, the Committee has acted as a co-ordinating authority in connection with Civil Defence arrangements to be made in London and is consulted as a matter of course by the Home Office on problems affecting Metropolitan Borough Councils. The most important of these problems is probably the proposed London Operational Plan, in relation to which the Committee has been the channel of communication as respects not only its formulation and acceptance in principle by the Metropolitan Borough Councils but also the steps for implementation (*e.g.*, the selection of Sub-Regional and Area Controllers).

(vii) *London County Council (General Powers) Bills.*

For very many years the Committee has acted as an intermediary between individual Borough Councils and the London County Council in connection with legislation seeking to confer general powers on Metropolitan Borough Councils. If the Committee considers that a proposal for legislation has merits it seeks the views of the constituent Councils and, if sufficient support is forthcoming, it requests the County Council to promote the necessary legislation through the medium of a General Powers Bill. All subsequent discussions and negotiations during the progress of the Bill on the clauses sponsored by them are carried out by the Committee in co-operation with the London County Council. This arrangement canalises action through one body and obviates the necessity of Parliament and the London County Council having to deal with 28 separate authorities.

(viii) *London Rate Equalisation Scheme.*

After the passing of the Local Government Act, 1948, the Committee, on behalf of the constituent Councils, negotiated with the Minister the terms of the Scheme of rate equalisation, made under Section 10 of the Act, prescribing the payments to be made to the Councils of those Metropolitan Boroughs whose rateable values are less than the standard rateable value.

In anticipation of the passing of the Local Government Act, 1958, which has extended the provisions of Section 10 of the 1948 Act, the Committee recently initiated action with a view to a revision of the Scheme.

(ix) Clean Air.

Immediately on the passing of the Clean Air Act, 1956, the Standing Joint Committee circularised its constituent Councils with the object of securing the introduction, area by area, on a planned basis, of smoke control areas, so as to achieve complete cover of the London area in this respect, at the earliest practicable date. The Standing Joint Committee's plan provides for the progressive extension of control areas from the centre of London, fanning out area by area, to the perimeter of the County. The Committee is also considering the setting up of a consultant service to assist the constituent Councils in their activities.

(x) Street Lighting.

The Standing Joint Committee has recently prepared and published "Practice Notes for Street Lighting in London" with the object of securing greater uniformity in lighting throughout the County.

(xi) Organisation and Methods.

Early in 1948, in view of the mounting expenditure on local authorities staffs and the urgent necessity to economise in manpower, the Standing Joint Committee decided that the principle of the Organisation and Methods Branch of H.M. Treasury could with advantage be applied to the Metropolitan Borough Councils. As this would involve the employment of paid staff the Committee came to the conclusion that a separate Statutory Committee should be formed under the provisions of the Local Government Act, 1933. The Standing Joint Committee accordingly prepared a draft Constitution and invited the 28 Metropolitan Borough Councils to participate in a new Committee called the Metropolitan Boroughs' (Organisation and Methods) Committee. Twenty-two Metropolitan Borough Councils decided to join in the formation of the new Organisation and Methods Committee and the first meeting was held on the 19th March, 1951. The functions of the Organisation and Methods Committee are to undertake systematic reviews of the existing machinery and departmental methods of the constituent Councils and to advise on methods for securing maximum efficiency.

During the past seven years the Organisation and Methods Committee has prepared and issued to the constituent Councils reports on a number of general subjects, including Housing Management, Incentive Bonus Schemes, Transport Organisation, Architectural Schemes and Offset-Lithographic Printing. The main activity, however, has been that of undertaking specific assignments of a local character requested by the constituent Councils. To date 46 of these have been completed or are in the process of completion; others are awaiting attention. The object of each specific assignment is to assist the constituent Council concerned to gain greater benefit from their expenditure of resources and to save money. Whilst it is not possible to quote precisely the total savings now achieved, it amounts to many tens of thousands of pounds annually.

Amongst general arrangements now in hand two are of special interest, *viz.*: (i) An investigation is being undertaken on behalf of all the Boroughs (at the request of the Home Office) into the arrangements for the cost of the administration of street markets; and (ii) A study is being made of automatic (electronic data processing) systems.

This latter study is perhaps worthy of further comment. The Committee has for several years been aware of the possible advantages of using electronic data processing equipment in offices; some time ago it instructed its staff to study the equipment, and the progress being made by other organisations, both local authority and commercial, in its application to clerical work.

A request was received in July, 1956, from Greenwich Borough Council to study their financial work and advise upon changes, if any, which would be beneficial. The Council were concerned with the difficulty of filling posts carrying out routine tasks and were faced with the need to renew mechanical accounting equipment. The study sought first to establish the basic and essential needs of a Council for financial records. It showed that both historical information to give a periodic account of stewardship, and management accounts to give a day by day indication of the state and progress of the services, were required.

The ability of a large comprehensive computer to meet these needs appeared to be outstanding, provided full use was made of the machine's potentialities, *i.e.*, its capacity, its speed, and its ability to select logically between alternative courses of action which had been thought out beforehand. Such a large machine could undertake some types of clerical work; it could assimilate and process great quantities of information, selecting for senior officers only those items which called for action. An installation providing for this full use of electronic data processing equipment is coming to be known as an "automatic office".

Experience has been obtained by planning the use of the equipment for the payroll and its ancillary clerical tasks at Greenwich Town Hall, and purchasing sufficient time each week—about half an hour for work which had previously taken about three hundred hours—on an existing commercially-owned computer. This work is now being dealt with automatically.

The capital cost of a comprehensive electronic data processing installation is very large (between £100,000 and £200,000), and the planning of the installation and the transfer of work to an automatic office is a big task. It takes many man years to complete and requires specialist skills and experience. Thus, one Metropolitan Borough Council desiring to use a service would have to rely on buying time from an existing installation. A number of authorities in association could, however, provide sufficient work-load and resources to establish and manage their own automatic office.

A provisional scheme to establish a joint automatic office has been worked out and is at present being considered by seven Metropolitan Borough Councils in the south-east of the County, each of which is keen to participate provided it is satisfied that its own requirements can be met economically. This scheme is comparable with the work being undertaken at present by the largest and most advanced organisations of any type in this country and in America. It promises the introduction to local authority services of greatly improved management information and techniques, of assistance with the problems of staffing for routine tasks and, ultimately, of economy.

(xii) Public Libraries.

Since 1934 the Standing Joint Committee has been responsible for the maintenance and management of the London Public Libraries' Union Catalogue, which maintains a catalogue of all non-fiction works in the London public libraries. Under this scheme any London public library can ascertain from the Catalogue whether and if so where, a particular book is available. The Catalogue then arranges the loan, of the book from the "owning" library to the "borrowing" library. In addition the Catalogue provides (i) information regarding book resources and their location; (ii) assistance in the assessment of book provision in relation to demand; and (iii) co-ordination of public book resources in the Metropolitan area. The effect is that the resources of every public library in the County of London are available to an individual borrower, who is thus able to obtain the loan of a book which would not be available from his own Borough Council's public library. During the year ended 31st March, 1958, 25,300 applications were received by the London Union Catalogue, 24,000 of which were satisfied.

Since 1948, the Standing Joint Committee's duties in regard to the London Union Catalogue have been vested, under its aegis, in a specially constituted body "The Metropolitan Boroughs' Library Committee", consisting of one representative appointed by each constituent Council, together with the Chairman, Vice-Chairman, Deputy Chairman and Treasurer of the Standing Joint Committee, ex-officio.

All the Metropolitan Borough Councils also participate in a scheme called "Inter-availability of readers' tickets" under which a reader's ticket issued by one Borough is valid in any other Metropolitan Borough Library in respect of both fiction and non-fiction books. This scheme was organised by the Standing Joint Committee.

PART II—FUNCTIONS OF METROPOLITAN BOROUGH COUNCILS

8. The Standing Joint Committee feels that it would be helpful to the members of the Royal Commission if its evidence included a statement of the functions of the Metropolitan Borough Councils. Accordingly such a statement is set out below. It deals only with the functions of such Borough Councils and does not purport to deal with the functions of the London County Council or of the City Corporation which has special powers differing in their scope and origin from the powers of the Borough Councils. Some of the powers of the Metropolitan Borough Councils are possessed and exercised concurrently by the London County Council, the most important being those in respect of housing, slum clearance and parks and open spaces. The London County Council are also responsible for bridges over the River Thames except those in the City of London. (The London County Council and the City Corporation have submitted to the Royal Commission separate statements of their respective functions).

9. The statement of functions of Metropolitan Borough Councils which follows is in two sections, *viz.*:—

Section 1—Under the headings listed in Appendix B to the letter dated 17th February, 1958, sent by the Chairman of the Royal Commission to Local Authorities in Greater London.

Section 2—Functions additional to those listed in the Chairman's letter.

Section 1—Functions listed in Appendix B to Letter from Chairman of the Royal Commission dated 17th February, 1958.

Service	Function of Metropolitan Borough Council
10. Education	As "minor authority" under the Education Acts to appiont a proportion of the managers of primary schools.
11. Environmental Health.	
Baths, wash-houses and bathing places	To provide, maintain and manage baths, wash-houses and bathing places.
Control of watercourses, ditches and ponds	To abate any nuisance created thereby; to drain, cleanse, cover or fill in.
Disinfestation of premises and articles	To cleanse or destroy filthy or verminous articles; to cleanse verminous houses, children and persons; to destroy verminous or offensive bedding in common lodging houses.
Drainage of trade premises	To control trade drainage to all borough sewers, subject to certain supervision and the supplying of certain information to the London County Council.
Mortuaries and post-mortem rooms	To provide mortuaries and post-mortem rooms; to inter bodies brought to mortuaries.
Public conveniences	To provide, remove, alter, maintain and manage public conveniences.
Refuse collection and disposal	To collect house and trade refuse and dispose of it; to provide tips.
Regulation of buildings and sanitation of buildings	To secure a proper water supply to houses; to secure the provision of proper sanitary conveniences for houses, factories and shops, and the maintenance thereof in proper repair; to secure proper sanitary, washing, heating, lighting and ventilation facilities for shops; to ensure that buildings used for human habitation are free from nuisance; to carry out urgent repairs in default of the owner; to close houses unfit for human habitation; to approve and record new drains; to ensure that drainage is in a satisfactory condition; and to carry out drainage work in default of the owner.
Sewerage and sewage disposal	To provide, maintain and cleanse all borough sewers within the framework of the London County Council's main sewerage system.
Street cleansing	To cleanse all streets within the borough and disposal of the street refuse; to empty gullies.
Burial grounds, cemeteries and crematoria	To provide and maintain burial grounds, cemeteries and crematoria; to register burials and cremations; to inter bodies when no other satisfactory provision is made.

Service	Function of Metropolitan Borough Council
Parks and open spaces ..	To provide and maintain parks and open spaces and children's playgrounds including the making of contributions towards the cost of providing and maintaining parks and open spaces in other areas; and to supervise disused burial grounds.
Powers and duties under the Physical Training and Recreation Act, 1937	To provide (and to make grants and loans to voluntary bodies towards the cost of providing) facilities for physical training and recreation. Some Borough Councils have provided playing fields and holiday camps outside the County of London.
Prevention of River Pollution	To prevent pollution of streams; to register and control new or altered trade outlets in streams.
Port Health functions ..	Not applicable to Metropolitan Borough Councils. The City Corporation is the Port Health Authority.
12. Housing.	
Provision of housing accommodation	To provide and manage housing accommodation within their respective areas by (i) building flats and houses, together with the necessary estate roads and amenities; and (ii) acquiring, converting, renovating and repairing buildings already erected. The Borough Councils have power of sale of flats and houses provided or acquired by them.
Slum clearance	To secure the clearance of slums either by purchasing compulsorily and clearing and redeveloping the sites or requiring the owner to clear and redevelop; to secure the demolition or closing of unfit individual houses; to accept undertakings to carry out remedial works; to secure the abatement of overcrowding; to secure the repair, maintenance and sanitary condition of dwellings; and to enforce statutory provisions relating to basement rooms, tents and vans used as dwellings.
Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses	To assist Housing Associations to facilitate the acquisition, construction and improvement of housing accommodation; to make loans to persons for the purchase, repair or improvement of houses and grants for the improvement of houses.
Regulation of buildings and bye-laws	The regulation of building and the making of bye-laws is mainly a function of the London County Council but the Borough Councils have power to make and enforce certain bye-laws.
13. Personal Health and Welfare.	
Powers and duties under the National Assistance Acts, etc.	To make contributions to voluntary organisations provising meals and recreation for old people; to apply to Courts for orders for removal of persons in need of care and attention.

Service	Function of Metropolitan Borough Council
Notification of infectious diseases	Through Borough Medical Officer of Health to receive notification of notifiable infectious diseases and transmit copy to London County Council and (if appropriate) head teachers of schools; to take steps to prevent spread of infectious diseases; to supply to medical practitioners forms of certificate notifying infectious diseases.
14. Town and Country Planning.	To control advertisements; to be consulted by the London County Council upon certain planning applications; to make agreements (with the consent of the London County Council) regulating the development or use of land; to make building preservation orders; to consider, as housing authority, applications for planning permission involving a change of use from use as a dwelling; to purchase, construct or improve private streets for which land has been defined and designated under development plans.

Note.—Under the London County Council (General Powers) Act, 1958, the London County Council may, in accordance with an agreement entered into with a Metropolitan Borough Council with the consent of the Minister of Housing and Local Government, delegate to the Borough Council any of the County Council's functions under Part III of the Town and Country Planning Act, 1947, or under Section 89 of the National Parks and Access to the Countryside Act, 1949.

15. Traffic.	
Construction, improvement and maintenance of roads and bridges	To maintain, as the highway authority for their area, all streets vested in them; Borough Councils have power to construct new roads and footways, widen or improve any street; as regards bridges, Borough Councils have power to make orders and take over by agreement bridges over railways and to make, widen and improve bridges over canals.
Street Lighting	To light all streets in their area.
Naming of streets and numbering of houses	To provide and erect street name plates and enforce orders made by the London County Council relating to street naming and numbering of houses and buildings.
Parking Places	To apply to the Minister of Transport and Civil Aviation for an order designating parking places on the highway; to provide parking places off the highway; and to provide garage accommodation for letting to the general public.

Service	Function of Metropolitan Borough Council
Road Safety	To perform functions relating to road safety, including:— *(a)* Provision of traffic signs. *(b)* Provision of street refuges. *(c)* Initiation with the Ministry of Transport of orders for one-way streets and the provision of the necessary signs. *(d)* Making of Orders relating to pedestrian crossings and the provision and maintenance of such crossings. *(e)* Provision of pedestrian subways. *(f)* Regulation of traffic on roads. *(g)* Initiation with the Ministry of Transport of highways for loading and waiting restrictions. *(h)* Speed limits. *(i)* Distribution of information and training in road safety. *(j)* Provision of safety barriers. *(k)* Designation of roads on which dogs must be kept on a lead. *(l)* Provision of street playgrounds. *(m)* The provision of posts on foot pavements for prevention of accidents. *(n)* Control of illuminated advertisement signs.
Bus Shelters	To provide bus shelters in their areas.
Private Street Works ..	To make up and take over new streets.

Section 2—Functions additional to those listed in Appendix B to Royal Commission's Letter of 17th February, 1958.

Service	Function of Metropolitan Borough Council
16. Environmental Health.	
Clean Air	To secure the abatement of atmospheric pollution, including the declaration of smoke control areas, requiring new furnaces to be smokeless, securing the prohibition of dark smoke from chimneys and the reduction of the emission of industrial grit.
Factories, Workshops, etc...	To enforce sanitary provisions, to supervise basement bakehouses; to undertake the registration of outworkers; to undertake the registration, licensing and control of certain premises, *e.g.*, rag flock, offensive trades, etc.

Service	Function of Metropolitan Borough Council
Food	To secure the preparation, transport, handling, storage and sale of food (including milk) in a clean, pure and genuine condition; To suppress the misdescription of food; to enforce the grading of agricultural produce; To seize unfit food and, after condemnation, destroy it; To register premises used for the manufacture and sale of ice-cream and the manufacture of sausages, preserved foods, etc. To prevent the spread of disease from food and to prevent the handling of food by infected persons; To register cases of food poisoning; To license slaughtermen and to license and regulate slaughterhouses and knackers' yards. To inspect their district, sample food and to arrange for public analysis of food; To provide slaughterhouses.
Hairdressers	To register, inspect and control hairdressers.
Sanitary nuisances	To inspect districts for and secure abatement of sanitary nuisances therein.
Pharmacy, poisons and medicine	To take samples for analysis and ensure that the drugs sold are pure and genuine.
Personal cleansing	To arrange for personal cleansing where necessary and laundering of bed linen for old and incontinent persons.
Tenements and lodging houses	To license, register, supervise and inspect.
Prevention of damage by pests	To secure that their areas are kept free from rats and mice.
17. Traffic.	
Stopping up and closing of highways	To exercise as required statutory powers relating to the stopping up, diversion and closing of highways.
Breaking up and reinstatement of highways	To control the breaking up and reinstatement of highways in connection with the provision or repair of mains by public utilities.
Obstruction over the highway	To control obstructions over the highway, including overhead wires, signs, banners and flags, trees and shrubs.
Lands adjoining the highway	To enforce the repair and maintenance of private forecourts to which the public have access; to enforce the fencing of dangerous land in or near streets; to control water from adjoining land on to the footpath; to control soil being washed into the streets; to secure the enclosure of open lands adjoining streets; to secure the making, cleansing, or scouring of ditches, drains, etc., adjoining streets; to use certain land adjacent to a highway as a temporary road.

Service	Function of Metropolitan Borough Council
Highway amenities	To provide seats and drinking fountains, trees, flowering baskets, grass margins and flower tubs; and to plant trees in disused burial grounds adjacent to the highway.
Street trading	To regulate street trading.
Obstructions on or near the highway	To control cellars under the highway and the repair and maintenance of cellar flaps; to control hoardings on the highway; to remove tollgates on highways; to remove snow or other obstructions falling from banks adjoining the highway; to remove structures and encroachments on the highway; to prevent encroachment on the highway; to secure the alteration or removal of projections in front of buildings; to provide cattle grids and by-passes; to remove and sell bottles deposited in streets.
Control of nuisances, etc. ..	To control or prevent nuisances on or damage to highways, including power to make bye-laws relating thereto.
Heavy traffic	To provide and maintain public weighbridges; to enforce the weighing of vehicles and/or trailers; to prohibit or restrict the use of bridges by vehicles.
Building and site lines ..	To prescribe and enforce building lines; to enforce the removal of walls, hedges, etc., and the pruning of trees and hedges for improving site lines.
Dedication of highways ..	To accept the dedication of highways.
Defacement of streets ..	To enforce the prevention of defacement to streets.
Highway equipment and material	To prosecute persons unlawfully removing highway materials and to provide premises for the storage of highway equipment.
Boundary posts	To erect boundary posts.
18. London Building Acts.	To license temporary wooden structures or other temporary structures not exceeding 200 sq. ft. in area; to approve structures supporting advertisements; to require the removal of obstructions from streets; to be consulted by the London County Council upon applications to construct bridges between buildings and over streets and upon applications for the erection of buildings or for structural projections from buildings in advance of building lines; to enforce bye-laws relating to lamps, signs and other structures overhanging the public way.

(*Note.*—Under the London County Council (General Powers) Act, 1958, the County Council's functions as to dangerous and neglected structures are to be transferred to Metropolitan Borough Councils. In addition the County Council are empowered, in accordance with an agreement to be entered into with the Borough Council with the consent of the Minister of Housing and Local Government, to delegate to that Council any of the County Council's functions under the London Building Acts and the bye-laws made thereunder.)

Service	Function of Metropolitan Borough Council
19. Rating and Valuation ..	To levy and recover rates sufficient to defray expenses of Metropolitan Borough Council and precepting authorities; to remit or reduce rates in the case of poverty and certain charitable organisations; to receive and deposit the Valuation List prepared by Inland Revenue Valuation Officer; to give effect to directions from Valuation Officer for altering the Valuation List; to make proposals for alteration of the Valuation List; to be heard on the hearing of appeals to Local Valuation Court and (if parties) to the Lands Tribunal.
20. Amenity Services ..	(i) *Libraries.* To provide lending and reference libraries (including the loan of gramophone records and works of art.). (ii) *Allotments.* To let land for use as allotments. (iii) *Entertainments.* To provide entertainments and suitable premises and to make grants towards the cost of entertainments. (iv) *Information.* To set up or assist in setting up information centres and to arrange for instruction and lectures on questions relating to local government. (v) *War damaged sites.* To take temporary possession of war damaged sites and carry out works to prevent detriment to amenities; and to clear rubbish from such sites. (vi) *Clocks.* To provide public clocks.
21. Public Protection and Control	(i) *Controlled Tenancies, etc.* To issue and cancel certificates of disrepair in respect of controlled tenancies. To keep registers of determination by Rent Tribunals. To publish information for the assistance of landlords and tenants. To prosecute offenders. (ii) *Good Rule and Government.* To make bye-laws for good rule and government and the suppression of nuisance and the control of pleasure fairs (subject to consistency with any County Council bye-laws in force in the Borough); to suppress disorderly houses. (iii) *Local Land Charges.* Through the Town Clerk to register charges in favour of the Council in the Register of Local Land Charges and buildings of special architectural or historical interest; and to issue certificates. (iv) *Registration of Births, Deaths and Marriages.* To make provision for the registration of births, deaths and marriages.

Service	Function of Metropolitan Borough Council
	(v) *Home Safety.* To conduct home safety propaganda; and to inspect and test heating appliances for sale. (vi) *Crash Helmets.* To inspect and test crash helmets for sale. (vii) *Animals.* To license and inspect pet shops; and to prosecute for offences relating to bird sanctuaries. (viii) *Small Lotteries.* To register organisations promoting small lotteries and to file returns made by such organisations. (ix) *Overground Wires.* To control the erection of wires over and near streets. (x) *Canal Boats.* To register and inspect canal boats. (xi) *Rag and Bone Dealers.* To enforce restriction on sales by such dealers. (xii) *Markets.* To provide covered off street markets (including covered markets) in place of street markets, and storage accommodation for costermongers. (xiii) *Civil Defence.* To be responsible (as Corps Authority) for the Headquarters, Wardens and Welfare (in part) Sections of the Civil Defence Corps in their area and (as local authority) for decontamination, cleansing of persons, disposal of the dead, salvage, emergency repairs to houses, clearance of road debris and information centres.
22. Miscellaneous	(1) To acquire, compulsorily or by agreement, land necessary for discharge of functions and acquire or erect offices and other necessary buildings. (2) To promote and oppose bills in Parliament and to prosecute and defend legal proceedings for the protection of the inhabitants. (3) To provide aerodromes. (4) To provide a district heating undertaking. (5) To enforce the prohibition on the erection of buildings on disused burial grounds, and to bear the cost of maintenance of closed churchyards. (6) To make provision for the Town Clerk to prepare the register of electors; and to determine polling districts and polling places. (7) To make contributions (with the consent of the Minister) to the expenses of organisations whose activities are of benefit to the Borough. (8) To acquire buildings of historical or architectural interest and to contribute towards the cost of preserving and managing such buildings. (9) To maintain War Memorials. (10) To accept and administer gifts (other than gifts constituting an ecclesiastical or eleemosynary charity) for the benefit of the inhabitants.

PART III—STATISTICS RELATING TO THE CITY OF LONDON AND THE METROPOLITAN BOROUGHS

23. The relevant statistics of the City of London and the 28 Metropolitan Boroughs for the year 1958–59 are shown in the following table:

City or Borough	Area (acres)	Population (Estimated 30.6.57)	Rateable Value (1.4.58)	Estimated produce of 1*d.* rate (1958–59)	Rate Poundage (1958–59)	
			£	£	*s.*	*d.*
Battersea	2,307	111,800	1,494,576	6,119	17	0
Bermondsey ..	1,742	54,750	1,305,213	5,196	19	0
Bethnal Green ..	759	50,940	649,900	2,525	20	4
Camberwell	4,480	177,700	2,333,054	9,280	17	4
Chelsea	660	50,600	1,865,981	7,375	17	8
Deptford	1,564	70,970	857,647	3,400	16	8
Finsbury	586	34,830	2,247,239	9,100	17	4
Fulham	1,706	116,200	1,731,728	7,050	17	0
Greenwich	3,858	88,910	1,433,902	5,764	16	8
Hackney	3,287	165,000	2,338,523	9,330	17	0
Hammersmith ..	2,282	111,700	2,029,573	8,200	16	6
Hampstead	2,265	97,130	2,129,912	8,620	17	4
Holborn	405	22,230	3,519,921	14,200	15	2
Islington	3,092	227,800	3,021,894	12,000	16	4
Kensington	2,291	167,900	4,940,033	20,110	16	10
Lambeth	4,196	224,300	3,909,898	16,000	16	4
Lewisham	7,015	220,900	2,962,610	11,800	17	4
London, City of ..	677	5,100	11,719,424	49,100	15	2
Paddington	1,357	120,500	2,453,494	9,700	17	0
Poplar	2,328	67,080	962,117	3,850	17	4
St. Marylebone ..	1,473	72,530	5,818,515	23,800	15	2
St. Pancras	2,694	132,000	3,470,758	13,800	17	4
Shoreditch	664	43,870	965,955	3,850	18	4
Southwark	1,113	91,140	1,747,167	6,785	18	2
Stepney	1,903	97,810	2,005,895	8,000	19	0
Stoke Newington ..	863	50,480	662,292	2,679	17	0
Wandsworth ..	9,199	337,700	5,133,699	20,500	16	0
Westminster	2,503	95,930	19,705,094	80,500	14	6
Woolwich	8,986	146,200	2,486,920	10,095	18	0

PART IV—OBSERVATIONS ON THE NUMBER, SIZE AND RESOURCES OF METROPOLITAN BOROUGH COUNCILS

24. From the table contained in Part III of this Memorandum, it will be seen that 13 Metropolitan Boroughs have populations between 111,000 and 337,700; these Boroughs, if situated outside Greater London, would all be entitled to make application for County Borough status under the provisions of the Local Government Act, 1958.

Eight Boroughs have populations between 60,000 and 100,000 and four Boroughs between 50,000 and 60,000. This means that, all told, 21 Metropolitan Boroughs have populations in excess of the limit of 60,000 fixed by the Local Government Act, 1958, for the exercise by County District Councils of several very important local government functions, and that four Boroughs have populations not far short of that limit.

Only three Boroughs have populations of less than 50,000. All of these, however, have day populations considerably in excess of their resident populations, whilst the two smallest each have rateable value higher than the majority of County Boroughs.

25. It will also be seen from the table in Part III of this Memorandum that the resources of the Metropolitan Boroughs vary considerably, though not necessarily in proportion to population. The more acute disparities are attributable to wide differences in rateable values. For example, Westminster's rateable value is £19,705,094 whilst Bethnal Green's is £649,900. To spread the burden of the local rate-borne expenditure more evenly, the London Rate Equalisation Scheme requires Boroughs whose rateable values are relatively high to give financial assistance to the less fortunate Boroughs. In 1958–59, 10 authorities (nine Metropolitan Borough Councils and the City Corporation) will contribute £4,674,000 towards the expenses of the other 19 Metropolitan Borough Councils.

26. The Standing Joint Committee is of the opinion that all the 28 Metropolitan Borough Councils are large enough units to undertake the efficient and economic administration of their existing functions and also those additional functions, the transference of which to Borough Councils is recommended in Part VI of this Memorandum. If, however, it is found that some Boroughs are not large enough to undertake some of the additional functions, arrangements could be made in such cases for appropriate combinations of Boroughs and the appointment of suitable Joint Committees for specific functions. Similarly, any financial problems arising because of the differing resources and needs of the various Boroughs can be solved by an appropriate scheme of rate equalisation.

27. In the opinion of the Standing Joint Committee there is no justification for the alteration of the boundaries of the existing Metropolitan Boroughs or of the boundary of the Administrative County of London or for any reduction in the number of Metropolitan Boroughs. The existing boundaries are based on the historical boundaries of the Vestries and District Boards, which were superseded by the Metropolitan Borough Councils in 1900. They mark the limits of distinct and separate entities in which local patriotism is a very real factor in local government.

PART V—CONSIDERATIONS AFFECTING DISTRIBUTION OF FUNCTIONS

28. The Standing Joint Committee considers that the two-tier system is the proper structure of local government in London. In its opinion the following are the major considerations which should determine the distribution of functions between the County Council and the Metropolitan Borough Councils:

(a) Local government services should, to the utmost extent consistent with efficient administration, be administered by truly local authorities which are not too large to prevent effective local control being exercised by the elected members and an intimate knowledge of the area and its needs being acquired by the authority's principal officers.

(b) Certain services which do not require continuous local contact by elected members—for example, the ambulance and fire services—are best administered by a higher tier authority over the whole of the County of London.

PART VI—PROPOSALS RELATING TO THE TRANSFER OF FUNCTIONS TO THE METROPOLITAN BOROUGH COUNCILS

29. Having regard to the considerations mentioned in Part V of this Memorandum, the Standing Joint Committee considers that the following functions are appropriate for consideration, by negotiation between the London County Council and the Metropolitan Borough Councils, for transfer to the Metropolitan Borough Councils.

30. Environmental Health.

(a) All functions under the London Building Acts (and Thermal Insulation (Industrial Buildings) Acts) other than those relating to (i) making of bye-laws and regulations; (ii) fixing of fees; (iii) naming of streets; and (iv) Tribunal of Appeals.

(b) All functions relating to the provision and management of parks and open spaces within the County of London.

31. Housing.

All functions relating to the provision and management of housing accommodation (including existing accommodation) and slum clearance within the County of London.

(The provision of housing accommodation outside the County to deal with overspill should continue to be the function of the County Council.)

32. Personal Health and Welfare.

(a) All functions of the local health authority under Part III of the National Health Service Act, 1946 (other than the provision of ambulances) and under the Lunacy and Mental Treatment Acts and Mental Deficiency Acts.

(b) All functions of the Welfare authority under Part III of the National Assistance Act, 1948.

(c) All functions of the local authority under the Children Acts.

33. Town and Country Planning.

All functions of the local planning authority under Part III (Control of Development) of the Town and Country Planning Act, 1947, and under Section 89 (planting of trees and treatment of derelict land) of the National Parks and Access to the Countryside Act, 1949.

(*Note.*—The Metropolitan Borough Councils should have concurrent powers for comprehensive development.)

34. Other Functions.

(a) Shops and Weights and Measures Acts—All functions of the local authority under the Shops Acts and Weights and Measures Acts.

(b) Licensing and Registration—

(1) Licensing of massage establishments, nurses' agencies and employment agencies.

(2) Registration of disabled persons' homes, nursing homes, theatrical employers and disabled persons' charities.

(c) Civil Defence—The distribution of civil defence functions should be reviewed in the light of the redistribution of the functions of the County Council and the Metropolitan Borough Councils.

35. Financial Consequences.

The London Rate Equlisation Scheme would be amended to take into account inequalities of finacial burden caused by any of the proposed transfers.

PART VII—SUMMARY

36. The Standing Joint Committee is of the opinion that—

(1) the two-tier system is the proper structure of local government in the County of London;

(2) no change is necessary in the existing boundaries of the Administrative County of London or of the Metropolitan Boroughs;

(3) there should be a substantial transfer of functions from the London County Council to the Metropolitan Borough Councils.

Evidence Submitted by the Middlesex Excepted Districts' Association

CONTENTS

		Page
Part I	Proposals of the Association	657
Part II	Delegation of educational functions in Middlesex insofar as they affect the Excepted Districts	657
Part III	An analysis of some of the causes of the failure of the present system of delegation	659
Appendix I	List of functions which should be conferred on all Excepted Districts	663
Appendix II	List of functions better suited to a larger unit	667

Memorandum relating to Local Government Re-organisation in Middlesex (insofar as this affects Education functions)

PART I—PROPOSALS OF THE ASSOCIATION

In considering the distribution of functions relating to education within the present County of Middlesex, it is essential that any proposals should take into account not only the peculiarities of the region but also the principles of good government and the experienced gained in recent years in the administration of the service within the present framework.

The Middlesex Excepted Districts Association is strongly of the opinion that in any consideration of the reorganisation of local government, the experience of Authorities of the size of most of the Boroughs and Districts in Middlesex with their considerable resources, should not be ignored especially where—as most of them have done—they have given evidence of the ability to undertake and carry out with efficiency functions of considerable magnitude and complexity.

Having regard to the size and character of the constituent members of this Association, and in view of their resources and experience, the Association submits that those powers listed in Appendix I should be conferred upon all its members as of right; and that its members should have direct access to the Minister in respect of matters arising from the administration of such functions.

The Middlesex Excepted Districts Association considers that certain other functions of an essentially regional character should not be conferred upon them but that in the case of such functions, arrangements should be made for adequate consultation to take place between the Authorities affected. These latter functions are set out in Appendix II.

Finally, in view of the extent, nature and character of the educational functions handled by Excepted Districts, this Association is of the opinion that the Education Officers and the Administrative staffs of the Boroughs and Districts should be appointed by and be officers of the Councils of the districts they serve.

PART II

DELEGATION OF EDUCATIONAL FUNCTIONS IN MIDDLESEX INSOFAR AS THEY AFFECT THE EXCEPTED DISTRICTS

A Survey

After 13 years' experience of delegation, the Middlesex Excepted Districts Association is unanimous in the opinion that delegation as a method of carrying on the administraion of the education service has not been successful and the hopes with which it was received in 1944 in certain quarters have not been realised. In general, this Association is of the opinion that the breakdown of the system is largely due to the inability or unwillingness of the County Council to grasp the significance of or to rise to the opportunities given by the Education Act (1944) as far as the administration of education is concerned. The opportunity was then given to reorganise such administration on a dual basis so that the County Council whilst retaining control of over-all policy and, in the ultimate, of finance, should "delegate" to Excepted Districts day-to-day administration. This the County Council has failed to do, and the reasons for this failure appear to be twofold:

"Hon. Members will find that the Excepted District is one of the inventions of this Bill, the Hon. Member for South Tottenham (Mr. Messer) is quite right in saying that if people get this idea of status out of their heads, and imagine the Excepted District as having a new status, which it can develop for itself, they will realise that in an Excepted District the Part III Authorities will get increased powers over both primary and secondary education and a more developed life than before. Many areas which were Part III Authorities will have more powers under this Bill than before . . . ."

An essential element of any future arrangement should be that the powers granted to a District Council should be substantial, clearly defined and not capable of being whittled away; these powers should be autonomous and so justify the attention of a large and efficient local authority. Only by conferring powers of this order upon Excepted Districts can the Government implement the policy enunciated more than once in the White Papers* that greater responsibilities should be given to District Councils.

*For example, in the first White Paper we find this statement:
(1) That "in general the Government are anxious that larger responsibilities should be introduced for District Councils. . . . etc." (Functions of County Councils, County District Councils, May, 1957, para. 6); and this:
(2) ". . . However, a review of its district areas should be carried out by the Commission. In addition, the desirability of some further delegation or *transfer of functions* within the County (July, 1956. Paragraph 46).

References

1. The Middlesex Local Government Conference. Report to County Council, 19th October, 1954.
2. The Middlesex Excepted Districts' Association. "Divisional Administration of Education." January, 1952.
3. "Functions of County Councils (May 1957) para. 10, p. 3, and Local Government Councils."
4. *Ibid.*: para. 6 (with a specific reference to education): Para. 8; para. 11: para. 12.

PART III

AN ANALYSIS OF SOME OF THE CAUSES OF THE FAILURE OF THE PRESENT

tion; to analyse the reasons for the defects, and give specific examples showing how their existence hampers the efficient administration of education.

In the first place, it must be frankly admitted that the provisions of Schemes were the result of a compromise between the County Council and the Excepted Districts. The County Council both at officer and member level found some difficulty in accepting the administrative implications of the principle of delegation, particularly in respect of those services which had previously been administered directly by the authority in the former County Districts.

(1) The desire of the County Council and its departments to retain the same organisation as they had possessed before the Act of 1944 in spite of the completely new set of circumstances produced by that Act. Individual Officers and indeed sometimes sections of various departments of the County Council continue to repeat administratively work which has already been done in local offices in accordance with Schemes of delegation even to the extent in some cases of attempted interference with day-to-day detail.

(2) Secondly, a misconception as to the implications of financial control. Instead of accepting the principle that once the estimates of an Excepted District had been approved by the County Council, the details should be left to the Excepted District, there is a constant tendency to request the submission of individual items, often of a minor character, to the County Committee.

Each of these tendencies results in duplication of work at both Committee level and Officer level and contravenes the principle of local responsibility for matters of local concern.

The Middlesex County Council itself, as early as April, 1952, realising the growing sense of frustration in the County Districts and perceiving that the duplication of work was producing delay and causing unnecessary expense to the ratepayer, set up a special committee to investigate the matter and to suggest improvements within the framework of the existing legislation. The Conference Committee reported to the County Council in October, 1954[1]. The Middlesex Excepted Districts Association in 1952 prepared a document[2] outlining the weaknesses of the system and suggesting improvements, some of which required new legislation. There appeared every prospect that the suggestions of the Middlesex Local Government Conference which would have given greater freedom to District Councils and in particular to Excepted Districts would be put into effect when in 1955 the whole matter was dropped by the County Council with no explanation. Since that time the attitude of the County Council against a freer interpretation of delegation has markedly hardened. Indeed, of recent months it has even been suggested on behalf of the County Council that it has the right to exercise, concurrently with an Excepted District each and all of the powers delegated to it in its Scheme of Divisional Administration. If this view is correct then it is clear that "delegation" as a device for the administration of local government is something very different from what Excepted Districts conceive it to be and could, in the extreme, result in contradictory decisions being arrived at by the two Authorities.

The realisation that delegation is not working as smoothly as had been hoped is implicit in the White Papers despite an affirmation of the Government's belief in the success of the device in the second White Paper[3]. Against this must be set frequent references to the need for an extension of the powers of District Councils[4] which make it quite clear that it is realised that all is not well with the present system.

Having regard to the above survey it is interesting to note the undertaking given by the then President of the Board of Education (the Right Hon. Mr. R. A. Butler) to the effect that he expected increased powers to accrue to Excepted Districts under the Scheme of Divisional Administration. He said:

(*Hansard*, Col. 1860, 9th February, 1944)

> "I undertake to see that the Excepted District has a life of its own both with regard to its business and educational funcions."

Later, in replying to the debate on an amendment moved by Mr. Geoffrey Hutchinson (Ilford) regarding local administration, Mr. Butler made the following remarks:

Mr. Butler: *Hansard*, Col. 2071.

> "Hon. Members will find that the Excepted District is one of the inventions of this Bill, the Hon. Member for South Tottenham (Mr. Messer) is quite right in saying that if people get this idea of status out of their heads, and imagine the Excepted District as having a new status, which it can develop for itself, they will realise that in an Excepted District the Part III Authorities will get increased powers over both primary and secondary education and a more developed life than before. Many areas which were Part III Authorities will have more powers under this Bill than before . . . ."

An essential element of any future arrangement should be that the powers granted to a District Council should be substantial, clearly defined and not capable of being whittled away; these powers should be autonomous and so justify the attention of a large and efficient local authority. Only by conferring powers of this order upon Excepted Districts can the Government implement the policy enunciated more than once in the White Papers* that greater responsibilities should be given to District Councils.

*For example, in the first White Paper we find this statement:

(1) That "in general the Government are anxious that larger responsibilities should be introduced for District Councils. . . . etc." (Functions of County Councils, County District Councils, May, 1957, para. 6); and this:

(2) ". . . However, a review of its district areas should be carried out by the Commission. In addition, the desirability of some further delegation or *transfer of functions* within the County (July, 1956. Paragraph 46).

References

1. The Middlesex Local Government Conference. Report to County Council, 19th October, 1954.
2. The Middlesex Excepted Districts' Association. "Divisional Administration of Education." January, 1952.
3. "Functions of County Councils (May 1957) para. 10, p. 3, and Local Government Councils."
4. *Ibid.*: para. 6 (with a specific reference to education): Para. 8; para. 11: para. 12.

PART III

AN ANALYSIS OF SOME OF THE CAUSES OF THE FAILURE OF THE PRESENT SYSTEM OF DELEGATION

In this part of the Memorandum, an attempt will be made to examine the defects which have become apparent in the working of the present Schemes of Divisional Administration; to analyse the reasons for the defects, and give specific examples showing how their existence hampers the efficient administration of education.

In the first place, it must be frankly admitted that the provisions of Schemes were the result of a compromise between the County Council and the Excepted Districts. The County Council both at officer and member level found some difficulty in accepting the administrative implications of the principle of delegation, particularly in respect of those services which had previously been administered directly by the authority in the former County Districts.

County Boroughs under 70,000 Population

	Population	Rateable Value	R.V. per head of Population		
		£	£	s.	d.
Barrow-in-Furness	64,870	704,837	10	17	4
Burton-on-Trent	48,910	603,509	12	6	9
Bury	58,210	626,529	10	15	3
Canterbury	30,000	480,877	16	0	7
Carlisle	68,450	738,000	10	15	7
Chester	58,800	847,255	14	8	2
Dewsbury	53,270	474,942	8	18	4
Dudley	64,400	696,850	10	16	5
Eastbourne	57,850	1,309,360	22	12	8
Gloucester	67,300	887,366	13	3	8
Great Yarmouth	51,500	785,223	15	4	11
Hastings	64,550	1,039,000	16	1	11
Merthyr Tydfil	59,500	381,939	6	8	4
Tynemouth	67,700	700,731	10	7	0
Wakefield	59,650	643,279	10	15	8
Worcester	63,400	868,131	13	13	10

All Middlesex Excepted Districts

	Population	Rateable Value	£	s.	d.
Acton	66,240	1,523,313	22	19	11
Brentford & Chiswick	58,330	1,169,079	20	0	10
Ealing	184,200	3,336,700	18	2	3
Edmonton	98,110	1,444,394	14	14	5
Enfield	109,000	1,726,917	15	16	10
Finchley	69,800	1,371,658	19	13	0
Harrow	216,200	3,721,470	17	4	3
Hendon	153,200	3,286,397	21	9	0
Heston & Isleworth	105,100	1,952,987	18	11	8
Hornsey	97,220	1,479,110	15	4	3
Southgate	71,670	1,439,443	20	1	8
Tottenham	120,700	1,737,776	14	7	11
Twickenham	104,000	1,827,098	17	11	4
Wembley	128,300	2,676,879	20	17	3
Willesden	174,900	2,810,707	16	1	5
Hayes & Harlington	66,460	1,044,340	15	14	3

From the above it will be observed that there are many County Boroughs in the country carrying out—and we presume, efficiently carrying out—the full functions of education, but whose rateable resources are well below the majority of Middlesex authorities. It seems to us that these comparisons provide conclusive proof of the ability of Middlesex Excepted Districts to shoulder, without any undue effects, the additional financial responsibilities whicn conferment of direct educational powers would involve.

APPENDIX I

Local Government Reorganisation

List of Functions which should be Conferred on all Excepted Districts

(a) Education Act, 1944

Section of the main Act	*Functions*	*Amendments to the main Act*
Local Administration.		
6	Designation of L.E.A.: vestment of property, rights and liabilities.	
Three Stages of the System.		
7	Duty to contribute towards the spiritual, moral, mental and physical development of the community.	
Primary and Secondary Education.		
8	Duty to secure that there shall be available, for its area, sufficient primary and secondary schools.	Ed. (M.P.) Act 1948. Sections 3 & 4(2).
9	Power to establish, maintain and assist primary and secondary schools	Ed. (M.P.) Act 1953. Section 6 (1).
10	Duty to secure that premises of every maintained school conform to prescribed standards	Ed. (M.P.) Act 1948. Section 7.
11	Duty of the L.E.A. to prepare and submit a development plan for primary and secondary education	
12	Duty to give effect to the terms of the local education order	
13	Duties of the L.E.A. concerning the establishment and discontinuance of county and voluntary schools	Ed. (M.P.) Act 1948. Section 7 (2). Ed. (M.P.) Act 1953. Section 16.
17	Duty to prepare instruments of management and instruments of government for county schools, rules of management for primary schools, and articles of government for county secondary schools	
18	Powers in respect of the constitution of a body of managers for every primary school	
19	Powers in respect of the constitution of a body of governors for every secondary school	
20	Power to group two or more schools under one management	
22	Powers of L.E.A. as to use and care of premises of voluntary schools	
23	Power to control the secular instruction in every county school and every voluntary school (except an aided secondary school)	
24	Powers of the L.E.A. concerning the appointment, dismissal and control of teachers	
26	Duty to provide facilities concerning religious education in county schools	

Section of the main Act	*Functions*	*Amendments to the main Act*
27	Duties of the L.E.A. concerning religious education in controlled schools including the appointment of reserved teachers	
28	Duties of the L.E.A. concerning religious education in aided schools and in special agreement schools including the appointment of reserved teachers	
33	Duty to provide for the education of pupils requiring special educational treatment	Ed. (M.P.) Act 1948. Section 11. Ed. (M.P.) Act 1953. Sections 6(2) & 11.
34	Duty of the L.E.A. to ascertain what children require special educational treatment	Ed. (M.P.) Act 1946. Section 14.
37	Duty of the L.E.A. concerning school attendance orders and notices to be served on parents	Ed. (M.P.) Act 1953. Section 10.
40	Duties of the L.E.A. as to the enforcement of school attendance and the institution of proceedings	Ed. (M.P.) Act 1948. Section 11. Ed. (M.P.) Act 1953. Section 11.
Further Education.		
41	General duties of the L.E.A. to secure the provision of adequate facilities for further education	With certain exceptions. (See Ap. II).
42	Duty to prepare and submit to the Minister schemes of further education (other than for County Colleges)	
43	Duty to establish and maintain County Colleges	
44	Duty of the L.E.A. concerning the service of college attendance noices	
45	Duty of the L.E.A. concerning the service of copies of the college attendance notice upon employers	
46	Duty to institute proceedings for the enforcement of attendance at County Colleges	
Supplementary Provisions (Primary, Secondary and Further)		
48	Duty to provide for the medical inspection of pupils	Ed. (M.P.) Act 1948. Section 11. Ed. (M.P.) Act 1953. Section 11.
49	Duty to provide milk, meals and other refreshments for pupils in attendance at schools and County Colleges	
50	Power of the L.E.A. to provide board and lodgings otherwise than at boarding schools or colleges	Ed. (M.P.) Act 1946. Section 14. Ed. (M.P.) Act 1948. Section 11.
51	Power of the L.E.A. to provide clothing for pupils at maintained schools	Ed. (M.P.) Act 1948. Section 5.
52	Duty to recover cost of boarding accommodation and clothing from the parent	Ed. (M.P.) Act 1948. Section 11.

Section of the main Act	*Functions*	*Amendments to the main Act*
53	Duty to secure that facilities for primary and secondary education include adequate facilities for recreational and social and physical training	Ed. (M.P.) Act 1948. Section 11.
	Power to establish, maintain, manage or assist places at which such facilities are available	
54	Power to ensure cleanliness	
55	Duty to make arrangements for the provision of transport and other facilities	Ed. (M.P.) Act 1948. Section 11.
	Power to pay reasonable travelling expenses of pupils	Ed. (M.P.) Act 1953. Section 12.
56	Power to provide primary and secondary education otherwise than at school	Ed. (M.P.) Act 1948. Section 11.
57	Duty to report to local authorities cases dealing with certain children under the Mental Deficiency Act 1913	Ed. (M.P.) Act 1948. Section 11.
59	Power to prohibit or restrict employment of children	
61	Duty in approved cases to remit fees paid for board and lodging in respect of admission to a maintained school or County College	
66	Power to assist governors of aided secondary schools in respect of liabilities incurred before commencement of Part II of the Education Act 1944	
General Principles to be observed.		
76	Duty of L.E.A. to have regard to the general principle that pupils shall be educated in accordance with the wishes of their parents	
Miscellaneous Provisions.		
77	Power to cause an inspection to be made of any establishmet maintained by the L.E.A. by officers appointed by the L.E.A.	
78	Power to provide medical inspection and treatment for pupils not in attendance at schools maintained by the L.E.A.	Ed. (M.P.) Act 1948. Section 11. Ed. (M.P.) Act 1953. Section 17.
	Power to make agreements with the proprietors for the provision of milk, meals and other refreshments, and clothing for pupils in schools or other establishments not maintained by the L.E.A.	
79	Duty to furnish Minister of Health with particulars concerning medical inspection and treatment	Ed. (M.P.) Act 1953. Section 17.
81	Power to give assistance by means of scholarships and otherwise	—With certain excepions (see Appendix II)
83	Power to organise, or participate in the organisation of educational conferences	
85	Power to accept gifts for educational purposes	Ed. (M.P.) Act 1953.

Section of the main Act	*Functions*	*Amendments to the main Act*
Administrative Provisions.		
88	Duty to appoint a fit person as the Chief Education Officer of the Authority	
91	Duty to keep a separate education account which shall be subject to district audit	
92	Duty to make to the Minister such reports and returns as he may require	
94	Duty to pay an agreed fee to Registrar for information contained in a register of births and deaths	
Financial Provisions.		
100	Power to receive annual grants from the Minister of Education and the Minister of Health in respect of expenditure incurred by the L.E.A. in the exercise of its functions relating to education and to medical inspection and treatment of pupils	Ed.(M.P.) Act 1953. Section 17.
106	Power to recoup, from oter L.E.A's the cost of providing education for persons not belonging to the area	Ed. Act 1946. Section 14. Ed. (M.P.) Act 1948. Section 6. Ed. (M.P.) Act 1953. Section 7.
116	Power to make arrangements for a person who is detained in pursuance of an order made by a Court, to receive the benefit of educational facilities	Ed. (M.P.) Act 1948. Section 11.

(b) Education Act, 1946

"An act to amend and supplement the law relating to education."

Section of this Act	*Functions*	*Amending Legislation*
2	Duty to maintain as separate schools where a single school has beeen divided into two more separate schools	
3	The duties of the L.E.A. in relation to the maintenance of voluntary schools which are set out in the First Schedule of this Act	
5	Power to provide temporary assistance for voluntary schools	
6	Power to execute work for the purpose of controlled schools	
9	Additional power to provide clothing	Ed. (M.P.) Act 1948. Section 5.

(c) Education Act (Miscellaneous Provisions), 1948

"An Act to amend the Education Acts 1944 and 1946, the provisions of the Mental Deficiency Act 1913, as to children incapable of receiving education, and the provisions of the Children and Young Persons Act 1933, as to the minimum age of employment."

Section of this Act	*Functions*	*Amending Legislation*
4	Power to make arrangements with respect to maintained primary schools, concerning pupils becoming registered pupils at, and being withdrawn from such schools	
5	Powers (in substitution for the provisions of the Education Acts 1944 and 1946) relating to the provision of clothing	Ed. (M.P.) Act 1953. Section 17.
8	Cancellation of a report that a child is incapable of receiving education at School owing to disability of mind	

(d) Education Act (Miscellaneous Provisions), 1953

"An act to amend the law relating to Education."

2	Duty to defray expenses of establishing a controlled school, if the Minister so orders
4	Duty to make arrangements as to dental treatment
12	Powers concerning the transport of certain pupils and the payment of fares

(e) Employment and Training Act, 1948

Part II of the Act as to power and duties of local education authorities relative to Youth Employment Service

(f) Children and Young Persons Act, 1933 (as amended)

Sections 18–21	Prohibition and restriction of employment for children and young persons under eighteen
Section 22	Children taking part in entertainment

APPENDIX II

Local Government Reorganisation

List of Functions better suited to a larger unit

Education Act, 1944

(a) Primary and Secondary Education.

Section 29 Power of the L.E.A. to constitute a standing advisory council on religious matters connected with the religious instruction to be given in accordance with an agreed syllabus.

(b) Further Education.

Sections 41 and 42 So far as the general duties of the L.E.A. to secure the provision of adequate facilities and the preparation and submission of schemes relative to advanced technical education are concerned.

Section 62 Duty of the L.E.A. to establish, maintain or assist, institutions for the training of teachers, in accordance with directions to be given by the Minister.

(c) Miscellaneous Provisions.

Section 81 So far as giving assistance by means of scholarships (or otherwise) to pupils attending Universities, University Colleges, Training Colleges for Teachers, Technical and Commercial Colleges are concerned.

Section 82 Power of the L.E.A. for conducting or assisting the conduct of research.

Section 84 Power of the L.E.A. to provide financial assistance to Universities or University Colleges.

EXAMPLES

EXAMPLE A

Matters of Fundamental Principle

(1) The exercise by the County Council concurrently with an Excepted District of powers delegated to it under its Scheme of Divisional Administration

Arising from the placement of handicapped pupils from an Excepted District, the Clerk of the County Council has expressed the view that the County Council can exercise concurrently with an Excepted District powers which have been delegated to that Excepted District under its Scheme of Divisional Administration.

The Middlesex Excepted Districts Association and the Excepted District concerned rejects this view.

(2) County Council action on a matter under active consideration by an Excepted District

In 1956 a Ratepayers' Association approached an Excepted District regarding the results obtained by pupils of a local Primary School in the "County test". Whilst this matter was under consideration by the Excepted District who had in fact written to the Ratepayers' Association offering to receive a deputation if necessary, the Association asked the County Council to receive a deputation which they agreed to do without any reference to the Excepted District or any request for a written report on the matter, merely notifying the Chairman (through the Officer) two days before receipt of the Deputation. The Excepted District protested strongly at the action of the representatives of the County Education Committee in receiving a deputation from the Ratepayers' Association to discuss the matter delegated to the Council as Excepted District; at this clear contravention of the provisions of the Education (Divisional Administration) Scheme 1945 which by paragraph (c) (ii) of the Second Schedule confers upon the Excepted District the function of the general control of the conduct of and the secular instruction in County and Voluntary Primary Schools; and in order that the views of the Excepted District might be made clear requested the County Council to receive a deputation at an early date.

The Deputation was received by the Chairman and Vice-Chairman of the County Council with the Chairman of the County Education Committee present. The County Council representatives agreed that the procedure followed had been unfortunate and undertook that in future the Excepted District would always be consulted before such action was taken.

They did not, however, specifically admit that they had no right to interfere during the course of action being taken by an Excepted District under delegated powers.

(3) Voluntary Aided Grammar Schools—Annual Estimates

The County Council has for some years requested the submission directly to them of the Annual Estimates of the Governors of certain Voluntary Aided Schools, albeit the Schemes of Divisional Administration of the Excepted Districts within which the Schools are situated specifically state:

> "The Council shall exercise the following functions in so far as any of the said functions may be conferred on the County Council by the rules of management or articles of government of county or voluntary schools:
>
> *(a)* The consideration of the annual estimates of managers and governors and the submission of such estimates, with the recommendations of the Council, to the County Council.
>
> ...."

This appears to constitute a flagrant disregard by the County Council of a clearly constituted provision of a statutory Scheme of Divisional Administration.

EXAMPLE B

Action taken at County Council level by a Chairman alone, or even administratively, on matters which have been considered by an Excepted District

Variations in establishments of local education offices

The schemes for the establishment of staffs in local offices have been varied twice in the past three years and have caused very great concern to Excepted Districts, several of whom have asked to be received by the appropriate Sub-Committee to put their case. Almost all deputations from these important bodies have been received by a Chairman of a County Sub-Committee only; and subsequent decisions have usually been made by the Chairman alone, without submission to a Committee or Sub-Committee. The formality of "confirmation" by a Sub-Committee has sometimes been carried out, but it is understood that the data before the Sub-Committee is limited and is usually presented verbally by its Chairman.

EXAMPLE C

Examples of undue delay arising from complicated committees and/or administrative procedures

(1) Protective Gloves for Schoolkeepers

The Head of the School submits a recommendation to the Borough Education Officer that protective golves are necessary for the use of the Schoolkeeper—either rubber or asbestos which is determined by the use to which the gloves are to be put, viz., gully, drain or grease trap cleaning for which rubber gloves would be required and for stoking, asbestos gloves.

Under the present procedure the request of the Head is submitted to the Excepted District together with the recommendation of the Borough Education Officer that the gloves are essential. The Excepted District, the Head Teacher and the Borough Education Officer are obviously aware of the local circumstances and are fully competent to decide whether or not the gloves should be supplied and purchased immediately. This cannot, however, be dealt with so easily. The recommendation has to be submitted to the appropriate Sub-Committee of the County Council who have full power to refuse the recommendation for supply.

A summary of the correspondence in the case of one of the Excepted Districts is appended:

21/4/1955	Letter from the Borough Education Officer to Chief Education Officer asking if Schoolkeepers are entitled to protective gloves, arising from a verbal request from a Schoolkeeper concerning provision of gloves.
30/4/1955	Reply enclosing letter from Chief Education Officer sent to Union (District Official) on 1/3/1955 stating that Chairman of Sub-Committee considers no case made out for the general provision of protective gloves to Schoolkeepers but County Council would continue existing practice of considering individual cases on merits.
11/5/1955	Letter from Borough Education Officer to Union Official giving information contained in Chief Education Officer's letter to Union.
24/10/1955	Memos from two Schoolkeepers requesting provision of gloves.
27/10/1955	Memos acknowledged.
28/10/1955	Letter from Borough Education Officer to County giving details of boilers at Woodlands and Earlsmead Schools and asking if gloves may be supplied.
4/11/1955	Acknowledgment from Chief Education Officer—matter referred to County Architect.
14/11/1955	Two more Schoolkeepers also applied for gloves.
30/11/1955	Letter from Borough Education Officer to Chief Education Officer asking if approval had yet been given to Earlsmead and Woodlands and stating two further applications had been received.
5/12/1955	Circular from County: decision of Middlesex Joint Council viz. amendment to Conditions "Gloves shall be provided where necessary," and letter from Chief Education Officer stating that County Architect does not consider stoking conditions at Earlsmead and Woodlands to be exceptional. (No knowledge in Local Education Office of actual visit by County Architect's representatives.)
7/12/1955	Letter to Schoolkeepers concerned giving above information and asking for further details.
9/12/1955	Letter to Borough Education Officer from Union Official querying position in view of agreed amendment to Conditions.
12/12/1955	Reply to Union Official stating County decision had been convened to his members on 7/12/1955.
16/12/1955	Memo from a Schoolkeeper giving further details.
6/1/1956	Memo from another Schoolkeeper giving further details.

9/1/1956	Submitted to Schools and Teaching Staff Sub-Committee of the Excepted District—recommended no action be taken (but Sub-Committee under the impression that protective gloves of heavy pattern involved).
12/1/1956	Letter from Chief Education Officer attaching copies of letters from the Union Official suggesting joint visits of representatives to schools concerned, together with Chief Education Officer's reply, viz., to effect that matter was being considered at local level and correspondence referred to Borough Education Officer.
13/1/1956	County and Schoolkeepers concerned told of Schools and Teaching Staff Sub-Committee's decision.
20/1/1956	Memo from Chief Education Officer attaching copy of letter from Union Official *re* Sub-Committee's decision. Chief Education Officer suggests visit and asks for further details of Devonshire Hill.
24/1/1956	Reply to Chief Education Officer's letter.
16/2/1956	Letter from Chief Education Officer. Visit on 21/2/56 by Officers of the County Council, the Excepted District and the Trade Union.
22/2/1956	Letter from Chief Education Officer stating representatives considered Earlsmead Schoolkeeper should be provided with gloves, but no case for Devonshire Hill and Woodlands Park Schools.
5/3/1956	Visits reported to Schools and Teaching Staff Sub-Committee of the Excepted District who accepted recommendation regarding Earlsmead.
6/3/1956	Letter from Chief Education Officer attaching copy of letter from Union *re* Down Lane School, making claim that amendment to "Conditions" means that all Schoolkeepers stoking boilers with hard fuel should receive protective gloves.
8/3/1956	Reply to County suggesting need for general ruling to save administrative time on consideration of individual cases and suggesting survey of schools in the Excepted District and granting of gloves wherever space as cramped as Earlsmead.
9/3/1956	Letter to County giving details of stoking conditions at Down Lane School.
15/3/1956	Acknowledgment from County.
8/5/1956	Letter from County—County Council decided Schoolkeeper at Earlsmead be provided with gloves, and proposing visit to Down Lane.
14/5/1956	Gloves ordered for Schoolkeeper at Earlsmead.
15/5/1956	Letter from County stating Trade Union Official proposes to submit cases to next meeting of T.U. side of Middlesex Joint Council.
29/6/1956	Letter from Chief Education Officer giving date of visit (4/7/1956).
4/7/1956	Visit to Woodlands Park, Down Lane and Devonshire Hill Schools by Joint Secretaries of Middlesex Joint Industrial Council, Chief Education Officer's representatives and Borough Education Officer's representative.
3/1/1957	Letter from County giving approval for gloves for Woodlands, Devonshire Hill and Down Lane Schoolkeepers.
8/1/1957	Gloves ordered (Cost: 8s. 8d. per pair) and Schoolkeepers informed.

(2) Transport of Pupils to Schools

Until 1952 there were no secondary schools situated in a certain area in which large new housing estates were being developed. Arrangements had been made for the boys to be transported to a Secondary Boys' School by coach and the girls were in the first instance, given bus tickets to enable them to travel to a Girls' Secondary School. Because of subsequent difficulties due to overcrowding of the public transport services, the Divisional Executive recommended that coach transport should also be provided to take the girls to their school. Before the latter recommendation could be considered, the County Council on 6th December, 1949, in order to effect economies, revised the existing approved distance limits for the provision of free travel facilities for children going to and from school from 2½ to 3 miles in the case of senior children. It was stated, however, that "the changes in the minimum distance a pupil is required to travel to school before qualifying for free travel facilities were made on the understanding that where there are unusually difficult local conditions, particularly traffic dangers, the Divisional Executive may submit recommendations for travelling facilities for shorter distances."

The Divisional Executive having already considered the matter on 9th December, 1949, submitted a recommendation that the coach transport already provided for the boys should continue and that similar transport should be provided for the girls instead of bus tickets. Many of the children concerned lived more than three miles from the school, some had to travel between 2½ and 3 miles. The Divisional Executive's recommendation was submitted having regard to all circumstances, which included the question of traffic dangers and the shortage of public transport. On 3rd February, 1950, this request was refused. Instructions were given that the coach transport was to be terminated and that boys and girls who lived more than three miles from the schools concerned were to be given free bus tickets instead. No precise date was given for the termination of the transport and the Divisional Executive were able to delay action until the end of the spring term, 1950, during which they referred the matter back for further consideration. At that time approximately 188 boys were transported by coach and 99 girls who lived more than 2½ miles from their School were provided with free bus tickets.

On 9th March, 1950, the Chairman of the County Education Committee visited the area and it was decided that coach transport should in future be provided for the autumn and spring terms only.

The economies which came into force at the beginning of the summer term on 24th April, 1950, were as follows:

(1) Termination of coach transport for 188 boys and provision in lieu of free tickets for 107 of these boys who lived more than three miles from the school.

(2) Cancellation of tickets for 27 girls who lived between 2½ and 3 miles from the school.

The withdrawal of coach transport at the beginning of the summer term resulted in a "Strike". On the first three days of term the average number of absentees were—boys 86, girls 77. These figures were fully maintained up to 4th May, 1950, and in fact slightly increased. The peak figures of boys absent was reached on 2nd May, when 119 were away. On 4th May, 1950, coach transport was provided for all boys and girls who lived more than three miles from the school and free tickets were withdrawn. By this time, however, the "strike" had spread and children who lived between 2½ and 3 miles from the school were still on "strike" and, moreover, a number of pupils who lived more than three miles and for whom coaches were then in operation continued to stay out in sympathy. Until coaches were provided to include all the children in the area on 22nd May, 1950, the average number of absentees on "strike" was as follows:

Boys	77
Girls	39

On 22nd May, 1950, the County Authority agreed to the provision of coaches for all the children in the area.

To arrive at this result, which had been recommended by the Divisional Executive five months before, numerous letters had passed, two long reports totalling seven foolscap sheets had been submitted, the Chairman of the County Education Committee had made two visits, there had been a "strike" of the children attending the schools concerned, a compromise in two stages had been agreed by the County Council, delegations of parents had visited both the Local and the County Offices, and a County Officer had on two successive mornings starting at 8 a.m. walked with a party of children to school to investigate the route itself. The press, who already knew of the "strike", attempted to take photographs of these extraordinary processions. Correspondence between the Borough Education Officer and the County Education Officer on this matter between 5th October, 1949, and 9th August, 1950, was as follows:

To County	*From County*
5/10/49	6/12/49
9/12/49	13/1/50
5/1/50	26/1/50
30/1/50	3/2/50
9/2/50	23/2/50
28/2/50	28/3/50
27/4/50 (delivered by hand)	2/5/50
3/5/50	4/5/50
9/5/50	22/5/50
5/7/50	11/7/50
	9/8/50

During this time there was voluminous correspondence with parents until transport was resumed on 22nd May, 1950.

EXAMPLE D

Example of rigid or unintelligent application of regulations sometimes resulting in unnecessary expenditure

In March 1955 application was made for a new typewriter to replace a decrepit one at a school. The reply from the Chief Education Officer was to point out that "according to my records this school has only 600 hours' clerical assistance and consequently is not entitled to be supplied with a typewriter".

The number on roll at that time was 366, and in the year preceding was 360. The clerical assistance used was 600 hours per annum; but on the County Council's scale a roll of exceeding 350 pupils gave entitlement to 840 hours. The Headmaster, however, was quite satisfied with 600 hours and did not want to make the increase. These facts were submitted in April for reconsideration but nevertheless the application was refused. "In reaching this decision the Vice-Chairman had regard to the policy of the Education Committee that typewriters should not be supplied to Primary Schools unless the clerical assistant works more than 600 hours per annum." Consequently in the same month, application was made for approval to the full entitlement of 840 hours, which was approved in June, after which the provision of the new typewriter was allowed with no further argument.

Thus was an endeavour to achieve realistic economy defeated by rigid adherence to the County Council's own rule, in an over-complex organisation beset by the fear of precedent.

EXAMPLE E

Unnecessary duplication of administrative procedures

Example 1.

Unwieldy procedure relating to temporary staff transfers.

The spate of form filling required by the County administrative machine would be either unnecessary or considerably diminished if there were full local control. As an example, at certain times of the year it is necessary to make frequent temporary adjustments of staff in the school canteens because of illness. Such temporary changes in the staff which involve the employment of 'supply' assistants must be notified on a form (in quadruplicate) requiring information under nine headings. The temporary transfer of a permanent employee must also notified by this unweildy method and an employee who is 'stood off' for one day before resuming at some other canteen in the locality, must be notified first as resigning and then as a new appointment, which means that all the detailed information as to qualifications, etc., must be furnished once again in triplicate.

Example 2.

Overtime Claims.

Authority to work overtime is given by the Head of Department, in this case a Borough Education Officer or a District Education Officer, who is satisfied as to the necessity before approval. The monthly returns are certified and sent to the Chief Education Officer for counter-signing before the Treasurer is authorised to pay the claim.

Evidence Submitted by the National Association of Divisional Executives for Education

1. It notes that the Royal Commission is concerned with the organisation of local government in the Greater London area and that evidence has therefore to relate to the effectiveness of local government machinery as distinct from the policies which individual local authorities may be applying in their various fields of activities.

2. Within the area as defined there are 25 Excepted Districts and 19 other Divisional Executives, exercising educational functions by Schemes of Delegation under the Education Act, 1944. These are—

County of Middlesex ..	16 Excepted Districts: Harrow, Ealing, Willesden, Hendon, Wembley, Tottenham, Enfield, Heston and Isleworth, Twickenham, Edmonton, Hornsey, Southgate, Finchley, Hayes and Harlington, Acton, Brentford and Chiswick.
	4 Divisional Executives: N.W. Middlesex, S.W. Middlesex, Southall, Wood Green.
County of Essex	6 Excepted Districts: Ilford, Walthamstow, Dagenham, Romford, Leyton, Barking.
	2 Divisional Executives: Forest, South Essex. (Both these areas cover a wider district than is included in the Royal Commission's terms of reference.)
County of Kent	3 Excepted Districts: Bexley, Beckenham, Bromley.
	3 Divisional Executives: Penge, Chislehurst & Sidcup and Orpington, N.W. Kent. (N.W. Kent covers a wider area that that included in the terms of reference.)
County of Surrey	7 Divisional Executives: Central Surrey, Mid Surrey, Northern Surrey, North Central Surrey, North-Eastern Surrey, North-Western Surrey, South-Eastern Surrey. (Some of these D.E.s cover a wider area than that included in the terms of reference.)
County of Hertfordshire ..	3 Divisional Executives: Mid Hertfordshire, South Hertfordshire, South-West Hertfordshire. (These D.Es. cover a wider area than that included in the terms of reference.)

3. The Association is concerned only with the effective organisation and functioning of the education service and with the views and experience of the Excepted Districts

and Divisional Executives in the area in membership. Of these there are 25 Excepted Districts and 14 Divisional Executives. The Association is not concerned with changes in local government structure generally but with that part of the terms of reference which concerns the distribution of the function of education. The evidence submitted is therefore confined to whether any, and if so what, changes in the distribution of the function of education would better secure effective and convenient local government. Local government is a whole and it is therefore difficult to separate functions and discuss them apart from the more general considerations but education is so much a major function that it is reasonable to treat of its requirements in terms of organisation apart from other services. The Association has already issued a statement giving the background of the problem, a copy of which is reproduced as Appendix I.

One common factor is that all Excepted Districts and other Divisional Executives operate under Schemes of Delegation prepared in accordance with the Education Act of 1944. The essential factor of difference is that the Excepted Districts comprise the areas of single Boroughs or Urban Districts in which the Borough or Urban District Council was responsible for the production of the Scheme of Delegation, whereas the other Divisional Executives normally (although not always) cover the areas of several minor authorities and their Schemes were in all cases prepared by the Local Education Authorities (i.e., the County Councils). Since they comprise the area of single Boroughs or Urban Districts, the Excepted Districts are by nature more homogeneous units, but it should not be assumed that they are necessarily larger or that their delegated powers are greater.

4. The following statement gives an indication of relative size of population with, for purposes of comparison, some of the County Boroughs in the country:

Population Range	*Excepted Districts*	*Other D.Es.*	*County Boroughs*
200,000–250,000	1—Harrow	5—South Essex Forest, Essex Central Surrey N.W. Surrey N.Central Surrey	4—Cardiff Croydon Portsmouth Plymouth
175,000–200,000	3—Ealing Ilford Willesden	1—N.E. Surrey	2—Southampton Sunderland
150,000–175,000	1—Hendon	3—S.W. Herts. Chislehurst & Sidcup N.W. Middx.	7—Salford West Ham Bolton Swansea Brighton Southend Wolverhampton
125,000–150,000	1—Wembley	1—N.W. Kent	7.
100,000–150,000	8—Tottenham Walthamstow Dagenham Romford Enfield Heston and Isleworth Twickenham Leyton	1—S.W. Middx.	16.

75,000–100,000	5—Edmonton Hornsey Bexley Beckenham Barking	2—South Herts. N. Surrey	14.
60,000–75,000	5—Southgate Finchley Hayes and Harlington Acton Bromley	—	11.
Under 60,000	1—Brentford and Chiswick	1—Mid Herts.	9.

5. From this statement it is clear that apart from special considerations of the peculiar nature of the problem in the metropolitan area, fourteen of these Excepted Districts would come within the clause of the Local Government Bill which says, "In so far as the question of the constitution of a new County Borough is affected by considerations of population, the Commission (Local Government Commission) and the Minister shall presume that a population of 100,000 is sufficient to support the discharge of the functions of a County Borough Council". The average size of the Excepted Districts concerned, within the group 100,000–250,000 is larger than that of the comparable County Borough group. Similarly, if the divisional executive areas have been rightly chosen (and the decisions rested with the County authorities) there are 11 groupings of districts where education has since 1944 been administered effectively over the area as a whole and which could now be responsible for major educational services.

6. There are no cases (if population is taken as the criterion) where the existing Excepted Districts or Divisional Executives in the areas under 100,000 are so small that the grant of major control over the service is impracticable.

7. The implication is that if population is a criterion there already exist units responsible for the day-to-day administration of education, with sufficient experience to assume major responsibility for the service. Some of these are as populous as the major cities of the country; all are larger than some County Boroughs in other parts of the country.

8. There are then two conflicting factors to be reconciled. One is the essentially local nature of the education service which demands intimate association between schools, teachers, officials, local councillors and parents. The other is the advantages of centralised administration combined with uniformity in the application of the service to the public. There is one common point upon which all Excepted Districts and Divisional Executives are agreed. They are united in opposition to the creation of a major authority for education (whether a single local authority or a specially appointed or ad hoc one) covering the whole metropolitan area. Even if the convenience of administration (such as large-scaled mechanised accountancy systems) and advantages of uniform policies (such as common holiday arrangements for the whole area) could be demonstrated, they consider these to be completely outweighed by the basic need for a personalised and local service. They are not convinced that the scale of centralisation involved would prove more economical; almost certainly the opposite would be the case since the amount of administrative organisation involved in standardising a service which is essentially local would be overwhelming.

9. Equally the Excepted Districts and Divisional Executives reject the solution of creating three or four large counties covering the metropolitan area and concentrating within them the complete educational functions. This pattern would by definition fail to produce the uniformity its advocates desired and would create administrative units too large, cumbersome and unwieldy to meet the essentially local aspect the service calls for. It would, too, involve the complete dismemberment of existing county areas such as Surrey, Hertfordshire, Essex and Kent.

10. The Association claims that the only method of creating an effective educational organisation is to start with a local unit of reasonable proportions in which the administration of the service can be organised on a local (rather than a bureaucratic basis) and in which the local government institutions on which it is built can be appreciated and fostered. The problem of local government is not merely to administer functions, but in the process to stimulate an understanding of and a belief in local democracy.

11. In a great conurbation the inevitable tendency is towards the concentration of the more mechanised services. Transport, main drainage, light and power, main trunk thoroughfares, all tend to demand uniform and mechanised control. Such control inevitably removes them from the sphere of real local control. The highly technical processes involved, the scale of finance, the administrative structure, tend to put these services beyond the capacity of the local ratepayer to control, other than in the most general sense. It is essential that there should be a counteraction in those services which are personal in their impact on the community. It is also desirable that there should be flexibility and variety in organisation. These considerations apply especially in the service of education.

12. The Association considers therefore that the control of the education service should not be centralised, even with the provision of local administrative offices (as in the L.C.C. area), but should be based upon convenient local government units in which good organisation can be susceptible to local opinion. The historic growth of the metropolitan area, the divers ways in which new centres of population have developed (some by deliberate creation of new towns, some by transforming old rural market centres into new uniform urban areas, some by overspill estates from London, some by gradual spread of expensive houses) make it undesirable to superimpose a standardised local government structure over the area. Where technical demands for a generalised service have been the overwhelming consideration, such services have tended to move away from effective local government. In education it is essential to retain units which have a meaning within the context of local life. The Association recognises that this involves varity in administration and in local costs, but considers that effective arrangements for grant and the overall control provided by the Ministry of Education fully meet any requirements on these scores. It believes too that only by such means can the locally elected representative and the professional educationist be brought into association in the administration of the service.

13. On the question of whether the service of education should be administered by delegation, the Association considers that wherever it can be arranged, the conferment of powers is more appropriate. It is simpler to understand, less complex to administer, more direct in its placing of responsibility, and it creates a better relationship between those responsible for the cost of the service and those responsible for raising the money.

14. The Association believes that it is possible to provide by inter-authority schemes for common use of services, and by pooling of costs, for the provision of those special aspects of the service which require organisation over a very wide area, e.g., higher technological education, university and further education awards and the training of

teachers. It would be wrong to use the obvious need for a general supervision of these services to impose a rigid centralised pattern on the whole area for the major functions of secondary, primary and special service education and the local aspects of further education.

15. The Association desires to call the attention of the Royal Commission to the special problems that arise in the outer London area. In most of the Home Counties—Essex, Kent, Surrey, Hertfordshire—the county area spreads far beyond any conception of Greater London, but includes a London fringe of new urban and metropolitan development which has been superimposed on an original rural and provincial setting. In such areas, with no great towns, but strongly retained local associations, some form of delegation is the only means of reconciling the need for overall control of finance and major policy with the desirability of fostering and enhancing the local administration of personal services. In these cases the Association believes that the conception of divisional administration, as it has developed since 1944, for example in Surrey has an important contribution to make. It has been possible whilst retaining a general basic policy, to provide opportunities for a balanced arrangement of urban and rural communities which can attract able lay administrators to the service of education. Where the Local Education Authority is generous in its delegation and the Divisional Executive tolerant in its recognition of the need for central supervision, such a scheme provides an admirable solution to the problem and is much to be preferred to an overweighty central direction.

16. The Association does not believe that any neat and tidy pattern of administration is appropriate for the London area, nor that the correct solution for the great boroughs of Middlesex and Essex should be applied to the different conditions of Surrey and Hertfordshire. It considers that the overriding criteria should be: (1) the stimulation of interest in local government and (2) the organisation of the personal services such as education on as local a basis as is consistent with efficient organisation.

17. The Association suggests therefore:

(a) That where the area of a recognised local unit is large enough, the County Borough type of solution is to be preferred.

(b) That the criterion for the conferment of full powers relating to education functions in the Greater London area cannot reasonably be more stringent than the criterion laid down in the Local Government Bill for the country as a whole.

(c) That in other areas (i.e., Divisional Executives of the existing pattern) the allocation of education functions providing real and substantial local control is essential.

APPENDIX I

Royal Commission on London Government

1. The first issue of importance in connection with the reorganisation of local government in the Association's policy concerning the control of education in Greater London, where the Royal Commission has already been established. The Executive should determine the principles upon which its policy should be framed and the terms of the evidence to be submitted.

2. It may be desirable to consider broad alternatives of policy first and then to call a conference of all Excepted Districts and Divisional Executives within the area covered by the Royal Commission. Clearly, the recommendations submitted would be more weighty if they emanated not merely from the Executive but were endorsed by all the members of the Association affected.

3. Any proposals submitted ought not just to reflect the desire of existing Excepted Districts and Divisional Executives to retain or enhance their status and functions, but should be appropriate to the wider problem of the organisation of London Government, as far as it affects the education service. They ought, for example, to take into account such factors as (1) te effect of any changes on the extra metropolitan counties of Essex, Kent, Hertfordshire and Surrey, as well as their consequences for London and Middlesex and the three County Boroughs of West Ham, East Ham and Croydon; (2) the probability that certain major services in Education—major technological education, teacher training, possibly the provision of certain aspects of special school provision, possibly, too, major university awards—may require organisation over a very wide area; (3) the desirability or otherwise of establishing an "ad hoc" directly elected (or indirectly elected) Education Authority to cover the whole area in all aspects of the service. It must be remembered that this has been the historic approach for solving many of the problems of London Government, in the police service, in transport and in hospital provision. It has not applied to the fire service or major planning, but there will be strong arguments in favour of such arrangements.

4. The essential nature of the problem is to determine where to throw the emphasis: whether on administration or on persons. Does one start with the need for a tidy, recognisable, efficient and uniform organisation, treating the service comprehensively, or does one place a premium on the local, almost personal, aspect of education. The former puts first the centralised control of planning and finance, with the object of securing a service which is simple to appreciate in its structure and acceptable because of its uniform application of general principles over a wide area to pupils, parents and staff alike. It will probably recognise the need for some devolution, either by local administrative office decentralisation (as at present in the L.C.C.) or by delegation to existing local authorities (as at present in Middlesex). But it starts with the fundamental requirement of uniformity of policy and central control of finance. Devolution in such a context is subsidiary and of necessity limited. The other approach is entirely different. It starts at the other end and builds on the basis of the local community. It emphasises the personal nature of the service, the importance of local contact and local expression. It throws the centre of organisation nearer the locality. But at the same time it recognises that co-operation to provide essential services, to secure reasonable uniformity and a generalised financial standard, may be needed. It insists on a locally administered centre even at the sacrifice of neat and tidy organisation. Roughly speaking, the first approach implies a central authority, however composed, with some scheme of devolution; the second involves a localised authority with some arrangements for federation.

5. It is significant that whilst there have been changes in the size, the complexity, the area and the type of bodies concerned, the nature of the problem and the principles involved are much the same as those which confronted the last Royal Commission on the Local Government of Greater London, which reported in 1923 (Cmd. 1830). At that time the London County Council urged the creation of a Central elected authority covering an area not smaller than the Metropolitan Police area and not larger than London and the Home Counties, which would administer certain major services directly. In the case of education, there would be delegation to local authorities within the area—and the L.C.C. had in mind the organisation of the (then 121) existing local authorities into areas of about 500,000 each. The central authority would reserve

to itself the control of finance and of matters of policy, together with such further control as might be prescribed in the approved schemes of delegation. The general argument in favour of such a central authority was that the major services required, for efficient administration, an area substantially larger than the existing London County Council area. The special case in favour of a larger area for the administration of education was based upon the complexities that arose, especially in secondary and technical education, from the large number of local education authorities then existing. The general opposition to these proposals relied on the importance of local autonomy and the need for maintaining local interest. "It was clear that almost all the existing Local Authorities attached the utmost importance, first to retaining their separate identity (subject to any amalgamations on which they and their neighbours might voluntarily agree) together with all the powers of administering local government services which they now possessed and, secondly, to avoiding any diminution of the detailed knowledge of local conditions and the interest in local affairs which were now exhibited by the members of their governing bodies and by the inhabitants who elected and controlled them." In the specific case of education, the other authorities "were apprehensive that any Central Authority which retained control over policy and finance would not, in fact, hand over to the Local Authorities any work which was important or interesting, although it might be burdensome owing to its bulk." It is particularly interesting, in the light of subsequent developments, that Middlesex County Council supported this view. Most authorities held that any difficulties of the migration of pupils for educational purposes could be settled by reciprocal arrangements, which were far more desirable than placing in the hands of a single Authority the control of education throughout the area.

6. At that time (i.e., in 1923) the Royal Commission came down heavily against the proposals of the London County Council. The reasons are worth quoting: "In regard to this service (education) we find that the London County Council have not established their case for a central authority to be placed in supreme control of education over an extended area, but empowered to delegate a large amount of administrative work to the Local Authorities in the area. It is clear from the evidence that agreements between the L.C.C. and the Authorities of the surrounding districts in regard to the provision of all forms of education are frequently made; are made without undue difficulty; and must continue to be made even if a Central Authority were established. As regards the proposals of the L.C.C. for a distribution of powers between the Central Authority and the Local Authorities, we agree with those witnesses who have argued that if the Central Authority retains the control of policy and finance, the Local Authorities, although they may have much work, will have little responsibility. The L.C.C. have failed to put forward any proposals for transfer or delegation of powers by the Central Authority which meet with the assent of their neighbours, and we think that the efficiency and economy of this very important service would be diminished unless the measure of transfer or delegation were generous and were acceptable to the Local Authorities. A system under the supreme control of the Central Authority would necessarily be more expensive and the scheme presented to us would, we think, diminish the personal interest which in many of the surrounding districts is regarded as the principal cause of the success of the educational system."

This insistence on the localised aspects of the service and fear of the central control of policy and finance is in sharpest contrast to the views of the Minority Report of Messrs. Donal and Walsh: "The Central Authority," they declared, "should be the supreme Education Authority for the whole area. There should be one equalised rate for education throughout the area. In the education system for Greater London first place must manifestly be given to the consideration that no London child should be precluded from obtaining a sound elementary education or should, in proceeding to higher education, be handicapped by the anomalies and jealousies of administrative areas and Authorities. In the second place, the service being national in character, the burden should be borne evenly. There should be one teaching staff and equal opportunities of development and promotion. The Central Authority should deal with the training of teachers, should manage the specialised institutions, but as regards the management of the elementary schools, it should only approve the staffing scale and the standard rationing of supplies, undertake the inspections and examinations, and maintain the school buildings. The appointment of teachers in accordance with the staffing scale and all the duties of management should be the responsibility of the Local Authorities."

7. The basic issue which has emerged from this discussion remains dominant despite changes in law, organisation and the growth of population in the Greater London area since 1923. On the one side there is the centralising tendency. At the strongest this finds expression in ad hoc bodies, either present, such as London Transport, the Metropolitan Water Board, the Port of London Authority, the Metropolitan Police; or historic, such as the Metropolitan Asylums Board, the Metropolitan Board of Works, or the London School Board. Less powerfully, it urges the creation of an elected authority (on similar lines to the L.C.C.) but with provision for more or less delegation to subordinate authorities. The opposite view stresses the importance of maintaining local government areas with maximum functions, using devices such as pooling, co-operation, consultation, reciprocity Agreements, equalisation grants, to overcome the difficulties of reconciling basic need for localised institutions with an effective demand for uniformity in conditions throughout the area. Since 1923 in the education service the administrative pattern has been recast by the abolition of the Part III Authorities and their replacement by Excepted Districts and Divisional Executives. The mighty L.C.C. is no longer alone; it has found a compatriot in the Middlesex C.C. But the main changes have been: (1) the greater integration of London by the development of transport and (2) the spread of population to the periphery. Centrifugal and centripetal forces have both been at work. Could any reasonable boundary be now drawn for a Greater London Authority? If it were, could the resulting authority be an elected one and still manage all the major functions? If so large a unit is to be selected, does not the "ad hoc" organisation become the only rational one? But does not such an arrangement put too much of a premium on organisation and uniformity and sacrifice the real conception of local government? Is education most properly administered in the manner suited to London Transport? Is the complete sacrifice of democratic institutions too high a price even in an area as vast as Greater London?

8. It is this type of issue more than the niceties of existing schemes of divisional administration which should be considered first. The problem is not made easier either by the variety of the existing pattern of provision or by the toughness and resilience of existing institutions with their peculiar historic experiences. The area includes the London County Council, a highly centralised organisation with no educational delegation to the Metropolitan Borough Councils, the Middlesex County Council, with a pattern of 16 Excepted Districts, 4 Divisional Executives and 2 District Sub-Committees, the three County Boroughs of West Ham, Croydon and East Ham, part of Kent, part of Essex, with large Excepted Districts and Divisional Executives, and parts of Surrey and Hertfordshire, with Divisional Executives only. The arrangements have reflected both the period and extent of local development. But having been established, the pattern of organisation has tended to harden. In London the centralised pattern dates back to 1870 and reflects the administrative techniques of the London School Board; in Middlesex the present conflict between Boroughs and County is conditioned by the rapid growth of progressive authorities in the 1920-40 period, when the Part III Authorities outmatched the County. In Essex the existence of two County Boroughs, the rapid growth of suburban areas in the period between the wars, and the more recent expansion of other areas, have led to

the establishment of both Excepted Districts and Divisional Executives and to the claim for some Boroughs to have complete independence. The problem is to bring this range of experience, based upon the period of development, into a comprehensive pattern. It looks as if the result must be a compromise in which the tenacity of older institutions is tempered with the aspirations of the newer.

9. The simplest recommendation would be to leave things almost as they are, with suggestions that smaller units might amalgamate and that a federal body with general advisory powers in education might keep the wider issues in education under review. This would follow the approach of the earlier Royal Commission, although it did not specifically propose such an advisory body for the education service. A stronger scheme might adopt the County Borough solution with existing or reorganised local authorities, virtually independent but with a central organisation indirectly elected from them to supervise what might be called regional problems. A third line of approach would involve creating new counties with some delegation to smaller boroughs. Another solution would be to organise one large controlling local authority for the whole area, with education as one of its services, and with delegation to existing or reorganised boroughs. The final, and boldest, conception would be that of an Education Authority for Greater London, functioning as an ad hoc authority, either directly elected (as was the London School Board) or nominated (as with the London Passenger Transport Board).

10. This outline is prepared as a basis for discussion, in the hope that the Executive will, in consultation with the Excepted Districts and Divisional Executives affected, produce a reasoned statement of views and policy which can be submitted to the Royal Commission.

Evidence Submitted by the Outer London Standing Joint Committee

1. The Outer London Standing Joint Committee (hereinafter referred to as "the Standing Joint Committee") is glad to accept the Royal Commission's invitation to submit a memorandum of evidence.

2. The Standing Joint Committee notes that the Commission's terms of reference are as follows:

(a) to examine the present system and working of local government in the Greater London area;

(b) to recommend whether any and, if so, what changes in the local government structure and the distribution of local authority functions in the area or in any part of it would better secure effective and convenient local government; and

(c) to regard for these purposes—

(i) local government as not including the administration of Police or Water;

(ii) the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham & Warlingham, Chorley Wood, Hornchurch, Rickmansworth and Walton & Weybridge, and the Parish of Watford Rural in the Watford Rural District.

3. The Standing Joint Committee was formed in 1941 for the protection and advancement of the powers, interests, rights and privileges of the constituent authorities arising out of their Civil Defence functions and matters connected with the then emergency, and the making of any desirable representations on any such matters.

4. The Standing Joint Committee has continued in existence since that date. The present constitution provides that the Standing Joint Committee shall consist of the County Borough Councils, Non-county Borough Councils, Urban District Councils and Rural District Councils in the Metropolitan Police Area, excluding the County of London (hereinafter called "the Outer London area").

5. The present objects of the Standing Joint Committee are the protection and advancement of the powers, interests, rights and privileges of the constituent authorities and in respect thereof to express views on behalf of the constituent councils to appropriate bodies or persons whenever deemed advisable; provided that the Standing Joint Committee shall not have power to bind or commit a constituent council to any particular course of action.

6. The Outer London area comprises 4 Borough Councils and 4 Urban District Councils in the County of Kent, 18 Borough Councils and 8 Urban District Councils in the County of Middlesex, 4 Urban District Councils and 1 Rural District Council in the County of Hertfordshire, 2 County Boroughs, 7 Boroughs and 2 Urban District Councils in the County of Essex, and 1 County Borough, 10 Borough Councils and 5 Urban District Councils in the County of Surrey, making a total of 66 local authorities.

7. A list of these authorities with particulars of their population, rateable value and estimated product of 1*d.* rate, is shown in Appendix "A". Fifty-four of these authorities (marked with an asterisk) are constituent members of the Standing Joint Committee.

8. The total estimated population of the local authorities in the Outer London area is 4,996,910 and their combined rateable value £84,576,434.

9. With the exception of the 10 authorities that are not within the Metropolitan Police District the Standing Joint Committee and the Metropolitan Boroughs Standing Joint Committee cover the Royal Commission's area of investigation.

10. The Standing Joint Committee is not in possession of the combined figures relating to area, population and rateable value of all the authorities within the area of the Royal Commission but submit that a congregation of possibly 10,000,000 people in an area of 600 square miles with over £600,000 as the product of a 1*d.* rate, would obviously create special problems.

11. The Standing Joint Committee contends that the greater the area concerned the smaller is the interest taken by citizens in the elections for members of its governing body.

12. The Standing Joint Committee therefore feels it would be unwise, and wrong in principle, to create a directly elected body to exercise local government functions over an area containing 20% of the population of Great Britain and to wield such a financial power as is implicit in such a huge product of a 1*d.* rate.

13. The Standing Joint Committee would therefore oppose any extension of the present area of the London County Council or of any of its services as, for example, Education.

14. The Standing Joint Committee further consider that in any reorganisation in the Outer London area the following principles should be observed:

(a) that no local authority should be held down in status or functions merely because of proximity to London;

(b) that where so far as a two-tier system of local government is found necessary, there should be the fullest possible direct conferment of functions on the second-tier authorities;

(c) that uniformity of pattern over the area is not essential, and that different systems may be appropriate to circumstances in different parts of the area.

15. The Royal Commission will be aware that since the end of the Second World War a number of functions have been transferred from local authorities to other bodies upon which the local authorities have no effective voice, e.g. the hospital service, supply of gas and electricity.

16. The Standing Joint Committee desire to place on record their opinion that in those services which affect the public they should be represented on the governing bodies concerned in the same way as they have representation on the Metropolitan Water Board. So far as the hospital service is concerned the Standing Joint Committee is strongly of opinion that local authorities should be represented on their local hospital management committees.

17. The Standing Joint Committee regrets that the administration of Police is excluded from the Royal Commission's terms of reference and they would wish to record their dissatisfaction with the present situation whereby local authorities have to levy the precept of a body which is not responsible to local ratepayers.

18. It is assumed that the Standing Joint Committee may, if they so desire, submit fully detailed views on the above and other matters in due course.

Chairman: ALDERMAN ROSS WYLD, O.B.E., J.P.
Honorary Secretary: HAROLD E. BARRETT,
Town Clerk,
Borough of Malden and Coombe,
Municipal Offices,
New Malden,
Surrey.

July 1958.

APPENDIX "A"

OUTER LONDON STANDING JOINT COMMITTEE

Particulars of Authorities in the Outer London Area

*—Denotes member of the Standing Joint Committee.

County	Local Authority	Population	Rateable Value	Product of 1*d.* rate
			£	£
ESSEX	**County Boroughs**			
	*East Ham	112,700	1,383,462	5,640
	*West Ham	165,900	2,216,309	8,945
	Borough Councils			
	*Barking	75,070	1,023,893	4,194
	*Chingford	46,450	704,499	2,845
	*Dagenham	114,400	1,334,503	5,540
	*Ilford	179,600	2,885,639	11,580
	*Leyton	99,670	1,271,520	5,180
	*Walthamstow	115,300	1,575,492	6,350
	*Wanstead & Woodford	60,970	986,734	4,003
	Urban District Councils			
	Chigwell	60,420	829,880	3,440
	*Waltham Holy Cross	10,520	170,936	690
HERTFORDSHIRE	**Urban District Councils**			
	Barnet	25,840	466,599	1,885
	*Bushey	18,320	289,902	1,180
	*Cheshunt	28,050	368,889	1,525
	East Barnet	40,950	656,965	2,670
	Rural District Councils			
	*Elstree	26,640	374,267	1,522
KENT	**Borough Councils**			
	*Beckenham	75,440	1,389,925	5,600
	*Bexley	90,020	1,228,950	5,025
	*Bromley	65,550	1,268,595	5,125
	*Erith	46,010	696,549	2,900
	Urban District Councils			
	*Chislehurst and Sidcup	87,790	1,214,889	4,850
	*Crayford	29,980	388,758	1,575
	*Orpington	72,170	1,119,364	4,700
	*Penge	25,610	336,596	1,345
MIDDLESEX	**Borough Councils**			
	*Acton	65,840	1,524,618	6,250
	*Brentford and Chiswick	57,700	1,176,864	4,900
	*Ealing	183,600	3,380,209	13,800
	*Edmonton	96,530	1,459,925	5,940
	*Enfield	109,200	1,757,600	7,150
	*Finchley	69,380	1,387,842	5,630
	*Harrow	215,000	3,723,475	15,000
	*Hendon	152,600	3,315,656	13,300
	Heston and Isleworth	105,100	1,982,355	8,310
	*Hornsey	96,890	1,486,000	5,900
	*Southall	53,000	864,920	3,490
	Southgate	71,250	1,449,980	5,870
	Tottenham	119,300	1,742,841	7,030
	Twickenham	103,600	1,828,051	7,200

County	Local Authority	Population	Rateable Value	Product of 1*d.* rate
			£	£
MIDDLESEX (Contd.)	Uxbridge	60,780	981,147	3,950
	*Wembley	127,500	2,687,837	10,900
	*Willesden	174,100	2,796,950	11,100
	*Wood Green	49,500	814,595	3,210
	Urban District Councils			
	*Feltham	50,000	892,258	3,512
	*Friern Barnet	28,490	426,024	1,725
	*Hayes and Harlington ..	67,190	1,056,926	4,300
	*Potters Bar	20,370	346,170	1,440
	*Ruislip-Northwood	75,280	1,317,337	5,277
	Staines	45,770	796,135	3,060
	*Sunbury-on-Thames	27,690	517,186	2,100
	*Yiewsley and W. Drayton ..	23,340	683,973	2,960
SURREY	**County Boroughs**			
	Croydon	249,500	4,405,334	18,006
	Borough Councils			
	*Barnes	39,390	851,017	3,435
	*Beddington and Wallington ..	32,460	653,032	2,620
	*Epsom and Ewell	67,340	1,245,009	5,042
	*Kingston-on-Thames	38,950	1,038,783	4,160
	*Malden and Coombe	45,940	783,739	3,270
	*Mitcham	64,930	987,124	3,910
	Richmond	42,450	944,270	3,776
	*Surbiton	63,110	1,101,944	4,450
	*Sutton and Cheam	78,960	1,546,585	6,270
	*Wimbledon	57,630	1,219,516	4,973
	Urban District Councils			
	*Banstead	38,680	726,262	2,975
	*Carshalton	60,440	828,203	3,379
	Coulsdon and Purley	67,830	1,296,350	5,275
	*Esher	55,840	1,183,501	4,865
	*Merton and Morden	71,090	1,185,776	4,725
	TOTALS:	4,996,910	84,576,434	342,744

Evidence Submitted by the Surrey Branch of the Rural District Councils' Association

Council Offices,
BAGSHOT, Surrey.
26th January, 1959.

Sir,

I have been instructed to inform you that at their meeting on the 20th January, the Surrey Branch of the Rural District Councils' Association unanimously adopted the following resolution:

> "That the Surrey Branch of the Rural District Councils' Association representing all Rural District Councils in the County of Surrey, express their full support for the representations made to the Royal Commission on Greater London by the Surrey County Council and stress their belief that there would be definite disadvantages to the Rural Districts if the metropolitan part of Surrey were to be severed from the rest of the Administrative County".

I am, Sir,
Your obedient Servant,

(Sgd.) O. V. H. FARRANT.
Hon. Secretary.

The Secretary,
Royal Commission on Local Government
in Greater London.

Evidence Submitted by the Surrey County Association of Parish Councils

2, Jenner Road,

GUILDFORD, Surrey.

19th December, 1958.

Sir,

At a meeting of the Executive Committee of the Surrey County Association of Parish Councils held on December 6th, the following resolution was carried unanimously:

> "That the Surrey Association of Parish Councils wholeheartedly supports the attitude of the Surrey County Council in opposing any changes in the organisation and area of Metropolitan Surrey and in opposing any proposal to sever any portion of that area from the remainder of the Administrative County. Whilst not directly represented in the area within the Royal Commission's terms of reference, the Association considers that any material change of that portion of Surrey would affect the balance of affairs in the County as a whole to an extent detrimental to the interests of the inhabitants of the Rural Districts".

I was directed to write to you accordingly.

I am, Sir,

Your obedient Servant,

(Sgd.) W. R. SELBY.

Honorary Secretary.

The Secretary,

Royal Commission on Local Government
in Greater London.

Evidence Submitted by the Surrey County Districts' Association

Town Hall,
WIMBLEDON, S.W.19.
11th May, 1959.

Dear Sir,

Royal Commission on Local Government in Greater London
Written Evidence of Ministry of Transport and Civil Aviation relating to Highways Administration

Through the medium of the Surrey County Districts' Association, a meeting was recently convened of representatives of all the 17 Local authorities in Surrey coming within the review area of the Royal Commission. The meeting was convened for the purpose of considering the proposals contained in the written evidence of the Ministry of Transport and Civil Aviation, paticularly insofar as it relates to the administration of highways in Greater London and advocates the grouping of existing authorities to form large independent single-tier highways authorities with powers of precepting on the constituent local authorities.

The authorities were unanimous in their opposition to such a scheme and have requested me, on their behalf, to express to the Royal Commission the deep concern and apprehension with which they view the suggested formation of new independent single-tier highway authorities with precepting powers, which without adding to its efficiency, it is considered would increase the overall cost of the services and at the same time diminish still further the local authorities control over their own expenditure.

This expression of opinion is intended to be without prejudice to their right to submit further observations on other proposals contained in the Memoranda of Evidence of Government Departments.

Yours faithfully,
FRANCIS J. O' DOWD.
Hon. Secretary.

The Secretary,
Royal Commission on Local Government
in Greater London.

12th May, 1959.

Dear Sir,

Thank you for your letter of 11th May, 1959, conveying the views of the Surrey County Districts' Association on the written evidence of the Ministry of Transport and Civil Aviation relating to highway administration.

Before I lay this before the Royal Commission, I feel it would be helpful to them if you could expand your views somewhat:

(1) What are the specific reasons which led the Association to say that the Ministry of Transport's proposed scheme would not increase efficiency?

The Ministry's case on grounds of efficiency is summarised in para. 28 of page 166 of the Memoranda of Evidence from Government Departments and perhaps you would comment on it?

(2) Why precisely does the Association consider that the Ministry of Transport's proposals would increase the overall cost of the services?

Yours faithfully,

J. R. NIVEN.
Secretary.

Francis J. O' Dowd, Esq., LL.B.,
Hon. Secretary, The Surrey County Districts' Association,
Town Hall,
WIMBLEDON, S.W. 19.

Town Hall,
WIMBLEDON, S.W.19.

17th July, 1959.

Dear Sir,

Royal Commission on Local Government in Greater London
Written Evidence of Ministry of Transport and Civil Aviation relating to Highways Administration

1. I refer to your letter of 12th May, 1959 and our subsequent correspondence. The reasons which prompted the Local Authorities in question, namely the 17 County Districts in Surrey falling within the review area of the Royal Commission, to come to their decision were as follows.

2. As to their assertion that the Ministry's action would not increase efficiency, the Authorities were satisfied that their existing technical establishments were adequate in technical ability and were being used to full capacity. As is common in Municipal Engineering at the moment there are in fact shortages of qualified staff, and the Authorities are of the opinion that ad hoc bodies would find these equally difficult to overcome. The obtaining of specialist services, when necessary, and the use and hiring of heavy equipment at reasonable rates, has not caused any difficulties. In general, specifications for road surfaces conform to a more or less common standard. The Authorities felt satisfied that the work was being effectively carried out at the present time, and remained unconvinced that the creation of a pool of technicians and of heavy equipment would make any appreciable difference.

3. The existing depots in the individual districts provide short hauls to work in the district, and this would not be improved if there were a greater concentration of depots by a new independent body.

4. The Ministry's proposals would not lessen the need for consultation. Under the present arrangements, the County Council acts in relation to classified roads as a co-ordinating body in settling details of improvement schemes and determining priorities over the whole County area according to availability of funds. In the Ministry's scheme in the County of Surrey for example, in place of the County Council there would be no less than three independent bodies in Metropolitan Surrey whose duty it would be to co-ordinate a through and main road pattern. Undoubtedly each would contact the Ministry for approval to its own schemes of improvement, but the advantages of allocation of priorities over a wide area would be lost. Presumably there is no suggestion that District Authorities should not also be consulted. Presumably also the new highway authorities would expect to use the same depots as at present in the various districts, and to avoid needless disentangling doubtless to utilise the man power and equipment of the District Authority on an agency basis. A reasonable conclusion therefore appears to be that there would be more consultation required and not less.

5. It might well be argued that the new system would be more efficient because it would not be possible for a difficult District Authority to block some major improvement in its area. As such an occurrence appears to be very rare it does not seem to justify making a revolutionary change.

6. The Ministry proposals envisage the transfer of all highways to the new highway authority. The District Authorities stress that if this were done the ratepayer would be frustrated by being no longer able to deal with his District Authority on highway matters. It was considered that there would be no material benefit in the transfer of district roads in particular to a regional authority.

7. It is not clear from the Ministry's evidence how the new bodies are to be constituted, but there would be very adverse criticism that they were undemocratic if not to be made up of elected representatives.

8. On the question of economy, if fresh depots have to be created and separately manned there will be additional cost at the outset with no very distinct prospect of ultimate savings. In any event the new authorities would still require additional administrative staff, technicians, office accommodation and so forth. Whilst there might be some reductions in staff in the District Authorities it is believed that in practice they would be more than offset by the new staff appointed.

9. As to the Authorities' apprehension from the financial point of view, it is hardly necessary to emphasize the generally held view that independent ad hoc bodies not answerable directly to the ratepayer tend to become expensive and cumbersome.

10. It is hoped that the views expressed as above will be of some assistance.

Yours faithfully,
FRANCIS J. O'DOWD.
Hon. Secretary.

The Secretary,
Royal Commission on Local Government
in Greater London.

Evidence Submitted by the Urban District Councils' Association

1. This Memorandum is submitted by the Association in response to the invitation from the Royal Commission on Local Government in Greater London set up with the following terms of reference.*

2. All the 564 Urban District Councils in England and Wales are members of the Association, as also are some five Borough Councils who formerly were Urban District Councils and who have retained membership of the Association. Of the 111 local authorities within the area which the Royal Commission have under review, 28 are Urban District Councils and two of the Boroughs in the area (Beckenham and Southall) are members of the Association. These 30 authorities are situated in the Counties of Middlesex, Surrey, Kent, Essex and Hertfordshire as follows:

		Population	
Middlesex.			
Feltham	50,780		
Friern Barnet	28,540		
Hayes and Harlington	67,780		
Potters Bar	22,000		
Ruislip–Northwood	74,930		
Staines	46,850		
Sunbury-on-Thames	28,440		
Yiewsley and West Drayton	23,950	343,270	
(8)			
Southall		52,830	396,100
(1)			
Surrey.			
Banstead	38,840		
Carshalton	60,300		
Caterham and Warlingham	34,800		
Coulsdon and Purley	68,580		
Esher	56,660		
Merton and Morden	70,810		
Walton and Weybridge	43,140		373,130
(7)			
Kent.			
Chislehurst and Sidcup	88,540		
Crayford	30,280		
Orpington	73,640		
Penge	25,620	218,080	
(4)			
Beckenham		75,380	293,460
(1)			
Essex.			
Chigwell	61,150		
Hornchurch	120,300		
Waltham Holy Cross	10,990		192,440
(3)			

*—not reproduced in this publication.

UU

Hertfordshire.	Population	
Barnet	26,100	
Bushey	18,880	
Cheshunt	29,450	
Chorleywood	6,320	
East Barnet	41,200	
Rickmansworth	27,450	149,400
(6)		
		1,404,530

3. The business of the Association is conducted under an elected Executive Council by whom this Memorandum of Evidence has been approved. The members of the Association within the area which the Royal Commission have under review have been consulted in relation to this Memorandum, firstly, upon an outline of its content and then, secondly, by furnishing them with a final draft and the observations they have submitted have been considered before the Memorandum was finally settled.

4. The Association would oppose any newly created Greater London Authority. The size of the review area is such that any such authority, unless the elected members were so numerous as to be quite unwieldy, would be too remote from the electors. The organisation of services would not be improved, only the machine would be bigger. The Association consider that the London County Council is quite large enough and its present area should not be extended.

5. Consideration has been given to the County of Middlesex comprising as it does 26 Boroughs and Urban Districts (and no Rural Districts) nearly all of whom are of very considerable size and nine of whom if situate outside the area under review would have the benefit of the presumption in Section 34 of the Local Government Act, 1958, in relation to claiming County Borough status. A County Borough block carved out of Middlesex would create an undesirable multiplicity of autonomous authorities. The White Paper "Areas and Status of Local Authorities" Cmd. 9831, July, 1956, in paragraph 30, in relation to conurbations says "In a conurbation a multiplicity of autonomous authorities is clearly undesirable". The Association supported that statement in the White Paper and do so now in its particular application to Middlesex. Paragraph 46 of the White Paper specifically refers to Middlesex and for convenience is quoted below:

> "46. Middlesex presents a special problem of a different kind. While it contains no County Boroughs, it has 11 Boroughs with populations well above the present statutory minimum for promotion to that status. The promotion of all or of even the larger of these authorities would involve the virtual extinction of the county. In fact, in Middlesex there are really only two practical alternatives—either to have no County Boroughs at all, or to have nothing but County Boroughs and abolish the county. In all the circumstances, the Government consider that the two-tier structure should be retained throughout Middlesex and that no promotions to County Borough status should be made. However, a review of its district areas should be carried out by the Commission. In addition the desirability of some further delegation or transfer of functions within the County of Middlesex should be considered."

The Association supported that part of the White Paper and having reviewed the position, see no reason to change their views.

6. The question of whether the metropolitan parts of Surrey, Kent, Essex and Hertfordshire should be divorced from the remainder of those administrative counties has been considered. The possibilities exist of (a) creating such parts separate administrative counties in the case of Surrey, Kent and Essex, (b) mergers amongst the parts to form new urban administrative counties and (c) joining such parts with segments of a dismembered London County Council. The Association are opposed to all those possibilities as it is considered the metropolitan parts of these counties, subject to what is said later about County Borough status, should remain in the present administrative counties.

7. Consideration has been given to the question of County Borough status in relation to the larger authorities in the parts of Kent, Hertfordshire, Essex and Surrey within the area under review. Middlesex has already been discussed (para.5 above). Some of those authorities have populations exceeding the population of 100,000 referred to in Section 34 of the Local Government Act, 1948, under which section, in the remainder of the country, such population is to be presumed to be sufficient to support the discharge of the functions of a County Borough Council. The possibility of amalgamations which would produce that population figure or more has not been lost sight of. In conurbations, other than Greater London, the possibility of the creation of new County Boroughs exists. The Association do not feel that the possible new County Boroughs which might be created in the parts of the counties mentioned would cause what would remain of those counties to cease to be viable. Nor do the Association consider that the circumstances in Greater London are so different, in relation to this matter, from the rest of the country that in these four counties there should be prohibition against the creation of new County Boroughs. The situation in Greater London is different to the extent that the number of possible new County Boroughs near or adjoining each other is greater and the aggregate effect on individual counties may well be greater. By Article 10 of the Local Government Commission Regulations, 1958, the principle is established that a new County Borough shall not be created unless the change is, on balance, desirable, regard being had not only to the circumstances of the proposed new County Borough but also to those of the remaining parts of the administrative county. The Local Government Commission have to be satisfied that the balance of advantage so lies after taking into account any related proposals. In the view of the Association, similar considerations should apply to the creation of County Boroughs in the four counties named with the specific provision that "related proposals" includes other proposals to create new Boroughs in the same county. The Association also consider that the presumption before-mentioned arising from 100,000 population should not apply so as to give rise to any presumption in favour of creating a new County Borough and that whilst 100,000 population should be the minimum population for an application, the test should be the balance of advantage factor, without any presumption affecting the issue, applied having regard to all proposals for new County Boroughs in the administrative county.

8. In Kent, Middlesex, Surrey, Hertfordshire and Essex there should be an improved distribution of functions under which the County Districts in the area under consideration by the Royal Commission, by direct conferment or delegation, secure improved powers.

Palace Chambers,
Bridge Street,
WESTMINSTER, S.W.1.

April, 1959.

OP
3 AP
1962

OP. 3100. 120. 61

ROYAL COMMISSION ON
LOCAL GOVERNMENT IN GREATER LONDON

Written Evidence from Local Authorities, Miscellaneous Bodies and Private Individuals

VOLUME IV

LOCAL AUTHORITIES—METROPOLITAN KENT AND METROPOLITAN SURREY

LONDON
HER MAJESTY'S STATIONERY OFFICE
1962

UNIVERSITY LIBRARY CAMBRIDGE
OP
3 AP
1962

EXPLANATORY NOTE

The evidence submitted to the Royal Commission falls into the following categories :

(1) Written evidence of government departments,

(2) Written evidence of local authorities and other bodies, e.g. local authority associations, the universities, professional bodies, political parties and groups, societies, and ratepayers' associations,

(3) Written evidence of private individuals, and

(4) Oral evidence from all these sources.

The evidence under (1) and (4) above has already been published by Her Majesty's Stationery Office. This further publication of written evidence which includes categories (2) and (3) above is in five volumes.

At the beginning of each volume there are reproduced the various letters which were sent by the Commission inviting the submission of written evidence, and the notice which was issued to the Press.

In selecting the evidence in (2) and (3) above for publication, the Commission decided:

(*a*) that it was not necessary to publish items received in evidence which were themselves already public documents, for example, schemes of delegation of functions, instruments of government of schools, booklets, etc.

(*b*) to omit any representations which they considered to be outside their terms of reference, and

(*c*) to limit the publication of representations submitted by private individuals to those which the Commission considered most relevant to their inquiry.

This volume contains the written evidence from local authorities in Metropolitan Kent and Metropolitan Surrey.

The remainder of the evidence in (2) and (3) above is published in companion volumes.

CONTENTS

PAGE

Letter of 17th February, 1958, from Chairman of Royal Commission to Local Authorities inviting evidence iv

Letter of 20th February, 1958, from Secretary of Royal Commission to Miscellaneous Bodies inviting evidence viii

Press Notice issued on 20th February, 1958 ix

Letter of 24th March, 1958, from Chairman of Royal Commission to the Vice-Chancellors of Universities inviting evidence x

Letter of 19th August, 1958, from Chairman of Royal Commission to Local Authorities inviting further evidence xi

Metropolitan Kent
- Kent County Council 1
- Borough Councils
  - Beckenham 34
  - Bexley 51
  - Bromley 88
  - Dartford 106
  - Erith 134
- Urban District Councils
  - Chislehurst and Sidcup 149
  - Crayford 165
  - Orpington 175
  - Penge 187

Metropolitan Surrey
- Surrey County Council 213
- Croydon County Borough Council 251
- Borough Councils
  - Barnes 264
  - Beddington and Wallington 268
  - Epsom and Ewell 284
  - Kingston-upon-Thames 294
  - Malden and Coombe 311
  - Mitcham 319
  - Richmond 337
  - Surbiton 341
  - Sutton and Cheam 377
  - Wimbledon 387
- Urban District Councils
  - Banstead 409
  - Carshalton 427
  - Caterham and Warlingham 468
  - Coulsdon and Purley 487
  - Esher 502
  - Merton and Morden 505
  - Walton and Weybridge 513

CHAIRMAN'S LETTER TO LOCAL AUTHORITIES INVITING EVIDENCE

SANCTUARY BUILDINGS,
16 GREAT SMITH STREET,
LONDON, S.W.1.
17th February, 1958.

The Royal Commission on Local Government in Greater London, of which I am Chairman, has begun its consideration of the questions referred to it. A statement showing the membership and terms of reference is attached at Appendix A.

2. The Commission hope for the co-operation of the local authorities concerned and, for their part, as far as possible wish to meet the convenience of the authorities.

3. The Commission wish first of all to examine the effectiveness and convenience of the present organisation of local government in the area under review for the purpose of performing the functions entrusted to local government. The Commission intend to concentrate their attention in the first instance on the following services, viz.:

Education
Environmental health services
Housing
Personal health and welfare
Town and country planning
Traffic.

Concurrently with all these, the Commission will consider the general aspects of finance and administration. The main functions which are comprised under the above headings are set out in Appendix B.

4. Your Council is therefore invited to submit evidence to the Commission and if it decides to do so, to deal with the matter under the following heads:

(i) A description of the present arrangements within the Council's area for carrying out the functions specified in para. 3 above, irrespective of whether or not the Council is responsible for that service (either alone or jointly with others); and of any defects which have been encountered,

(ii) An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of local government in the area.

(iii) An outline of any views the Council may have on how these defects may be remedied.

An outline only is asked for at this stage. The Commission will afford the Council an opportunity later of supporting and, if desired, elaborating such views. Moreover, the Commission propose to regard such an outline as being of a preliminary nature only, which the Council would be free to enlarge upon at a later stage. If, on the other hand, the Council wish to put forward its fully detailed views at this stage, it is quite free to do so and also to deal with matters other than those referred to above which the Council may wish to bring to the notice of the Commission.

5. There is, of course, no objection from the Commission's point of view to local authorities combining to submit evidence or to their submitting evidence separately or jointly through their Associations.

6. The Commission would be glad if the Council could submit the evidence requested in para. 4 above as soon as possible and in any event not later than 17th May, 1958.

7. It would be appreciated if thirty copies of evidence could be submitted.

8. The Commission feel that they would be greatly helped if they could visit some of the local authority organisations in the area. These visits would be quite informal and their purpose would simply be to give the Commission some personal knowledge of the circumstances in which local authorities do their work. They would not be for the purpose of collecting evidence. While it would not be possible for them to visit every local authority in the area, the Commission would like to know at this stage whether in principle the Council would be willing to co-operate and to have their principal officers co-operate in a visit of this kind.

9. Finally, I might add that the Commission do not propose for the present to decide to what extent they will call for oral evidence or whether oral evidence would be taken in private or in public.

10. The Secretary of the Commission will, of course, give the Council any information and assistance which the Council may wish to have for the purpose of facilitating the preparation of their evidence.

Yours very truly,

E. S. HERBERT,

Chairman.

APPENDIX A

Chairman

Sir Edwin Herbert, K.B.E.

Members

Paul S. Cadbury, Esq., C.B.E.
Miss Alice Johnston, C.B.E.
W. H. Lawson, Esq., C.B.E.
Professor W. J. M. Mackenzie.
Sir Charles Morris.
Sir John Wrigley, K.B.E., C.B.

Secretary

J. R. Niven, Esq.

TERMS OF REFERENCE

" To examine the present system and working of local government in the Greater London area; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District."

APPENDIX B

Education

Education.
Agricultural Education.
Youth Employment Service.

Environmental Health

Baths, Washhouses and Bathing Places.
Control of Watercourses, Ditches and Ponds.
Disinfestation of Premises and Articles.
Drainage of Trade Premises.
Mortuaries and Post-Mortem Rooms.
Public Conveniences.
Refuse Collection and Disposal.
Regulation of Buildings and Sanitation of Buildings.
Sewerage and Sewage Disposal.
Street Cleansing.

Burial Grounds, Cemeteries and Crematoria.
Parks and Open Spaces.
Powers and Duties under the Physical Training and Recreation Act, 1937.
Prevention of River Pollution.

Port Health Functions (where applicable).

Housing

Provision of Houses.
Slum Clearance.
Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses.
Regulation of Buildings and Bye-laws.

Personal Health and Welfare

Powers and Duties under the National Health Service Acts.
Mental Health Services.
Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944.
Care of Children.
Registration of Nurseries and Child Minders.
Notification of Infectious Diseases.
Health Education.

Town and Country Planning

Town and Country Planning.
Powers and Duties under the National Parks and Access to the Countryside Act, 1949.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges.
Street Lighting.
Naming of Streets and Numbering of Houses.
Parking Places.
Road Safety.
Bus Shelters.
Private Street Works.

SECRETARY'S LETTER TO MISCELLANEOUS BODIES INVITING EVIDENCE

Sanctuary Buildings,
16 Great Smith Street,
London, S.W.1.
20th February, 1958.

Sir,

I am instructed by the Royal Commission on Local Government in Greater London to inform you that the Royal Commission has begun its consideration of the questions referred to it. A statement showing the membership and the terms of reference is set out overleaf.*

2. If your organisation wishes to submit written evidence on all or any part of the terms of reference, the Commission will be happy to have it. It would be greatly appreciated if you could let the Commission have your evidence as soon as possible and in any event not later than 21st April, 1958, and if you could supply thirty copies of it.

3. There is, of course, no objection from the Commission's point of view to your organisation combining with other organisations to submit joint evidence.

4. The Commission's concern is with the organisation of local government within the area under review. Evidence should therefore relate to the effectiveness and convenience of local government machinery as distinct from the policies which individual local authorities may be applying in their various fields of activity.

5. The Commission do not propose to decide yet whether or to what extent they will require to hear oral evidence or whether oral evidence will be taken in private or in public.

I am, Sir,
Your obedient Servant,
J. R. NIVEN,
Secretary.

---

* Not reproduced—the same as Appendix 'A' to Chairman's Letter of 17th February, 1958, to local authorities inviting evidence on page vi.

SANCTUARY BUILDINGS,
16 GREAT SMITH STREET,
LONDON, S.W.1.

PRESS NOTICE

The Royal Commission on Local Government in Greater London have written to all the local authorities in the area, explaining how the Commission propose to begin their investigations and inviting the local authorities to submit evidence. The letter states that the Commission wish first of all to see how the present arrangements are working in some of the main local authority functions such as education, environmental health services, housing, personal health and welfare services, town and country planning, and traffic.

The Commission are also prepared to receive evidence from members of the public. Any person who wishes to do so should send his evidence in writing to the Secretary of the Commission (Mr. J. R. Niven) at Sanctuary Buildings, 16 Great Smith Street, London, S.W.1.

20*th February*, 1958.

CHAIRMAN'S LETTER TO THE UNIVERSITIES INVITING EVIDENCE

SANCTUARY BUILDINGS,
16 GREAT SMITH STREET,
LONDON, S.W.1.

24th March, 1958.

I am writing to you as Chairman of the Royal Commission on Local Government in Greater London. (A statement showing the membership and the terms of reference of the Commission is attached.)*

The purpose of this letter is to invite you to give the Commission your advice and help. It may well be that you have in the University particular scholars, or groups of scholars, who have made studies which have a special bearing on matters affecting the government of Greater London, evidence from whom would be of great value to us as members of the Commission. Obviously our first task is to assess how the present organisation of local government in Greater London works, what defects have been encountered and how far these defects are traceable to inadequacies in the machinery of government. But in order to do this we shall have to conduct our own enquiries over a wide field covering for instance the physical character of the Greater London area on the one side and the sociological character of the population on the other; and we are also concerned with the studies of specialists in Politics, Public Administration and Economics, who are interested in the affairs of London and other great cities.

While, no doubt, some individual scholars will be inclined to tender evidence to us on their own initiative, it occurs to us that it may be better in some cases to invite evidence from individual scholars and in other cases to invite groups of scholars to submit evidence to us jointly. I should be most grateful if you could consent to give me information about any work of likely concern to us which may be being undertaken in any one or more of the departments of the University; and in addition it would be of great assistance to us if you could tell us of any group of scholars who might well be approached, not as individuals but as a group.

Any help that you can give us in this matter will be of very great assistance to us and I shall be extremely grateful for it.

E. S. HERBERT,
Chairman.

---

* Not reproduced—the same as Appendix 'A' to Chairman's Letter of 17th February, 1958, to local authorities inviting evidence on page vi.

CHAIRMAN'S LETTER TO LOCAL AUTHORITIES INVITING FURTHER EVIDENCE

SANCTUARY BUILDINGS,
16 GREAT SMITH STREET,
LONDON, S.W.1.

19*th August*, 1958.

The Royal Commission have now received evidence from nearly all the local authorities to whom I wrote earlier this year. They have studied this evidence, including that submitted by your Council, and I should like to take this opportunity of thanking your Council for the pains that have evidently been taken in its preparation.

In due course we shall be inviting local authorities to meet the Commission for the purpose of giving those who have submitted written evidence an opportunity of discussing with the Commission any question the Commission wish to put and for the purpose of giving to representatives of the local authorities an opportunity of supplementing orally their written evidence. I shall be communicating with you later on upon this matter.

From our reading of the evidence already submitted it is evident that the representations of some local authorities will be of interest to others; indeed we are aware of instances where copies of such representations have already been exchanged or made available. In instances where the advice of the Royal Commission has been asked we have encouraged this practice.

I am now writing to you to say:

(*a*) that if your Council wishes to see the representations submitted by any other authority you are perfectly at liberty to approach that other authority;

(*b*) that if any other authority should approach your Council it would be in accordance with the wishes of the Royal Commission that your Council's representations should be made available to that other local authority;

(*c*) that the representations of all local authorities are available at the office of the Royal Commission for inspection by any local authority; and

(*d*) that if after such inspection your Council should wish to have copies of the representations of any local authority the Royal Commission will make arrangements for them to be supplied.

I should like also to remind you that the Royal Commission's original request to your Council was for outline evidence confined to what appeared to us to be the major functions of local government. After the Royal Commission have received oral evidence we propose to give each local authority the opportunity, should they then so wish, of filling in the outline in more detail.

Should, however, your Council wish to submit further evidence upon any local government function not covered by my previous letter it would be a convenience if it were in our possession not later than the 1st November, 1958. As before we should like to have thirty copies.

May I repeat that we are most grateful for the co-operation your Council has given to the Royal Commission and I have no doubt that we may continue to rely upon receiving that co-operation during the continuance of our labours.

E. S. HERBERT,
Chairman.

Evidence submitted by the Kent County Council

STATISTICS

	Area Acres (*a*)	*Population 1957 Reg. General Estimate* (*b*)	*Rateable Value* 1958 (*c*)	*Product* 1d. *Rate* 1958-9 (*d*)	*County Electoral Divisions* (*e*)
			£	£	
ADMINISTRATIVE COUNTY . .	972,795	1,613,800	22,778,848	90,625	80
N.W. KENT.					
1. Beckenham	5,935	75,440	1,389,964	5,600	3
2. Bexley	4,869	90,020	1,228,862	5,025	4
3. Bromley	6,519	65,550	1,268,448	5,125	3
4. Chislehurst and Sidcup U.D. .	8,957	87,790	1,215,790	4,850	4
5. Crayford U.D.	2,698	29,980	389,331	1,563	1
6. Dartford	4,250 (App.)	42,460	609,053	2,480	2
7. Erith	3,860	46,010	696,414	2,875	2
8. Orpington U.D.	20,842	72,170	1,119,505	4,700	3
9. Penge U.D.	770	25,610	335,099	1,345	1
10. Total—N.W. Kent . .	58,700	535,030	8,252,466	33,563	23
11. Percentage of Present County	6·03%	33·15%	36·23%	37·04%	—
12. Kent, *less* N.W. Area . .	914,095	1,078,770	14,526,382	57,062	—
MEDWAY TOWNS.					
13. Chatham	4,371	50,220	608,835	2,420	2
14. Gillingham	8,351	79,280	854,941	3,440	3
15. Rochester	4,378	46,840	578,169	2,356	2
16. Total—Medway Towns .	17,100	176,340	2,041,945	8,216	7
17. Percentage of Present County	1·76%	10·93%	8·96%	9·07%	—
18. Kent, *less* N.W. Area and Medway	896,995	902,430	12,484,437	48,846	—
THANET.					
19. Broadstairs and St. Peter's U.D.	2,771	16,570	266,023	1,032	1
20. Margate	6,960	43,290	841,562	3,260	2
21. Ramsgate	3,624	36,010	508,590	1,995	2
22. Total—Thanet	13,355	95,870	1,616,175	6,287	5
23. Percentage of Present County	1·37%	5·94%	7·10%	6·94	—
24. Kent, *less* N.W., Medway and Thanet	883,640	806,560	10,868,262	42,559	—

OUTLINE EVIDENCE

1. Kent wishes to retain the North-West Area.

The fundamental test, prescribed by the terms of reference to the Royal Commission, is that of securing effective and convenient Local Government.

In light of the prescribed test, the present structure and functions have been examined. Information on the lines sought by the Commission is offered which may indeed show that the present arrangements in fact satisfy that test. But as H.M. Government, notably through the recent White Papers, has been seeking improvements, careful thought has been given to the point as to whether advances can be made upon the present position.

After examination of the major services and the financial and administrative structure the Kent County Council firmly adheres to the contention which has already been expressed in general terms on occasions before—that the continued association of Metropolitan Kent with the rest of the county would, particularly economically and administratively, be of greater advantage both to the Metropolitan area and to the county as a whole, than would its severance.

2. Taking the nine County Districts out of Kent would reduce Kent's area of some 973,000 acres by 6 per cent. but it would reduce its population of 1,613,800 by 535,030 —a reduction of over 33 per cent., and its rateable value of some £22¾ million by over £8 million—a reduction of approximately 36 per cent. The County Council will also have to keep in mind effects upon the county of Local Government reorganisation by the possible creation of County Boroughs outside Greater London. With the three Medway Towns as a County Borough the county would be further reduced to a population of 902,430 and rateable value of £12½ million. There would be further disruption if the Thanet Towns with present population of some 96,000 and rateable value of nearly £1⅜ million became a County Borough, and the population and rateable value of the county would be virtually halved.

The relevant statistics are on page 1. Dartford Borough has been included, as it is within the area under reference to the Royal Commission, although the County Council has supported the view of the Dartford Town Council that the borough does not properly form part of the Metropolitan area.

3. The present position of North-West Kent within the County

The County Council serves many interests and needs, including those of the populous residential localities concentrated in the north-west, the coalfields of East Kent, the industrial centres, many of which are situated alongside the River Thames as well as along the banks of the River Medway, of the seaports and holiday resorts, and of the important agricultural areas. The effect of the separation from Kent of the large area, population and rateable value of the north-west part upon the remaining Local Government communities is likely to be substantial, and inevitably prejudicial to the good administration of the county.

The County Council is firmly of the opinion that on the wide considerations of Local Government, including the balanced blending of urban and rural territories within the County Administration and the degree of disturbance which would be occasioned to Local Government Administration and finance, the separation of North-West Kent must be opposed.

The County Council is no mere advocate of the *status quo* and has neither the desire nor intention to develop a case which relies on the sanctity of existing institutions, but it can find no evidence to support any change in this case. The only result of change can be to provide at least two—or with the Medway and Thanet Towns, possibly four or more—separate forms of administration to replace the one which already, it is claimed, works with virtually unchallenged efficiency.

It is in the provision of specialist services and in the ability to make a broad assessment, as a measure of policy, of the associated needs of urban and rural areas, that important functions of county government are to be found. Local issues and the more detailed carrying out of administration can admittedly be dealt with in the local units. This practice has been widely recognised in county administration in varying form and degree where the nature of the services has proved the need for it. This is illustrated in the Divisional Executives for Educational purposes and in the Area Sub-Committees for Health Services. In the administration of Town and Country Planning there is a very full measure of delegation to County District Councils, agreement having been negotiated with the Kent Borough and Urban District Councils Association: well over 80 per cent. of applications for development are dealt with by the District Councils.

In the inter-war period from 1919 the population of the north-west area of Kent, now under review, advanced at the outstanding rate of nearly 100 per cent. although the rate of increase for the county as a whole was about 25 per cent. The necessities of rapid development caused the County Council to give increasing priority to meeting the needs of the north-western part of Kent—in highway administration with the construction of new arterial and other roads—in open spaces, with the acquisitions and contributions for a Green Belt and in Elementary and Higher Education. The County Council, on its part, seeks the continued association of North-West Kent with the industrial and agricultural areas, holiday resorts and ports of Kent, so that it may continue to progress towards the idea of advancing social standards and services for urban and rural areas alike to the greatest degree that national and county economic and administrative circumstances from time to time permit.

4. Areas and Status: Some alternatives

The County Council has had the problem of the areas and status of authorities in Greater London and indeed the whole of Kent under review virtually since H.M. Government as far back as January, 1945, issued its White Paper on Local Government in England and Wales during the period of Reconstruction, Cmd. 6579, and more particularly on the occasions of the reviews and report by the Local Government Boundary Commission in the years 1946-49. Re-examination of the problem in light of the terms of reference to the Royal Commission and the current opinions of the Borough and Urban District Councils in North-West Kent prompts the County Council to offer the following observations upon the possible alternatives:

(A) *To create an entirely new superstructure*

This is not favoured by the Kent County Council for the following reasons:

(*a*) A new authority for the whole of Greater London would need to be large in membership. Its area would include the enormous population of some 7¾ million—three times that of Wales. Even if common interests between the fringes and the centre were conceded there is no common interest nor ready means of communication between the important and varying fringes themselves.

(*b*) The Royal Commission on London Government after an exhaustive survey in 1923 reported against such a set-up and indeed preserved the position against major change even when faced with the common problems of:

- (i) Equalisation of Rates;
- (ii) Administration of Poor Law, including Hospitals;
- (iii) Main Drainage;
- (iv) Passenger Transport;
- (v) Town Planning.

Those problems are not current problems:

(i) this is not a live issue in view of the progress made under the Local Government Acts of 1929-1948, and the present grant proposals;

(ii) has been dealt with by the hospital and assistance transfers to the appropriate Ministries;

(iii) the West Kent Main Sewerage Orders have long disposed of the problem of main drainage so far as Kent is concerned, the Board serving the whole of the area under review except Penge and 590 adjacent acres in Beckenham which form part of the London Main Drainage Area draining to Crossness Outfall, Erith;

(iv) the constitution of what is now the London Transport Executive solved this problem; and

(v) the acceptance by the appropriate Government Departments and the Planning Authorities of the Greater London Plan and the co-ordination, by the Minister of Housing and Local Government, of Town and Country Planning operations, have solved the problem.

(*c*) Even if the existing Kent Districts were included as Metropolitan Boroughs in London there would be no advantage to them. Their housing powers would become concurrent instead of exclusive: they still would be subject to overall cover in Education, Health, Town Planning, Fire and Civil Defence, and they would lose the share they already have in the administration of the educational service, through Excepted Districts and Divisional Executives.

(B) *A Ring of County Boroughs*

This would make for multiplicity of authorities for Greater London. It would force amalgamations of existing boroughs and districts which may not in fact have common interests. It would also have the same disadvantages as the creation of entirely new counties around London, referred to in the next following paragraph.

(C) *The creation around London of new Counties*

This too would have the disadvantages of:

(*a*) destroying the provision of services on a county basis as they are at present founded and administered in Kent;

(*b*) the adverse effects on the remainders of the existing counties;

(*c*) the boroughs and districts will achieve no more autonomy than at present; and

(*d*) the new counties with poor lateral communications would be without geographical or other unity; indeed whilst each of the present boroughs and districts has some administrative, social, shopping or business centre, the outer Metropolitan areas all lack their own focal point.

(D) *The creation in Greater London of, say, four New Counties* each containing segments of what is now the London County Council area. This seems quite unrealistic: it ignores the essential unity of the central area of London with its business, social and cultural unities, its national and metropolitan concentration of transport and main line terminals. There would of course be the disadvantage noted in other forms of disruption of the existing Home Counties. It would entirely waste the administrative momentum which has already been acquired over the years by the developed and existing machinery of the London County Council.

There is no cohesion between the constituent parts of the separate segments. If Maidstone is strange territory to the inhabitants and administration of Erith and Bexley and Orpington or Penge, then those separate parts are even stranger to one another.

There is however cohesion between North and South London. The road and rail links across the Thames are many and convenient. The Thames becomes a barrier between north and south only after the Blackwall Tunnel and Woolwich Ferry and Pedestrian Tunnel. The new Dartford Tunnel is to be more than a local link: it is not being constructed for that purpose but mainly for commercial traffic. The next link between north and south is not until the Gravesend-Tilbury Car and Passenger Ferries.

5. Finance and County Administration

The fact that the county is of large population and rateable value enables its administration to function economically with the advantages of:

(i) well qualified and specialised administrative and technical staffs;
(ii) ability to utilise specialist machinery to full extent;
(iii) bargaining power in making large contracts for supplies at advantageous prices due to high level of requirements;
(iv) ability to carry on certain production of goods by direct labour and make overall arrangements for servicing of appliances at present favourable costs.

The present arrangements in the county provide for the functional organisation of certain activities by specialist departments carrying out particular functions for all county services. The present size of the county has given the greatest possible impetus to secure economies by the employment of specialist staff. Examples of the specialist and functional departments are:

(i) The County Buildings Department providing for a wide range of architectural, engineering and other technical resources for the erection of new buildings and the maintenance of existing buildings for the range of County Council functions.
(ii) The County Supplies Department which is one of the most highly developed central buying organisations in the whole country. Warehouse facilities are provided as well as arrangements for central contracts for direct supply of goods to using services. There is also considerable provision of specialist staff and plant and machinery for the production of a wide range of goods by direct labour and for specialist servicing of machinery and appliances used in all county services.
(iii) The County Estates Department, which among other activities maintains an organisation comprising skilled staff and specialist machinery for conditioning work in the layout of grounds and playing fields and for the considerable volume of maintenance work involved.
(iv) The County Finance Department which provides among other things the specialist staff and highly specialised and expensive machinery for accounting and finance work for all county services.

6. Local Administration

It could be said that the County Council would welcome the dignity of Borough status for existing urban districts if they wished it.

Several County Districts have grown from what were originally small local centres. Thus in Bexley development has been from old Bexley, Bexleyheath, East Wickham: the Chislehurst and Sidcup Urban District has grown from the older established centres of Sidcup, Chislehurst, Foots Cray and St. Paul's Cray: Beckenham itself has included West Wickham in its borough: Bromley incorporated Hayes, whilst the large Orpington urban district has been created and unified from the many parish centres that until the 1930's were governed by parish councils within the Bromley rural district. The welding together of these small local units within the existing districts has created Local Government areas of relatively manageable size with each more or less related to some major centre, largely for shopping, social or railway transport purposes, but it does not necessarily follow that the further joining up of two or three existing county districts makes a compact and obvious unity.

The district problem is that of their character as largely residential areas on the radials from London. But districts such as Sevenoaks, Meopham, Gravesend and Tonbridge are equally in the same position. Most of the districts are suburban areas. People working with business interests in London have entirely different interests in the places where they live. At home they are not Londoners. The different townships and localities have their own separate characteristics and interests represented by their existence as separate districts and within these districts by the existence of appropriate wards. As to the size of districts, most of them are relatively substantial. Possibilities of unions or adjustments could be examined in detail together with any other relatively minor problems of boundary rectifications after the Commission has decided whether or not there are to be changes generally in and around Greater London.

There is fair representation of North-West Kent on the County Council. The position was reviewed and accepted as satisfactory by Home Office inquiry as recently as 1954 and information can be given strengthening this view as not only to the measure of representation but the allocation of members on the County Council committees. This, not only in itself but with the inclusion of local representatives in the educational administration either by excepted district pattern or Divisional Executive and the Area Sub-Committees for the Health Services, enables there to be a large measure of local association in the policy and administration of education and of the health services. In education, these features are not enjoyed by the populations of the adjacent Metropolitan Boroughs of Woolwich and Lewisham, which also do not at present have the advantage of such full measure of delegation of Town Planning functions, as is given in Kent.

7. Delegation Policy

The County Council has consistently followed a policy of affording the fullest practicable delegation of its functions to County District Councils. Indeed, in May, 1949, the Council specifically resolved to this end and called for reports and recommendations accordingly. Effect has been given to this policy after negotiations in particular with the Kent Borough and Urban District Council Association. The practice has been kept under review, particularly on the occasions of the Local Government Manpower Reports of 1949 and 1951, the issue of the agreed proposals of the Associations of Counties, Urban and Rural Districts and Parishes in 1953, H.M. Government's White Papers on Areas and Status in July, 1956, more particularly with the issue of the White Paper on Functions in May, 1957, and currently in exchanges of views with the North-West Kent Local Authorities. The policy of extending the fullest practicable delegation continues to be the policy of the County Council.

8. Education

The area in question contains (*a*) the three Excepted Districts of Beckenham, Bexley and Bromley; (*b*) the Urban District of Penge, which is a County Division; (*c*) the Urban Districts of Orpington and of Chislehurst and Sidcup, which together form one County Division; and (*d*) the Boroughs of Dartford and Erith and the Urban District of Crayford, which together form the major part of another County Division, the rest of this last Division consisting of part of Dartford Rural District. Under the Schemes of Divisional Administration the Divisional Executives are concerned with the local administration of primary and secondary education, and of certain minor local further education establishments and facilities.

The existence of three Excepted Districts, two of them small, has prevented an ideal arrangement of divisional administration in this area. Several preferable alternative groupings might otherwise have been envisaged, for example, Penge and perhaps also Bromley with Beckenham, and Erith and Crayford with Bexley. Alternatively, the organisation for the whole area into two much larger divisions could also have been contemplated, e.g., Bexley, Erith, Crayford and Dartford (and perhaps parts adjacent) as one division and the rest of the area as another.

This latter alternative is more or less the same set-up as there is for health services. The population of each of these two groups would be in the neighbourhood of 320,000 and 166,000, respectively. It is of interest to note that the Metropolitan Boroughs adjacent to Kent are only two, namely, Woolwich, population 150,000, and Lewisham, 225,000, but by virtue of Section 117 (5) of the Education Act, 1944, Part 3 of the First Schedule does not apply to London and indeed none of the Metropolitan Boroughs has a Divisional Executive for education. This in itself supports the view that North-West Kent should not be associated as Metropolitan Boroughs in a London County Council area.

In the twelve years since 1945, however, the present arrangements have become generally acceptable both locally and at county level as being intelligible, familiar and workable. It may be noted that the Local Government Bill of the 1958 Session would appear to offer to the Urban Districts of Orpington and Chislehurst and Sidcup the opportunity of claiming Excepted District status. In the event of such status being claimed by one or both of these authorities the local system of divisional administration could probably be adjusted without undue difficulties, even though some of the advantages of existing arrangements might be lost.

If, however, the Royal Commission finds that there is any special problem in Greater London then the administration of education in North-West Kent should be by means of, say, two divisional bodies, principally composed of District Council representatives, each with at least the functions now exercisable by such present bodies.

The County Council holds the view that delegation arrangements especially of the type contemplated by the Bill, should be required to take into account the joint user of staff, notably specialist staff, and premises. Apart from these considerations, however, the county enjoys certain benefits both administrative and in the quality of its services which arise directly from its size and population, and from the inclusion of Metropolitan Kent within its administrative area. These advantages may be summarised as follows:

(A) *Administrative*

Educational administration becomes more complex and therefore more costly as autonomous authorities are multiplied. There are now many points in educational administration on which authorities must consult and act in concert. These links between authorities can have important effects on the quality and convenience of the service provided. Out-county students and pupils is one example. In North-West Kent, to take another important example, the provision of grammar school places cuts across all county district boundaries to a marked extent and with decided benefit to the inhabitants. Though not impossible it would be more difficult to achieve the same flexible efficiency by agreement between Kent and one or two autonomous authorities created out of North-West Kent. For example, difficulties would arise if one of these newly created Education Authorities were to develop educational policies at variance with those of the others, e.g., a policy of developing comprehensive schools or of abolishing secondary technical schools. There is no doubt, in fact, that in the organisation of secondary education the whole of Metropolitan Kent benefits from being treated more or less as a whole.

(B) *Specialist Staff*

As one of the five or six largest counties, Kent is in a position to employ and deploy economically to the best advantage a full range of specialist staff. It might not be unduly difficult to trim this specialist staff to any reduction in the size of the county. On the other hand, there is strength and efficiency in being able to employ a sufficient number of inspectors and advisers with a sufficient range of qualifications and interests. The wider this range the more will schools throughout the whole area benefit. Consequently, in the event of all or part of Metropolitan Kent being withdrawn from the administrative county, if the standard hitherto achieved were to be maintained, the reduction in specialist staff could not possibly be proportional to the loss of area and population.

Much the same applies to the valuable advice which both the Council and individual schools are able to enjoy from specially appointed panels of teachers on a variety of subjects. There is no doubt that there is an accession of quality to the schools and a general cross-fertilisation of professional thought which can only be fully achieved in a large area and which is diminished as the area is diminished. From a county reduced to one-half or two-thirds of its present size the same range and quality could hardly be forthcoming.

(C) *County Services*

The county as a whole has undoubtedly gained in terms of cost efficiency from the range of professional, architectural and surveying staff which it is able to support. An outstanding example is the design of new schools and colleges in which stringent cost limits place a premium on architectural skill. The advantages of a fairly large team of architects in this matter are decisive. A similar gain in cost efficiency is undoubtedly enjoyed by the county through the resources of the County Supplies Department.

(D) *Standards and External Relations*

Kent has, mainly by reason of its size, been in a position to make a definite contribution to national thought and policy in educational matters and on occasions to offer a lead both to Local Authorities and to Government Departments. Opportunities of this nature are not, of course, a monopoly of the large authorities: but it is surely in the national interest that there should be some large authorities able to make such distinctive contributions, both through their officers and through their members.

County Administration, in so large a county as Kent, represents a totally different kind of Local Government from that of county boroughs and even that of smaller counties. Indeed, advantage can be claimed in the quality of the officers attracted to the service of a large authority and the far wider field from which the members of the authority can be drawn and the consequent broader approach to county affairs, which is particularly important in the education service.

Within the education service, further education occupies a special position in view of the fact that it is partly local and partly regional in character. In so far as it is local, all these noted considerations apply. In so far as it is regional, the unit of organisation is the whole of the London and Home Counties area consisting of the County of London and 18 Counties and County Boroughs. These work together in the provision of more advanced technological and art education through their membership of the London and Home Counties Regional Advisory Council for Higher Technological Education, which has become an important policy-making body. In so far as progress has so far been possible in the work of this body, it has been largely because the larger counties, including Kent, have been able to exercise an influence and to some extent set the pace. The addition of new Local Education Authorities within this already complex organisation can only be regarded with some concern.

(E) *Details* of the education service in the area are set out in Appendix A.

9. Health and Welfare Services

In Kent all the services provided under the National Assistance Act are the responsibility of the Health Committee and form part of the work of the Health Department. This type of arrangement, commended indeed by the Guillebaud Committee, results in a full utilisation of specialist experience in such welfare services as the care of the blind and also provides for an effective discharge of the responsibilities arising for the residential care of persons specified in the Act, particularly of old people.

The record of the provision of health and welfare services since 1948 by the County Council both in the area under review and the remainder of the County has shown the advantages of large scale organisation and the availabilities for the full use of specialised staff without affecting the personal application of such services as nursing and midwifery, which depend upon the availability of a nurse or midwife to work in harmony with doctors in general practice and hospital staffs for the benefit of individual patients. The wide range of knowledge and experience that has been built up over the whole field of health and welfare services in a large organisation is manifest in Kent by the larger number of new enterprises that have been undertaken. These enterprises include the development of radio-telephonic communications in the ambulance service, the introduction, on an experimental basis, of diesel engined vehicles in this service for the first time, the rehabilitation of problem families, the various research enquiries that have been undertaken in selected areas, and the extension of the domestic help service to provide special services for old people.

The County Council, by virtue of its financial position and experience, has been able to develop residential services for old people that can meet in specialised homes the differing types of care needed. Economic difficulties since 1948 have meant that to secure accommodation the most rapid and economical method has been the conversion of existing large buildings. In relation to the size of populations as between Metropolitan and Extra Metropolitan Kent, these types of buildings are relatively few in number in the former area and the consequence has been that certain specialised residential needs that arise in the area under review have had to be met by special accommodation provided outside the area.

The County Council, in its provision of health services in the county, is one of the three partners that provide the National Health Service in Kent. The Council considers that its health services are adequate and satisfactory and the present administrative structure, under which the day-to-day control of the services are under Area Sub-Committees, has worked well and secured to the inhabitants an efficient service with a most economic expenditure of public money and staff time on the administration of what are very largely services by people, professionally qualified in their respective spheres, e.g., doctors, midwives, home nurses, health visitors and mental health workers. These Area Sub-Committees include members appointed on the nomination of each District Council in the area, together with county members. The county members are always in a minority and in the two Area Sub-Committees in Metropolitan Kent the ratio, excluding the three *ex officio* members who rarely, if ever, attend, is 1 to 2 and 1 to 2·6.

In 1956 the Guillebaud Committee made a long and exhaustive survey into the cost of the National Health Service and in paragraph 607 made reference not only to the pattern of administration of Local Health Services but also to the issues of integration within the National Health Service. The committee said:

> " 607. As for the authorities themselves, we are satisfied that the County Councils and County Borough Councils are the right authorities—bearing in mind the areas they serve and the resources they command—to plan and administer the local health and welfare services in co-operation with the Hospital Authorities and Local Executive Councils. . . . The outstanding problem of organisation which has still not been solved in many areas is, of course, how to effect a proper integration of the Local Authority Services with the hospital and family practitioner services. . . ."

Having regard to the nature and extent of the health services provided by the

Council and the necessity to integrate those services closely with other National Health Services provided under Parts II and IV of the Act, the Council considers that the existing arrangements are effective and economical and do not call for radical reorganisation.

If it is found that there is a separate problem of Local Government in Greater London and that there is any need for reform of the administrative structure at member level, in the area under consideration, and that there should be treatment of the practice of delegation, other than that proposed to be applied, outside the Metropolitan area, by the Local Government Bill, then there may well be one conceivable alternative point of view for extended delegation in that area—but with the County Council retaining control of policy and finance—to two Area Sub-Committees for:

(i) Beckenham, Bromley, Penge, Chislehurst and Sidcup and Orpington (a present sub-committee) and

(ii) Bexley, Erith and Crayford and Dartford (which is now associated with Dartford Rural).

Details of the County Council's Health and Welfare Services in North-West Kent and their relationship to similar services for the remainder of the county are set out in Appendix B.

10. Care of Children

With regard to the care of children under the Children Act, 1948, it is recognised that the service is essentially an individual and personal one for each child. Nevertheless, the fact is that the existing size of the county makes it possible to develop specialist resources so that where individual and special needs arise they can be met by the provision of suitable accommodation—an arrangement which is possible when large numbers are requiring different kinds of residential care. If North-West Kent were made a separate administrative unit it would not be possible to provide the variety of residential accommodation which is desirable and which has been found necessary in the present county. Details of the service, in relationship to North-West Kent, are submitted as an Appendix C.

11. Town Planning

There is substantial delegation to District Councils (see Appendix D). If, however, the Royal Commission finds that there is any special problem in Greater London, then the County Council will consider any specific suggestions for any Borough or Urban District Council in North-West Kent for the extension of the present wide range of delegation of Town and Country Planning functions.

The Greater London Plan has virtually been written into the Kent County Plan and the Development Plans in the Greater London Area as far as necessary.

Part A of the Development Plan, including much of North-West Kent, has been approved. The general policy for the West Kent Town Map covering the Penge, Beckenham, Bromley, Chislehurst and Sidcup and Orpington areas as approved by the Minister in March, 1958, declares that the Greater London Plan, 1944, as modified by the Report of the Advisory Committee for London Regional Planning and the Memorandum thereon dated July, 1947, by the Ministry of Town and Country Planning, is accepted in principle as the basis for planning in the Greater London area.

The West Kent Town Map is based upon the population which can be accommodated in accordance with sound planning principles; accordingly, all land within or on the periphery of the urban area which, apart from some considerations detailed in the plan, is intrinsically suitable for general building development has been allocated thereto unless there are specific factors affecting the land (e.g., agricultural value, reservation for open space allotments or other public purposes, including the Metropolitan Green Belt referred to in the Greater London Plan) which preclude building development.

The whole area with the exception of a small part of Penge, in the Inner Urban Ring, lies within the Suburban Ring and Green Belt Ring of the Greater London Plan. The need to preserve the Metropolitan Green Belt and related "green wedges" is regarded as a consideration of the first importance in the interests of London as a whole. It is assumed that within the period of the Development Plan there will be no appreciable change in the predominantly residential and suburban character of the area. Large parts of the area included in the Town Map have been developed in recent years and in those parts no material change within the period of the Development Plan can be contemplated.

At the densities proposed, the West Kent Town Map would allow of the population accommodated being increased from approximately 303,750 in 1951 to 351,000.

The assumption affecting industry on which the Greater London Plan is based, that the Greater London area will normally be banned to new industry and to any but minor extensions of existing enterprises, is applicable to the area of the West Kent Town Map. No provision is made for any large increase in industrial development.

The Thameside Town Map which comprises the Boroughs of Bexley, Dartford, Erith and Gravesend, the Urban Districts of Crayford, Northfleet and Swanscombe and parts of the Rural Districts of Dartford and Strood has not yet been approved by the Minister.

The Thameside Town Map has also been prepared within the general framework of the Greater London Plan.

The general policy upon which the Plan is based is that no major expansion is proposed for any of the towns in that area. Any such expansion would be precluded by one or more of three general factors. These are:

(i) The Greater London Plan, 1944, as modified by the Report of the Advisory Committee for London Regional Planning;

(ii) the decision of the Minister of Housing and Local Government on the applications for the extraction of minerals for the Thameside cement manufacturing industries; and

(iii) the necessity of safeguarding agricultural land.

At the densities proposed, the Thameside Town Map would allow of the population accommodated being increased from approximately 284,100 in 1952 to 316,300.

In accordance with the principle of the Greater London Plan that there should be no large scale introduction of new industry into the area of Thameside covered by the Development Plan the allocation of additional areas primarily for industrial development has been influenced by the anticipated limited expansion of industries now established in the area, and in addition to provide only for the re-location of some existing industries at present inappropriately located or incapable of adequate expansion in their present positions.

The green belt position throughout the whole of North-West Kent accords generally with the Greater London Plan ideas. So far as the important larger green belt open spaces are concerned, Kent, along with other Home Counties has been quite satisfactorily dealt with under the special legislation promoted before the war generally by the London County Council and the other Home Counties.

If there is a problem of co-ordination of planning in the Greater London area then it can and should be achieved by the Minister of Housing and Local Government. Moreover the general problem of planning administration was considered after the war by the Minister of Town and Country Planning through the Advisory Committee for London Regional Planning and resulted in no material change being recommended.

The progress of London Regional Planning is discussed in the report of the Ministry of Housing and Local Government for 1956. The report compares the actual population of London's zone with the targets aimed at in the earlier advisory plans and the present official development plans. It says that in inner areas just beyond the County of London, population will long remain much above the planned level because re-development, and consequent decentralisation, cannot start until after 1971.

Some 90,000—100,000 people from the main built-up area have been resettled by new town corporation and local authority action in the new and expanded towns, giving a total (with the 110,000 accommodated in the London County Council's out-county estates in the green belt areas) of over 200,000 people moved from the main built-up areas of London. These Londoners become the citizens of the communities to which they migrate. They can participate in the Local Government of those communities. The London County Council neither seeks, not has occasion, to follow them.

As a general proposition it might be said that if one authority, either *ad hoc* or multi-purpose, had to be created to deal with all the regional planning aspects of the Greater London problem, it would need to extend its consideration to the satellite towns (either the new or expanded towns) which are part of the solution of the Greater London planning problem. In Kent this might involve Sheppey, Aylesham (near Canterbury) and Ashford. An authority involving all the territory between such towns and London would be far too large and cumbersome.

If this conclusion is accepted all evidence supports the view that the best method of co-ordinating the planning operations of various local authorities in Greater London is through the appropriate Government Department, at present the Ministry of Housing and Local Government.

Regional planning functions such as distribution of population and industry, should, it is generally conceded, be exercised by planning authorities operating in respect of areas comprising more than one urban community and resourceful enough in terms of rateable value to employ and to give adequate scope to professional staff of consultant standard.

12. Roads

Details of the highway arrangements in North-West Kent are submitted as an Appendix E.

The authorities in the area, except Crayford, have claimed the roads—about 155 miles. Nearly 20 miles are delegated and 10 miles directly maintained. The County Council however considers that the circumstances of North-West Kent would be suitably met if the provision in the County Council's General Powers Bill, now before Parliament, became law as the County District Councils would be empowered, with the consent of the County Council, to "claim" the county roads not at present claimed by them.

The claimed roads are vested in the local Councils and the respective local Councils have the same functions as if the roads were non-county roads vested in them and they were the highway authorities.

In respect of each claimed road, the local Borough or Urban District Council is required by law to submit annually to the County Council detailed estimates of the cost of the maintenance and repair and reasonable improvement connected with maintenance and repair, and in so far as the County Council approves such estimates, it is required to reimburse the local Council the amount of expenditure properly incurred.

The County Council is also usually required to contribute towards the expenses of any improvement, involving an addition to a county road, not connected with its maintenance and repair.

In short, it would be reasonably accurate to state that the local Councils are virtually the highway authorities, subject to the County Council being required (*a*) to reimburse the proper cost of maintenance and repair and improvements connected therewith, and (*b*) to contribute towards the cost of improvements involving additions to county roads.

The road problem is one of the radials from London just as is the railway problem. Traffic is mainly from the centre to homes and to the countryside and coast. That traffic comes mainly from the centre to the south-east, south, west, north and north-east segments, and is not a common problem between the segments.

The parts of Kent under examination (as well as a considerable additional part) are in the London Traffic Area where the various traffic regulations and restrictions are imposed, not by Orders of the local authorities, but by Regulations made by the Minister of Transport and Civil Aviation under the London Traffic Act, 1924, in consultation with the London and Home Counties Traffic Advisory Committee.

The arrangement has worked satisfactorily and there would therefore be no advantage to be gained from this point of view in separating the Metropolitan part of Kent from the remainder.

Kent, unlike the other parts of the Metropolitan area, is served entirely by the London lines of British Railways and it is not covered by any section of the " Underground " rail routes of the London Transport Executive.

13. Land Drainage

A small area of North-West Kent, consisting of the Borough of Beckenham, the Urban District of Penge, and parts of the Borough of Bromley and the Urban District of Orpington, is outside the Kent River Board area, and the County Council is, therefore, the authority for the excluded area for the purposes of the Land Drainage Act, 1930.

The watercourses concerned are the Pool River, which rises in the County Borough of Croydon, and, after flowing through the Penge Urban District into the Borough of Beckenham, is joined by the Chaffinch and the Beck at Cator Park in Beckenham. The Chaffinch and the Beck also rise in Croydon and flow directly into Beckenham. The Pool River then flows into the River Ravensbourne at a point near Catford Station in the Metropolitan Borough of Lewisham. The Ravensbourne continues through Lewisham, Deptford and Greenwich, and flows into the Thames at Deptford Creek, where the water is tidal and under the jurisdiction of the Port of London Authority. The Ravensbourne, which rises in the Borough of Bromley in the neighbourhood of Keston Common, is also joined by the Quaggy River at a point near Lewisham Junction Station, in the Metropolitan Borough of Lewisham. The Quaggy, which starts its course as the Kyd Brook, and rises in the Urban District of Orpington, in the neighbourhood of Crofton Heath, flows through the Urban Districts of Orpington and Chislehurst and Sidcup, the Borough of Bromley and the Metropolitan Boroughs of Woolwich and Lewisham.

When, in 1937, the County Council was preparing its scheme under the Land Drainage Act, 1930, to combine the four then existing Catchment Areas of the county into one, the Council wished to include in its scheme, as main rivers, the watercourses in the North-West Kent area. As, however, their outfall was through the Administrative County of London into the Thames, and the Land Drainage Act did not apply to London, the Ministry of Agriculture and Fisheries was unable to agree to the County Council's suggestion that the watercourses should be included in the scheme because the Catchment Board would not be able to have control of the lower reaches or the outfall.

The River Boards Act of 1948 provided that the whole of England and Wales, except the Thames and Lee Catchment Areas, the Administrative County of London and any area adjoining that county, which at the date of the passing of the Act (28th June, 1948) was not included within a Catchment Area should be divided into River Board Areas.

The area of the watercourses in North-West Kent was excluded from the Catchment Area and thus automatically excluded from the new River Board Area. When the County Council was asked for its comments on the proposed River Board Area, it informed the River Boards Consultative Committee that, while the statutory position was appreciated, nevertheless the County Council considered it desirable that early attention should be given to the position arising in North-West Kent, with a view to action being taken under Section 7 of the 1948 Act, which empowers the appropriate Ministers to make Orders defining new River Boards covering all or part of areas excluded from existing River Board Areas. These recommendations were unsuccessful and the County Council remains the Authority under the Land Drainage Act, 1930 for the excluded area.

A problem of flooding, mainly of the Chaffinch Brook in the Beckenham area, has been the subject of conferences between the local, the Kent and London authorities.

14. Main Drainage

The West Kent Main Sewerage Board provides trunk sewers serving the whole of the area under review with the exception of Penge and 590 adjacent acres in Beckenham (which form part of the London Main Drainage Area draining to the Crossness Outfall, Erith). Appendix G to the December, 1934, Report to the Minister of Health on "Greater London Drainage" refers to "the area dealt with by the West Kent Main Sewerage Board whose difficulties are conspicuous by their absence and so long as the Board continues to provide sufficient capacity in their sewers, such difficulties are not likely to arise".

The local authorities provide for the sewerage of their respective areas and connecting them to the trunk sewers.

15. Prevention of River Pollution

The County Council is the authority for the enforcement of the Rivers (Prevention of Pollution) Act, 1951, in respect of that part of Kent in the north-western area which is outside the jurisdiction of the Kent River Board. It comprises the Urban District of Penge, the Borough of Beckenham and parts of the Borough of Bromley and the Urban Districts of Chislehurst and Sidcup and Orpington.

Until 1956 the West Kent Main Sewerage Board had concurrent powers by virtue of provisions in its Act of 1875. These, however, were repealed by Order of the Minister of Housing and Local Government in October, 1956, and in order that the County Council could adequately carry out its functions, application was made to the Ministry for an Order to confer on the County Council certain administrative powers contained in various sections of the River Boards Act, 1948, relating to the taking of samples of effluents, entry and inspection, penalty for obstruction, procedure for making bye-laws, notices and other documents, publicity for proceedings, default powers of and inquiries by appropriate Ministers. The Order has been made by the Minister, following public notice given in the locality.

As stated, the County Council's powers relate to an area which is outside that of the Kent River Board. With this in mind the County Council has decided that, the Order being made, arrangements shall be entered into with the River Board whereby its officers will act on behalf of the County Council, thus ensuring uniformity of action throughout the administrative county.

The Beckenham Borough Council has applied for the County Council's powers to be delegated to it. To do this it will be necessary to evoke the powers of Section 274 of the Local Government Act, 1933. The application is still under consideration.

16. Refuse Disposal

Whilst the County Council is not the responsible body for refuse disposal it has, in its capacity as the county authority for Town and Country Planning, made arrangements with the owners for a number of disused chalk pits in North-West Kent, immediately west of the area under review by the Royal Commission, to be made available for the controlled tipping of domestic refuse from London Boroughs and from the areas of Kent Local Authorities, with a view to the disused pits eventually being restored for other uses. The amount of tipping space available is so great that it is anticipated that provision can be made for the disposal of domestic refuse from the London Boroughs and from the areas of the Kent Local Authorities for a considerable number of years to come.

17. Functions and Views of Borough and District Councils

The County Council does not wish to comment upon the functions which are the responsibility of the Borough or District Councils. It would, however, wish to reserve a right to comment upon any observations which any local authority or other body may make upon the discharge of functions by the County Council, and to have an opportunity of commenting, too, upon any suggestion which might be made to the Royal Commission likely to affect the area or status of the administrative county.

GERALD BISHOP,
Clerk of the County Council.

COUNTY HALL,
MAIDSTONE, 24*th July*, 1958.

APPENDIX A

Education

A. The education services in the county districts under consideration are administered through six divisional executives. The boundaries of the divisions are coincident with those of the county districts in the cases of the Boroughs of Beckenham, Bexley and Bromley, which are "Excepted Districts", and the Urban District of Penge. The Chislehurst and Sidcup and Orpington Division comprises the County Districts whose names it bears. The North-West Kent Division covers the Boroughs of Dartford and Erith, also the Urban District of Crayford; it also includes a part of the Rural District of Dartford.

Education Administration

Division		*Acreage*	*Population (estimated 1957)*	*Offices*
*14	Beckenham	5,937	75,440	In Town Hall.
*15	Bexley	4,869	90,020	9 Brampton Road, Bexleyheath.
*16	Bromley	6,519	65,550	In Municipal Offices.
†3 (Part)	Dartford	4,233	42,460	11 Essex Road, Dartford.
3 (Part)	Erith	4,607	46,010	See Dartford.
2 (Part)	Chislehurst and Sidcup	8,957	87,790	Sunnymead, Bromley Lane, Chislehurst.
3 (Part)	Crayford	2,698	29,980	See Dartford.
2 (Part)	Orpington	20,842	72,170	See Chislehurst and Sidcup.
1	Penge	770	25,610	69 Croydon Road, Penge, S.E.20.

* Excepted Districts

† Division 3 also includes part of the Dartford Rural District.

Youth Employment Service

B. There is a Youth Employment Bureau in each of the county districts with the exception of the Urban Districts of Penge and Crayford, these areas being served respectively by the bureaux at Beckenham and Dartford.

A boy or girl has a right to register for work at any Youth Employment Bureau whether he lives in the area normally served by that bureau or not. Although no statistics are available it is probable that there are approximately equal numbers of young people from London who register at Kent bureaux and vice versa.

Separate figures are given below for school leavers and for applicants for help in obtaining work during the twelve months to the 30th September, 1957. (Young people may register for work not only when they leave school but at any time up to the age of 18.)

				12 months ended 30/9/57	
	Address	*Area served*	*Approximate Population*	*School Leavers*	*Registrations*
Beckenham and Penge	12 Beckenham Rd., Beckenham	Beckenham Borough Penge Urban District	110,880	791	746
Bexley . .	9 Brampton Rd., Bexleyheath	Bexley Borough	89,300	925	907
Bromley . .	Municipal Offices, Bromley	Bromley Borough	65,100	831	495
Dartford and Crayford	1 Miskin Road, Dartford	Dartford Borough Crayford Urban District Dartford Rural District part of (Darenth, Eynsford, Farningham, Horton Kirby, Kingsdown, Lullingstone, Sutton-at-Home and Wilmington)	99,673	1,056	1,127
Erith . . .	Walnut Tree Road, Erith	Erith Borough	46,010	617	775
Chislehurst and Sidcup	1. Sunnymead, Bromley Lane, Chislehurst	Chislehurst and Sidcup Urban District	87,790	549	311
	2. 10 Station Rd., Sidcup			712	697
Orpington . .	247 High Street, Orpington	Orpington Urban District	72,170	330	846

C. Numbers on Roll at Maintained Primary and Secondary Schools. Spring Term, 1958.

	Primary	*Secondary*
Beckenham	4,568	2,688
Bexley	7,087	5,098
Bromley	5,194	4,786
Dartford	4,307	3,813
Erith	3,847	3,597
Chislehurst and Sidcup . . .	8,476	8,297
Crayford	3,208	1,215
Orpington	7,111	1,885
Penge	2,665	1,792
	46,463	33,171

The pattern of primary and secondary modern schools throughout the region under review is local in character, and each county division and excepted district is able to provide these forms of education for its own children within its own boundaries. The pattern of selective (grammar and technical) secondary schools is, on the contrary, largely regional in character, and not closely related to divisional or local authority boundaries: most of these schools draw a substantial number of pupils from outside their own immediate areas, though from within the region as a whole. This arrangement is due partly to the impossibility of providing selective education for a sufficient proportion of boys and girls in any other way, and partly to the need, so far as practicable, to meet the reasonable wishes of parents.

D.

Schools and Capital Expenditure—1945-58

Area	*Schools*	*Capital Expenditure 1/4/45—31/3/58* £
Beckenham	3	467,788
Bexley	7	724,849
Bromley	6	705,204
Chislehurst and Sidcup and Orpington	29	3,444,945
Dartford, Erith and Crayford	14	2,304,568
Penge	3	305,502
	62	£7,952,856

Facilities for Children from Outside the Area

E. The number of Kent children from outside the area who attend schools within it is almost negligible, but there are about 40 new admissions annually from the Dartford Rural District to secondary schools in the area.

A number of children cross the border daily from other counties. Only a very few come from Middlesex and Surrey. The following figures for 1956-57 show the total numbers attending from London and Croydon:

			Secondary				*Secondary*	
		Primary	*Modern*	*Grammar and Technical*		*Primary*	*Modern*	*Grammar and Technical*
LONDON	Beckenham	20	14	11	CROYDON	3	5	8
	Bexley	116	76	13		—	2	2
	Bromley	22	14	27		—	5	6
	Dartford Erith Crayford	27	21	14		—	24	1
	Chislehurst and Sidcup Orpington	640	225	29		—	24	2
	Penge	12	2	12		75	4	4

Children Attending Out-county Schools

F. There is, similarly, outward traffic to schools across the county border, mainly in order to meet the convenience of pupils or the wishes of parents rather than because of pressure on accommodation at schools within Kent. In the case of grammar schools, however, this is fostered to a certain extent in order to supplement the facilities at Kent grammar schools (including the places that are regularly taken up by the Kent Authority at certain direct grant and independent schools in Kent). About 140 places are offered annually at maintained, direct grant, and independent schools, mainly in London, for children selected for grammar school education who live in an area closely corresponding to that now under consideration.

Further Education

G. The facilities for further education within the combined area are sufficient for it to be self-contained for most further education purposes and it could in fact be divided into two self-sufficient areas. For the most advanced and specialised further education the accepted unit is already the whole London and Home Counties area; the Kent further education arrangements are organised within the framework of the London and Home Counties region in consultation with the Regional Advisory Council for Higher Technological Education. A detailed analysis of the London and Home Counties region from such aspects as communication, population and distribution of industry is contained in the recent "Research Project" of the Regional Advisory Council.

For purposes of Technical Education, Kent is divided into five areas. One of these, and the major part of a second, fall within Metropolitan Kent. The first consists of the Boroughs of Bromley and Beckenham, the Penge and Orpington Urban Districts and parts of the Chislehurst and Sidcup Urban District. This area is at present served by technical institutes at Beckenham and Bromley, a college of art at Bromley, and schools of art at Beckenham and Sidcup. A new area technical college is now under construction at Bromley, which will replace the two technical institutes. A new college of art at Bromley is now in the planning stage and is expected to start building in 1959. This will replace the existing inadequate college of art and form the centre for all advanced art education in this area.

The second area is that of Dartford, Erith, Crayford, Bexleyheath, parts of Chislehurst and Sidcup, and Gravesend and Northfleet. In Dartford an important new area technical college has been built since the war, as the centre for advanced engineering and other technical education. This area also contains large local technical colleges at Erith and Gravesend, but no art establishments except for the school of art at Gravesend. This area, together with the Medway Towns, contains the principal industrial area of Kent and therefore the main weight of technical education.

Metropolitan Kent also contains three of the county's seven non-residential Adult Education Centres, in Bexley, Sidcup and Crayford.

Special Schools

H. There are Day Special Schools at Beckenham (2) and Dartford with a total roll of 138 almost solely from the area under consideration.

Hospital tuition under Section 56 of the Education Act, 1944, is organised at the following hospitals:

Dartford . . .	Joyce Green Hospital . . .	9 pupils
	West Hill Hospital . . .	22 ,,
Orpington . . .	Farnborough Hospital . . .	20 ,,
	Orpington Hospital . . .	4 ,,
Chislehurst and Sidcup .	Queen Mary's Hospital, Sidcup .	6 ,,

About 100 children from the area attend Day Special Schools in London. About 100 attend maintained Boarding Special Schools elsewhere in Kent. There are many other handicapped children from the area at Boarding Special Schools in various parts of the country.

School Health Service

I. The County Health Service and the School Health Service are closely interwoven in respect of both staff and premises.

Libraries

J. The Borough and District Councils concerned are independent Library Authorities with the exception of the Crayford Urban District Council. Within the Crayford Urban District are county branch libraries at Crayford Road, Crayford, at Mayplace Road, Barnehurst, and at Forest Road, Slade Green.

APPENDIX B

Health and Welfare Services

For Area Sub-Committee purposes, i.e., the detailed execution of policy decided by the County Committees, the county is divided into seven areas. In the north-western part, Area 7 comprises Penge, Beckenham, Bromley, Orpington, Chislehurst and Sidcup, whilst Area 6 comprises Erith, Bexley, Crayford, Dartford and Dartford Rural. Area Committees are responsible for what is termed the day-to-day administration. The services are provided by specialising staff. A simple illustration of this situation is in the provision of the midwifery service. The Council decided that this should be provided directly by the engagement to the Council's staff of midwives. Certain decisions were taken as to the provision of cars, apparatus for analgesia, and so on. The Area Sub-Committees appoint the midwives, authorise requests to the Staffing Committee for the use of cars, letting of county houses, but the main work of the midwife is in dealing with patients, either on her own responsibility or in association with general medical practitioners and for that work her professional competence is the deciding factor. No whole-time medical officers are specifically appointed for the purpose of advising Area Sub-Committees. One whole-time medical officer resides in North-West Kent and attends, on behalf of the County Medical Officer, at the meetings of Area Sub-Committees 6 and 7, but he also has specialist duties in the School Health Service, and for that purpose pays regular visits to County Hall.

With regard to services under the National Assistance Act, these mainly concern Area Sub-Committees in relation to the management of old people's homes and for that purpose an officer from the central staff attends, on behalf of the County Medical Officer, all Area Sub-Committees. So far as Area Sub-Committee No. 7 is concerned all the County Districts that it includes are within the terms of reference of the Royal Commission but the same position does not apply to Area Sub-Committee No. 6, which includes the Dartford Rural District.

The health services provided by the County Council derive mainly from the National Health Service Act, 1946, and the Welfare Services from the National Assistance Act, 1948. References to health services, therefore, should be regarded, unless indicated otherwise, as those provided by the Council in its capacity as a Local Health Authority, Whilst the provision of residential and welfare services under the National Assistance Act does involve consultation and association with other health and welfare services provided by non-Local Government bodies, it must be stated that so far as health services are concerned these differ from any other Local Government service. This arises from the fact that the National Health Service is provided by three main agencies and they are:

i. The Regional Hospital Board and its associated Hospital Management Committees, providing hospital and specialist services;
ii. The Executive Council, providing general medical and dental, pharmaceutical and ophthalmic services;
iii. The County Council, providing a wide range of health services that need to be closely associated with the services provided by other bodies.

The area covered by the Regional Hospital Board is a geographical area covering the whole of East Sussex, the whole of Kent and the south-east quadrant of London. In the area under review there are a number of Hospital Management Committees that provide services, some of them being based in London but no Hospital Management Committee has a clearly defined catchment area from which patients come and no Local Government boundary, whether that of a county or county district, has much relevance so far as the provision of services is concerned.

So far as services provided by the Executive Council are concerned the main link is between the county health services and general practitioners. The Executive

Council, working from its offices in Maidstone, is responsible for the provision of general medical services in the Administrative County of Kent and Canterbury but there are a number of general practitioners who, although providing services in the area under review, reside outside the county, in London, Croydon and Surrey.

The fact that the National Health Service is divided into three parts, all of which need to be co-ordinated so that the individuals working in them can work in co-operation, does present a situation that calls for continued review and effort so as to secure the maximum benefits for the community. The organisation of Local Government in the area under review has little bearing upon the effectiveness and efficiency of the health services and to emphasise this point it is worth while repeating that the Executive Council, working from Maidstone, deals with the whole of the county and the areas over which the Hospital Management Committees operate are not defined and have no regard to county district boundaries. It is also worth while pointing out that while general practitioners can be listed according to their addresses as living in some particular county district the areas of their practices are not strictly defined and need have no regard to county or county district boundaries.

What now follows deals with individual county health and welfare services so as to outline the basis upon which they are provided and administered and indicates, where appropriate, the relationship of these services with existing units of county district government. These services provide clinics for child welfare, ante-natal, post-natal, relaxation, midwives, contraception and, as a matter of convenience, sometimes included in these sessions will be facilities for vaccination and immunisation of young children against various diseases. School Health Services are also provided from many of these clinics. The number of mothers and children attending each clinic session vary considerably. The premises used may be in village halls, church halls and similar properties, for which inclusive sessional charges will be made. Others will be the property of the County Council exclusively used for clinic purposes but others will be the property of District Councils and rented from them. The medical staff at the clinics will be provided from whole-time county staff, general practitioners and sometimes from medical officers employed by County District Councils who work part-time for the County Council. The nursing services at these clinics are provided mainly by County Council health visitors and similar arrangements apply to the midwives who attend at the special midwives clinics. The general pattern followed is to provide clinics to meet the needs of groups of population and there is no strict adherence to boundaries, apart from the need for persons seen at these clinics to be resident in the County of Kent. So far as ante-natal clinics are concerned, a special need is to ensure close co-operation with the general practitioners and midwifery units provided by Hospital Management Committees. These midwifery units serve more than individual County District Council areas: clinics, therefore, situated in one county district will need to maintain a close contact with the medical and midwifery staffs of maternity units situated in other county districts and in certain cases with those staffs working in units situated in London and elsewhere. Particular reference should be made to the care of unmarried mothers which is met, so far as residential services are concerned, by two methods. The first is the use of homes for unmarried mothers maintained by the Diocesan Councils to which the County Council makes financial contributions according to the work done. These Diocesan Homes, however, will only admit unmarried mothers for whom they consider rehabilitation will be successful, which generally means those who have not had illegitimate children before. The County Council maintains a home for unmarried mothers to deal with persons whom the Diocesan Councils do not admit. The Council's Home is situated at Tunbridge Wells and a considerable number of mothers who go to it come from the area under review. This home would not be an economic unit to maintain unless it served the whole of Kent, since even now its beds are not always occupied to an economic level, yet the need for special facilities to be provided by the County Council remains.

A. Midwifery

In all but a small part of the area under review a service of whole-time midwives is provided based upon areas, case loads of bookings, also hospital discharges before the fourteenth day. Part of Orpington is of rural character and is served by home nurse/midwives who combine midwifery with home nursing so that areas covered shall not be too extensive. As a matter of convenience the services provided by individual midwives do not adhere to county district boundaries and although, therefore, a midwife may be wanted to work, for example, in Bexley, she will deal with persons outside, whose residences are conveniently situated in relation to her own home. Although domiciliary midwifery services have to be provided on a 24-hour basis for seven days a week the objective is to secure that each midwife has proper opportunities for routine off duty, and for week-ends and holidays. Relief midwives are employed, whose duty it is to act for their colleagues who are not on duty and organised reciprocal relief is arranged. In addition, every person who is booked with a county midwife is given the names of two other midwives who will be available as first and second choice in the event of the regular midwife not being available. These arrangements for securing that each officer has organised off duty and, at the same time, for ensuring there is available a midwife who can deal with any particular case, are thus organised over a wide area, wider, in fact, than any single existing county district. Where emergencies arise necessitating immediate relief, midwives and home nurse/midwives can be used from adjoining areas. To a considerable degree the efficiency of the midwifery services depends upon the maintenance by individual midwives of a proper standard of practice. This is achieved by the recruitment of competent and experienced supervisors and adequate post-certificate training. The supervision of midwifery services in Kent is associated with the supervision of nursing services. Over the whole county there are six supervisors of nurses and midwives. The area that includes Beckenham, Bromley and Orpington is supervised by an officer living outside the area who also has responsibilities for supervision in an area extending as far as Tunbridge Wells. Similarly, for the remaining part of the area under review, supervision is exercised by an officer, again living outside the area, whose activities cover an area as far as the Medway Towns. An important part of any large midwifery service is the training of pupil midwives and this is done by county midwives working in all areas of Kent. The Deputy Senior Nursing and Midwifery Officer is responsible for the specialist responsibilities in training and covers the whole county.

B. Health Visiting

Since the majority of the authorities in this area provided health visiting services before 1948 and the majority of the transferred staff are still in the Council's service, the arrangements based broadly upon county district boundaries are still being administered in this way. One of the reasons for this stems from the fact that one of the health visitor's most important duties is the visitation of young children, and the starting point of this is the notification of births which is made to County Hall. For purposes of convenience, notifications of births are divided into county district areas or, in the case of rural districts, into parishes. From street lists of county districts, therefore, it is easy to determine which particular health visitor's area is concerned in the case of any particular birth, but this is a matter of cartography. The maintenance of an effective standard of health visiting depends upon effective supervision and leadership. This is achieved by the recruitment of adequately trained and experienced health visitors. The supervision of health visiting services in Kent is discharged by one County Superintendent working from Maidstone and two deputies, one for East Kent and one for West Kent. The supervision of the health visitors in the area under review is, therefore, a part of the responsibility of one of the deputy superintendents, whose area considerably extends outside the one under review.

C. Home Nursing

Much of what has been said in the provision of midwifery services also applies to home nursing with the difference that although this service is available seven days of the week there is no requirement for a 24-hour service to provide night nursing. This service is provided over a wide area and county district boundaries are not of importance as such. One of the great difficulties in providing nursing arises from the fact that all nurses must work under the supervision of the patient's own general practitioner. This means that one nurse working in an area which is fixed according to the number of cases arising in that area will be working with a number of doctors, some of whom may only have one or two patients in that area since the main bulk of their practices lies elsewhere.

D. Vaccination and Immunisation

These services, which in the main concern children, are provided for the following diseases:

Smallpox
Diphtheria
Whooping Cough
Poliomyelitis
Tuberculosis

The arrangements provide for all general practitioners to be able to vaccinate and immunise patients on their list with the exception of providing, under the Council's arrangements, B.C.G. vaccination against tuberculosis. The arrangements for the whole of the county are administered from County Hall. When not in doctors' surgeries treatment is in the main in county clinics or schools by the medical staff who normally carry out other duties there. A special situation arises in the distribution of poliomyelitis vaccine which has to be kept in refrigerated storage and local arrangements are made using such storage in hospital laboratories, old people's homes, and, where available, District Council Health Departments. With the exception of tuberculosis, the main requirement for association is with general practitioners and county district boundaries have no practical significance except as a matter of convenience in determining the arrangements, area by area, in the case of poliomyelitis vaccination. Here, however, the area that can be served at any one time will be concerned with the number of children who can be done with the issue of vaccine received from the Ministry of Health and experience up to the present shows that each issue is usually enough for a wider area than any individual county district. Full co-operation is maintained with the District Medical Officer of Health in the provision of these services and no difficulties arise in securing all help that may be requested from time to time.

E. Ambulance Service

When the County Council became responsible for the administration for the whole of the ambulance service in 1948 there were 52 stations in various parts of the county. This number has now been reduced to 21 and will be further reduced to 19 when the new station in Barnehurst (Crayford) is opened in 1959. The reason for the sharp decline in the number of small stations arises from the application of specialist knowledge, particularly so far as communications are concerned, in providing adequate ambulance services over wide areas; thus, in the areas included in Penge, Beckenham, Bromley, Chislehurst and Sidcup and Orpington, there were, in 1948, six stations, each acting independently. The introduction of radio-telephony as the major means of communication permits the whole of the ambulance service in this area to be provided from a main centre at Bromley. In the area including Erith, Bexley, Crayford, Dartford and a considerable part of Dartford Rural, there are now three ambulance stations providing independent services but when the new station is opened at Barnehurst next year these will all be closed and the whole of the service will be provided from the new station. This concentration of resources in large units has resulted in considerable economies, including a reduction in operational staff. An effective and economic ambulance service cannot be maintained to provide an extensive ambulance service together with adequate provision for accident work, which is only about three per cent. of the total work of the service, without the benefits of large scale organisation, coupled with an extensive use of radio-telephonic communication. In dealing with accident work it is necessary to point out that one of the considerations that has to be studied is the organisation of the General Post Office telephone services, since arrangements must be made to ensure that time is not lost in passing calls from one telephone exchange to another when accidents are involved. For accident purposes the provision of an ambulance is also determined by road provision, traffic conditions and other considerations that have nothing to do with boundaries. On the borders with London, Croydon and Surrey accident arrangements provide that the nearest vehicle answers the call, irrespective of which county or county borough is concerned. There is no system of charging for such "knock-for-knock" arrangements and no difficulties arise in practice. The administration of the ambulance service is based upon County Hall where there is a Senior Ambulance Officer who has three Group Ambulance Officers one each for West, Mid and East Kent. The officer for West Kent covers the area under review together with a considerable area outside comprising Dartford Rural District, Sevenoaks Urban and the greater part of Sevenoaks Rural and the area comprising Swanscombe Urban, Northfleet Urban, Gravesend Borough and part of Strood Rural. Considerable changes are contemplated in the radio network which the ambulance service utilises because in the replacement of worn out equipment it is now necessary to bring in more modern types but the availability of radio-telephony again has nothing to do with Local Government boundaries but is solely governed by geographical conditions relating to signal strength, screening and so on. The engineering component of the ambulance service is based upon county organisation and no special arrangements apply to deal exclusively with the area under review.

F. Prevention of Illness, Care and After-Care

These services, relatively small in extent, provide for a variety of facilities such as the after-care of patients suffering from tuberculosis, which are provided in association with voluntary bodies, the sending away of persons after illness for recuperative care, loans from stores maintained by the County Council and voluntary bodies of equipment for nursing of patients in their own homes. In dealing with tuberculosis the voluntary services covering the county are divided into two parts, the North-West Kent Council of Social Service dealing with the area mainly under review and the Kent Council of Social Service dealing with extra-Metropolitan Kent. No difficulties arise from this arrangement and in dealing with the other voluntary bodies, The British Red Cross Society, St. John Ambulance Brigade, Women's Voluntary Services, the county is dealt with as a whole, so that county district boundaries have no bearing on the arrangements now obtaining. For the provision of residential recuperative care for persons who have been ill the establishments used are usually in the seaside resorts or a short distance inland and patients from North-West Kent are not accommodated in that area. Recommendations for extra nourishment for persons suffering from tuberculosis are made by chest physicians according to their areas, which sometimes cover several districts.

G. Domestic Help Service

The Domestic Help Service provides four separate services:

(*a*) Domestic Help.

(*b*) Family Help, which provides for a "substitute mother" service to look after children at home when their mothers are in hospital.

(*c*) Evening and night services for old people.

(*d*) Child Help, for the rehabilitation of problem families.

The organisation of the service is based on a County Organiser, working from Maidstone, and seven Area Organisers, who are responsible for the general oversight of all the services included in the title Domestic Help Service in their areas. Thus, in the area under review there are two Area Organisers working from Bexley and Bromley, respectively. Under the general supervision of the Area Organisers there are District Organisers who are responsible in their own districts for the detailed work. The amount of work is such that District Organisers work in the following districts or combination of districts:

(*a*) Erith and Crayford.
(*b*) Dartford Borough and Dartford Rural District.
(*c*) Beckenham and Penge.
(*d*) Chislehurst and Sidcup.
(*e*) Orpington.

It should be noted, however, that the Area Organiser, in addition to supervisory duties, acts herself as a District Organiser in a small part of her area and thus the Area Organiser working from Bexley is herself, with an assistant organiser, the District Organiser in the Borough of Bexley and the Area Organiser working from Bromley is herself, with an assistant organiser, the District Organiser working in the Borough of Bromley. Domestic help, which is in the main given to old people, is generally provided for 5½ days a week and only exceptionally during Sundays and Bank Holidays. All the other services, however, operate 7 days of the week and there is a certain amount of night work in connection with the evening and night service that has to be supervised. This means that there needs to be some form of staff so that this supervisory work can be maintained and this is possible because of the numbers of administrative staff that can be made available by the type of organisation adopted. The purpose of the use of county districts, either singly or in combination, for the purposes of organisation is to provide a convenient basis that harmonises with the composition of the sub-committees. Because of the importance of the Child Help Service in its work of rehabilitation of problem families, all arrangements for its management and supervision have been left in the hands of the County Organiser working from Maidstone; this is to ensure that experience can be gained of the working of this scheme all over the county so that lessons can, as learned, be generally applied.

H. **Mental Illness and Mental Deficiency**

It is appropriate, in considering the services to deal with mental illness, to discuss the District Officer Service, since these officers are also appointed as Duly Authorised Officers for the purposes of the Lunacy and Mental Treatment Acts. District Officers are appointed to serve (i) Penge and Beckenham, (ii) Bromley, (iii) Orpington, (iv) Chislehurst and Sidcup, (v) Bexley, (vi) Erith and Crayford, (vii) Dartford and Dartford Rural. These four districts and three combinations of districts are found, by experience, to give a sufficient amount of work to justify the appointment in each case of one District Officer, one Assistant District Officer, who is also a Duly Authorised Officer and the necessary clerical staff. Their responsibilities, in addition to certain specified duties, are to act as a link between the county services and those who need them and also to indicate where persons may secure other national services, for example, the National Assistance Board, where investigation has shown the need for them. In addition to acting as Duly Authorised Officers the District Officers are responsible for all assessment work in connection with the Domestic Help Service, the reception and investigation of applications for admission to old people's homes, the arrangements for the sale of welfare foods on behalf of the Ministry of Health and enquiries into any case where it is brought to notice that some social need is considered to exist. In their responsibilities as Duly Authorised Officers the aim has been to provide a service that general practitioners and members of the public can expect to have readily available on a 24-hour basis to deal with persons of unsound mind. The mental deficiency services in the area under review follow the same pattern as in the rest of the county. They provide for the ascertainment and classification of mental defectives and for community care for such defectives as are not admitted to institutional care provided by the Regional Hospital Board. The ascertainment of defectives is a medical matter and the number of defectives in Kent is such as to justify the employment of a specialist medical officer working from County Hall. She is assisted by other officers but she is fully occupied in dealing with special and difficult cases in all parts of the county. Because of the experience of District Officers in the legal issues that arise in their work as Duly Authorised Officers in connection with mental illness their services are utilised in the certification and admission of defectives to institutions. Nevertheless, there is a specialist lay officer employed at County Hall, who is responsible for supervising this work and in special cases, particularly where court action is involved, he may undertake the work concerned himself. The basis of supervision of the defectives in the community is, at the present time, being altered, in that there is a change from the employment of specialist lay officers to health visitors. The changes are being effected as the specialist mental health officers, who transferred to the service of the Health Committee in 1948, retire and no common pattern exists for the present time in the area.

An important part of the community care of mental defectives is the provision of occupation centres. Thus defectives in the area who can attend go either to centres at Crayford or Orpington by means of transport provided by the Council. The Crayford Centre takes in mental defectives from Dartford Rural District as well as Bexley, Crayford, Erith and the Borough of Dartford. The Orpington Centre at present only takes in defectives from Beckenham, Bromley, Chislehurst and Sidcup, Orpington and Penge, but this is not because of any geographical boundary but simply because there are no defectives living in the Sevenoaks Rural area suitable to attend at occupation centres who could more conveniently be taken to Orpington than the centre at Hildenborough between Sevenoaks and Tonbridge. There are certain mental defectives who can benefit from teaching but whose condition is such that they cannot attend at centres. Two home teachers are provided in the area but to occupy the time of this number one of them also works in the Dartford Rural and Gravesend areas. In the provision of home teaching services the requirement is to keep a specialist officer fully occupied, irrespective of county district boundaries and the areas covered by home teachers all over the county are constantly under review so as to provide the greatest amount of teaching time with the greatest economy in travelling. The issue, therefore, is not one of boundaries but of seeing that every mental defective is provided with some sort of teaching, either by admission to an occupation centre or by a teacher being sent to his or her own home, and the only consideration is the quickest and most economical method of securing these objectives.

J. National Assistance Services

These services are divided into two main groups—welfare and residential.

1. Welfare

The main part of the welfare services concerns the welfare of the blind. Registers of blind and partially sighted persons in the whole of the county are kept at County Hall and all arrangements are made from here for new applicants to be examined by ophthalmic surgeons and for re-examinations as and when necessary. Newly blinded persons who need training or employment are dealt with by the Royal National Institute for the Blind who, as agents for the County Council, provide a placement service. Field work in connection with the welfare of blind and partially sighted persons in the area under review is carried out by four home teachers of the blind, of whom there are fifteen working in the county. The area to be covered by any home teacher depends upon the number of persons to be seen and experience has shown that these areas need to be kept under review. The home teacher areas at present are:

(*a*) Bromley, Beckenham and Penge.
(*b*) Bexley.
(*c*) Erith, Dartford Borough, Dartford Rural and Crayford.
(*d*) Chislehurst and Sidcup and Orpington.

The blind people working in the home workers scheme in the area are supervised by county staff and officers of the R.N.I.B. in precisely the same way as in the remainder of the county. The augmentation of earnings of all home workers is paid by the County Treasurer, from the statements prepared centrally each month in the Health Department. The welfare arrangements were recently increased to deal with the welfare of the deaf and dumb and in addition to the general welfare services provided by the County Council special facilities to be the subject of grant will be provided by the two Diocesan Associations for the welfare of the deaf and dumb. In East Kent the Canterbury Diocese provides a direct service but in West Kent, extending from Maidstone to the London boundary, the arrangements in the Diocese of Rochester are provided by the Royal Association. A start has been made in arrangements for the provision of welfare services for other groups of handicapped people. So far these have chiefly taken the form of providing adaptations to houses, facilities for access to invalid chairs and similar services. The preliminary enquiries are carried out by District Officers but in view of the close association that has to be maintained in matters of this sort with such bodies as the National Assistance Board, Ministry of Health and doctors, the necessary decisions in each case are taken by the Health Committee, or by the chairman if the decisions are unusually urgent.

2. Residential Services

The requirement to provide residential services can be divided into (*a*) the provision of temporary accommodation for homeless families, and (*b*) the provision of residential care, usually on a more permanent basis, for those who are aged, crippled or epileptic.

Although the provision of temporary care was apparently intended in 1948 for persons made homeless by such things as fire or flood, for which local and very temporary arrangements need to be made according to the particular incident, the main and continuous need is to provide some form of temporary accommodation for persons who become homeless for such reasons as non-payment of rent, family difficulties over sharing accommodation, the loss of tied accommodation and similar causes. The amount of accommodation constantly needed for these purposes can best be provided by one central hostel. This is situated at West Malling some seven miles from Maidstone and provides 47 units of family accommodation which is rarely completely full. Temporary accommodation is only offered to women and children since experience has shown that when husbands were taken in they usually gave up work in the area in which they were living and rehabilitation then became extremely difficult. Experience also suggests that the provision of only one central hostel is, in itself, a spur to the families to find accommodation for themselves.

In dealing with the provision of residential accommodation for the other groups of people named in the National Assistance Act, the numbers of crippled and epileptic persons who have to be dealt with in the county are not sufficiently great for the creation of special units provided by the County Council. Arrangements are, therefore, made with the various voluntary charitable organisations who cover larger areas than the county itself.

For the care of old people, however, the County Council provides directly or indirectly some 2,500 places in old people's homes. The indirect provision is dealt with by accepting financial responsibility for the care of old people who are clearly the responsibility of the County Council in homes maintained by charitable organisations, but these arrangements are only 17 per cent. of the provision made. Experience has shown that the requirements of old people can best be met by the provision of three types of home; the first type of home needs to provide extensive services, including full night care, for old people whose degree of physical and mental degeneration is such that whilst not requiring the resources of a chronic sick hospital they do require extensive measures of care. The second group includes those old people who need some measure of night care and who, therefore, must be accommodated in homes that provide night attention. The third group of old people are those who can, to some extent, look after themselves and require to be looked after in a home because they are no longer capable of managing entirely for themselves in the community. The pattern of provision for residential care of old people in the county is provided at separate homes and joint-user establishments providing, in addition to the care of old people, for chronic sick services. There are eleven of these joint-user establishments in the county only two of which are in the area under review—Dartford and Orpington respectively. There are eight separate Homes in the area of which only one provides the full measure of care and attention that old people coming into the first group need. Because of the difficulties of building that have been experienced since 1948 the major part of the care of old people who require extensive care has had to be met by special units provided at Darenth, Hildenborough, Cranbrook and Rochester. Whilst every effort is made to see that old people are admitted to homes readily accessible to the area in which they have lived the demand for accommodation is such that it is extremely difficult to achieve this objective. The usual provision is that when an old person's needs have to be met the nearest suitable and available place has to be used, and this means that the homes in the area under review will need to provide accommodation for persons living outside the area and the converse always occurs. Because of building difficulties this area has a smaller proportion of beds in relation to the population than other areas in Kent so that some of the needs that arise have to be met by placing old people from the area in special homes outside it.

A further function that arises under the National Assistance Act is the registration and inspection of homes for old and handicapped people maintained for profit. There are 110 such homes registered in the county providing 1,998 beds. In the area under review there are 23 homes. All, however, are supervised by staff working from County Hall since the legal and administrative issues that arise call for a considerable measure of specialised knowledge and experience.

K. General Observations

This gives an outline of the main county services and the basis of organisation upon which they are provided. The situation is that the area under review consists of a series of communities, originally self-contained, that have gradually expanded until they have become more or less contiguous, so far as building is concerned. Nevertheless, unlike a city, such as Coventry or Sheffield, where the growth has been from a centre that has always remained the centre, the growth of population in each area has continued to be from a series of centres. For the provision of District Officers services, i.e., where members of the public would visit and where doctors and others would naturally go to the centre of a particular area, the arrangements provide for a District Officer to be as near the centre of the particular community as possible. For such services as nursing and midwifery the most appropriate arrangement is to place individual officers as far as possible in the centre of the area where they will work and this can be achieved without consideration of any particular boundary line. Services that require large scale organisation for the most effective management, the ambulance service, the more highly specialised functions concerning mental deficiency and so on, are organised over larger areas still.

In general, the only two main points at which the health services of the County

Council directly relate to the somewhat parallel activities of the District Council concern the notification of infectious diseases and health education. Certain infectious diseases are notifiable to the District Medical Officer of Health who then sends all notifications to the County Medical Officer. The purpose of notification is to enable District Councils acting through their Medical Officers of Health to exercise their responsibilities for the control of epidemic infectious disease. No strong case can however be made out to alter the existing arrangements since, in experience, District Medical Officers of Health have always dealt with outbreaks of infectious disease in their areas by seeking all such aid from outside bodies, including the County Health Department, as is necessary. There is no evidence that would suggest that the existing arrangements constitute a defect in Local Government. The only other issue, relating to parallel powers for health education, again, in theory, can present the possibility of duplication or overlapping, but again, in practice, this does not happen and change is not advocated.

APPENDIX C

Children Act

Services provided within the Area under Review

1. Offices

There are local offices of the Children's Department at:

Park House, 4 Beckenham Lane, Bromley;
Queen Street, Erith.

The latter office is to be transferred to the County Offices in Brampton Road, Bexleyheath, which are now under construction.

2. Staff

The under-mentioned Officers serve in the area:

One Woman Welfare Officer for Bromley, Beckenham and Penge based on the Bromley office.

One Woman Welfare Officer for Chislehurst and Sidcup based on the Bromley office.

One Woman Welfare Officer for Orpington U.D. based on the Bromley office.

One Woman Welfare Officer for Bexley, Erith and Crayford based on the Erith office.

One Woman Welfare Officer for Dartford Borough based on the Erith office. This officer also serves Dartford Rural District and serves approximately half-time in Dartford Borough.

One Man Welfare Officer serving for approximately three-quarters of his time in the area under review.

3. Numbers dealt with in the area

The following figures show the number of cases dealt with in the area during the year ending 30th November, 1957, as compared with the numbers for the whole of the present administrative county:

Type of Case	*Total for area under review*	*Total for Administrative County*
Children received into care under Section 1 of the Children Act, 1948	160	845
Children committed to the care of the Authority as a Fit Person	24	136
Private foster homes supervised under Child Life Protection provisions	104	600
Adoption enquiries	176	410
Totals	464	1,991

It will be noted that the total numbers dealt with constitute approximately 23 per cent. of the total numbers for the county.

4. Residential Establishments

The Committee maintain the following residential establishments in the area under review:

	Accommodation.
Avonstone Residential Nursery, Crofton Avenue, Orpington.	25 infants between 0-5 years of age.
The Gorse Residential Nursery, Manor Park, Chislehurst.	25 infants between 0-5 years of age.
Family Group Home, 42 Oakwood Drive, Barnehurst, Bexley	10 children between the ages of 3 and 18 years.

These establishments, as in the case of all other residential establishments maintained by the Children's Committee, serve the county as a whole and not specifically the area in which they are situated.

The following is a summary of the total residential accommodation in the County, which serves the county as a whole:

	Total Accommodation
5 Residential Nurseries	135
9 Children's Homes	167
3 Grouped Cottages Homes	234
6 Family Group Homes	60
1 Boys' Remand Home	20
2 Observation Reception Centres	57
2 Hostels for working young people	44
Total	717

APPENDIX D

Town and Country Planning

1. Arrangements for a substantial measure of delegation to County District Councils of the County Council's functions have been negotiated with the Kent Borough and Urban District Councils Association and the Kent Branch of the Rural District Councils Association.

2. There are two schemes of delegation in force, one to the Councils of the Borough and Urban Authorities which have a population in the region of 20,000 or over and the other to the Rural District Councils and remaining Urban Authorities.

3. With regard to the authorities operating the over 20,000 population scheme the County District Council determines on behalf of the County Council all development applications relating to land in the district other than in the following cases:

(*a*) proposals which though likely to conflict with the Development Plan the District Council considers should be granted;

(*b*) proposals for development of the following kinds which the District Council is unwilling to refuse:

  (i) proposals for building development not in an area allocated to immediate general building development or not in an existing built-up area, unless the proposal relates solely to agricultural development (not including the erection of a new dwelling) or industrial development or development for which permission has already been given or has been deemed to be given or alterations or additions to, or ancillary buildings related to, an existing building which are not likely to involve material planning considerations in relation to the Development Plan;

(ii) proposals for new industries, or extensions of existing industries, in areas not allocated to industrial development in the Development Plan and industrial development of a type unsuitable to the area and any other industrial development which involves the use of land or buildings for certain specialised industrial purposes;

(iii) proposals for new shops, business or other commercial uses in an area not already predominantly used for such purposes unless the latter use of such area is in accordance with the Development Plan;

(iv) proposals for development, including new means of access, along the frontages of county roads other than roads in boroughs and urban districts "claimed" or "delegated" and trunk roads, subject to certain exceptions;

(v) proposals for new roads or streets in boroughs and urban districts which will form part of, or have a material effect on, the communications system of the county;

(vi) proposals involving or relating to the extraction of surface or underground minerals;

(vii) proposals for the establishment of new petrol filling stations or alterations or additions to original ones or other roadside facilities along the frontages of certain roads;

(*c*) proposals for development by local authorities in the county, including the Police Authority.

4. The District Council furnishes the County Council from time to time with a schedule giving particulars of the applications which it has retained for determination and refrains from notifying an applicant of the decision until the expiration of fourteen days from the date on which the schedule was sent to the County Council, and if within that time the County Council notifies the District Council that a recommendation about to be submitted to the County Council might affect the decision on an application included in the schedule then the District Council defers notifying the applicant until it is informed of the County Council's decision.

5. With regard to the authorities operating the under 20,000 population scheme development applications are classified by the County Planning Officer into three categories:

(i) those to be decided by the District Council in its unfettered discretion;

(ii) those to be decided by the District Council in accordance with its recommendations if such are approved by the County Planning Officer, on behalf of the County Council; and

(iii) those to be decided by the County Council which in the main consist of proposals of the nature mentioned in paragraph 3 (*a*), (*b*) and (*c*) above.

6. The delegation agreements with the District Councils are interpreted so as to leave the District Councils the function, in appropriate cases, and subject to compliance with certain standards of design, of approving the details of development when those details are submitted for the approval of the Local Planning Authority in pursuance of a condition in that respect imposed by the County Council on a permission granted to an outline application.

7. The County Council may, after consultation with the associations concerned, require that for exceptional reasons some particular class of development should be dealt with by the County Council.

8. In addition to dealing with development control applications the following powers have been delegated to all District Councils, irrespective of population:

(*a*) to determine whether application for planning permission is required;

(*b*) to revoke or modify planning permissions which have been granted by the District Council;

(*c*) enforcement action in relation to applications which have been determined by the District Council or, in cases where no permission has been granted, which would have been determined by the District Council;
(*d*) to make Orders restricting or regulating authorised uses and to secure the removal of buildings or works which cannot be dealt with as contraventions of planning control;
(*e*) to make Tree Preservation Orders in the case of trees and woodlands which are of local importance only, subject to prior consultation with the County Council and to take enforcement action in regard thereto;
(*f*) to take enforcement action in relation to listed buildings of special architectural or historic interest;
(*g*) to require the proper maintenance of waste land, etc.;
(*h*) certain powers in relation to enforcement action so far as existing development is concerned; and
(*i*) to maintain a sufficient system of supervision and inspection.

9. All appeals and legal proceedings consequent on a decision of a District Council are dealt with by the District Council concerned and the County Council affords all such aid, advice and evidence as is reasonably required and may deal with the matter itself in any particular case which is of more than local interest.

10. The District Council bears the costs of compensation which may be payable as a result of anything done by it in exercise of its delegated powers.

11. In dealing with matters the District Council has regard to certain general assumptions and architectural standards approved by the County Council.

12. The County Council also has two schemes of delegation in relation to the control of advertisements—one to Rural District Councils and the other to Borough and Urban District Councils.

13. So far as Rural District Councils are concerned, they have delegated to them power to determine, subject to prior consultation with the County Planning Officer in the case of an advertisement not relating to current events, all applications for consent to display advertisements within the Council's area except those to be displayed by or on behalf of local authorities (including the District Council concerned), Government Departments, Statutory Undertakers, and public bodies and which do not relate to current events.

14. Borough and Urban District Councils have the same powers except that consultation with the County Planning Officer is confined to the case of:
(i) any advertisement some part of which is more than fifteen feet above ground level and which is either not on a building or if on a building does not relate to the use of that building;
(ii) any illuminated advertisement which in the District Council's opinion would be visible from a trunk road or a directly maintained county road;
(iii) any advertisement, not related to current events, in an area of special control.

15. All Borough and District Councils also have delegated to them:
(*a*) power of revocation and modification of consents for the display of advertisements;
(*b*) powers of "challenge" in respect of existing advertisements;
(*c*) power to deal with any appeal to the Minister or a Court of Law;
(*d*) to maintain to the reasonable satisfaction of the County Council a sufficient system of supervision and inspection.

16. The County Council reserves to itself the right at any time to make representations to the District Council in respect of any advertisement displayed within the District Council's area.

17. In the quarter ended 31st December, 1957, 3,413 cases were dealt with, representing an annual rate of 13,652. Of these about 62 per cent. were determined by county district councils in their unfettered discretion, about 22 per cent. were dealt with by those councils in consultation with the County Council in the manner indicated in paragraph 5 (category II), and the remaining 16 per cent. were dealt with by the County Council.

APPENDIX E

Roads

(1) Construction, Improvement and Maintenance of County Roads and Bridges

(*a*) Roads

The area concerned comprises nine Claiming Authorities for highway purposes and, with one exception, they have exercised their right to "claim" the maintenance and improvement of county roads. The exception is the Urban District of Crayford which, at the statutory time, failed to claim but the county roads in this authority's area have since been "delegated" to them.

There is a small mileage of county roads which was not claimed when the Local Government Act, 1929, came into force and these roads have subsequently been "delegated" to the authorities concerned.

In addition to "claimed" and "delegated" roads, the nine authorities are of course responsible for a large mileage of Town Streets.

There is a mileage of 8·73 Class I Roads of an arterial nature running through the areas of these nine authorities which have remained under the direct maintenance of the County Council. Details of the total mileages of the various classes are set out in the following statement:

Authority	*Claimed*	*Delegated*	*Directly Maintained*
Beckenham Borough	23·38	—	—
Bexley Borough	18·64	0·58	—
Bromley Borough	23·90	—	—
Chislehurst and Sidcup Urban District	17·74	8·33	1·34
Crayford Urban District	—	10·91	—
Dartford Borough	11·45	—	—
Erith Borough	13·51	—	—
Orpington Urban District	41·35	—	7·39
Penge Urban District	4·82	—	—
	154·79	19·82	8·73

(*b*) Bridges

The provisions of Section 32 of the Local Government Act, 1929, do not empower Claiming Authorities to "claim" bridges. The County Council is, therefore, liable for the maintenance and repair of all bridges carrying a county road. The maintenance and repair of the bridges in the areas of Claiming Authorities is, however, "delegated" to the local authorities concerned.

(*c*) General remarks

The nine Claiming Authorities have, in the past, carried out their highway functions with efficiency and economy, and it is considered that there is no case for discontinuing the system whereby the local authorities "claim" the right from the

County Council to exercise highway functions, although there may be an advantage in union of certain of these authorities, for roads.

It would also lead to a more orderly administration of the county roads in the areas concerned if the roads at present "claimed", "delegated", or directly maintained, were all "claimed" by the local authorities in the future.

In its General Powers Bill now under consideration, the County Council is seeking powers to enable local authorities to "claim" county roads if they wish to do so.

(2) Trunk Roads

The London to Dover Trunk Road (A 2) passes through the Boroughs of Bexley and Dartford, and the London to Folkestone Road (A 20) passes through the Urban District of Chislehurst and Sidcup. The County Council is, however, the Agent Authority under the Trunk Roads Act, 1936, and therefore directly maintains these roads on behalf of the Minister. In the absence of any information as to what the intention of the Minister would be in the event of reorganisation, it is considered that the County Council should continue to maintain these roads, rather than that the maintenance should be carried out in short lengths by each authority through whose area the roads pass.

(3) Street Lighting

This is at present the responsibility of the local authorities, but on Trunk Roads, local authorities may get a grant from the Ministry of Transport and Civil Aviation towards the cost. So far as county roads are concerned, no change is necessary, but in future some authority should co-ordinate the system of lighting as between adjoining authorities.

(4) Naming of Streets and Numbering of Houses

This is the responsibility of the local authority and should continue as such.

(5) Parking Places

This is the responsibility of the local authority and should continue as such.

(6) Road Safety

The local authorities are responsible for all propaganda work in connection with road safety so far as all classes of roads in their area are concerned. They are also responsible for pedestrian crossing places.

The area under review comes within the London Traffic Area, and the Ministry of Transport and Civil Aviation considers all restrictions in connection with traffic regulation, speed limits, etc., in consultation with the London and Home Counties Traffic Advisory Committee. This seems to work quite satisfactorily and calls for no change.

(7) Bus Shelters

These are the responsibility of local authorities, except on the trunk and directly maintained county roads.

(8) Private Street Works

These are the responsibility of the local authorities and should continue as such.

(9) National Parks and Access to the Countryside Act, 1949, Part IV.—Public Rights of Way

Draft Maps have been completed for all North-West Kent (except Penge Urban District—excluded from the Survey). All initial objections have been dealt with. The only counter objections received were in respect of two Thames-side routes in Crayford Marshes, the subject of negotiation.

Evidence submitted by the Beckenham Borough Council

CONTENTS

Paragraph	
1—8	Part I—Introduction
9—15	Part II—Outline of Present Arrangements
10	Education
11	Environmental Health
12	Housing
13	Personal Health and Welfare
14	Town and Country Planning
15	Traffic
16—17	Part III—Defects in Services and Organisation
18—28	Part IV—Views on how the Defects may be Remedied

Statistical Appendices

A	Beckenham
B	Beckenham and Penge, and effect of severance on Kent
C	County Boroughs in England and Wales
D	Counties in England and Wales

PART I

INTRODUCTION

1. Beckenham has a long and honourable history. Long before the Norman Conquest it was known as " Beohha haema "; and appears in the Domesday Book as "Becheham" and "Bacheham", and in later archives with other variants of the name. In the middle ages it was already well developed as a rural community; the names of its ancient manors and estates are still familiar; and there survive a number of physical links with the past, notably Wickham Court, Beckenham Place, and the Manor House acquired and converted into the Old Council Hall many years ago. Symbols of Norman and Tudor associations are incorporated into the Borough Arms.

2. Until the passing of the Public Health Act, 1872, Beckenham (then smaller than it is now) was administered by the Overseers and the Vestry. In 1872 the district became a unit of the Bromley Rural Sanitary Area, with a local Parochial Committee, and various urban powers were applied. Under the Public Health Act, 1875, the Parish of Beckenham became a Local Government District, and under the Local Government Act, 1894, the Urban District Council replaced the Local Board. Under the Kent Review Order, 1934, the urban district was enlarged by addition of the developed part of the Rural Parish of West Wickham and a very small part of the Rural Parish of Hayes. In 1935 a Charter of Incorporation was granted, and Beckenham became a borough.

3. Beckenham lies to the north of the North Downs, occupying (with Penge) the extreme north-west corner of Kent. Its immediate neighbours are: to the west, the County Borough of Croydon; to the north-west, the Urban District of Penge; to the north, the Metropolitan Borough of Lewisham, in the County of London; to the east, the Borough of Bromley, in Kent; and to the south, part of the Urban

District of Orpington, being a part which is in fact rural in character. The land generally slopes from 400 feet above Ordnance Datum, at the southern boundary of the borough, to 76 feet above Ordnance Datum in the north, and the character is undulating, with some well-marked ridges and valleys. The soil is for the most part loamy clay, with some local areas of chalk and gravel.

4. Beckenham is predominantly a residential borough, large parts of which are developed with modern houses in well laid-out tree-lined streets at comparatively low densities. Much of this development has taken place since 1925, and today the borough is substantially built-up, although there is scope for redevelopment in some of the older parts. A particular feature of the borough is the large area of open space, both public and private; in the extreme south is farmland, of which 181 acres are preserved by acquisition under the Green Belt Act, 1938. Shopping centres are chiefly local in character, the largest being in Beckenham High Street and West Wickham High Street, with a number of smaller groups of shops in other convenient places. Industries are comparatively few, and mainly concentrated in two small industrial areas, near the northern and western boundaries; the factory premises are nearly all modern, and provide employment for some 7,000 persons. There are excellent rail communications, with 12 stations on the Southern Region electric network; good omnibus services connect with neighbouring districts, including Green Line route 725 from Gravesend to Windsor. Beckenham suffered much damage by enemy action during the war, but there is little sign of it now, except in one area of about 13 acres near the Town Hall and Parish Church (now in course of acquisition for redevelopment with amenity features), and a smaller area near Clock House Station.

5. The borough has an area of 5,935 acres. The population, according to the Registrar-General's estimate at June, 1957, is 75,440, and the population density averages 12·7 persons per acre. The rateable value on 1st April, 1958, was £1,390,000 (larger than that of any other county district in Kent), and the rateable value per head works out at £18 4s. The rate levied for the half year beginning 1st April, 1958, is 8s. 8d. in the pound, equivalent to 17s. 4d. for a full year; of this, 12s. 7½d. represents the county precept, 1s. 6½d. the Metropolitan Police precept, 4d. the sewerage precepts, and 2s. 10½d. the net local expenses. The product of a 1d. rate is estimated at £5,600. The net loan debt at 31st March, 1958, was £3,399,000, made up of £1,657,170 in respect of housing, £1,247,500 for advances for house purchase, £151,000 reimbursable, and £343,330 in respect of rate fund services. These figures give an indication of the size and financial resources of the borough; more detailed statistics are given in Appendix A.

6. The Council consists of 32 members, being 24 Councillors and 8 Aldermen. The borough is divided into 8 wards, each electing 3 Councillors. The following committees have been constituted for the current year:

Statutory: Committee for Education
Allotments
Standing: General Purposes
Works
Parks
Libraries
Housing
Building Control and Town Planning
Public Health
Baths
Establishment
Civil Defence
Finance
Special: North Central Beckenham Area Redevelopment
Accident Prevention

The Council, and most of the committees, hold regular monthly meetings. Many of the committees exercise limited delegated powers, not extending to matters of major policy, but all report fully to the Council either for information or by way of recommendation.

The following officers are in charge of separate departments, working in close liaison:

Town Clerk and Solicitor, being also Electoral Registration Officer;
Borough Treasurer and Accountant;
Borough Engineer and Surveyor, being also local Planning Officer;
Medical Officer of Health (who also acts as Assistant Medical Officer for the Kent County Council, and as local School Medical Officer);
Borough Librarian;
Housing Manager;
Parks Superintendent;
Baths Superintendent;
Borough Education Officer, being an officer of the Kent County Council acting under the Scheme of Divisional Administration.

7. The number of staff employed by the Council on the 1st April, 1958, was as follows:

	Non-Manual		*Manual*		
Department	*Est.*	*Unest.*	*Est.*	*Unest.*	*Totals*
Town Clerk's	33	—	—	2	35
Finance	48	—	—	—	48
Borough Engineer's	45	—	115	95	255
Public Health	10	—	3	1	14
Libraries	21	—	1	3	25
Housing	15	—	13	1	29
Parks	7	—	53	37	97
Baths	3	—	10	9	22
Totals	182	—	195	148	525

Staff in the Education Department, technically employed by the Kent County Council, but giving service to the Borough Council as Divisional Executive, are as follows:

Administration, etc.	37	60	144	106	347
Teachers	311	—	—	—	311
School Medical Service	7	6	—	—	13
	355	66	144	106	671

8. Two local Acts are in force in the borough—the Beckenham Urban District Council Act, 1903, and the Beckenham Urban District Council Act, 1935. Adoptive provisions of public general Acts include the Public Health Acts (Amendment) Act, 1890, the relevant sections of the Public Health Acts (Amendment) Act, 1907, the Public Health Act, 1925, and the Baths and Washhouses Acts, 1846—1923. Bye-laws have been made on all appropriate specific subjects, and for "good rule and government".

PART II

OUTLINE OF PRESENT ARRANGEMENTS FOR CARRYING OUT SPECIFIED FUNCTIONS

9. The following description of the present arrangements is given in outline only, and follows the order set out in Appendix B to the letter of the 17th February from the Chairman of the Royal Commission. After each title of a function is a note in parenthesis indicating whether it is a borough or a county function, and, if the latter, whether it is delegated.

10. Education

(*a*) **Education Generally.** (County, part delegated)

Until the Education Act, 1944, came into operation, the Borough Council (and their predecessors the Urban District Council) had for many years been the authority for elementary education, and had provided ten schools, including one of the earliest Selective Central Schools, and a Special School for educationally sub-normal children. There was an efficient school medical service, linked with the infant welfare organisation; school meals were supplied; and a number of scholarships and prize funds were administered. A technical institute had been provided, and subsequently let to the County Council; and Beckenham and Penge appointed representatives to a local Higher Education Committee responsible to the County Council.

Under the Act of 1944, Beckenham became an Excepted District, and the Borough Council act as Divisional Executive under a scheme of Divisional Administration. The scheme is a long and elaborate document, but the functions delegated are mainly in the nature of "care and maintenance" and are hedged about with conditions and restrictions. The Borough Council have the right (not amounting to delegation) to make proposals on matters of major policy, including provision of new schools, but decision rests with the County Council, as it does also on finance through the estimate system. Estimates covering all local education expenditure for a year commencing 1st April must be settled by the Borough Council for submission to the County Council as early as the preceding November. Staff of the Borough Education Department, though working in the Town Hall, are employed under the County Council's salary scales and conditions of service, and inevitably anomalies arise in comparison with staff of other departments of the borough.

Most of the functions of the Borough Council under the scheme, but excluding approval of estimates and proposals on major policy, are delegated on to the Beckenham Committee for Education, consisting of 14 members of the Borough Council and 7 co-opted members, of whom two are nominated by the County Council and one by the Senate of London University.

County schools serving the borough are:

Primary: Full local provision, with 10 schools in the borough and one to be built; also a Special (E.S.N.) School in the borough serving a wide area around.

Secondary: Modern, full local provision, with 2 schools for boys and 2 for girls in the borough.

Grammar, one school for boys just across the boundary in Penge, and one school for girls in the borough (to be replaced by a new one in construction)—both serve Beckenham and Penge.

Technical schools for boys and girls are in Bromley, the boys' school having recently been transferred there from Beckenham.

Further: Apart from evening classes at schools, there are a Technical Institute and a School of Art in the borough, falling somewhat short of complete local provision.

Maintenance of school premises is carried out by the Borough Education Department, using a small direct labour force for smaller items and local contractors for larger items.

(*b*) **Agricultural Education.** (County)

There are two residential Agricultural Colleges in Kent. Demand for this service from Beckenham is extremely small.

(*c*) **Youth Employment.** (County)

A Youth Employment Bureau at 12 Beckenham Road, Beckenham, about half a mile away from the Town Hall, serves Beckenham and Penge.

4

11. Environmental Health

(*a*) Baths, Washhouses and Bathing Places. (Borough)

The Council own public baths in Beckenham Road, Beckenham, which were constructed in 1901 and were enlarged and modernised in 1938. The premises include three covered swimming baths (first-class, second-class and teaching), slipper baths, foam and remedial baths, and all suitable facilities. The Council award swimming scholarships annually to the school children who have attained a specified standard, and this policy of encouragement has no doubt contributed to the fine results achieved, and the prominence of Beckenham swimmers in national and county events. In the winter the first-class swimming bath is converted into an assembly hall which is let for dances, shows and other sporting and social events.

Provision of an additional swimming bath at West Wickham has been approved in principle, for action when economic conditions permit, and a site has been provisionally reserved.

(*b*) Control of Watercourses, Ditches and Ponds. (Borough)

A number of streams and watercourses run through the borough, and the Council have long operated the policy of requiring them to be culverted under Section 262 of the Public Health Act, 1936, when building operations are undertaken, themselves contributing the excess cost of providing a culvert large enough to take foreseeable future flow. Exercise of other powers in Part XI of the Act of 1936 has not been needed.

A particular problem is occasional flooding of a local stream, resulting in flooding of house gardens and roads and interruption of one London train service. The cause is more than local, and existing statutory powers are probably inadequate, but the main difficulty is that the cost of remedial works is very high in relation to the damage and disturbance caused. A special sub-committee is studying the problem.

(*c*) Disinfestation of Premises and Articles. (Borough)

The need for this service is very small, and specialist contractors are employed as necessary under supervision of the Public Health Department.

(*d*) Drainage of Trade Premises. (Borough)

The Public Health (Drainage of Trade Premises) Act, 1937, applies to most of the borough, and can be applied to the remainder, but the industrial areas are small, and the industries are not of a kind to call for special action.

(*e*) Mortuaries and Post-Mortem Rooms. (Borough)

The Council maintain a mortuary, with post-mortem room, in a small separate building at the rear of the Town Hall, and an attendant is provided. Inquests are normally held at the Town Hall.

(*f*) Public Conveniences. (Borough)

In view of the residential character of the borough, the need is comparatively small, but provision has been made at the larger shopping centres, and also at the group of buildings in Beckenham Road, Beckenham, comprising the Central Library, School of Art, Public Baths, etc.

(*g*) Refuse Collection and Disposal. (Borough)

There is a regular weekly collection of house refuse by modern vehicles, the bins being the property of the householders. Trade refuse is collected more frequently, as required, and appropriate charges are made to cover the cost. Disposal is by incineration, after careful sorting for salvage, the value of which in the year 1957-58 is estimated at over £9,000. The disposal plant was provided many years ago, and was modernised shortly after the end of the war. It deals also with refuse from Penge, by arrangement with the Urban District Council.

(*h*) **Regulation of Buildings and Sanitation of Buildings.** (Borough)

A building inspection staff is maintained, working in co-operation with the public health inspectors and outside authorities as necessary. Most of the work relates to approval of plans under relevant statutory provisions and bye-laws, and "licensing" of temporary buildings. The need for enforcement action in respect of existing buildings rarely arises.

(*i*) **Sewerage and Sewage Disposal.** (Borough)

The borough is fully sewered, with separate soil and surface water systems in almost all parts. Sewage disposal is not carried out by the Council; the major part of the borough (5,354 acres) drains into the West Kent main sewerage system, operated by the West Kent Main Sewerage Board (to which the Council appoint 4 representatives); and the remainder (581 acres) drains into the Metropolitan Outfall system operated by the London County Council. Sewerage precepts are levied in each case.

(*j*) **Street Cleansing.** (Borough)

All adopted roads in the borough are regularly cleansed and scavenged by direct labour under the Borough Engineer. No special problems have arisen.

(*k*) **Burial Grounds, Cemeteries and Crematoria.** (Borough)

The Council have had no need to exercise powers, since there is in the borough a large privately owned cemetery with a recently opened crematorium.

(*l*) **Parks and Open Spaces.** (Borough)

The Council have provided 14 parks and recreation grounds in all parts of the borough, with a total area of 230 acres. Management is by a separate Parks Department with a fully qualified staff. Horticultural displays are a feature, and collections of plants are being established for public reference. Ample sports facilities are provided, including 31 football pitches, 12 cricket pitches, and 54 tennis courts.

Some of these open spaces form part of a "green wedge" to be provided running from north to south through the centre of the borough. For this purpose some 11 acres of additional land, not yet open to the public, are held in anticipation.

There is also a woodland area of 43 acres, with restricted access, and containing a bird sanctuary, on the southern fringe of the borough.

The Council own a golf course of 122 acres, on long lease to a club.

Farmlands amounting to 181 acres are held on 999 year lease from the County Council, at nominal rent, for preservation under the Green Belt Act, 1938; and an adjoining area of 199 acres has recently been bought by the Council.

Open spaces under the control of other authorities are part of the Crystal Palace Grounds and part of Beckenham Place Park (London County Council), and Spring Park Woods and part of West Wickham Common (Corporation of the City of London).

There are many privately owned sports grounds in the borough, amounting in all to some 275 acres, and the Council have for many years maintained the policy that these should be preserved.

(*m*) **Physical Training and Recreation Act, 1937.** (Borough and County)

One recreation ground of 5¾ acres (included in those mentioned in the preceding paragraph) has been provided by the Council under this Act, and is the home ground of the Beckenham Football Club. Grants have been obtained from the

Minister of Education in respect of sports facilities provided in other recreation grounds. A play leadership scheme, the first of its kind, has been in operation for ten years, and has proved of great value in encouraging the proper use of the facilities.

It is believed that the County Council make grants to suitable local organisations, particularly youth clubs.

(*n*) **Prevention of River Pollution.** (County)

Beckenham is outside the area of the Kent River Board, and the County Council, being the responsible authority under the Rivers (Prevention of Pollution) Act, 1951, are seeking an Order conferring supplementary powers under the River Boards Act, 1948. The Borough Council have not objected, but have applied to the County Council for delegation of the function, in the belief that it can be better administered locally. The effect of any pollution would be of concern to the Borough Public Health Department.

(*o*) **Port Health Functions.** (Not applicable)

12. Housing

(*a*) **Provision of Houses.** (Borough)

The Council have provided 378 pre-war houses, 153 temporary bungalows, and 772 permanent post-war houses and flats, with 50 others under construction; the 1958 programme (awaiting Ministry approval) comprises 118 dwellings, and other schemes are in various stages of preparation.

Beckenham suffered much damage during the war, and at one time over 900 dwellings were held under requisition. The number has now been reduced to 156 by various means including the allocation of as many as 4 out of 5 new dwellings to the occupiers of requisitioned property. In an effort to clear the problem by the statutory date, 31st March, 1960, the Council have embarked on a programme of purchasing properties comprising up to 60, or even 100, dwellings.

The building of new houses has throughout been impeded by the lack of suitable sites. The borough was practically fully developed before the war, apart from a little space available for infilling; any substantial encroachment on open spaces, public or private, would have been against sound planning principles. Building outside the borough has been found impracticable.

Housing rents have been revised from time to time, without objection by tenants, on to a basis whereby the rents are related to the value of the accommodation, and bring in a sufficient income to enable hardship cases to be met by rebates financed from Exchequer subsidies without recourse to rate fund subsidies. Tenants are selected by reference to housing need (assessed on a "points" scheme) and means, on the principle that those whose income exceeds a prescribed figure (varying according to the type of accommodation needed) can reasonably be expected to fend for themselves.

Design and construction of houses is normally the responsibility of the Borough Engineer, although for one large flat scheme private architects have been employed. Management is carried out by a separate Housing Department, which includes a small direct labour force for some maintenance work.

(*b*) **Slum Clearance.** (Borough)

There are no slums in Beckenham. Occasionally the need arises to deal with single, or small groups of, unfit houses, and for this purpose existing statutory powers have been found adequate.

(*c*) Assistance to other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses. (Borough)

The Council's policy is one of full encouragement to the owner-occupier. Advances are made to assist in acquisition, construction and improvement, normally under the Housing Act, but occasionally under the Small Dwellings Acquisition Acts, and the number of such advances made is 1,150, representing a capital sum of £1,675,000. During the period of financial stringency, the making of advances has been continued, the only restriction being the need for special consideration if the valuation exceeds £3,500.

Advances have included some to tenants for acquisition of Council-built houses.

Statutory " arrangements" have been made with a "self-build" group, the Beckenham Housing Association, Ltd., for the construction of 25 bungalows with Exchequer subsidy and mortgage advance from the Council. Construction is now almost completed.

Improvement grants are made in suitable cases, including conversion of large old houses into flats. Applications are carefully scrutinised, and of 86 applications made to date, 49 have been approved, in the total amount of £9,229.

(*d*) Regulation of Buildings and Bye-laws. (Borough)

Arrangements are as indicated in paragraph 11(*h*) above.

13. Personal Health and Welfare

(*a*) Powers and Duties under National Health Service Acts. (County)

Until the introduction of the National Health Service in 1948, the Borough Council provided a full personal health service, with ante-natal, post-natal, infant welfare and immunisation clinics, health visitors and home helps. In co-operation with the Penge Council (through a joint committee), a maternity hospital had been provided since 1920, and replaced in 1939 by a larger and up-to-date hospital which in 1944 was recognised as a training school for midwives. An efficient ambulance service was provided; after the war this was reorganised and was operated under joint arrangements with Penge, the Beckenham Medical Officer of Health being in charge of the service. The County Council were the supervising authority under the Midwives Acts, having declined repeated applications by the Borough Council for delegation of powers.

The County Council are now the responsible authority, the services being administered by an Area Sub-Committee to which the Borough Council appoint three members. The sub-committee deals only with administration and not with policy decisions. The Borough Medical Officer of Health also holds the post of Assistant Medical Officer of Health for the County Council.

Broadly, the services are well administered, and in this they do not differ from the services as provided by the borough, except for normal development under the wider legislative concept, and for the added complications of the county system. Typical of these are the dual status of the Medical Officer of Health, the division of his department between borough work and county work, and the separate administration of some services at the District Office at 12 Beckenham Road, Beckenham; for example, health visitors are based on the Town Hall, but home helps, home nurses and midwives are based on the district office. Arrangements for the statutory list of services are as follows:

(i) Care of mothers and young children—ante-natal, post-natal and infant welfare clinics are held regularly in various parts of the borough on lines established by the Borough Council.

(ii) Health centres—there are none in the county.

(iii) Midwifery and home nursing—a staff of midwives and home nurses is organised on an area basis. There is a scheme for district training of pupil midwives, operated in conjunction with hospitals.

(iv) Health visiting—there is an establishment of eight for the borough; they cover all aspects of health visiting, and act also as school nurses. Student health visitors spend part of their time attending at clinics and accompanying health visitors.

(v) Vaccination and immunisation—the Borough Council had long been energetic in promoting this service. It continues, primarily on a foundation of advice to parents by health visitors and midwives, and arranging for medical practitioners to do the work privately, but treatment is also carried out at the clinics.

(vi) Ambulance—the County Council now operate a fleet of radio-controlled vehicles with a local headquarters at Bromley. Accident cover is provided, but the main work of the service is in conveying to and from hospital those out-patients who cannot travel by ordinary transport. The organisation appears to work well, but there has been criticism of the suitability of the vehicles employed.

(vii) Prevention of illness, care and after-care—these services are concerned mainly with tuberculosis cases, and provide facilities in co-operation with voluntary organisations, also for loan of equipment and for recuperative residential care.

(viii) Domestic help service—the district office covers Beckenham and Penge, with a staff of some 10 full-time and 40 part-time helpers. The defect of separation from the Town Hall staff has already been referred to.

(*b*) **Mental Health Services.** (County)

Administration of these services comes under the Area Sub-Committee, the responsible officer being the District Officer of the County Council, in co-operation with the county medical staff. The work covers ascertainment of cases (including Court proceedings), supervision and after-care, home teaching and provision of occupation centres. The nearest such centre to Beckenham is at Orpington, with a capacity of 200, which may be regarded as excessively large.

(*c*) **Powers and Duties under National Assistance Act and Disabled Persons (Employment) Act, 1944.** (Mainly County, part Borough)

The bulk of these services are administered by the Area Sub-Committee, covering mainly the welfare of the blind and other handicapped persons, the provision of temporary residential accommodation for homeless persons, the permanent provision of homes for old people and others suffering from infirmity, and registration and supervision of similar homes provided privately. Beckenham contains one old people's home provided by the County Council, and several registered private homes.

The Borough Council have, and use, powers for making burial arrangements, for securing removal of old persons in need of care and attention, and for contributing to voluntary organisations (the W.V.S. "Meals on Wheels" service).

(*d*) **Care of Children.** (County)

Services under this head are the responsibility of the (statutory) Children's Committee of the County Council. There is a local Woman Welfare Officer, with an office at Bromley, covering Beckenham, Bromley and Penge; and also a Man Welfare Officer covering more than the whole of North-West Kent. The Welfare Officer does not, however, deal with all the work under the Children Act, since some of it is done by health visitors—notably some home visits and reports in adoption cases, and supervision of certain types of foster homes. The County Council also provide a number of residential establishments.

(*e*) Registration of Nurseries and Child-minders. (County)

The County Council's function is one of registration and inspection, the latter being carried out by the health visitors.

(*f*) Notification of Infectious Diseases. (Borough)

The notification is received by the Borough Medical Officer of Health, who is responsible for notifying other interested authorities, and for taking all appropriate local action, including investigation and precautionary advice and measures.

(*g*) Health Education. (Borough and County)

The Borough Council give full prominence to publicity matter issued by the Central Council for Health Education; local campaigns have been held, and officers from time to time give talks to local organisations. It is understood that the County Council can make available a part-time lecturer to speak on various health subjects.

14. Town and County Planning

(*a*) Town and Country Planning Generally. (County, part delegated)

Before the Town and Country Planning Act, 1947, came into operation, the Borough Council were the town planning authority. Part of the borough was covered by an operative planning scheme under the Act of 1925, and most of the remainder by a draft scheme under the Act of 1932.

Under the present law, the County Council are the local planning authority, and are responsible for preparation of the statutory Development Plan. The Borough Council, like other Borough and District Councils, were consulted before the draft stage and were in agreement with most of the contents of the plan, which has recently been approved by the Minister.

Functions in respect of control of development have been delegated to the Borough Council in a form negotiated between the County Council and the Kent Borough and District Councils Association. The deed of delegation is an elaborate document which represents the fullest practicable measure of delegation under the present law; nevertheless, there are many limitations and reservations. In practice, most applications received are of a straightforward nature and determined by the Borough Council on recommendation of the Building Control and Town Planning Committee, which meets once and, if necessary, twice a month. Cases which have to be referred to the County Council for decision are normally subject to delay, due partly to the need for consultation on the planning issues involved, and partly to the need for submission to the Area Planning Sub-Committee before the County Planning Committee.

(*b*) Powers and Duties under the National Parks and Access to the Countryside Act, 1949. (County)

The main function carried out under this head has been the preparation of the statutory map of public rights of way which, so far as Beckenham is concerned, is essentially a map showing information in the possession of the Borough Council as highway authority. The statutory procedure is long and complex.

15. Traffic

(*a*) **Construction, Improvement and Maintenance of Roads and Bridges.** (Borough)
The Borough Council are the highway authority for all roads in the borough, the classified roads having been " claimed", and there being no trunk roads. Maintenance of " claimed" roads is controlled by estimates submitted annually to the County Council, and usually subjected to substantial reductions—largely if not wholly at the instance of the Ministry. Within the approved estimates, the Borough Council make their own arrangements for the work, under the supervision of the Borough Engineer. Similar arrangements apply to improvements of classified roads; and a new stretch of main road, known as Glebe Way, has been accepted for classification and is now under construction by the Council.

(*b*) **Street Lighting.** (Borough)

The Council have recently completed a programme of modernising the lighting of all classified roads. Progress is being made with improvement of lighting of district roads, and lighting of new roads is provided at the expense of the rate fund. The responsible officer is the Borough Engineer.

(*c*) **Naming of Streets and Numbering of Houses.** (Borough)

No difficulties have arisen in practice. Street names proposed by developers are normally approved, after consultation with the interested authorities, unless some ground of objection appears. Need for re-naming has not arisen. Renumbering notices are served occasionally, when necessary—the necessity usually arises from infilling or redevelopment, and in the new numbering plan full provision is made for foreseeable future development.

(*d*) **Parking Places.** (Borough)

Three free car parks have been provided near the main shopping centres, and authorised parking places in streets have been prescribed as needed.

(*e*) **Road Safety.** (Borough)

The Council have adopted a vigorous policy since well before the war. The Accident Prevention Committee, whose interests are not confined to safety on the roads, consists of six members of the Council, three co-opted members (including a police representative) and twenty-one advisory members each representing an interested local organisation. There is a part-time Road Safety Organiser (who also serves Bromley and Penge). The Junior Accident Prevention Council, consisting of representatives of all schools and youth organisations in the borough, is very active promoting "safe thinking" among the younger generation, and in bringing forward proposals for consideration by the Accident Prevention Committee.

(*f*) **Bus Shelters.** (Borough)

The Council have not found it necessary to use their powers, since shelters are provided by the London Transport Executive.

(*g*) **Private Street Works.** (Borough)

The Council use the code of the Public Health Act, 1875. There are some 20 miles of unmade roads in the borough. Much of this mileage consists of roads on the Cator Estate. This is a very large estate of Victorian houses, built and laid out on spacious lines; the roads have been maintained by the estate trustees out of contributions by the frontagers, but this arrangement has now become uneconomic. There are also roads constructed shortly before and since the war in the course of normal development. The Council are proceeding as quickly as possible with the making up of all these private streets, but progress is limited by shortage of technical staff and restrictions on capital expenditure.

PART III

DEFECTS IN SERVICES AND ORGANISATIONS

16. The Council have no desire, nor would it serve any useful purpose, to allege inefficiency on the part of the County Council as such; indeed, the contrary is the case. The county services, as such, are well administered, and the County Council have adopted the policy of full delegation of education and planning functions within the current statutory framework. Nevertheless, the present arrangements suffer seriously from the defects which are constitutional to County Councils. These may be summarised as follows:—

(*a*) Remoteness—Kent is a very large county, and the county headquarters at Maidstone are more than 30 miles away from Beckenham. The public, for whose benefit the services are provided, cannot feel in touch.

(*b*) Lack of local knowledge—county members no doubt make themselves generally familiar with conditions in the county, but cannot have detailed personal knowledge of more than a small part of it.

(*c*) Narrow field of recruitment—meetings are necessarily held at Maidstone in the day-time, and the number of persons who can spare the time and undertake the long journeys from most parts of the county is obviously limited.

(*d*) Complexity—the provision of services of a detailed and often personal character necessitates an elaborate organisation of committees, sub-committees and area sub-committees, and of central, regional and local offices. County members in general are not familiar with more than a small part of the organisation, or the work of committees other than those on which they serve. Separation of departments is inevitable, particularly at local level—reference has already been made to three different offices to which Beckenham people must go for various sections of the personal health and welfare services, and there are others for other services.

(*e*) Unwieldiness—so large and complex an organisation must be slow in movement, and although in exceptional cases devices for expedition may be used, the normal rhythm of the programme of committee meetings is quarterly, based on the quarterly meetings of the County Council.

(*f*) Unsuitability—an organisation of this kind is not apt for administering services calling for accurate assessment of local needs and circumstances, and dealing with essentially human problems.

(*g*) Costliness—control and co-ordination of such an organisation involves expense which would be unnecessary in smaller and more compact units.

(*h*) Costliness—in that Beckenham, with its high rateable value (over £18 per head, against the county figure of about £14), makes an unduly high contribution to county expenditure on services which include some of no benefit to Beckenham.

17. These defects, as indicated above, are inherent in the system, and are not the fault of the County Council, who are indeed to be commended on the efforts they have made to minimise them. They remain, however, as serious defects which cannot be overcome without a change of system.

PART IV

VIEWS ON HOW THE DEFECTS MAY BE REMEDIED

18. The terms of reference of the Royal Commission invite recommendations for changes which would "better secure effective and convenient local government". The Council respectfully submit that as the object of government is the welfare of the governed, the phrase quoted should be interpreted from the point of view of the public; and that therefore the test of any system is whether the public will find it effective, convenient, and local. The observations which follow have been framed with this in mind.

19. The defects outlined cannot be cured by any system of delegation of functions by the County Council to the Borough Council. There has by now been sufficient experience of delegation for its failings to be apparent. At best, it can confer only limited powers on the second-tier authority, since control of major policy and finance will be reserved to the first-tier authority; at worst, it can give rise to new defects of complication, frustration, added cost, delay and ill-will. It may have to be used in cases where the second-tier authority has not the strength or resources to carry the responsibility of direct conferment; but it can never be fully "effective, convenient and local".

20. For similar reasons, the Council are firmly opposed to the substitution for Kent of any other first-tier authority, whether it be an expanded London County Council or some new body created for the purpose. Such a course could only increase, not reduce, the defects under consideration.

21. In the Council's view the right remedy, so far at least as Beckenham is concerned, is the direct conferment of functions on the "local" authority—that is, the Borough Council. This amounts, of course, to the creation of a county borough. The essential points in favour of this course are:

(*a*) The county borough is the most effective and convenient unit of Local Government. All functions are centralised and easily co-ordinated, administration is direct, and the area is compact enough for local needs and circumstances to be assessed and provided for.

(*b*) The circumstances in Beckenham are such as to enable a county borough to be created of adequate size and financial strength.

(*c*) The effect of severance from Kent would not be serious, since Kent would still be among the largest counties in area, population and rateable value—and this would still be true even if the whole of the Metropolitan Area were severed from Kent.

(*d*) It may be that circumstances in other parts of Greater London are not appropriate to creation of county boroughs. It still remains the right course here; if circumstances elsewhere differ, then uniform treatment is clearly wrong.

22. The Council have consistently maintained this view for many years. A reasoned case was submitted to the Local Government Boundary Commission in 1947, jointly with the Bromley Council, for creation of a new county borough to consist of the two boroughs. This course is no longer acceptable to the Bromley Council, and the Beckenham Council respect their view. Beckenham would not desire any Local Authority to be compelled to accept a major change against their wishes, and hope that this principle will commend itself to the Commission.

23. The Penge Council have conveyed their view, consonant with the Beckenham view, that the right form of Local Government in this area is the county borough, and the two authorities are agreed in submitting to the Commission the proposal that the Borough of Beckenham and the Urban District of Penge should be amalgamated and formed into a county borough. If this agreement had not been reached,

the Beckenham Council would have been ready to propose that Beckenham alone should become a county borough, being convinced that although the population is below the normal standard of 100,000 proposed in the Local Government Bill now before Parliament, the size and resources of the borough are fully sufficient to support direct conferment of major powers. They welcome the Penge decision, which enables the case to be made even more strongly, since the combined population is above the proposed standard, and financial resources would be correspondingly greater.

24. The Beckenham Council have carefully considered the implications of the proposal. Relations with Penge have always been cordial, and community of interest is already evident in many ways; for example, the two areas form one Parliamentary constituency, they are served by the same grammar schools, they are associated for purposes of a number of public services, and they have co-operated in such matters as public libraries, refuse disposal, maternity hospital, and the like. There is every prospect that amalgamation would work well.

25. Consideration has also been given to the ability of the proposed county borough to operate major services. The Council are satisfied that full provision could be made for practically all such services, including for example fire (though this is not among the services at present under review by the Commission) ambulance, mental health, National Assistance Act, care of children, and further education. Such needs as could not be met by such direct provision would be covered by normal arrangements with neighbouring competent authorities.

26. Since Local Government finance is at present under review by Parliament, it is not practicable to assess with any degree of accuracy the financial effect of the proposal. It is clear, however, that the rateable value per head for the county borough would be well above the present figure for Kent, which is about the national average; and it follows that the change should be to the benefit of the ratepayers of the county borough. On the other hand, if as a result of this and any other changes the Kent figures should fall below the national average, the loss should be made good by the proposed rate-deficiency grant system.

27. In submitting their views to the Commission, the Council have been concerned primarily with the needs of their own area, but have kept in mind the picture of Greater London as a whole. On this they would not feel justified in submitting any specific proposals, but offer the general observation that whereas on the map Greater London may appear to be a single enormous unit (containing as it does about one-fifth of the population of England and Wales), this appearance is fallacious, and it would be wrong to attempt to administer it as a single unit, or even a series of large units, for Local Government purposes. The best form of Local Authority, as proposed for Beckenham and Penge, would be large enough to be effective, but not too large to be convenient and local. So far as co-ordination over the whole area is needed—and it is easy to over-estimate the need—the scale is large enough to make it a matter for the Government departments concerned, but their function need be no more than to secure willing co-operation between autonomous local authorities.

28. The foregoing statement of evidence is in outline only, as desired by the Commission. The Council would welcome the opportunity to enlarge on it, in writing or orally as the Commission may prefer, and to deal with any other aspects of the situation on which further evidence may be helpful. They would also gladly make arrangements for an informal visit by the Commission, and make available the services of their chief and senior officers as may be appropriate.

R. WEBSTER STORR, M.A.,
Town Clerk and Solicitor.

May, 1958.

STATISTICAL APPENDICES

A. Beckenham

Area, in acres	5,935
Population	75,440
Population per acre	12·7
Rateable value (1/4/58)	£1,390,000
Rateable value per head	18·4
Product of 1d. rate (est. 1958/9)	£5,600
Net loan debt (31/3/58)	£3,399,000

The following figures show the changes that have taken place since the war:

			Rate in the £							
Year	Population (R.G. Est.)	R.V. £	Total s.	d.	Borough s.	d.	County s.	d.	Other s.	d.
1946	—	815,890	13	7·84	2	7·76	9	3·97	1	8·11
1947	—	838,889	15	3·84	2	9·53	10	7·10	1	11·21
1948	75,050	854,401	16	0	2	6·92	11	6·85	1	10·23
1949	75,630	856,023	17	0	3	2·81	11	6·64	2	2·55
1950	75,850	874,783	17	4	3	6	11	8·83	2	1·17
1951	74,880*	881,675	18	5	3	7·73	12	7·55	2	1·72
1952	75,160	892,458	19	7	3	7·38	13	7·50	2	4·12
1953	75,120	901,503	21	8	4	0·25	15	1·10	2	6·65
1954	75,280	909,643	21	10	3	11·11	15	4·60	2	6·29
1955	75,340	917,175	22	3	4	0·31	15	9·25	2	5·44
1956	75,440	1,392,278†	16	3	3	1·11	11	4·15	1	9·74
1957	75,440	1,368,517	17	4	2	8·53	12	7·50	1	11·97
1958	—	1,390,000	17	4	2	9·39	12	7·50	1	11·11

* Census figure 74,834. † New valuation list.

Population has remained almost steady, with a small but fairly regular upward trend (assuming a basic error of about 1,000 in pre-census estimates). Rateable value has increased markedly, the drop between 1956 and 1957 being due to partial de-rating of commercial properties and to successful appeals against the new list. In the rate levy, the County Council's share of the total has risen from 68·3 to 72·8 per cent, whereas the Borough's share has dropped from 19·4 to 16·05 per cent.

B. Beckenham and Penge and effect of severance on Kent

	Area acres	Population est. 1957	R.V. 1/4/58 £	R.V./head
Beckenham	5,935	75,440	1,390,000	18·42
Penge	770	25,610	336,596	13·14
Beckenham and Penge	6,705	101,050	1,726,596	17·09
Kent	972,855	1,613,800	22,789,983	14·12
Kent *less* Beckenham and Penge	966,150	1,512,750	21,063,387	13·92
Rest of Metropolitan Kent	52,037	433,980	6,526,878	15·04
Kent *less* Metropolitan Kent	914,113	1,078,770	14,536,509	13·48

C. County Boroughs in England and Wales

Population (1000's)		*R.V. at* 1/4/57 (£1000's)		*R.V./head*	
Over 1,000	1	Over 10,000	2	Over 22	2
500—1,000	3	5,000—10,000	4	20 — 22	2
250— 500	10	2,500— 5,000	15	18 — 20	2
200— 250	3	2,000— 2,500	3	16 — 18	6
150— 200	9	1,750— 2,000	5	14 — 16	10
125— 150	7	1,500— 1,750	5	12 — 14	18
100— 125	16	1,250— 1,500	9	10 — 12	27
75— 100	15	1,000— 1,250	12	8 — 10	14
50— 75	17	750— 1,000	14	Under 8	2
Under 50	2	Under 750	14		
	83		83		83
Larger than Beckenham	63		41		6
Smaller than Beckenham	20		42		77
Larger than Beckenham/Penge	48		30		10
Smaller than Beckenham/Penge	35		53		73

These figures show very clearly that in size and financial resources Beckenham is well able to take a place among county boroughs; still more so would the proposed combined authority of Beckenham and Penge.

D. Counties in England and Wales

The 12 largest counties, in terms of population, are:

	Area (1000 *ac.*)	*Population* (1000's)	*R.V. at* 1/4/57 (£1000's)	*R.V./head*
London (inc. City)	75	3,254	96,000	29·7
Middlesex	149	2,249	39,976	17·8
Lancashire	1,033	2,110	20,879	9·9
Essex	959	1,755	21,931	12·5
Yorks., West R.	1,607	1,624	13,552	8·3
Kent	971	1,614	22,416	13·9
Surrey	449	1,420	24,691	17·4
Durham	620	929	7,821	8·4
Stafford	685	919	8,313	9·0
Cheshire	622	862	9,903	11·5
Glamorgan	469	741	6,415	8·7
Hertford	405	740	10,255	13·9

The remaining 50 counties can be summarised as follows:

Population (1000's)		*R.V.* (£1000's)		*R.V./head*	
500—720	5	7,500—9,000	1	16—18	2
250—500	19	5,000—7,500	9	14—16	2
150—250	7	2,500—5,000	13	12—14	9
100—150	6	1,000—2,500	14	10—12	14
75—100	4	500—1,000	7	8—10	21
Under 75	9	Under 500	6	Under 8	2
	50		50		50

All of the 12 largest counties, except Glamorgan, are affected by conurbations—either the Greater London Area, or the Special Review Areas proposed in the Local Government Bill. If these areas are excluded, London and Middlesex are wholly excluded, and the order of the remainder becomes:

	Area (1000 *ac.*)	*Population* (1000's)	*R.V. at* 1/4/57 (£1000's)	*R.V./head*
Lancashire	911	1,262	12,261	9·7
Kent	912	1,079	14,295	13·3
Yorks., West R.	1,384	963	8,158	8·5
Durham	593	779	6,625	8·5
Essex	877	763	8,304	10·9
Surrey	348	519	7,872	15·2
Stafford	637	494	4,541	9·2
Hertford	362	494	6,130	12·4
Cheshire	528	417	4,297	10·3

Kent is in fact one of the seven giants among counties, and even after losing all of Metropolitan Kent would still be larger in population, and much larger in rateable value, than any of the other 55. Loss of Beckenham and Penge would make very little difference to Kent's present position.

Evidence submitted by the Bexley Borough Council

EDUCATION

Education Act, 1944

Description of present arrangements

(1) The Bexley Borough Council applied for and were accorded the status of an Excepted District under the Education Act, 1944. The Council prepared a Scheme of Divisional Administration in respect of primary and secondary education and this, after extensive modifications, was approved by the Ministry of Education on the 14th February, 1946. The scheme in general follows the lines of other schemes approved for Excepted Districts and under it the Council exercise powers of which the following are the most important:

- (*a*) General control and management of 24 primary schools, 8 secondary (modern) schools, a grammar school and a technical school for girls.
- (*b*) The appointment and payment of teachers and of non-teaching staff.
- (*c*) The upkeep and maintenance of all educational buildings and playing fields.
- (*d*) The planning and construction of new schools and of extensions and modifications to existing schools. (3 new primary schools and a grammar school have been built under the supervision of the Borough Engineer since 1950, and a large number of smaller schemes have been carried through.)
- (*e*) The supply to schools of furniture and equipment, books, stationery, etc.
- (*f*) School Meals Service.
- (*g*) School Health Service, which is under the supervision of the Medical Officer of Health who is School Medical Officer for the borough.
- (*h*) Payment of all education accounts through the Borough Treasurer's Department.

(2) The scheme provides that the Council shall submit to the County Council annual and supplementary estimates and that, when such estimates have been approved with or without modification, the Council may expend on behalf of the County Council sums up to the amount so approved under each of the main heads of account. The total of the education estimates submitted for the year 1958-59 was £866,970.

(3) The Borough Council also exercise powers under the Bexley (Further Education) Scheme of Divisional Administration, 1954, which superseded an earlier and more limited Scheme of Further Education dated 1947. Under the scheme at present in operation the Council exercise the general control and management of all further education establishments in the borough (an Adult Education Centre, three Evening Institutes and a maintained Youth Club) and are responsible for the development and maintenance of the Youth Service in the borough.

(4) In order to carry out their educational functions, the Council have the service of a full-time Borough Education Officer with a small administrative clerical and welfare staff; these are all County Council employees. The Council also make use for the discharge of their educational functions of their own chief officers and staffs. Thus the Borough Engineer is responsible for the building of new schools (except where private architects are engaged), extensions to schools and for maintenance of school buildings, the Superintendent of Parks for the upkeep of grounds, the Medical Officer of Health for the school health service, and so forth.

Defects in the present arrangements

(5) Although the Council consider that the existing provision of education for the children and residents of the borough is still inadequate, they recognise that the inadequacy results from the financial limitations imposed on the expansion of the service owning to the nation's economic situation, and notes that facilities for which they have consistently pressed are slowly coming into existence. Thus the Bexley Grammar School, the only one in the borough, was opened in 1955, and a Technical School for Boys is planned to be completed by 1960-61. The Council do, however, see serious defects in the administration and organisation of the education service in the area and would analyse these under two headings—firstly, defects probably inherent in any scheme of delegation under the Education Act, 1944, and secondly, defects which result mainly from the particular arrangements affecting this Council.

Those inherent in delegation under the 1944 Act

(6) The public is confused by the dual administration and by the functions of the Borough Council as a Local Authority and of the County Council as Local Education Authority. A parent coming from a county borough, for example, finds it difficult to see why he must apply to the County Council for his elder child's university award but to the Borough Council for his younger child's travel allowance to school.

(7) The control of broad policy (to use the words in the White Paper on Functions, Cmd. 161, paragraph 10) inevitably entails control of quite narrow matters. Thus the responsibility for broad policy on selection for secondary education reaches down to the detailed running of all selection machinery and to decisions regarding individual pupils. Similarly, financial control can, and in times of crisis will, be so tight, that the Council must in fact obtain approval to a supplementary estimate for even the most minor extensions or additions to the service, e.g. the appointment of an additional clerical assistant to a school.

(8) Although the Council have the control and management of teaching and non-teaching staff and may appoint and dismiss them, all such staff employed exclusively for educational purposes are County Council employees. Thus not only do such staff have a right of appeal to the County Council, but their terms and conditions of service are fixed by the County Council. It is highly unsatisfactory that staff should be employed by one authority but controlled and managed by another.

(9) The Schemes of Divisional Administration are made under the Education Act, 1944, and consequently can deal only with powers contained in that Act. Closely allied powers exercised by the County Council under the Employment and Training Acts and the Children and Young Persons Act cannot, strictly speaking, be delegated. Thus the Borough Council can have no direct responsibility for the Youth Employment Service in Bexley, although the Youth Employment Bureau forms part of the Education Office and comes under the supervision of the Borough Education Officer.

Defects not inherent in the principle of delegation

(10) Bexley is a wholly urban borough and a large number of its working population look to London for their livelihood. The County of Kent has a very large area and a population of more than 1½ million persons and its administrative centre, Maidstone, is 25 miles distant from Bexley. It is inevitable that the affairs of one borough, even one of the size of Bexley, can receive only a small proportion of the County Council's attention. Nevertheless the County Council have not drawn from this the obvious deduction, viz. that it should make the fullest possible use of the Borough Council as a partner in the administration of education. On the contrary the Council feel that the County Council have always regarded and still regard the existence of

the Excepted District as an unnecessary complication in its administrative affairs. The Council have secured from the County Council the exercise of many educational functions only after much pressure and agitation. It has had to call the attention of the County Council to the need for consultation as prescribed in the Scheme and has had to point out that regulations made without such consultations are invalid. In other fields their representations have been without avail. In particular the County Council have consistently declined to allow the Council any voice in the fixing of establishments or the grading of its clerical and administrative staff within such establishments, although the Council are of course accustomed to dealing with establishment matters concerning their own employees. The Council feel that it is unreasonable that their considered recommendations in regard to staffing matters should be dismissed on the grounds that the staff concerned are County employees and must be considered only in relation to other County Council officers. The Council have indeed noted that the County Council allow the chairmen of sub-committees to exercise in such matters powers which they decline to allow to the Borough Council.

(11) The Borough Council meet every five weeks but the County Council meet quarterly. Further, the meetings of sub-committees of the Education Committee, the Education Committee itself, the Finance Committee, and finally the County Council are spread over a period of two months. Thus the borough may have to wait for periods of up to five months for decisions from the County Council. It can be seen that a difference of opinion between the two authorities can lead to very lengthy delays.

(12) Although the estimates for maintenance expenditure are dealt with annually, the County Council require all proposals for capital expenditure to be submitted individually and to be the subject of a separate vote by the County Council. This again involves very considerable delay and the delay is repeated if the amount originally voted has, as is often the case, to be increased when tenders are received.

(13) The scheme provides that the Council shall appoint and dismiss officers, including teachers, to the service of the County Council but all such appointments must fall "within the establishment from time to time approved by the County Council". The County Council have declined to fix an establishment of teachers for the borough but instead deal separately with the establishment of each school in the borough. This makes it impossible for the Council to appoint an additional part-time teacher or to make any variations by way of transfer without submitting their proposals for approval to the County Council.

(14) Even when the scheme confers a clear power the regulations of the Ministry of Education or of the County Council can nullify its effect. Thus the scheme provides that the Council shall have the right to participate in educational societies, meetings and conferences but such participation is subject to the regulations made by the Minister under Section 83 of the Act. These regulations provide that representatives shall be approved by resolution of the Local Education Authority and that no Local Education Authority shall send more than three representatives to any meeting without the approval of the Minister. This means that the Council must apply to the County Council on each occasion. Again, the Ministry of Education require all correspondence, proposals, returns, etc., to come from the County Council, and will discuss educational projects affecting Bexley only with the County Council.

(15) The Council consider that, had the Ministry and the County Council welcomed the principle of delegation as something more than an expedient and been willing to treat the Borough Council as a responsible body and as a partner, a system of delegation could have been made to function satisfactorily in spite of the difficulties inherent in any joint administration. Circumstances in Bexley would have favoured particularly the development of a satisfactory scheme of delegation since all the schools and educational establishments within the borough are essentially local and

no difficulties arise here, as occur in other Excepted Districts, in regard to such matters as major technical colleges, teachers training colleges or residential special schools. The County Council however have never viewed their functions as those of a "second tier" authority, but have insisted on acting as both first and second tier. Such an attitude has necessarily resulted in friction and delay.

Youth Employment Service

Description of present arrangements

(1) The County Council have exercised powers in regard to "Choice of Employment" since the passing of the Education Act, 1921. Since 1948, however, their powers have been derived from Section 10 of the Employment and Training Act of that year; the functions under a scheme made in accordance with the Act are exercisable by the County Education Committee.

(2) The Youth Employment Service is designed to help boys and girls as they pass from school life into the world of employment, its main purpose being to assist them to choose the jobs for which they are best suited.

(3) To assist them in the administration of the service, the County Council set up local committees, including one for the Borough of Bexley. Each local committee reports to the Divisional Executive (or Executives) concerned who have the right to comment on the reports and to make recommendations to the County Council but have no power to amend such reports. These committees' functions are:

- (*a*) To advise the officers-in-charge of the Youth Employment Bureaux in regard to conditions of employment in the area both in general terms and as regards particular firms.
- (*b*) To give such assistance as may be required in connection with the organisation of school talks, visits to factories and any other methods which may be open to them of giving preliminary information to boys and girls to assist them in the choice of a career or occupation.
- (*c*) To assist in the organisation of "open evenings" at Youth Employment Bureaux and to take part in interviewing boys and girls who attend such open evenings.
- (*d*) To receive and consider annual and quarterly reports on the work of the Youth Employment Bureaux in the area.
- (*e*) To prepare, when required to do so by the County Committee, special reports and statistics dealing with particular aspects of the work of the Youth Employment Service in their respective areas.

(4) The work of the service can be broadly divided into (*a*) vocational guidance, and information about employment and training, (*b*) placing in employment, (*c*) keeping in touch with young workers and giving further advice and guidance if necessary, and (*d*) the administration of Unemployment Benefit claimed under the National Insurance Act, 1946, by persons under the age of 18 and the grant of assistance under the National Assistance Act, 1948, to persons under that age.

The staff are appointed by the Education Authority and work under the general supervision of the Borough Education Officer.

School Health Service

Description of present arrangements

This service is delegated to the Bexley Borough Council under the Scheme of Divisional Administration for Excepted Districts. The extent of delegation is, broadly speaking, satisfactory and a locally operated service has been built up which allows for a close integration between the School Health Service, the Borough Education Officer and his administrative staff, parents, head teachers, and other agencies concerned with the health and welfare of children. The knowledge of environmental and social circumstances in the area has been, particularly, helpful in the evolution of this service which represents a good example of successful delegation.

The liaison with the County Medical Officer's department in relation to the provision of specialist services is very good and a satisfactory relationship has been achieved.

The present divorce of the School Health Service in the borough from the infant welfare services does not, however, make for continuity of child care. This could only be remedied by a radical change in the local administration of services under the National Health Service Act, 1946, either by satisfactory delegation or, better still, by the direct conferment of powers to the Local Authority.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

Description of present arrangements

(1) At the present time the Council have only one swimming bath, namely the Bexley Open Air Swimming Pool in Danson Park which was opened in 1936.

(2) The bath water is purified by means of pressure sand filters at the rate of 100,000 gals. per hour, giving a turnover of 6 hours for the three pools. Break-point chlorination is used for water purification. Frequent water samples are taken by the Medical Officer of Health for submission to the County Analyst at Maidstone.

(3) The buildings include an administrative block in which are the superintendent's and ticket offices, the establishment laundry, filtration, sterilising and first-aid rooms. There is also a modern cafe with kitchens—the catering is let out to contract. The dressing accommodation is in the process of being enlarged and modernised. The pool's popularity is shown by the fact that over 7,200 bathers have attended in one day. The record season was in 1955 when the attendances reached 176,000. The pool is administered by the Borough Engineer with a Bath Superintendent in charge. During the season the staff is comprised of a superintendent with an assistant superintendent, 8 male and 8 female staff with casual labour at peak periods.

(4) There are no slipper baths at the open-air swimming pool but it is hoped to provide such facilities when it is possible to proceed with the building of an indoor swimming bath, a site for which has been reserved at Crook Log, Bexleyheath.

Control of Water Courses, Ditches and Ponds

Description of present arrangements

(1) There are two main watercourses, namely, the River Cray traversing the southern portion of the borough, and the River Shuttle traversing the borough from the western boundary in the south and going in an easterly direction to join the Cray immediately south-east of Gravel Hill/East Rochester Way junction. These two waterways come under the control of the Kent River Board. The main legislation affecting them, includes the Land Drainage Act, 1930, The River Boards Act, 1948, and Rivers (Prevention of Pollution) Act, 1951.

(2) There is, in addition, a small watercourse on the north-western boundary of Bexley with the Metropolitan Borough of Woolwich which discharges into Woolwich and which has been piped for a distance where it passes through this Council's refuse tip at East Wickham.

(3) In addition to the above there are several open watercourses which convey the run off from farm land and open sites and in some cases the discharge from the Council's surface water sewers.

(4) The Council have in the past removed silt from these ditches but in general have not carried out any improvements to them.

(5) Apart from Danson Lake, the only pond of any consequence in the borough is a small lake at Blendon which lies between Beechway, The Avenue, The Drive and Blendon Drive.

Disinfestation of Premises and Articles

Description of present arrangements

(1) The powers of the Borough Council in respect of the above are contained in Sections 83-86 of the Public Health Act, 1936.

(2) The Council undertake the disinfestation of premises and articles, and this is almost always done informally by co-operation with the occupier and/or owner. It is rarely necessary to report filthy or verminous premises for statutory action. All applicants who are allocated Council houses are visited to ensure that the premises they are leaving are clean and free from vermin, and a number of infestations have been found by this means.

(3) The Council have a steam disinfector for the disinfestation of verminous bedding and articles, and this is also used by the Erith Borough Council and the Crayford Urban District Council. The cost of maintaining this plant is shared between the three authorities on a population basis.

(4) The number of infestations dealt with over the past few years is as follows:

1953—31 1954—31 1955—17 1956—13

Drainage of Trade Premises

Description of present arrangements

(1) The Borough of Bexley is primarily residential in character and foul drainage is mainly for domestic sewage. There are so few exceptions that in the past it has not been found necessary to invoke the provisions of the Public Health (Drainage of Trade Premises) Act, 1937.

(2) So far as the future development of the borough can be foreseen from the draft development plan, it does not appear that the discharge of trade effluents will constitute a problem for some years to come, if ever.

Mortuaries and Post-mortem Rooms

Description of present arrangements

The Borough Council own and maintain an up-to-date municipal mortuary equipped with refrigeration for 6 bodies and containing two post-mortem tables. The Medical Officer of Health is in general control of this service, the day-to-day work being entrusted to a part-time officer who is responsible for the general care and cleanliness of the building and equipment, for records, and for facilitating the work of the Home Office pathologists and the Coroner's Officer in the carrying out of post-mortem examinations when required. Arrangements are also made, on a retaining basis, for the part-time services of a local funeral director to be available to cover periods when the mortuary attendant is away on holiday or for any other reason.

The Borough Council have entered into an agreement with the Erith Borough Council and the Crayford Urban District Council for the use of the mortuary by the two last-named authorities, the total cost of the service being shared by the three authorities on the basis of population size. The mortuary, therefore, serves an area with a total population of 162,000 and has proved to be adequate to the needs of the districts concerned. Close liaison is maintained with the local undertakers and the Coroner's Officer and due regard is had to the personal needs of relatives of deceased persons. The Health Committee of the Bexley Borough Council deal with all matters relating to the mortuary.

Public Conveniences

Description of present arrangements

(1) The Council have power under Section 87 of the Public Health Act, 1936, to provide public sanitary conveniences in proper and convenient situations.

(2) The Council have provided 14 public conveniences for both sexes at various places in the borough, and provision has been made in the estimates for further conveniences during the coming year. In addition to these, public conveniences have been provided in the Blackfen area jointly by the Bexley Borough Council and the Chislehurst and Sidcup Urban District Council and the maintenance cost is shared between the two authorities.

3) The conveniences are staffed by two full-time and two part-time male cleaners and two full-time and two part-time female cleaners.

(4) The cost of this service for the year 1957/58 was £4,580.

Refuse Collection and Disposal

Description of present arrangements

(1) The collection and disposal of house and trade refuse is carried out by the Council by direct labour, and a weekly collection is given. Trade refuse is collected from shops and factories by arrangement with the occupiers at an appropriate charge.

(2) Refuse is collected from over 29,000 premises each week, and whilst no actual weights are available the estimated tonnage collected yearly is 21,500 tons. In addition to this, the Council operate a salvage scheme whereby waste paper, textiles, scrap metal, etc., put out by householders for collection is cleared by means of trailers attached to the refuse collection vehicles.

(3) The following transport is used to carry out this work:
2 Karrier Loadmasters (20-25 cu. yds. capacity).
4 Shelvoke and Drewry Fore and Aft Tippers (16-18 cu. yds. capacity).
8 Shelvoke and Drewry Side Loading Freighters (11 cu. yds. capacity).
1 Commer lorry (truck type) 4 cu. yds. capacity.
1 Ford van (used by General Foreman).
12 trailers.

Garage accommodation is provided for the vehicles at the council's depot at the rear of the Council Offices, and repairs and maintenance of vehicles and plant are carried out at the corporation workshop.

(4) The average number of men employed in this service is as follows:
1 General Foreman.
14 Drivers.
28 Ashbinmen.
5 Salvage Sorters.

(5) All refuse collected is disposed of by controlled tipping, and the average haul to the disposal point is 2½ miles. A muledozer is used for levelling and consolidating the refuse and covering material is obtained partly from the tip site and partly from other sources. The present tip at East Wickham within the borough is nearing completion and there is no other site available in the area. This being so, the Council have entered into a long term agreement (21 years) with the owners of two large gravel pits at Stone, near Dartford, for refuse disposal, and it is intended to commence tipping in one of these pits in the near future. When tipping is commenced at Stone the average haul will be increased from 2½ to 7½ miles, and it is estimated that this will approximately double the cost of disposal.

(6) Income from salvage sales over the past three years is as follows:

	Tons	*Income*
1955 - 56	682	£5,537
1956 - 57	648	£5,150
1957 - 58 (11 months)	513	£4,103

The Council operate a bonus scheme in connection with salvage, and workmen engaged in this work receive 60 per cent of the sales value after deducting the cost to the Council of collection.

(7) The net cost of this service to the Council for the year 1956-57 was:

Collection .	£36,764 or £1 14s. 2d. per ton.
Disposal .	£2,340 or 2·2d. per ton.

Regulation of Buildings and Sanitation of Buildings

Description of present arrangements

(1) The Council are the Local Authority for the purposes of Part II of the Public Health Act, 1936, and have made building bye-laws under Section 61 of that Act. About 1,000 applications for approval of plans under the bye-laws are dealt with each year. The consideration of these plans is entrusted to the Planning and Plans Committee of the Council and they deal also with contraventions of the bye-laws, buildings constructed of short-lived materials, and means of escape from fire. The committee meet every three weeks and act with plenary powers.

(2) The Borough Engineer is the officer of the Council chiefly concerned with the regulation of buildings, and the section of his department dealing with this comprises a chief building inspector with a senior building and planning assistant, 2 technical assistants, 1 general assistant, and 3 building inspectors.

(3) The powers of Part II of the Public Health Act, 1936, relating to sanitation of buildings are exercised by the Council as and when found to be necessary. With the exception of a few houses which are on cesspools, all the closet accommodation in the borough is on the water carriage system. Complaints relating to choked or defective drainage are promptly dealt with.

(4) Action is taken to enforce the repair of houses under the appropriate sections of the Public Health Act, 1936, or the Housing Act, 1957, and the following figures show the number of houses dealt with over the past three years:

	1955	1956	1957
Houses repaired in consequence of informal action .	134	174	138
Houses repaired under Statutory Powers . .	9	10	8

Sewerage and Sewage Disposal

Description of present arrangements

(1) The sewerage system of the borough is such that surface water is excluded from the foul sewers.

(*a*) **Foul Sewage**

(i) The disposal of foul sewage is the responsibility of the West Kent Main Sewerage Board of which the Borough Council is a constituent member.

(ii) There are approximately 90 miles of public sewers (not including those that were defined as "combined drains" prior to the Public Health Act, 1936) of sizes from 6″ to 27″ in diameter with manholes.

(iii) In the north-west corner of the borough the sewage gravitates to a pumping station whence it is raised to a point where, in common with the rest of the sewage of the borough, it gravitates into the main outfall sewers belonging to the Board and, after treatment at the Purification Works at Dartford, the effluent passes into the River Thames.

(iv) There are 20 flushing tanks of 250/300 gallons capacity placed at various high points in the system to ensure that the lengths of sewers concerned do not become obstructed by sedimentation.

(v) At the present time there are 17 cesspools or septic tanks serving properties in the borough, mainly where a public foul sewer is not available.

(*b*) **Surface Water Sewage**

(i) There are approximately 60 miles of surface water sewers in the borough, varying in size from 6″ to 48″ diameter. These surface water sewers in the main cater for the road drainage and only in more recent schemes have they been designed to accommodate water from roofs of houses and certain impervious surrounds thereto, e.g. paths, garage drives, etc. Where there is no surface water sewer available the run off from the carriageways is taken to dumbwells. Whilst this form of disposal can be satisfactory for a time, the surrounding subsoil tends to silt up and eventually the efficiency decreases.

(ii) The greater part of the district drains into either the River Shuttle or the River Cray which are under the control of the Kent River Board. The River Shuttle is a tributary of the River Cray and the latter continues through the Urban District of Crayford to join the River Darenth at Dartford.

(iii) Approximately 390 acres of East Wickham drain into a watercourse which flows into the Metropolitan Borough of Woolwich, approximately 250 acres at Blackfen and approximately ·70 acres at Royal Park drain into the Rivers Cray or Shuttle via the Urban District of Chislehurst and Sidcup; approximately 315 acres at Bursted Wood drain into the River Cray via the Urban District of Crayford.

(iv) Surface water is received into Bexley Council's sewers from the Metropolitan Borough of Woolwich at Falconwood and Shooters Hill from the Urban District of Chislehurst and Sidcup at Penhill Road and from the Borough of Dartford at Tile Kiln Lane.

(*c*) **Maintenance of Sewerage System**

(i) This work is normally carried out by two sewer gangs each of three men 2,800 gallon gully emptier machines and one pumping station attendant (part-time).

Defects

(1) Although difficulties have been encountered in securing Ministerial approval to capital expenditure on schemes, no defects are apparent in the present arrangements. Many schemes, particularly in regard to surface water drainage, appear desirable but financial restrictions prevent their execution at the present time.

(2) The discharge of foul sewage into the sewers of the West Kent Main Sewerage Board relieves the Council of direct responsibility for treatment and disposal. In any case it would be difficult to secure a site suitable for a sewage disposal works within the borough. However, it may be worth noting that the amount paid by Bexley to the Board in 1944/45 was £9,966 and that the estimated contribution for 1957/58 is £22,556.

(3) The Council do not receive any contribution from the Kent County Council towards the cost of providing, maintaining or enlarging surface water outfall sewers to cater for discharge from surface water sewers in county roads.

Street Cleansing

Description of present arrangements

(1) Street cleansing in the Borough of Bexley is carried out by an organisation comprising five small gangs each equipped with a pedestrian operated electric vehicle. Each gang is made up of a driver and two sweepers who are responsible for cleansing all the streets in a prescribed area of the borough. There is also a mechanical road-sweeper which carries out limited cleansing of carriageways.

(2) In a dormitory area such as Bexley where development is predominantly residential, the roads to be cleansed fall into two main categories—those passing through main shopping areas where *daily* cleansing is necessary, and roads in purely residential areas where periodical cleansing is sufficient.

(3) In order to achieve this, the duties of the gangs comprise the daily sweeping of certain lengths of roads in their areas and the subsequent routine sweeping of the remaining roads. Progress round the five beats is prescribed by route cards which also act as records, for they are returned daily and the driver indicates on them the roads cleansed on that day.

(4) It is important when operating electric vehicles dependent on batteries to reduce the amount of "idle travelling" as much as possible and to this end, vehicles are "based" at each of the three Council depots in the borough. This ensures that the distance travelled by each vehicle from its depot to its beat is as short as reasonably practicable.

(5) This system was brought into operation in 1952 and since that time it has been possible to assess the benefits and difficulties of operating this method of street cleansing. They are found to be as follows:

Benefits

(i) Pedestrian operated electric vehicles are economical to operate. The calculated rate of 1s. 2d. per hour includes renewal contribution, battery charging, routine maintenance, tax and insurance and repairs and tyres.

(ii) The small number of "units" operated facilitates supervision.

(iii) Route cards returned daily enable accurate and comprehensive records to be maintained.

(iv) The system provides a sound economical service.

Difficulties

The system could be too rigid in an area where extensive developments have yet to take place but this point does not arise so acutely in Bexley as the area is now substantially developed.

Burial Grounds, Cemeteries and Crematoria

Description of present arrangements

Bexleyheath Cemetery

(1) The Borough Council have under their control, one cemetery with an area of approximately 9·5 acres. The first interment took place in this cemetery on the 11th June, 1879, and the cemetery became vested in the Borough Council on the 1st January, 1936. The total number of interments up to the 31st December, 1956, was 13,913.

(2) The average number of deaths over the last ten years is approximately 776·5 per year, and the average number of burials over the same period is 354·3.

(3) There is a total of 2,157 graves available, and estimating requirements on present averages, there is sufficient space for burials for approximately a further 10-13 years.

Other Burial Grounds within the Borough

(4) There are two private burial grounds in the borough—St. Mary's, Bexley, and St. Michael's, East Wickham, both of which are now used mainly for reopening of private graves. There is also a cemetery maintained by the Chislehurst and Sidcup Urban District Council, which is situated at Footscray Lane, Bexley, and parts of both Woolwich Cemetery and Plumstead Cemetery are situated at the north-west corner of the borough.

Eltham Crematorium

(5) The Woolwich, Greenwich and North-West Kent Joint Crematorium Committee, of which the Bexley Borough Council are members, opened the Eltham Crematorium just outside the borough on the 15th August, 1956. In the first year, 1,704 cremations took place and up to the 30th November, 1957, the total number of cremations was 2,320. Two cremators were originally installed and a third has recently been completed. The Borough Council's contribution to the Joint Committee in 1956/57 was £1,181 and this year will be £1,062.

Future provision for earth burial

(6) A site of approximately 19·7 acres at East Wickham was purchased in 1934.

Closed Churchyards

(7) There are two closed churchyards in the borough, Steeple Avenue, which was designed and is now maintained as a garden of rest, and St. Mary's Churchyard, Bexley, to whose maintenance costs the Council contribute.

Parks and Open Spaces

Description of present arrangements

(1) There are no less than twenty-nine parks and other open spaces with facilities for public recreation in the borough, having a total area of over 509 acres. These have been provided under various powers, mostly under Section 164 of the Public

Health Act, 1875. Other powers include the Physical Training and Recreation Act, 1937, and the Open Spaces Act, 1906.

(2) Organised sports meetings and varied entertainments are encouraged in the larger parks. Cycle meetings, athletic meetings and boat racing are all sponsored by the Council and presented in Danson Park during the summer months. These attract competitors from a wide area and provide entertainment for the general public at a comparatively low cost.

(3) Pony rides and a model railway are available to children during the summer months in Danson Park.

(4) A special arena with stage, dressing facilities, etc., is maintained in Danson Park and is available to local organisations for special events, e.g. Scout parades, combined church services, etc.

(5) In the formation of the Parks Department due consideration has been given to the wide field of activities covered. All land development for horticultural or recreational facilities within the borough either by the Council or the Kent Education Committee has come within the purview of the Parks Department. Administrative staff has been engaged to deal with all the work covered and mechanisation has been gradually increased.

(6) The layout and maintenance of school playing fields for the local education authority are major activities.

(7) Considerable work is also undertaken for various committees of the Borough Council. This includes, layout and maintenance of community centres grounds; layout and maintenance of island sites, grass verges, etc., for Highways Committee; layout and maintenance of street trees.

Prevention of River Pollution

Description of present arrangements

There are no factories in the area which produce offensive effluents, and over a number of years there has been little evidence of pollution of rivers and streams taking place.

HOUSING

Provision of Houses

Description of present arrangements

(1) Since the war ended in 1945 all Council Housing Schemes have been prepared by the architectural staff of the Borough Engineer's Department. The number of new dwellings of all types erected since 1945 is 1,900.

(2) The Council have not exercised their powers under Sections 94 (Power to provide furniture) or 95 (Power to provide board and laundry facilities) of the Housing Act, 1957, or Section 40 of the Housing Act, 1949 (Hostels).

(3) The Council will release the 33 remaining requisitioned properties by 31st December, 1959, and have a programme for demolishing a small number of individual unfit houses, in addition to clearance schemes. After rehousing persons displaced there will be insufficient space in the borough to rehouse all applicants on the Council's waiting list. The Council have no proposals for erecting houses outside the borough.

(4) In 1952 the Council approved the sale of post-war council houses to sitting tenants, but out of 1,119 houses, only 61 have so far been sold.

(5) The Kent County Council have provided old persons' homes within the borough under the provisions of Part III of the National Assistance Act, 1948.

(6) A few Bexley residents have transferred to new towns. The Council normally accept responsibility for repayment to the Minister of Housing and Local Government of one half the additional contribution under the Housing Subsidies Act, 1956, being £4 per annum in respect of each case.

Defects

(1) Housing cases falling between Borough and County Council

Cases arise in which, even though a family may be otherwise acceptable to the Borough Council, it is impossible to rehouse them (e.g. no empty house may exist at the time or more urgent cases may exist). These cases have then to be referred to the County Council, whose only accommodation, provided under Part III of the National Assistance Act, 1948, is at West Malling, 24 miles from Bexley. Use of such accommodation often means that the family is divided. There appears to be a need for some accommodation more suitable for such cases and, for preference, a unification of the responsibility for dealing with all types of homeless families.

(2) Building specifications

The limitations imposed by the Ministry on construction expenditure encourage the use of cheap materials, and result in higher maintenance costs than would otherwise arise.

Slum Clearance

Description of present arrangements

(1) The officers responsible to the Council for slum clearance, are the Medical Officer of Health and the Chief Public Health Inspector. It is the duty of these officers to make representations to the Health Committee under the Housing Act, 1957, for the demolition or closure of houses which are considered to be unfit for human habitation and, at present, this work is, largely, carried out within the Five Year Plan adopted by the Council and approved by the Minister of Housing and Local Government.

(2) The Council accept moral responsibility for the rehousing of families whose houses are dealt with under relevant legislation. The total number of houses included in the Five Year Plan was 441 and, of this number, 88 have been dealt with to date. The Council have complete autonomy in this matter and the only restriction on this activity is the availability of accommodation for the rehousing of the families affected.

Assistance to Other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses

Description of present arrangements

(1) Originally the Council made use of the Small Dwellings Acquisition Acts, 1899-1923, but now assist persons to acquire, construct or improve houses under Section 4(1) of the Housing Act, 1949, which is preferred.

(2) Advances are made in suitable cases of the maximum amount for the maximum period authorised by the Act. Advances are also made to enable Bexley residents to acquire houses in the areas of other local authorities in those cases in which such authorities do not make advances.

(3) The Council's scheme includes provision for a variable rate of interest.

(4) Where requested to do so by an intending borrower, the Council effect introductions to insurance companies to provide cover in case of death of the borrower.

(5) The Council were informed that in 1956 only six towns in the country advanced more money for house purchase than Bexley. No later figures have become available, but advances by the Council have continued at a high level.

(6) The Council are not opposed to the principle of guaranteeing advances made by building societies in excess of their normal advances, under Section 5 of the Housing Act, 1949, but they consider the Ministry's scheme (Circular 42/54, as amended by Circular 45/55) to be unrealistic as, in practice, the building societies normally advance a much larger percentage of the valuation, than they state when applying for a guarantee. A few guarantees have been given, but no enquiries from building societies have been received in the last two years.

(7) Improvement grants under Part II of the Housing Act, 1949, have been and will continue to be made in approved cases.

(8) Arrangements have been made under Section 121 of the Housing Act, 1957, with the trustees of certain almshouses in the borough (the trustees being a housing association as defined in the Act) for the purpose of improving the almshouses. No contribution towards the annual loss has been made by the Council in these cases.

(9) Sitting tenants of post-war council houses are granted assistance to purchase their houses. The sale price is the original cost of the house to the Council, and the minimum deposit required is £1.

Defects

(1) Ministry Circular 42/54 is considered unrealistic (see above).

(2) The detailed operation of Section 121 of the Housing Act, 1957, is unsatisfactory. The Act states that the contribution shall be equal to three-quarters of the annual loss determined by the Local Authority, with the approval of the Minister. The Council's experience is that, after spending considerable time in inspecting specifications, calculating loan charges and estimating the notional increase in rent,the documents and information are required by Ministry officials who recalculate loan charges at a different rate of interest, revise the notional rent (after requiring the Council to fix it in the first place) and approve an entirely different grant calculation. The responsibility for detail should be placed on either the Local Authority or the Ministry to avoid unnecessary waste of time, and enable housing associations to know with which body they are dealing.

Regulation of Buildings and Byelaws

Description of present arrangements

(1) The Council endeavour to carry out their housing operations in accordance with the building bye-laws in force in the borough, but have on occasions asked the Minister of Housing and Local Government under Section 145 of the Housing Act, 1957, to approve plans inconsistent with those bye-laws in certain respects.

(2) The Council have not adopted any bye-laws relating to the level, width, and construction of new streets, but have followed the recommendations set out in the schedule to Ministry of Local Government and Planning Circular No. 19.

(3) The Minister has not under Section 148 of the Housing Act, 1957, required the Council either to revoke any bye-laws or to make new ones.

PERSONAL HEALTH AND WELFARE

Powers and Duties under the National Health Service Acts

Description of present arrangements

(1) The services included in Part III of the National Health Service Act, 1946, are as follows: health centres (this function is in abeyance), care of mothers and young children, midwifery, health visiting, home nursing, vaccination and immunisation, ambulances, prevention of illness, care and after-care and domestic help. They are administered by the Kent County Council as the Local Health Authority by means of a centralised administration operated from the County Hall, Maidstone, which is responsible, not only for the formulation of policy and the control of expenditure but, also, for the day-to-day administration of the services over the whole of the administrative county. This is carried out, under the County Medical Officer and his medical staff, by a system of supervisors, e.g. Superintendent Health Visitor, Supervisor of County Domestic Help Service, Superintendent District Officer, Senior Midwifery and Nursing Officer, etc., acting with or without deputies. Working at the periphery are the health visitors, midwives, district nurses, domestic help organisers, district officers, etc., who receive their instructions direct from County Hall and are subject to periodic visits from the supervisory staff.

(2) There is no delegation to individual county district authorities but, under paragraphs 6 and 7 of Part II of the Fourth Schedule of the Act of 1946, the Local Health Authority have set up area sub-committees who are not, however, concerned with day-to-day administration. The County Medical Officer submits reports to these area sub-committees whose duties are, solely, to "consider and report" and whose functions are, therefore, strictly limited. The delegation to these area sub-committees is minimal and, bearing in mind the high degree of centralisation, they play an inconspicuous part in the local administration of the health services. The County Medical Officer is represented at each of their meetings by a Principal Medical Officer who presents the County Medical Officer's report. The meetings are attended, also, by a representative of the County Clerk and the County Treasurer and the minutes of the sub-committees are subject to ratification by the County Health Committee. The area sub-committees are composed of members of the County Council and of the District Councils in the area. Meetings are held at three-monthly intervals.

General organisation of County Services

(3) The County Medical Officer and his supervisory staff, medical and otherwise, operate from their headquarters at County Hall, Maidstone.

District Offices and District Officers

(4) The County Council have established twenty-two district offices staffed by twenty-one district officers, twenty-two assistant district officers (formerly relieving officers) and twenty-one clerks. These offices are situated so as to be geographically convenient of access to and by the public. In addition, a superintendent and deputy superintendent district officer are appointed for supervisory and central office administrative duties. The duties of the district officers are concerned, *inter alia*, with mental health, applications for Part III accommodation, various duties under the National Assistance Act, 1948, and to provide an information service to the public.

Services under Part III of the National Health Service Act, 1946

(*a*) MIDWIFERY AND HOME NURSING

The individual midwife or home nurse plans her own arrangements for meeting the needs of her patients. For the convenience of the public and doctors, the district officer is supplied by the County Medical Officer with the details of the staff and nursing districts within his own district but this is in the nature of an information service only. Supervision of midwives and district nurses, such as it is, is through the agency of the County Senior Midwifery and Nursing Officer, her deputy and a number of assistant supervisors of midwives, the latter reporting to the Senior Midwifery Officer. The reports form the basis of statistics rendered to the County Medical Officer, his committees and the Ministry of Health. The area sub-committee have no direct access to information in regard to the detailed operation of these services but certain statistics are supplied in the report of the County Medical Officer.

Defects

The midwives and home nurses are not sufficiently members of a health team. The amount of clerical and administrative work falling on them reduces the times at their disposal for the clinical care of their patients. There is no direct link with the environmental services of the borough, particularly in regard to housing. These are highly personal services and their remote-control from Maidstone must detract, in some degree, from their social usefulness. Prior to 1948, the midwifery services were efficiently administered by many District Councils. It is likely that these services would be better administered and supervised through a local health department than by one exercising its jurisdiction through a chain of supervisors responsible to a central office 27 miles away.

(*b*) HEALTH VISITING SERVICE AND CARE OF MOTHERS AND YOUNG CHILDREN

The County Health Visiting Service is administered, centrally, from County Hall, Maidstone, supervision being exercised through a superintendent health visitor and two deputy superintendent health visitors. Apart from this, each health visitor works as an independent officer and is normally based on her own clinic. Instructions are received by her as to her day-to-day work by post from County Hall, Maidstone. There is, also, some contact with the Principal Medical Officer in the area who is a member of the medical administrative staff of the County Medical Officer.

Defects

(1) The health visitor's distance from her administrative centre means, in practice, that an undue proportion of her time is spent on routine clerical duties so that she has insufficient time to carry out the essential duties of her appointment. The result is that the home visitation of children, persons suffering from illness, the aged, and nursing and expectant mothers suffers accordingly. The health visitor is, nowadays, expected to play an increased part in fostering the mental health of the family and the burden of clerical work placed upon her by the present centralised administration makes it difficult for her to carry out these specialised duties. In particular, various immunisation procedures which are, nowadays, carried out involve the health visitor in a great amount of clerical work in entering details of children on record cards, etc. It is true, that in the case of poliomyelitis vaccination, the County Medical Officer has authorised the health visitors to obtain part-time clerical assistance locally, when necessary, but this is, obviously, not a matter for which the health visitor should be responsible. A local health department would relieve her of much unnecessary clerical work and free her for the many and growing duties of her work. It would, also, provide a local centre where she could, regularly, meet her colleagues in the health team and integrate her work more fully with the environmental services and social agencies in the district.

(2) The Excepted District status of the Borough of Bexley under the Education Act, 1944, has bestowed the day-to-day administration of the School Health Service on the Borough Council. Although some of the health visitors work both in the

School Health Service and the Maternity and Child Welfare Services, others are concerned solely, or almost so, with one or the other, so that continuity of child care is not achieved.

(3) An efficient health visiting service was transferred from the Bexley Borough Council to the County Council on the appointed day and it is likely that something valuable has been lost by this redistribution of functions. Not only would better team work be achieved in a local administration but considerable economies could be effected; particularly in regard to postage and telephone charges which are such a considerable item in the present administration.

(c) PREVENTION OF ILLNESS, CARE AND AFTER-CARE. (NATIONAL HEALTH SERVICE ACT, 1946 — SECTION 28.)

HEALTH EDUCATION

This duty is imposed by the Act on the Local Health Authorities. During 1956, the County Council employed a health education lecturer on a part-time basis. Health education is, also, an important part of the health visitor's work but it is doubtful whether she has sufficient time to devote to this all-important matter under the existing regime.

Defects

(1) In 1954, the County Medical Officer stated that "the estimated cost in any one year was £430 which included fees, travelling expenses, printing, publicity, free literature and organising charges". This expenditure is quite inadequate bearing in mind the size of the population of the administrative county (1½ millions). It is, furthermore, a physical impossibility for the County Council to carry out anything like a sustained health education programme in each Local Authority area within its jurisdiction.

(2) It is true that the Borough Council have, themselves, certain powers under Section 179 of the Public Health Act, 1936, to spread information relating to health or disease but health education is, nowadays, regarded by the Government as largely a matter for the Local Health Authorities under Section 28 of the 1946 Act, and as part of their arrangements for the prevention of illness, care and after-care. This would, no doubt, work efficiently in a county borough but cannot possibly operate successfully in a large county authority with a centralised health administration.

(3) In the Borough of Bexley, health education is undertaken by the local Council, through its Health Department, either by itself, or in conjunction with neighbouring authorities. This is facilitated by the fact that the Medical Officer of Health of Bexley is also Medical Officer of Health of Erith and Crayford. Examples of joint activities have been the Bexley, Erith and Crayford Clean Food Traders' Guild and the Bexley, Erith and Crayford Home Safety Committee. In connection with home safety, it is interesting to note that the Ministry of Health have now addressed Circular 6/1958 to Local Health Authorities asking them to facilitate the formation of local Home Safety Committees. It is difficult to see how the County Council could carry out this responsibility which calls for local initiative. In this area such a committee was set up as long ago as 1953.

Other Functions under Section 28

These include the care and after-care of tuberculous persons, including the provision of extra nourishment, open-air shelters, beds and bedding, nursing requisites and, in special cases, recuperative care. The County Council as Local Health Authority carry out this work in regard to tuberculosis on the recommendation of the local chest physician and through the Local Tuberculosis After-Care Committees which consist of members of District Councils and other local people interested in the welfare of tuberculous persons and are co-ordinated with the work of the Kent Council of Social Service.

Defects

The scope of the services under Section 28 of the Act are very wide indeed and have not, so far, been defined by any authoritative body. In the county these services have, to date, been mainly related to the care and after-care of tuberculous persons much on the lines that obtained before the appointed day. Here again, the local knowledge of the Borough Council and the fact that they are an autonomous Housing Authority would seem to indicate the widest possible degree of local administration.

(*d*) VACCINATION AND IMMUNISATION

The County Council are responsible for this service under Section 26 of the National Health Service Act, 1946. Immunisation is now provided against smallpox, diphtheria, poliomyelitis and tuberculosis (B.C.G.).

Defects

(1) The administration of this service is completely centralised and a vast clerical and recording system is maintained at County Hall. The organisation of immunisation campaigns in the many local authority areas in the county is both cumbrous and costly. The transfer of records from the central office to the periphery, and back again, involves a very large expenditure on postages and clerical staff. As previously mentioned, it also imposes a great burden of clerical work on health visitors who are, thereby, diverted from their true function as preventive health officers.

(2) The Medical Officer of Health of the District Council is, by statute, responsible for the control of infectious disease in his area. The loss of the function of immunisation and vaccination on the appointed day deprived him of an essential tool in the exercise of this important function. The present position is quite anomalous. If an outbreak of smallpox were to occur in a county district in Kent, the local Medical Officer of Health would be responsible for preventing the spread of the disease but he would have to call on the County Medical Officer for medical officers, health visitors and clinic premises, etc., for the carrying out of mass vaccination of the public should this become necessary. No doubt the necessary co-operation would be forthcoming, but only complete local control could ensure the necessary flexibility resulting in prompt and efficient measures of control.

(3) Under the present arrangements the county poliomyelitis vaccination campaign is being assisted by the Borough Health Department, not only in providing information to the public, but in providing refrigerated space for the storage of vaccine to clinics and doctors over a wide area.

(4) Prior to 1948, the Borough of Bexley had achieved the immunisation against diphtheria of 85 per cent of the school children and 65 per cent of the pre-school population in the borough. It was, therefore, a serious loss to local administration when this service was transferred.

(*e*) THE DOMESTIC HELP SERVICE

This service is carried out by the County Council as Local Health Authority under Section 29 of the Act of 1946. Prior to 5th July, 1948, domestic help was provided by the Bexley Borough Council as the Welfare Authority under its maternity and child welfare provisions. Since the service was transferred to the County Council, a great expansion has taken place and some valuable new services have been introduced, e.g. the Night Attendance Service and the Family Help Service. Local administration is through a Domestic Help Organiser acting under a County Supervisor of Domestic Help.

Defects

This is one of the more efficient parts of the county health administration but it is, nevertheless, one which should, by its nature be operated by a local administration. Under Section 47 of the National Assistance Act, 1948, the local Medical Officer of Health sees many old people who are reported as being without care and attention and, frequently, the provision of domestic help can avert the necessity to remove an old person to hospital. The local Domestic Help Organiser is very helpful but she has, not infrequently, to contact County Hall, Maidstone, before a particular service can be provided.

Mental Health Service

Description of present arrangements

(1) The County Council's duties are exercised under the Lunacy and Mental Treatment Acts, 1890 to 1930, and the Mental Deficiency Acts, 1913 to 1938, and are carried out as part of their functions under Part III of the National Health Service Act, 1946. As from 5th July, 1948, all residential establishments caring for mentally ill patients and mental defectives passed to the control of the Regional Hospital Board and the County Council, through their Health Committee, became responsible for various forms of Mental Health Services including:

- (*a*) The taking of proceedings towards providing care and treatment for persons suffering from mental illness.
- (*b*) The ascertainment of persons who are mentally defective and in need of supervision, institutional care and guardianship.
- (*c*) The making of arrangements for the care and after-care of persons suffering from mental illness and defectiveness.

(2) A Senior Assistant County Medical Officer is responsible for duties in connection with the Mental Health Services to the extent of 90 per cent of her time. Her work is largely clinical and she receives part-time clinical assistance from two Assistant County Medical Officers.

(3) The district officers and their assistants are duly authorised officers for the purposes of the Lunacy and Mental Treatment Acts and they also undertake social welfare duties. There are, in addition, in the county nine Assistant Mental Health Officers who divide their time between the 21 district offices and work, partly on direct instructions from the County Medical Officer, and partly from the district officers.

(4) Facilities are also available at Occupation Centres for mentally defective and ineducable persons, and home teachers provide training for patients who, for various reasons cannot attend an Occupation Centre.

Defects

(1) This service, insofar as it relates to medical supervision of persons suffering from mental illness or deficiency, is highly centralised and impersonal. A medical officer may visit any patient in any part of the county, and it is doubtful whether the family background and full social circumstances are known to the examiner. The county district officers, however, who are statutory officers deriving their powers directly through legislation, are locally based and easy to contact and there is an excellent liaison between them and the environmental health services of the borough. This exemplifies the principle of the importance of locally operated services and a

good case could be made out for the still closer integration of the district officers with the borough's health services. It should be remembered that the district officers were, prior to 1948, relieving officers under the Poor Law system and have a detailed knowledge of their districts. It is this factor which makes our co-operation with the district officer so easy and fruitful.

(2) Mental health services of the kind which have been described, and other such as Child Guidance Centres, require to be planned over a wide area but there is, nevertheless considerable scope for local initiative and knowledge.

Powers and Duties under the National Assistance Acts

Description of present arrangements

(1) County and County Borough Councils are concerned, directly, only with Parts III and IV of the National Assistance Act, 1948. These functions are carried out by the County Council through their Health Committee. No separate sub-committees have been set up and matters relating to residential services are referred to the area health sub-committees.

(2) Under Section 21(1) it is the duty of the Local Authority to provide:

(*a*) Residential accommodation for persons who by reason of age, infirmity or any other circumstance are in need of care and attention which is not otherwise available to them;

(*b*) Temporary accommodation for persons who are in urgent need thereof, being need arising in circumstances which could not reasonably have been foreseen or in such other circumstances as the authority may, in any particular case, determine.

(3) Section 29, under the general heading of "Welfare arrangements for the blind, deaf, dumb and crippled persons, etc.", places on local authorities the power to make arrangements for promoting the welfare of such persons as may be prescribed by the Minister.

(4) There is power under Section 31 to make contributions to the funds of voluntary organisations whose duties consist of, or include, recreation or meals for old people.

(5) Part IV of the Act contains one particularly important provision, namely, the registration and inspections of homes for disabled and old persons (Section 37).

RESIDENTIAL ACCOMMODATION

(6) The County Council have provided two old people's homes in the Borough of Bexley with accommodation for 89 elderly and disabled persons. The general standard of amenity is very good and day-to-day administration is carried out by the matron who is, broadly speaking, responsible direct to the County Medical Officer. The county district officer is concerned with the placement of old persons in the homes subject to central control, and medical oversight is given by general practitioners. Many of these cases come to light as a result of investigation undertaken by the Borough Council under Section 47 of the Act.

WELFARE SERVICES

(7) The County Council have submitted schemes to the Minister of Health under Sections 29 and 30 and these have been approved. A survey has been carried out to ascertain the nature and extent of the needs to be met. The district officers have been made responsible for providing these services and for adaptations to be carried out,

in appropriate cases, at the homes of handicapped persons. So far these adaptations have been, largely, to facilitate the use by handicapped persons of invalid carriages.

(8) Further consideration has yet to be given to the implementation of other powers bestowed by the Act.

(9) The Borough Council has autonomous powers under Sections 47 (Removal to suitable premises of persons in need of care and attention) and 50 (Burial or cremation of the dead).

Defects

(1) The old persons' homes in the borough which are of a high standard have a preponderance of elderly persons from this part of North-West Kent, but admission is not restricted to this area and, in fact, old persons from far afield in the county are eligible for admission. A good case could be made out for local administration of the two homes in question under any reorganisation and the fact that the residents are largely local people would seem to support such a development.

Circular 14/57 of the Ministry of Health, dated 7th October, 1957, draws the attention of local authorities to the importance of keeping in touch, by regular visiting, with all old people on the waiting list for admission to homes so that their needs can be reviewed at frequent intervals. Stress is also placed on the need to use to the full all available voluntary effort particularly in regard to an effective voluntary home visiting service as a contribution to the wellbeing of old people, and authorities are urged to consider whether in many areas the time is not ripe for renewed contact between themselves and voluntary bodies working in the area with a view to further encouragement of voluntary help and efforts.

It is obvious that, in both these cases, the County District Authority is, by virtue of its detailed local knowledge, in the best strategic position to undertake this work. The Bexley Borough Council was instrumental in 1950 in setting up the Bexley Old People's Welfare Committee, one of the functions of which is a voluntary home visiting service on the lines set out in the circular.

(2) Although Section 31 of the Act empowers County Councils and County District Councils to contribute to the funds of voluntary organisations, such action has, so far, been taken only by the Borough Council. This is a significant point in that the local Council are personally acquainted with the work done by these voluntary organisations while the same degree of sympathy and understanding could hardly be expected from a remotely-based County Authority who have to spread their resources and activities over the whole of Kent.

(3) Under Part IV of the Act, the registration and inspection of homes for elderly and disabled persons, where medical and nursing attention are not required, is a matter for the County Council. There are no provisions in the Act for the delegation of these powers (as there are in the case of Nursing Homes under Section 194 of the Public Health Act, 1936), and yet it is found that elderly and infirm persons do, from time to time, require nursing and medical attention which could more appropriately be provided in a nursing home. The position is, therefore, that, in the borough, nursing homes are under the supervision of the Borough Council on the basis of delegation, while old persons' homes are not. This is a matter which should be remedied.

THE DISABLED PERSONS (EMPLOYMENT) ACT, 1944

The Bexley Borough Council accept for employment registered disabled persons up to the limit of the quota laid down in the Act.

The care of Children—Children Act, 1948

Description of present arrangements

(1) This is "an Act to make further provision for the care or welfare, up to the age of eighteen and, in certain cases, for further periods, of boys and girls when they are without parents or have been lost or abandoned by, or are living away from, their parents, or when their parents are unfit or unable to take care of them, and in certain other circumstances to amend the Children and Young Persons Act, 1933, the Children and Young Persons (Scotland) Act, 1937, the Guardianship of Infants Act, 1925, and certain other enactments relating to children; and for purposes connected with the matters aforesaid.

(2) A Children's Committee may, subject to any restrictions imposed by the Local Authority, establish such sub-committees as the Children's Committee may determine, and any sub-committee established under this sub-section shall be constituted in such manner as the Children's Committee may, subject to any restrictions so imposed, determine, and may include persons specially qualified as aforesaid notwithstanding that they are not members of the Local Authority or of the Children's Committee:

Provided that every such sub-committee shall include at least one member of the Local Authority.

(3) A sub-committee under the last foregoing sub-section may be appointed by the Children's Committee of two or more local authorities jointly, so however that a sub-committee so appointed shall include at least one member of each of the local authorities.

. . . the sub-committee may exercise on behalf of the Children's Committee any of their functions".

(4) In the County of Kent the Children's Committee have established area sub-committees of which one covers Bexley, Erith and Crayford.

Functions of Sub-Committee

(5) The sub-committee acts, largely, as a boarding-out sub-committee with the following duties:

- (*a*) The approval of foster homes.
- (*b*) They are empowered to authorise additional payments as follows:
  - (i) Extra clothing, including uniforms.
  - (ii) The granting of up to £5 per annum for special aptitudes.
  - (iii) Extra boarding allowances.
  - (iv) Supplementing the wages of boys and girls, who are working, in excess of normal figures.
  - (v) Fares for foster parents and children.
  - (vi) Holiday expenses.

(6) The functions as outlined above have, so far, been the main duties of the sub-committees who do not visit the homes of the children but act as an advisory body and receive reports.

(7) The boarded-out children who come under the supervision of local Welfare Officers, are children committed to the care of the County Council under Fit Person Orders made under the Children and Young Persons Act, 1933, and those taken into care under Section 1, Children Act, 1948.

(8) It is the Welfare Officer's duty to collect school records and any special reports for the Juvenile Court but she does not visit the child unless the child is a child already committed to the County Council. Otherwise, the visits are made by the Probation Officer.

(9) The Welfare Officer acts in adoption cases on behalf of the County Council who

are the guardian *ad litem* in such cases and she takes up all references required in connection with the adoption procedure.

(10) She finds and approves all foster homes including foster homes for the healthy children of tuberculous persons.

(11) Child Life Protection under the Public Health Act, 1936, has now become a function of the Children's Committee who are, for the time being, continuing to use the services of the health visitors. In due course, this work will be taken over by the Welfare Officers of the Children's Department.

(12) It will be seen, therefore, that reports to the area sub-committee are on one facet only of the manifold duties of the Children's Department namely, the care of boarded-out children. Consideration could, therefore, be given as to whether the scope of the area sub-committee could be widened to include temporary care cases admitted to residential homes and the care of children admitted to residential homes and nurseries in general.

Defects

(1) It must be borne in mind that the work and functions of the Children's Committee are still developing. There are, at present, no facilities for preventive work and the committee has no power to anticipate distress. Much work is done in conjunction with the N.S.P.C.C. who take charge in all cases where it is necessary to separate any child from the parents.

(2) In any reorganisation consideration should be given to increasing the part of County District Authorities in the carrying out of the duties prescribed by the Act.

Registration of Nurseries and Child-minders

Description of present arrangements

(1) The County Council carries out this function under the Nurseries and Child Minders (Regulation) Act, 1948. These functions are delegated to the area sub-committee but there are now no Local Authority Day Nurseries in Kent and little use is being made of the County Council's approved scheme for daily minders.

Defects

There is no apparent reason why this service should not be administered locally in any reorganisation of Local Government.

Notification of Infectious Diseases

Description of present arrangements

This function is under the control of the Borough Council under Sections 144 to 147 of the Public Health Act, 1936. In accordance with Part I of the Tenth Schedule of the National Health Service Act, 1946, "Where the Local Authority for the purposes of the Public Health Act, 1936, is not the Local Health Authority, it shall be the duty of the Medical Officer of Health of the said Local Authority for any part of the area of the Local Health Authority who receives a certificate or notice under Section 144, Section 146, or Section 242 of the said Act to send a copy thereof within twelve hours after its receipt to the Local Health Authority; and where a copy of any such certificate has been sent to the Local Health Authority under this paragraph, and any fee has been paid for that certificate by the Local Authority, the fee shall be repaid to the authority by the Local Health Authority".

TOWN AND COUNTRY PLANNING

Town and Country Planning

Description of present arrangements

(1) The Local Planning Authority is the Kent County Council. By an agreement between the County Council and the Borough Council most of the County Council's powers under Part III of the Town and Country Planning Act, 1947, have been delegated to the Borough Council. Most applications for planning permission are dealt with by the Borough Council, and in order that these applications may be dealt with expeditiously the Council's Planning and Plans Committee meet once every three weeks and act with plenary powers.

(2) The Borough Council are not empowered

- (*a*) to deal with applications by local authorities or police authorities;
- (*b*) to grant permission for development not in accordance with the Development Plan;
- (*c*) to grant permission for development affecting trunk roads, for the extraction of minerals, and for certain other small classes of development specified in the delegation agreement.

Applications of these types are referred to the County Council with the recommendations of the Borough Council.

(3) The number of planning applications received in a year is about 350 to 400, and approximately 9 per cent of these are referred to the County Council for decision.

(4) By a further agreement most of the County Council's powers for the control of advertisements have been delegated to the Borough Council, and these are fully exercised.

(5) The Borough Council deal with appeals arising from their decisions, and with any necessary enforcement procedure.

Defects

(6) The unsatisfactory features of the present arrangements are

- (*a*) the duplication of work and the volume of correspondence required to keep each Council informed of the activities of the other;
- (*b*) the delay caused by referring applications to the County Council for decision, and the County Council's cumbersome machinery for dealing with these applications.

Both these defects would be cured by direct conferment of powers on the Borough Council instead of the present delegation.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

Description of present arrangements

(1) The activities of the Borough Council under this Act have been limited to assisting the County Council in the preparation of a map indicating alleged public rights of way, and accepting liability for the repair of public paths (since the Borough Council are the Highway Authority).

(2) The necessary survey of rights of way was carried out by the Borough Council and was completed in 1951, and since then supplementary information has been supplied to the County Council from time to time. In spite of the lapse of time since the preparation of the map it still remains in the draft stage. This is an unsatisfactory state of affairs since until the status of the paths shown on the map is finally determined the Borough Council's repairing liability must remain in doubt.

(3) Apart from the point mentioned above no great difficulty has been experienced locally. Guidance as to standards of repair was given in Ministry of Town and Country Planning Circular No. 91 of the 30th June, 1950. Since that date several footpaths have been provided with improved surfaces and no doubt the Council will deal with others as funds permit.

(4) The borough is substantially built up and no occasion has arisen for utilising those parts of the Act which relate to National Parks, nature reserves, and access to open country. No application has been made to the County Council under Section 102 of the Act for the transfer of additional powers to the Borough Council, and the likelihood of any future application of this kind is probably remote.

TRAFFIC

Construction, Improvement and Maintenance of Roads and Bridges

Description of present arrangements

(1) With the exception of East Rochester Way (a trunk road), the Borough Council are responsible for the maintenance of all adopted public highways in the borough. They are also responsible for the maintenance of all bridges carrying adopted public highways over streams in the borough except:

(*a*) those on East Rochester Way;
(*b*) the bridge over the River Cray at High Street, Bexley, which is deemed a "county bridge";
(*c*) the bridge which carries Bourne Road over the River Shuttle on the north side of East Rochester Way (deemed part of the trunk road).

(2) In addition the Council are responsible for maintaining four footbridges over railways and three footbridges over streams.

The mileages of roads on the 31st March, 1957, were:

Class I	10·05
Class II	3·10
Class III	6·07
District Roads	79·22

(3) The maintenance of these roads, totalling nearly 100 miles is carried out by the Council's direct labour force under the control of the Borough Engineer and is supervised by the Highways Superintendent and his assistant. Detailed control is exercised in technical matters by the staff of the Borough Engineer who also keep a check on costs and expenditure, assisted by details supplied weekly by the Borough Treasurer.

(4) **District Roads**

The Council having decided upon financial provision for a year for maintenance of district roads, the Highways Committee receive regular reports and are consulted regarding streets where major footway works, resurfacing or surface-dressing of carriageways appears necessary. Apart from Government directives to limit expenditure on maintenance which were issued for many years after the end of the last war, no serious defects have been encountered regarding the present arrangements for the maintenance of district roads. In 1952 the Council conducted their own O. & M. investigation which resulted in some improvements in control; other improvements have been made since.

(5) Improvement schemes on district roads are prepared by the Borough Engineer's staff and have been carried out by the Council's direct labour force. Where the estimated cost has been sufficient to warrant financing by way of loan, difficulties have been experienced in obtaining Ministry approval. In consequence some urgent schemes have had to be deferred, e.g. the widening of Arbuthnot Lane between

Upton Road and East Rochester Way. Similar considerations have applied to the making up of private streets.

(6) County Roads

Pursuant to Section 32 of the Local Government Act, 1929, the Council claimed to exercise the functions of maintenance and repair of all classified roads in the borough (except Welling Way which was subsequently delegated under Section 35). Thus, in respect of classified roads, the Council are subject to some control by the County Council and the Ministry of Transport who reimburse the cost of maintaining these roads.

(7) Similar conditions apply to the improvement of classified roads and in some cases desirable schemes (such as the widening of Bellegrove Road and the superelevation of the bend in Vicarage Road) are held up for years.

Defects

(1) There appear to be few defects in respect of the maintenance and improvement of district roads in this area. However, in respect of county roads, negotiations with the County Council and the Ministry of Transport have often proved tedious and frustrating. The impression is gained that officials of both these authorities will not move in regard to problems in areas of Claiming Authorities until they have agreed policy and details among themselves; generally this takes a long time. The following are some examples of defects in the present arrangements:

(*a*) Estimates for the maintenance of classified roads are submitted to Kent County Council as early as September of each year, i.e., six months before the commencement of the following financial year. Rarely are details of the approved figures received much before the new financial year commences. Consequently the figures inserted in the Council's printed copies of the rate estimates are generally incorrect. It is fairly obvious that the approved estimates are based on standard figures per mile of road and that sometimes they appear to bear little relation to the condition of the roads in question.

(*b*) The County Council maintain and cleanse East Rochester Way as agents for the Ministry. The standard of maintenance of footways and of the cleansing service provided are poor. Many residents think that the Borough Council are responsible and complaints are received periodically. Now that the divisional surveyor's office has been moved from Footscray to Sevenoaks, the Borough Council's Highways Superintendent is sometimes called out at night to light obstructions, etc.

(*c*) Efforts to fix widths of carriageway and footways on important classified roads, such as A.207, have proved tedious because of differences of opinion between Ministry and County officials and have sometimes taken many years. Even when opportunities arise to acquire private forecourts or land needed for ultimate road widening, it has often proved impossible to secure financial assistance from the Ministry and the County Council. In such cases developers cannot be held up and the Borough Council are left to do their best, only to find later that support for reasonable bargains is not forthcoming from the Ministry and the County Council.

(2) It is considered, therefore, that from an administrative point of view, direct control between the Borough Council and the Ministry would be advantageous.

Street Lighting

Description of present arrangements

Administration

(1) The powers of provincial local authorities to provide street lighting are permissive only, except where a road may be rendered unsafe by an obstruction or other circumstance.

By Section 161 of the Public Health Act, 1875, an Urban Authority may provide apparatus for lighting streets and public buildings and may contract for the supply of illuminant. ("Street" includes trunk and county roads and private streets.) Trunk roads may be lighted under Section 6 of the Trunk Roads Act, 1936.

(2) Under the Private Street Works Act, 1892, a Local Authority may require to provide a proper means of street lighting at the expense of the frontagers but the maintenance and energy costs must be borne by the authority.

Supply of Electricity

(3) The London Electricity Board provide the mains and services for street lighting and the Council invariably pay a contribution towards the cost of these works. The service lines remain the property of the Board. The electricity is supplied either by providing a separate service from the low tension distributor or by laying a cable solely for street lighting purposes. In the former case the lamps are individually controlled by separate time switches and in the latter case from a master switch at a sub-station.

Ownership of Lighting Equipment

(4) The Corporation owns all the street lighting equipment other than the services, mains and ancillary equipment which are owned by the London Electricity Board.

Responsibility for and Maintenance Arrangements

(5) The Council are responsible for the maintenance of the street lighting installation and the following items are dealt with by the London Electricity Board on behalf of the Council:

- (*a*) All main roads, illuminated guard posts and mandatory signs are patrolled nightly.
- (*b*) All other roads are patrolled three times each week.
- (*c*) All "Group A" installations are cleaned six times per annum. All other installations, illuminated guard posts and mandatory signs are cleaned eight times per annum.
- (*d*) Time switches are wound where necessary and electrically controlled ones are reset as required.
- (*e*) Any repairs to the equipment are dealt with by the London Electricity Board and the Corporation holds stocks of all the spares likely to be required. The spare parts held in the Corporation's central stores include concrete columns, lanterns, time switches, capacitors, transformers and sodium lamps. The present arrangements allow for the London Electricity Board to deal with all minor repairs estimated to cost less than £5 on a "chit" system and works estimated to cost over this amount are covered by a separate order. In both cases new equipment is, where necessary, drawn from the Corporation's central stores on the authority of the Borough Engineer. Since adopting this method it has been found that the cost of "minor repairs" has been considerably reduced.
- (*f*) Lamps are changed or replaced as necessary by the Board.

(6) The cast iron lamp standards are painted every three years by the Corporation's Highways Department.

Agreement with the London Electricity Board

(7) An agreement with the Board should be entered into clearly indicating the charges for electricity (preferably on a sliding scale) and the maintenance arrangements. This is now under consideration.

New installations

(8) Improved systems of street lighting are designed by the Borough Engineer in accordance with the current Codes of Practice. The installations are generally carried out by Contract, the London Electricity Board only connecting the services and providing new mains where necessary.

Records

(9) The present records have been compiled from information given by the London Electricity Board and it is now apparent that a physical inspection and record of the street lighting within the borough should be undertaken. When this has been completed, it would be possible to revise the existing records and improve the system by using different coloured cards for the various types of light sources, wattages and burning hours.

Naming of Streets and Numbering of Houses

Description of present arrangements

The Council are well aware of their duties with respect to the naming of streets and the numbering of houses both under the Town Improvement Clauses Act, 1847, and the Public Health Act, 1925, and care is taken to avoid duplicating the names of streets in neighbouring districts or conferring names that might otherwise create confusion.

Parking Places

Description of present arrangements

Administration

(1) Under Section 68 of the Public Health Act, 1925, and Section 120 of the Road Traffic Act, 1930, Local Authorities (excluding the County of London) may acquire land suitable for use as a parking place.

(2) In the London traffic area the Minister (by virtue of Section 10 and paragraph 15 of the Third Schedule to the London Traffic Act, 1924) appoints by regulation parking places in streets on the recommendation of the London and Home Counties Traffic Advisory Committee.

(3) The Minister of Transport is not empowered to make grants for the construction or maintenance of parking places but will recommend applications for loan to the appropriate Ministry.

Present facilities

(4) There are three public car parks in the borough as follows:

(*a*) Townley Road, Bexleyheath . .	80 cars
(*b*) Oaklands Road, Bexleyheath . .	144 cars
(*c*) Nags Head Lane, Welling . .	94 cars

and two parking places in streets at

(*d*) Albert Road, Bexley . . .	10 cars
(*e*) Salisbury Road, Bexley . . .	4 cars

(5) In addition to these the Council have entered into an agreement with the Odeon Theatres Ltd., for the use of the cinema car park in Upper Wickham Lane, Welling, between the hours of 9.00 a.m. and 5.30 p.m. daily.

(6) In all cases no charge is made for parking.

(7) Parking is unrestricted at Townley Road, Oaklands Road and Nags Head Lane car parks, but at Albert Road and Salisbury Road, parking is permitted only between 8.00 a.m. and 8.00 p.m. with a maximum waiting period of two hours.

Road Safety

Description of present arrangements

(1) Road safety matters in Bexley are dealt with by the Bexley, Erith and Crayford Road Safety Committee.

Constitution

(2) This joint committee is set up by the Councils of the Boroughs of Bexley and Erith and the Urban District of Crayford under sub-section (2) of Section 5 of the Road Traffic Act, 1956, for the purposes of (*a*) making arrangements for promoting road safety within the combined administrative areas of the constituent authorities by disseminating information or advice relating to the use of roads, and for giving practical training to road users; and (*b*) making contributions towards the cost of arrangements for the like purposes made by other authorities or bodies.

(3) The membership of the committee comprises three representatives from each of the constituent authorities, together with a number of co-opted representatives appointed by the constituent authorities on the recommendation of the joint committee. Among the co-opted members now serving are representatives of local education authorities, the police, the London Transport Executive, the Royal Society for the Prevention of Accidents, Teachers' Unions, the Youth Council, Trades Councils, car, cycle and motor cycle clubs and the Transport and General Workers' Union.

(4) Members of the committee retire annually on the third day following the date of the annual municipal elections in May of each year.

Honorary Officers

(5) The office of honorary secretary of the joint committee is filled by the appointment of the Town Clerk or clerk of a constituent authority and the office of honorary treasurer by the appointment of a Chief Financial Officer of a constituent authority. These offices have been held by the Town Clerk and the Borough Treasurer of Bexley since the formation of the committee.

Road Safety Organiser

(6) A full-time Road Safety Organiser works under the general direction of the joint committee but any question arising as to the appointment, dismissal, salary or conditions of service or as to the conduct of this officer, is dealt with by a sub-committee consisting of representatives of the constituent authorities on the joint committee. The decisions of this sub-committee are subject to confirmation by the three constituent authorities. The post of Road Safety Organiser is a temporary one and is renewed from year to year. The Road Safety Organiser's office is in the Borough of Bexley and for administrative convenience he is regarded as an officer of the Bexley Town Clerk's department.

Secretarial duties

(7) The secretarial duties arising from the work of the joint committee are performed by an officer in the Town Clerk of Bexley's department, working under the general direction of the Town Clerk/Honorary Secretary.

Functions of Committee

(8) The main functions of the committee are
- (*a*) the dissemination of propaganda;
- (*b*) the training of road users;
- (*c*) the collation of accident statistics; and
- (*d*) the making of recommendations to the appropriate authorities regarding road and traffic conditions in the committee's area.

These functions may be broadly outlined as follows:

Propaganda

(9) The distribution of leaflets, bookmarks, posters and novelties to various classes of road users. Press advertising, local exhibitions, film shows and lectures. School lectures are arranged with the co-operation of the Local Education Authority and the police. Road safety inter-school quizzes and safety "weeks" and special campaigns. Organised visits to Rospa House.

Training

(10) Cycling proficiency tests are held for school children and a limited amount of training is given.

Accident statistics

(11) All personal injury accidents occurring in the committee's area are recorded and monthly reports are issued by the Road Safety Organiser; he also prepares annual accident reports showing comparisons with previous years.

(12) These statistics help to show the current trend of road accidents and indicate to the committee at which sections of the community their propaganda must be directed.

Danger areas and "black spots"

(13) Representations made by residents regarding any particular road dangers are always dealt with in the first instance by the Local Authority concerned. However, on occasions when the Local Authority has made strong but abortive representations to other bodies (e.g. the Ministry of Transport and Civil Aviation, the County Council and the Police) the Road Safety Committee notify the body concerned of their views in the matter. The joint committee also make recommendations in the appropriate directions on existing and proposed legislation affecting their interests.

Financial Arrangements

(14) In January of each year the joint committee submit to the three constituent authorities for approval a detailed estimate of the expenditure to be incurred during the twelve months commencing on the 1st April next following.

(15) Most of the expenditure incurred by the committee in exercising their functions attracts a 50 per cent grant from the Ministry of Transport and Civil Aviation. The balance is borne by the constituent authorities in the following proportions (which are calculated roughly on a population basis):

Bexley . .	4/7ths
Erith . .	2/7ths
Crayford . .	1/7th

Bus Shelters

Description of present arrangements

(1) The powers of local authorities to provide and maintain omnibus shelters in public highways or on land abutting on such highways are contained in Sections 4-7 of the Local Government (Miscellaneous Provisions) Act, 1953. There is also power to enter into agreements with persons authorised to run public service vehicles with respect to the provision and maintenance of shelters and the Local Authority may bear a part or the whole of the cost involved.

(2) So far, all bus shelters in the borough have been provided by the London Transport Executive. The Borough Council have been approached by the Executive to exercise the powers of the 1953 Act but have so far declined to do so.

Private Street Works

Description of present arrangements

(1) The predecessors of the Borough Council adopted the Private Street Works Act, 1892, which has operated successfully in this district.

(2) Apart from streets made up by the Council, any which are completed satisfactorily by developers are adopted under Section 20 of the 1892 Act.

Extract from the Minutes of the Proceedings of the General Purposes Committee held on the 21st day of April, 1958, confirmed by the Council on the 24th day of April, 1958

Minute 159 Local Government Reorganisation

RESOLVED

(1) that the draft Statement of Evidence required by the Royal Commission on Local Government in Greater London under Heads I and II of the Commission's letter dated 17th February, 1958, be approved and submitted to the Royal Commission, subject to the insertion therein of a paragraph under the heading "Powers and Duties under the National Assistance Acts" to the effect that the Kent County Council have not yet provided facilities for the aged chronic sick and infirm, other than old people's homes;

(2) that under Head III of the letter, the Royal Commission be informed

(*a*) (i) that the experience of this Council over recent years in operating schemes of delegation has brought conviction that direct conferment of powers on local authorities is preferable to any system of delegation;

(ii) that a substantial measure of direct conferment can only be envisaged if the borough, by itself or combined with adjacent areas, acquires county borough status;

(*b*) that Bexley has always been aggrieved that full delegation of powers by the Kent County Council has been withheld although some concessions have been made and Bexley's record of administration is good;

(*c*) that Bexley is purely urban in character, is a dormitory area from which most of the population travel elsewhere daily to work or are engaged in service occupations;

(*d*) (i) that Bexley feels isolated from Maidstone and gains the impression that North-West Kent is regarded by the Kent County Council only as an inexhaustible source of fiscal revenue which it is loath to lose;

(ii) that Bexley contributes approximately 60 per cent of its rate to the Kent County Council but its control of the revenue derived from the borough is practically negligible;

(*e*) that the creation of a new administrative county, e.g. North-West Kent, would not confer any substantial advantages on non-county boroughs beyond the present set up;

(*f*) that absorption of Bexley within an enlarged London County Council area would be a retrograde step as it would result in the reduction of powers to those of a Metropolitan Borough rather than an increase in direct conferment;

(*g*) that arising from the foregoing, Bexley, with a population in excess of 90,000, would prefer the status of a county borough or some other form of most purpose authority, in either case on its own, but if this is not possible as an alternative, Bexley would welcome adjustments of Local Government boundaries, not necessarily complete districts, to produce the necessary increase in area and population to enable such status to be achieved, together with similar suitable arrangements in North-West Kent;

(*h*) (i) that such extension of boundaries or amalgamation so far as Bexley is concerned should be only with dormitory areas of a similar type and affinity to itself such as part or whole of the Chislehurst and Sidcup Urban District or residential parts of Eltham and Woolwich immediately adjacent to its borders split off from the County of London;

(ii) for this reason Bexley does not at this time favour amalgamation with industrial Erith and Crayford;

(3) that the officers be instructed in due course to submit a further report incorporating suggestions arising out of the decisions contained in resolution (2) above, with particular reference to the kind of authorities that would be suitable for the Greater London area and some of the functions that should be entrusted to them.

May, 1958

Supplementary Evidence submitted by the Bexley Borough Council

LOCAL GOVERNMENT REORGANISATION

The Council have now given further consideration to the resolutions included in minute 159 which is set out at pages 81 and 82 of their first Memorandum and have decided to rescind resolution (2)(h). The Commission are accordingly requested to regard this portion of the minute as being deleted.

The Council have tried to look at the problem of Local Government Organisation as broadly as possible but with particular reference to North-West Kent. Experience over a number of years has led them to the conclusion that the most effective form of Local Government unit is the county borough.

In urging that Bexley should receive this status, either alone or in combination with neighbouring authorities, the Council have in mind that the ideal unit should be large enough to give it financial stability to enable it to function efficiently, and yet sufficiently compact to ensure close contact between ratepayer and elected representative.

The Council are convinced that this latter condition is essential in a democratic system of local self-government and that it can only be satisfied if the Local Authorities are given adequate powers to exercise in their own right and not as agents of the County Council.

The Council feel that their record of achievement having due regard to all the difficulties of the post-war years, reinforces their claim to greater independence whereby important services would be brought closer to their ratepayers thus giving them greater interest in Local Government and the best possible service.

In their desire to underline these views in relation to three such services, the Council desire to submit the following statements in respect of Education, Personal Health and Welfare, and Town and Country Planning.

EDUCATION

(I) In formulating any ideas of reform of Local Government one must start from what exists. It is hardly possible to contemplate the entire destruction of the London County Council as an administrative unit or on the other hand to imagine it expanded until it covered the whole of the "metropolitan" area. The practical choice therefore appears to be between three possibilities:

(i) To create several large urban counties covering the outer metropolitan area.

(ii) To create a number of smaller authorities of county borough or "most purpose" type around the edge of the London County Council area.

(iii) To leave matters as near as possible as they are.

(II) In considering these possibilities one has first to weigh the relative advantages and disadvantages of large and small administrative units. It is often stated that the Education Service must be organised in large areas and the arguments put forward are usually these:

(*a*) Financial resources to carry an expensive service.

(*b*) Need for large catchment area to support provision of Special Schools and Technical Colleges.

(*c*) Employment of specialist staff.

(*d*) Promotion for teachers within the area.
(*e*) The use of large scale accounting methods and machinery.
(*f*) Economy in purchasing materials.
(*g*) Generally—that a large authority can take a wider view of education.

To these arguments the following replies may be given:

(*a*) While a larger area has greater financial resources the expenditure it has to meet will be correspondingly greater. Inequalities of rateable value per head of population are largely smoothed out by the operation of the Exchequer Equalisation Grant and in any case many county boroughs exist which have populations less than that of Bexley.

(*b*) It is quite possible to provide for those special aspects of education which require organisation over a wider area (special schools for the handicapped, or higher technological education) by inter-authority schemes under the supervision of the Ministry of Education. It would be quote wrong to use the special needs of these important but relatively small sections of the Education Service to impose the wrong kind of administration on the major functions, i.e. primary and secondary education.

(*c*) The only specialist staff that a large authority might appoint, and a smaller authority might not, consist of advisers or organisers of particular subjects, e.g. Music, Physical Education, Domestic Science, Art, Craft, and so on. In practice, however, the employment of such advisers is not everywhere considered of advantage, and many teachers would maintain that they are largely unnecessary. In Kent there are advisers only for music and physical education, and the local physical education adviser is an assistant mistress at the Bexley Technical School for Girls who gives two days of her time to advisory work. Similar arrangements could be made for other subjects, and such arrangements have advantages over the appointment of full-time advisers. Furthermore, the services of the Ministry's Inspectorate are available on request and the smaller authorities seem to be quite happy with this arrangement.

(*d*) This argument has little force in relation to teachers, who move freely from one authority to another. Some of the larger authorities limit applications for headships to teachers already in their service and this does adversely affect teachers in neighbouring authorities. Thus London County Council teachers can apply for any headship in Kent, but Kent teachers cannot apply for primary headships in the London County Council schools.

(*e*) and (*f*) There is no doubt some force in these two arguments, although how great the economy really is when all overhead expenses have been deducted is somewhat doubtful. The field in which these two arguments operate is small, since by far the greater part of education expenditure relates to the salaries of teachers and other staff and not to equipment.

(*g*) The wider view can be a view lacking in detail, and in education it is often the detail which is important.

(III) The arguments for the small authority, although less often heard, are worth consideration. In the first place the lay members of the authority can, and do, have personal knowledge of the schools they administer. This is seldom the case in a large authority; indeed matters may be decided by a sub-committee, none of whose members know anything of the school or even of the district in question. Secondly, the Chief Education Officer of a moderate-sized authority can know personally all the head teachers and most of the assistant teachers too—a thing quite impossible in a large authority. He can deal with all sides of the Education Service, whereas in a large area this must be departmentalised into primary, secondary and further education (and probably also welfare, special services, youth and so on). Each department then functions largely independently under Assistant Education Officers who each work to a separate sub-committee. In such an authority there is often no one able to take an informed decision on a matter which concerns more than one branch. The whole administrative arrangements in a large authority are, even if well regulated, remote, whereas in a small authority they are personal.

(IV) For these reasons the adoption of the first alternative set out above, namely, to create large urban counties, would create units too large, cumbersome and unwieldy to meet the essentially local needs of education. The second course would meet these needs and would obviate the present difficulties of delegation. If course (iii) is adopted, some improvements and revisions in the scheme of divisional administration would become urgently necessary.

(V) To sum up, the Borough Council find themselves wholly in agreement with the following extracts from a report prepared by the Executive Committee of the National Association of Divisional Executives for Education:

> "The association considers therefore that the control of the Education Service should not be centralised, even with the provision of local administrative officers (as in the L.C.C. area), but should be based upon convenient Local Government units in which good organisation can be susceptible to local opinion. . . .
>
> It considers that the overriding criteria should be: (1) the stimulation of interest in Local Government, and (2) the organisation of the personal services such as education on as local a basis as is consistent with efficient organisation. . . .
>
> The association suggests therefore:
>
> (*a*) That where the area of a recognised local unit is large enough, the county borough type of solution is to be preferred.
>
> (*b*) That the criterion for the conferment of full powers relating to education functions in the Greater London area cannot reasonably be more stringent than the criterion laid down in the Local Government Bill for the country as a whole.
>
> (*c*) That in other areas (i.e. divisional executives of the existing pattern) the allocation of education functions providing real and substantial local control is essential."

PERSONAL HEALTH AND WELFARE SERVICES

The services under Part III of the National Health Service Act, 1946, Part III of the National Assistance Act, 1948, and allied legislation which are set out on pages 65-73 of the Memorandum of Evidence submitted to the Royal Commission, are all Personal Health and Welfare Services affecting the day-to-day lives of the individual and the family. They can, therefore, best be administered by local councils and their officers who have a detailed knowledge of the area and the needs of the people.

There can be no doubt that direct conferment of powers, either to an all-purpose authority or to a most-purpose authority is the most satisfactory form of local self-government, and, as respects the Borough of Bexley, the Council can see no major obstacle to the administration of the Health and Welfare Services by a locally created county borough on the lines of the resolution (*g*) in minute 159 (4/58), which was set out in the Council's first Memorandum to the Royal Commission.

TOWN AND COUNTRY PLANNING

On the passing of the Town and Country Planning Act, 1947, the Borough Council lost their status as a planning authority and the duty of preparing and administering a development plan was conferred on the Kent County Council.

It was agreed in the early stages that the Kent Development Plan so far as it relates to Bexley should be prepared with the full co-operation of the Borough Council and considerable assistance was given to the County Council for this purpose and in furnishing essential information for the explanatory statement. In fact the Kent Development Plan (Part B) as submitted to the Minister of Housing and Local Government, so far as it relates to the Borough of Bexley, follows very closely the scheme which had been submitted to the Minister by the Borough Council for approval immediately before the last war, except that the plan includes the green belt areas which are based on the Greater London plan.

In paragraph (1) at page 74 of their first Memorandum to the Royal Commission, the Council refer to the arrangements which have been made in order to ensure that the applications for planning permission which they are required to deal with under the terms of the delegation by the County Council, are dealt with expeditiously. It would be convenient now to refer to the County Council's own arrangements for dealing with applications in respect of which decisions are given by them and not by the Borough Council.

All applications for planning permission for development in the Borough of Bexley are made in the first instance to the Borough Council. Copies of all such applications are forwarded periodically to the Darenth Area Office of the County Planning Committee at Gravesend, together with an intimation as to whether the Borough Council intend to deal with the application or to refer it to the County Council.

In the latter case no action is taken by the County Council until the application has been considered by the Borough Council and a recommendation made thereon. These recommendations are forwarded to the Darenth Area Office for submission to the area sub-committee which meets every third Friday in each month. The sub-committee in turn submit recommendations to the Development and General Purposes Sub-Committee of the County Planning Committee; this sub-committee meets on the last Tuesday in each month and has full authority to make decisions. Copies of the notification of such decisions are forwarded to the Borough Council.

The Darenth Area sub-committee is constituted as follows:

10 members of the County Planning Committee.

1 member nominated by each of the county districts of the area covered by such sub-committee, namely:

Beckenham
Bexley
Bromley
Dartford Borough
Erith
Gravesend
Chislehurst and Sidcup
Crayford
Northfleet
Orpington
Penge
Sevenoaks Urban
Swanscombe
Dartford Rural
Sevenoaks Rural.

Meetings of the sub-committee are usually held at Sidcup.

It must frequently happen that some members of the sub-committee have only limited knowledge of the particular area in which development is sought to take place thus tending to place undue reliance on the views of the county officers. The determination of development applications under the Town and Country Planning

Act is essentially a matter in which intimate local knowledge is of great importance and in the submission of the Borough Council such applications are best dealt with by a local committee.

There is evidence that planning applications are determined more quickly by the Borough Council than by the County Council, and the fact that rarely have the County Council been at variance with any decision of the Borough Council, affords further evidence that the Borough Council are eminently capable of administering the Part III functions of the 1947 Act.

It may be that there is good reason why the Development Plan should be prepared in respect of large areas but in the opinion of the Council there is equally good reason why the administration of the plan, together with all the incidental powers of the 1947 Act, should be directly conferred on the county district councils.

30th July, 1958.

Evidence submitted by the Bromley Borough Council

CONTENTS

PAGE

Introduction 90

PART I—DESCRIPTION OF PRESENT ARRANGEMENTS FOR CARRYING OUT FUNCTIONS

Education

(1) Education generally 90
(2) Agricultural Education . . . . } 91
(3) Youth Employment Service . . . . } 91

Environmental Health Services

(1) Baths, Washhouses and Bathing Places 91
(2) Control of Watercourses, etc. . . . . } 92
(3) Disinfestation of Premises and Articles . . . . . } 92
(4) Drainage of trade premises . . . . } 92
(5) Mortuaries and Post-Mortem rooms . . . . . . } 92
(6) Public Conveniences . . . . } 92
(7) Refuse collection and disposal . . . . } 93
(8) Regulation of Buildings and Sanitation of Buildings . . . } 93
(9) Sewerage and Sewage Disposal . . . . } 93
(10) Street cleansing . . . . } 93
(11) Burial Grounds, Cemeteries and Crematoria . . . . . } 94
(12) Parks and Open Spaces . . . . } 94
(13) Powers and Duties under the Physical Training and Recreation Act, 1937 . . . . } 94
(14) Prevention of River Pollution . . . . } 94
(15) Port Health Functions . . . . } 94

CONTENTS

PAGE

Housing

(1) Provision of Houses 94
(2) Slum Clearance 95
(3) Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses 95
(4) Regulation of Buildings and Bye-laws 95

Personal Health and Welfare

(1) Powers and duties under the National Health Service Acts . . 95
(2) Mental Health Services 96
(3) Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944 96
(4) Care of Children 97
(5) Registration of Nurseries and Child-Minders 97
(6) Notification of Infectious Diseases 97
(7) Health Education 98

Town and Country Planning

(1) Town and Country Planning 98
(2) Powers and duties under the National Parks and Access to the Countryside Act, 1949 98

Traffic

(1) Construction, improvement and maintenance of roads and bridges . 98
(2) Street Lighting 99
(3) Naming of streets and numbering of houses 99
(4) Parking Places 99
(5) Road Safety 99
(6) Bus Shelters 100
(7) Private Street Works 100

PART II—OBSERVATIONS ON DEFECTS IN PRESENT ARRANGEMENTS

PART III—OUTLINE SUGGESTIONS FOR REMEDYING DEFECTS IN PRESENT ARRANGEMENTS

INTRODUCTION

Bromley received its Charter of Incorporation as a Borough in 1903, and at that time its population was 30,000.

In 1934 the parishes of Hayes and Keston were incorporated in the borough, increasing the area to 6,519 acres, and today the Registrar-General's estimated population figure is 65,550.

Bromley is essentially residential in character and has an excellent shopping centre which is widely used by the inhabitants of neighbouring districts. Such industries as exist are of a light industrial nature.

The rateable value of the hereditaments in the borough is £1,268,564 (1st April, 1958), and the rate in the £ for the current financial year is 18s. 9d.

The Borough Council consists of 28 members, namely, seven aldermen and 21 councillors, representing seven wards. The services are administered by a carefully balanced staff of permanent officers of professional or otherwise well qualified status. Modern and commodious offices accommodate in one building all the departments of the Corporation other than the Central and Branch Libraries.

So far as county administration in Bromley is concerned, the borough is divided into three divisions, each electing one county councillor.

Bromley is a separate Parliamentary constituency, and its member is the Right Hon. Harold Macmillan.

Geographically, Bromley is bounded by Lewisham to the north, by Orpington to the south, by Chislehurst and Sidcup to the east, and by Beckenham to the west. Good road and rail communications exist, and provide excellent facilities for travel to London and neighbouring districts.

PART I

PRESENT ARRANGEMENTS WITHIN COUNCIL'S AREA FOR CARRYING OUT FUNCTIONS OF EDUCATION, ENVIRONMENTAL HEALTH SERVICES, HOUSING, PERSONAL HEALTH AND WELFARE, TOWN AND COUNTRY PLANNING AND TRAFFIC—NAMELY, THE SERVICES SPECIFIED IN PARAGRAPHS 3 OF THE LETTER RECEIVED FROM THE CHAIRMAN OF THE COMMISSION

(NOTE: In this statement reference to "the Council", means the Council of the Borough of Bromley and reference to "the County Council" means the County Council for the Administrative County of Kent).

Education Service

(1) Education

Since 1st April, 1945, the administration of the Education Service in Bromley (an Excepted District under the Education Act, 1944) has been undertaken by the Council, acting through the Bromley Committee for Education under a Scheme of Divisional Administration approved by the Minister of Education in 1945.

The Bromley Committee for Education comprises 21 members, made up as follows:

Members of the Council	14
Members, not being members of the Council when appointed, to be appointed by the Council from among persons of experience in education and persons acquainted with the educational conditions prevailing in the Borough, of such persons 2 at least to be women	4
Member to be nominated by the Senate of the University of London	1
Members to be appointed by the Councy Council	2
	21

The Council's powers and duties under the Scheme of Divisional Administration are to exercise on behalf of the County Council (the Local Education Authority) functions relating to primary, secondary and further education.

The offices of the Education Department are in the Municipal Buildings, and a full-time Borough Education Officer is in charge of the department. He is a County Officer and so are his staff.

In addition, certain departments of the Council undertake educational work, the services of various full-time officers of those departments being used in a part-time capacity, and appropriate salary contributions are made by the County Council.

The Town Clerk undertakes legal work, the Borough Treasurer deals with accounts, and salaries and wages, the Borough Engineer designs and supervises the erection of new schools and arranges for the maintenance and repair of existing ones. School playing fields are also maintained by the Borough Engineer's Department. The Medical Officer of Health and his deputy administer the School Health Service locally, including the School Dental Service. The Deputy Medical Officer of Health undertakes certain clinical responsibilities.

There are 29 schools in the borough, coming under the control of the Local Education Authority as follows:

County Primary Schools	11
Voluntary Schools	6
Secondary (including Grammar and Technical) Schools	10
Further Education	2

(2) Agricultural Education

This is a County Council service administered from Maidstone.

(3) Youth Employment Service

The County Council maintain a Youth Employment Bureau in the Municipal Buildings, Bromley. A Youth Employment Committee is in being, comprising members of the Bromley Committee for Education, employers representatives, representatives of work-people, teachers and other persons interested in youth welfare.

Environmental Health Services

(1) Baths, Washhouses and Bathing Places

So far as bathing places are concerned, the Council own and manage an open air swimming bath, 150 ft. × 60 ft. (capacity 300,000 gallons), which was opened in 1925. The bath is provided with filters, chlorination plant and cascade aerator, and is surrounded with sunbathing terraces.

The bath is open from about the beginning of May until Mid-September, and in 1957 attendances (excluding season ticket holders) numbered 71,000.

In addition there are nine known swimming pools in the borough, three in gardens of private houses, four in school grounds and two belonging to clubs. Frequent inspections are made by the Council's Public Health Inspectors and samples of water are taken for bacteriological examination. Chlorination plants are provided to all the swimming pools except those belonging to private houses.

There are no public slipper baths or washhouses.

(2) Control of watercourses, etc.

Because of works undertaken by the Council, Bromley is reasonably free from problems arising from watercourses, etc.

The surface water drainage discharges into watercourses, the Ravensbourne (and its tributaries, the Bourne, and the Princes Plain stream) and the Quaggy.

Flooding used to occur regularly in times of exceptional rainfall, and between 1934-1938 the Council carried out culverting operations on sections of all these watercourses at a cost of £45,000.

Since the war further culverting has taken place, and over half a mile of the River Ravensbourne, which was particularly liable to flooding, has been culverted during the past three years. A storm water balancing basin has been constructed close to the culverted section to take excess storm water in times of heavy rainfall, and these schemes were undertaken at a total cost of £72,000.

Considerable use has been made of the powers contained in the Public Health Acts to require culverting of watercourses by building developers.

(3) Disinfestation of Premises and Articles

Verminous conditions are rarely found in the borough, but the occasional case is dealt with by the Council's Public Health Department, who spray and fumigate the premises with proved insecticides. When necessary, bedding and similar articles are subjected to steam disinfestation at the Council's depot.

Advice is given on disinfestation of premises infested with beetles, cockroaches and similar insects, woodworm and food-damaging pests.

Premises infested with rats and mice are treated in accordance with the Prevention of Damage by Pests Act, 1949.

Two men are employed on the work of inspection and extermination, and no charge is made for treatment undertaken at private dwellings, but a charge of 7s. 6d. per baiting point is made for work done at business premises.

(4) Drainage of trade premises

The disposal of trade effluents is no problem, such industry as exists in the borough not giving rise to troublesome effluents. Any agreements required by occupiers of trade premises for discharge of trade effluent are entered into directly with the West Kent Main Sewerage Board of which the Council is a constituent member.

(5) Mortuaries and Post-Mortem rooms

In addition to the mortuary facilities attached to the Bromley Hospital and The Lennard Hospitals, the Council own and manage a mortuary which is situated close to the Municipal Buildings. Provision is made for the reception of five bodies at any one time.

(6) Public Conveniences

The Council have provided nine public conveniences at points well situated throughout their area.

Six full-time and two part-time attendants are employed.

(7) Refuse collection and disposal

A weekly house refuse collection is operated by the Council, and during the year 1957-58, 16,600 tons was collected.

All refuse (apart from salvable materials) is burnt at the Council's refuse destructor, which has recently been extended. The resultant clinker is tipped in a disused gravel pit owned by the Council, and which is within their area.

The Council operate tin baling and paper presses, and during the past financial year, income from this form of salvage was approximately £8,000.

(8) Regulation of Buildings and Sanitation of Buildings

The Regulation of Buildings is governed as to construction by the operation of the Council's Building Bye-laws which are in accordance with the Minister's Model Form.

The Council are responsible for safety aspects of buildings, including the issue of certificates as to means of escape in case of fire under Section 34 of the Factories Act, 1937.

The Council exercise powers delegated to them by the Kent County Council in respect of the licensing of places for public dancing, singing, music or other entertainment under the Kent (Music and Dancing) Licensing Regulations, 1928, No. 1, and are also similarly responsible for the licensing of premises under the Cinematograph Acts and the Theatres Acts.

As regards the sanitation of buildings, prior to the revision of the borough boundaries in 1934, 31 properties only were not connected to main drainage. Except in three cases, no sewer was available within a reasonable distance of these premises nor, except in one instance, is main drainage for these properties available today. Eight of the properties, however, have either ceased to be used for human habitation or have been demolished.

On inspection of those parts of Hayes and Keston which were added to the borough in 1934, it was found that 361 properties were drained to cesspools or septic tanks. No sewers existed in the Keston Park Estate, Oakfield Lane and Keston Avenue. Sewers were laid by the Council to serve Forest Ridge, Forest Drive, Beech Dell, Pine Glade, Longdon Wood Avenue on the Keston Park Estates, and Oakfield Lane and Keston Avenue. All the properties in these roads with the exception of three, are now connected to the sewer.

Of the 361 properties referred to above, only 41 are not now connected to main drainage.

(9) Sewerage and Sewage Disposal

Surface water sewers discharge into four streams—the Bourne, the Ravensbourne, the Quaggy and the Princes Plain stream which, as previously stated, have been largely culverted.

The soil sewers discharge into the main sewer of the West Kent Main Sewerage Board, whose administrative headquarters are in Bromley and of which the Council is a constituent authority.

The Council have been carrying out a scheme during the past seven years of replacing, by stages, the existing soil sewer in the southern part of the borough with a sewer of larger capacity. £31,500 has been spent on this project since 1950.

(10) Street Cleansing

There are 23·9 miles of classified roads and 67·13 miles of adopted district roads in the borough, and the Council cleanse these roads as follows:

	Frequency of cleansing
Town area	Daily.
Classified roads	3 to 5 times a week.
District roads	Once or twice a week.

The Council possess four mechanical sweepers and two gully emptiers, and also employ 23 manual road sweepers.

Litter bins have been provided on a generous scale in the main shopping areas of the borough, and particular attention has been paid to siting bins at obvious points where litter tends to be deposited, e.g. near bus stopping places and outside shops selling sweets and confectionery.

(11) Burial Grounds, Cemeteries and Crematoria

The Council are the Burial Authority for the whole of the borough. Four cemeteries totalling 27 acres are provided, and a further site of 21 acres has been acquired, part of which is reserved for the erection of a crematorium. A superintendent is in charge of each cemetery, and a Registrar of Cemeteries deals with the administrative arrangements.

Plans for a crematorium were prepared in 1949, when the Ministry of Health gave approval in principle to the site proposed to be used for such purpose at Lower Gravel Road, Bromley. Due to Government restrictions on capital expenditure the scheme has been held in abeyance.

During the past five years the number of burials annually has averaged about 400.

(12) Parks and Open Spaces

The Council own and control over 600 acres of parks, commons and open spaces, including the Library Gardens and Church House Grounds which are situate in the centre of the town adjoining the main shopping centre, and which are widely appreciated and admired.

The Council are in process of developing an area of 56 acres of land (known as Norman Park) purchased for a major sports centre, to include football and cricket pitches, a county cricket ground, tennis courts and a running and cycle track.

Hayes and Keston Commons comprising 270 acres are situated in the south of the borough and are greatly appreciated not only by the inhabitants of Bromley but also by the residents of neighbouring districts.

In addition to a nine-hole golf course owned by the Council, there is a very large private open space in the northern part of the borough, viz., the Sundridge Park Golf Course (two 18-hole courses).

(13) Powers and Duties under the Physical Training and Recreation Act, 1937

The Council has made several land acquisitions under this Act, including the 56 acres of Norman Park referred to in the previous paragraph.

(14) Prevention of River Pollution

The responsibility for this function rests with the Kent County Council, and they have now made application to the Minister of Housing and Local Government for an order investing themselves with the necessary powers. The rivers flowing through Bromley are in the nature of streams or watercourses and the problem of river pollution in Bromley can fairly be described as insignificant.

(15) Port Health Functions

(Not applicable in Bromley.)

Housing

(1) Provision of Houses

The Council are the Housing Authority for the area, and since 1945 they have erected or acquired 1,017 houses, 614 flats and 14 shops. They also own 560 pre-war houses and possess 279 prefabricated bungalows.

A separate department manages the properties.

The Council have plans to re-develop most of the existing sites of prefabricated bungalows by the erection of three-storey flats, and their building programme provides for the clearance of the temporary bungalows by about 1961.

The Council also have 92 houses under requisition comprising 181 units of accommodation.

There are 601 names on the housing waiting list (as at April, 1958).

The Council are an exporting authority under the Government scheme for the allocation of houses in new and expanded towns.

(2) Slum Clearance

This is not a problem of substantial proportions in the borough. During the first five-year programme submitted to the Ministry of Housing and Local Government in 1955, forty houses are concerned, and so far the owners have met the Council's wishes in agreeing to demolish without the necessity for making a clearance order. Most of the forty houses referred to are isolated dwellings or small groups of houses.

(3) Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses

The Council use the provisions of Section 4 of the Housing Act, 1949, as regards loans for acquisition, construction and conversion of properties, and Section 20 relating to Improvement Grants. They also operate the Building Society Guarantee scheme.

Prior to 1955 the Council made advances for house purchase under the Small Dwellings Acquisition Acts, but now use the Housing Act powers exclusively.

Number of loans for acquisition, construction and conversion of properties since 1950	524
Total amount advanced	£804,000
Number of Improvements grant approved since 1954 . .	110
Total amount of grants made	£37,252

(4) Regulation of Buildings and Bye-laws

The Highways and Buildings Committee are responsible to the Council for the administration of the Building Bye-laws.

The Council operate under model bye-laws approved by the Minister of Housing and Local Government in 1953, and during the past year the average number of bye-law applications dealt with monthly was over 50.

Personal Health and Welfare

(1) Powers and duties under the National Health Service Acts

These powers and duties are vested by statute in the County Council, and the only part which the Council take in the administration is by their representation, by three members, on an Area Health Committee of the County Council.

(*a*) Ambulance Service

This service is operated by the County Council from a depot at Hayes Lane, Bromley, where 29 ambulances and 20 sitting-case cars are based—most of them being radio-controlled.

(*b*) Health Centres

None in the Council's area.

(*c*) Health Visitors

The County Council employ seven health visitors, and the time of one and a half T.B. health visitors is allocated to the area. The main duties of the health visitors are in connection with the Maternity and Child Welfare and the School Health Service.

(*d*) Domestic Help Service

The County Council employ a local organiser in Bromley whose task is to arrange for the provision of essential domestic help, family help and night attendant service in appropriate cases.

(*e*) Care of Expectant and Nursing Mothers and Young Children

This is a county service and includes the dental care of the mothers and pre-school children. There are seven Child Welfare Centres, three Ante-Natal Clinics and two Dental Centres, established by the Council when they were the Maternity and Child Welfare Authority. Distribution of welfare foods is also undertaken under this heading.

(*f*) Home Nursing Service

Eight home nurses are employed by the county in this authority's area. Medical certification is required to obtain the services of these officers and no night service is obtainable.

(*g*) Midwifery

The County Council employ four full-time midwives in the area, and their services may be obtained on direct application or through the patient's own doctor. The Council were directly responsible for this service prior to 1948, and were the Supervising Authority under the Midwives Acts.

(*h*) Prevention of illness, care and after-care

Kent County Council have made arrangements for dealing with tuberculosis, mental illness and defectiveness, and illness generally under this heading, and the responsible officer is the district officer whose office is at Park House, Beckenham Lane, Bromley. Health Education and follow-up arrangements with regard to venereal diseases are also dealt with under this heading. (See also under Health Education.)

(*i*) Vaccination and Immunisation procedures

Local arrangements have been made with general practitioners and at clinics, for vaccination against smallpox and anterior poliomyelitis to be undertaken. A similar set-up exists with regard to vaccination against whooping cough and diphtheria. These services are undertaken by the County Council.

(2) Mental Health Services

These services are dealt with entirely under County Council administration.

The district officer of the County Council is responsible for carrying out the formalities referring to the examination and certification of persons suffering from mental illness, and for their care and after-care. Assistant County Medical Officers undertake the ascertainment or certification of cases of suspected mental deficiency, but the district officers undertake the legal formalities associated with the admission of patients to institutions.

(3) Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

Almost all the powers under the National Assistance Acts are administered by the County Council. The Council exercise powers under Sections 31, 47 and 50 of the National Assistance Act, 1948, relating respectively to contributions to voluntary organisations concerned with old people's welfare, the removal to suitable premises of persons in need of care and attention, and the burial or cremation of any person dying within the authority's area, where no suitable arrangements are otherwise being made.

The duties undertaken by the County Council under the National Assistance Act relate to the following:

(*a*) Residential Accommodation

The County Council provides the accommodation for those in need of care and attention, and has a long waiting list for the county as a whole. In Bromley an old people's home, "Elmbank", accommodates 37 such persons. Application for admission to this type of accommodation is dealt with by a district officer stationed in Bromley.

(*b*) Welfare Services for the Handicapped

Examinations for registration of the blind, deaf and dumb are undertaken, on request, by the County Medical Officer. In the case of other handicapped persons, e.g. cripples, the district officers are empowered to make any necessary adaptations to premises, and undertake the general social welfare of such persons.

(*c*) Disabled Persons (Employment) Act, 1944

The Council are always sympathetic to the employment of persons registered as handicapped by disablement, and employ the quota laid down by the Act. A Disablement Rehabilitation Officer is available at the local office of the Ministry of Labour to advise and assist disabled persons.

(4) Care of Children

This is a County Council function administered entirely by them.

Children and young persons appearing before the Courts either on a charge or being in need of care and protection, being beyond parental control or having parents not exercising care and guardianship, etc., come under the care of the Children's Committee at Maidstone. The branch office is in Bromley.

When necessary, children are committed to the care of the County Authority. When possible, children are boarded out with foster parents and supervised by an officer of the Children's Committee. Alternatively, they may be boarded out in County Council Homes.

Foster parents are registered with the Children's Committee, those acting privately being visited by health visitors of Health Committees. Others who are prepared to accept children placed in the care of the County Council are supervised by officers of Children's Committees.

(5) Registration of Nurseries and Child Minders

This function is exercised by the County Council, and the health visitors undertake regular inspection of any premises concerned.

(6) Notification of Infectious Diseases

Notifiable diseases are notified to the Council's Medical Officer of Health and it is his responsibility to forward copies of notifications to the County Medical Officer. A weekly summary of all notifications is also sent to the County Medical Officer and Registrar General. Upon receipt of a notice of notification of a dangerous infectious disease, the home is visited by the Medical Officer of Health and/or Public Health Inspector as appropriate, and the necessary advice given. In certain cases prior to official notification, the Medical Officer of Health is called into consultation by the general practitioner concerned, in order to confirm the diagnosis.

(7) Health Education

This service is undertaken both by the Council under the Public Health Acts and the County Council under the National Health Service Acts. Talks with films and flannelgraphs are given by members of the Council's Public Health Department to interested organisations, on matters of public health interest, and the Area Medical Officer of the County Council's Health Area No. 7, also lectures on subjects relating to his side of the work. Health Education is also being undertaken on a more personal basis by the health visitors of the County Council, and the Public Health Inspectors of this Local Authority by virtue of their close contact with individual members of the public.

Town and Country Planning

(1) Town and Country Planning

The functions under Part III of the Town and Country Planning Act, 1947, have been delegated to the Council by the County Council who are the Local Planning Authority, and generally speaking, almost all development control applications are dealt with at District Council level, except those applications which the Council wish to approve, and which if approved would conflict with the Development Plan, and those relating to the Council's own development proposals. The Borough Engineer who is an associate member of the Town Planning Institute is the Council's town planning adviser.

(2) Powers and duties under the National Parks and Access to the Countryside Act, 1949

The County Council is the authority responsible for the survey of public paths, but the Council have a duty to furnish information to the County Council in that connection and in fact carried out the survey locally on behalf of the County Council.

The Council have powers exercisable with the consent of the County Council in relation to the creation of public rights of way.

Traffic

(1) Construction, improvement and maintenance of roads and bridges

The total length of roads for the upkeep of which the Council is responsible, is 91 miles, of which 24 miles are classified roads.

The Council are proceeding, whenever opportunity offers, with their policy of reconstructing all classified roads by providing reinforced concrete foundations and surfacing with bituminous macadam, on which substantial progress had been made up to the outbreak of war in 1939.

Every effort has been made to make up private streets as soon as possible after building development in such streets has been completed, and practically all roads which were laid out during the last 35 years have been made up and adopted by the Corporation. The carriageways were constructed in concrete, or hardcore and tarmacadam, dependent upon sub-soil conditions.

Footpaths were also provided in artificial stone paving, replacing brick, tar paving and other similar material, as these footpaths became unserviceable.

Important road widening schemes on through traffic roads have been carried out in order to render them more suitable to modern traffic requirements. High Street improvement is a major scheme still to be completed, and involves the widening to 64 feet of about 500 yards of this main thoroughfare (from the Central Library to Beckenham Lane).

The functions of maintenance, repair and improvement of county roads were claimed by the Council in 1929. The estimates, costs and claims for work of reconstruction, improvement, repair, maintenance and cleansing are submitted to Kent County Council.

There are two highway depots in the borough. One is situate in Waldo Road and is three acres in extent and is used for storing all the stores used for highway and sewer repairs. The depot is provided with lock-up sheds, store-keeper's office with weighbridge and a large area of open storage for stone and similar materials. It is also the depot for the engagement of labour, for which purpose there are works superintendents' and time-keepers' offices and workmen's mess room. The depot has a blacksmith's shop, carpenter's shop, repair shop, garages for refuse vehicles, lorries and road rollers, road sweepers and gully emptiers.

The other depot is in Station Road, Bromley, and is utilised for the purpose of stocking small quantities of material and street orderly trucks. It has several small lock-up stores and a small mess room.

So far as bridges are concerned, the main outstanding probelm is the widening to 69 feet of the railway bridge at the lower end of High Street at Bromley South Station. This bridge carries the A.21 London/Hastings Road, and is a bottle-neck where traffic congestion tends to occur. During the period 1936-1939, the Council prepared a scheme for widening the bridge and certain properties in connection with such scheme were then acquired. Due to Government restrictions on capital expenditure, however, it has not been possible to make any progress with the works.

(2) Street Lighting

During the past seven years the Council have spent £95,000 on street lighting, and all the main roads are now lit by means of fluorescent, sodium or colour corrected mercury lamps. Little progress has been possible in modernising the lighting of side roads, as due to the restrictions on capital expenditure imposed by the Government the Council's programme has had to be suspended during the past two years. However all new side roads are provided with an up-to-date lighting system.

(3) Naming of streets and numbering of houses

These routine functions are undertaken by the Council under their statutory powers, viz:

Naming of streets . .	Public Health Act, 1925. S.19.
Numbering of houses .	Towns Improvement Clauses Act, 1847. S.64.

(4) Parking Places

The Council have provided the following free car parking facilities in the central area:

Station Road car park—capacity 93 (close to Bromley North Station).
Queens Road car park—capacity 65.
"The Hill" car park—capacity 94 (shortly to be extended to accommodate 328 cars).

There are also authorised street parking spaces for 134 cars in or near the town centre.

The Council have reserved further areas for car parking in the Development Plan, and they have plans which when implemented will bring the total off street car parking spaces in the central area to about 1,300.

(5) Road Safety

The work of road safety in the borough is undertaken by the Bromley Road Safety Executive Committee comprising fifteen members, some of whom are borough councillors.

The committee participate in National Road Safety activities, a Road Safety Organiser is employed (his services being shared with Beckenham and Penge Councils) and the local organisation includes a Junior Accident Prevention Council and an (adult) Advisory Committee.

The secretarial work is undertaken in the Town Clerk's Department, and the Borough Treasurer's Department deals with the financial affairs of the committee.

(6) Bus shelters

The Council have given permission to the London Transport Executive to erect bus shelters on the highway wherever the width of pavement has made such an erection possible.

The Council have not provided any bus shelters themselves as they regard the matter as being essentially the responsibility of the Transport Executive.

(7) Private street works

The Council operate the private street works code laid down in the Public Health Act, 1875. Out of the 81¾ miles of district roads in the borough 14¾ miles are not adopted. Many of the unmade roads are in that state in deference to the wishes of the frontagers, who prefer to maintain the road surface under private arrangement, to preserve in many cases, a semi-rural appearance. Where the Council receive a request for making up by a majority of frontagers, they invariably take steps to meet their wishes as soon as the survey work can be put in hand and any necessary approvals are obtained. Facilities for spreading payment of private street works charges over a number of years are made available to frontagers.

As far as new estate roads are concerned, the Council ensure that these roads are made up by the Estate developers by using the provisions of Section 146 of the Public Health Act, 1875, wherever possible. Failing the completion of an agreement under that provision, deposits are taken under the New Streets Act, 1951, in appropriate cases.

PART II

OBSERVATIONS ON DEFECTS IN PRESENT ARRANGEMENTS

In complying with the Commission's request under this heading, the Council wish to make it clear that their observations are in no way intended to be a criticism of the manner in which the County Council administer the functions placed upon them by law. The observations are a criticism of the system of two-tier government now operating in Kent.

County Local Government, which at its inception in 1888 had very limited responsibility, now controls services and functions absorbing two-thirds of the rate revenue of the borough. The administrative centre of the county is 28 miles distant from Bromley and the county members are responsible for an area 80 miles across from east to west and 60 miles from north to south. There is among the people of Bromley a lack of awareness of what is going on in County Government, and the affairs of the County Council rarely receive prominence in local press reports. From basic facts such as these springs the Council's main criticism that County Local Government is remote. The County Council appear to have recognised this position and have endeavoured to meet the problem by setting up area-sub-committees, upon which County District Councils are represented, for such functions as the Health Services and Planning. As all questions of policy and finance are settled by the main county committees, these sub-committees are regarded as ineffective non-executive bodies, service upon which is both unpopular and unsatisfying.

The April, 1958, County Council elections emphasise the apathy of the public towards County Government. At those elections only 23 per cent of the Bromley electorate exercised their vote. A month later, at the Municipal elections, during the period of the bus strike, 43 per cent of the same electors voted.

The greater public apathy towards the County Council is an indication, in the Council's view, that the present system of Local Government, with its apparently illogical division of responsibility between County and County District Councils is not understood by the public who, paying their rates to the Borough Council, look to them to provide the various services.

Important factors essential to healthy Local Government are the accessibility and accountability of the elected representatives. By reason of their numerical strength alone, the 28 borough councillors are known to far more local inhabitants than the three county councillors who represent Bromley. Their meeting place is in Bromley, whereas most County Council committees necessarily meet at Maidstone. The distance which county members have to travel from all aver the county makes it necessary to hold their meetings during day-time, which inevitably limits the field from which candidates for election to the County Council can be drawn. Many able men and women who might otherwise wish to serve on the County Council, are unable to give up time during normal business hours to transact Local Authority business.

In the current financial year Bromley's rate revenue, so far as it relates to county and borough services is divided as follows:

County Council	£776,435
Borough Council . . .	£259,305

It will be observed, therefore, that the three county councillors for Bromley who are part of a Council comprising 104 members representing 56 country districts, are virtually responsible for ensuring that Bromley's contribution of £776,435 to the County Council by way of county precept is wisely and prudently spent, whereas the 28 members of the Borough Council control expenditure of only one-third of that amount.

The Council having the responsibility for collecting the rate revenues, consider that they should be entrusted with the expenditure of a much greater proportion of that revenue, by transfer of functions or by a radical change in the two-tier system of Local Government.

Since 1945 a number of important functions formerly undertaken locally with maximum efficiency and economy, and affecting closely the everyday life of the community, have been transferred to the County Council. The Council appreciate that certain selected services can be planned and administered, with advantage, over a wider area than that of an individual county district, but they are convinced that the area which Kent County Council has to administer is too large to enable its 104 members to keep in close touch with local thought and conditions in each of the 56 county districts for which they are collectively responsible. It would appear to be inevitable that decisions taken at county committees must frequently be based otherwise than on the first-hand knowledge of the members, as it is a physical impossibility for each county councillor to have a detailed knowledge of an area extending over more than 1,500 square miles.

PART III

OUTLINE SUGGESTIONS FOR REMEDYING DEFECTS IN PRESENT ARRANGEMENTS

The Council consider that implementation of the following suggestion would be a means of providing the most effective and convenient form of Local Government for the area, namely, the creation of a Joint Board to be responsible for the administration of specified first-tier Local Government services in an area comprising an appropriate number of county districts in North-West Kent within the Commission's purview, each such county district being a constituent authority of the Board.

The Council are satisfied that this would create a first-tier unit of Local Government compact in area but with a substantial rateable value, and if put into effect on a proper basis would provide a convenient effective and reinvigorated system of first-tier Local Government. The county districts would preserve their identity and civic pride, and have conferred upon them, or receive, full and unfettered delegation of all the functions which can properly be regarded as within the scope of a County District Council of adequate size and resources, e.g. the personal health services.

The Joint Board would be a precepting body and be the appropriate authority for those functions which can more effectively and economically be dealt with for a wider area than a District Council, e.g. further education, local taxation licences, ambulance, fire, etc.

It is regarded as a fundamental part of this suggestion that membership of the Joint Board should be by indirect-election from among the members of the constituent Councils. This would ensure that several members of each constituent Council were fully acquainted with the work of the Board, and that the second-tier authority would be brought more closely into the machinery of responsibility for first-tier services, instead of being largely no more than a revenue collecting agency for those services.

The constituent authorities would no doubt wish to ensure that their more able and experienced members represented them on the Board.

Local members approached by members of the public on matters dealt with at first-tier level would either have direct knowledge of them by virtue of their membership of the upper-tier authority, or be in a position to obtain the requisite information from one of those members with whom, as members of the same local Council, they would be in regular contact.

There is in being already an example of a Joint Board, indirectly elected, and serving with complete satisfaction, the authorities in North-West Kent, namely, the West Kent Main Sewerage Board, whose existence dates back to 1875. The Council have no doubt that in a similar manner the other services which call for joint action could equally well be administered on the Joint Board principle. In the Council's opinion, if the system of indirect-election is appropriate for administration of individual public services (and Parliament has set up many Public Authorities far more remote from popular vote) then it is equally appropriate for the administration of a specially-chosen limited number of services by one authority deriving its entire constitution from directly-elected Councils.

From the above suggestion, it will be apparent that the Council do not wish to be absorbed into a unit of London Government, but wish to remain as part of Kent geographically. They do urge, however, that a change in first-tier government on the lines indicated would result in a greatly improved form of Local Government for this part of Kent.

As suggested in the invitation issued by the Royal Commission, these observations are made in outline form at this stage. The Council will welcome opportunity convenient to the Commission to present their submissions in greater detail and to provide any further information the Commission may require.

June, 1958.

Supplementary Evidence submitted by the Bromley Borough Council

EXTRACT FROM REPORT ADOPTED BY THE COUNCIL ON THE 6th MAY, 1958

(D) **To become a constituent authority of a newly created Joint Board or authority responsible for the administration of specified first-tier Local Government services in an area comprising an appropriate number of existing county districts in North-West Kent within the area of review by the Royal Commission.**

This would create a unit of Local Government compact in area but with a large population and rateable value. Such a system would appear to this committee to be the best method of preserving the separate identity and local interest of each county district, with direct public access at each local Town Hall or Council Offices to all departments of the county district services, while, at the same time, ensuring a strong unit of combined administration for those services which must be provided over a wider area than that of a single county district.

Moreover, of all the possibilities which the committee have considered, this proposal best fulfils in their opinion the requirement expressly charged upon the Royal Commission that their recommendations shall be such as will "better secure effective and convenient Local Government".

It is envisaged by the committee that such a joint authority—which need not be a large body, say one representative per £200,000 rateable value which would nevertheless give greater numerical representation than the county districts now have on the County Council—would be the first-tier precepting authority and be directly responsible for services such as the following:

Ambulance.
Civil Defence.
Commission of the Peace.
Coroners.
Diseases of Animals.
Fire.
Further Education.
Local Taxation Licences.
Quarter Sessions and Probation Service.
Remand Homes and Approved Schools.

Examples of other services which would be planned and financed at first-tier level, but administered entirely at second-tier (county district) level are these:

Children Act functions.
Classified Roads (and Bridges).
Education and associated functions (except further education).
Part III Health Services (except ambulance).
Registration of Births, Deaths and Marriages.
Social Welfare (including old people, blind welfare, handicapped persons, mental health).
Town Planning (including National Parks Act functions).

The County District Councils within the area of the joint authority would have functions such as the following directly conferred upon them:

Agriculture—Fertilisers and Feeding-stuffs.
Allotments, Smallholdings.

Baths.
Car Parks.
Cemeteries and Crematoria.
Food and Drugs inspection.
Highways (except Classified Roads).
Housing.
Levying and collections of rates.
Libraries, Art Galleries, etc.
Licensing of places of entertainment.
Markets.
Milk and Dairies.
Parks. Open Spaces and Recreation Grounds.
Petroleum Storage.
Physical Training and Recreation Act, 1937.
Refuse collection and disposal.
Sanitary and other local public health services.
Sewers and drains.
Shops Acts.
Slaughterhouses.
Street cleansing.
Street lighting.
Weights and Measures inspection.

It would be proposed that the second-tier authorities should have the right of direct access to Government departments in respect of all the services which they administer.

A separate directly-elected County Council for a combination of county districts in North-West Kent would conform to the basic principle in mind that the first-tier services should be administered by an upper-tier authority within reasonable reach of all the areas administered, and by members generally more familiar with the whole district than county members responsible for a county the size of Kent can hope to be. Whether the members were directly-elected or indirectly-elected, the compactness of the area would make it more convenient for meetings to be attended, and evening meetings would become a possibility. This is not feasible in the case of county meetings at Maidstone where members come from all over Kent, restricting county membership generally to those who can undertake day-time public business. Contraction of the upper-tier area should widen the scope for able men and women to take direct a part in Local Government.

Among other reasons why the committee favour indirect-election to the suggested joint authority are these:

1. The District Council would be brought directly into the machinery of responsibility for the first-tier services instead of being, largely, no more than a revenue collecting agency for those services.

2. Local Council members are generally better known than County Council members; the existing division of responsibility between the two is not always understood by members of the public; and the Local Town Hall or Council Office is not their common meeting ground; local members contacted by members of the public on first-tier matters administered by the suggested joint authority would either have direct knowledge of them because of their membership of the upper-tier authority or be in a position to obtain information from one of the local representative members with whom, as members of the same local Council, they would be in regular contact. Unless members of the County Council happen to be members of the local Council this regular contact is now missing and might well be absent from the alternative of direct-election to a North-West Kent County Council.

3. The functions to be performed by the County District Councils and the suggested joint authority amount together to no more than those undertaken by a County

Borough Council where one annual local election suffices for all Local Government purposes.

One familiar local example of a rate-supported indirectly-elected public authority through which County District Councils combine for local government purposes is the West Kent Main Sewerage Board, whose existence dates back to 1875. Another public authority whose constitutional dependence on indirect-election is not generally appreciated is the Metropolitan Water Board first set up by an Act of 1902. Another, of post-war origin, is the Kent River Board.

In the committee's opinion, if the system of indirect-election is appropriate for administration of individual public services (and Parliament has set up many public authorities far more remote from popular vote) then it is equally appropriate for the administration of a specially-chosen limited number of services by one authority deriving its entire constitution from directly-elected Councils.

Town Clerk,
Bromley.
7th July, 1958.

Evidence submitted by the Dartford Borough Council

The Dartford Borough Council ask that the members of the Royal Commission will report and recommend to Her Majesty's Government that the Borough of Dartford shall be excluded from the area of Greater London, in respect of which the Commission will submit recommendations.

The whole of the members of the Council, of whatever political opinion, are completely unanimous in this request.

On the 9th September, 1957, the Minister indicated that he had under consideration the terms of reference of the Royal Commission, and as regards the area, he considered that for this purpose the Greater London area should include Dartford.

On the 2nd October, 1957, the Council protested to the Minister, in the strongest possible terms, at the inclusion of the Borough of Dartford in the Greater London area; a copy of the relevant correspondence is set out in Appendix "A" attached hereto.

It is now a matter of record that the Minister did not alter his view and the Greater London area, as defined in the Local Government Act, 1958, includes the Borough of Dartford.

An Outline Statement was submitted to the Commission, and particular reference is made to paragraph 2 of the joint observations of the statement; a copy of the Outline Statement is attached as Appendix "B".

The Council can advance three cogent reasons why the Borough of Dartford should not be included in the Greater London Area, viz.:

1. Dartford is in fact and by tradition an important and independent industrial and market town in North-West Kent, providing employment and facilities of all sorts and kinds for its residents and for a large number of people who live in the adjoining rural district lying to the south and east.
2. Dartford is largely separated from the London conurbation by green wedges.
3. Dartford ought manifestly to be considered in the review of Kent in conjunction with the adjoining rural area.

1.—Practically from time immemorial Dartford has been a separate community and is quite distinct from London or Greater London. It still retains the character it has assumed over the years of a township providing the industrial business and shopping centre for the borough and the surrounding rural district. It never has been in any sense a dormitory suburb, nor is its nature suburban.

HISTORY

Dartford takes its name from the ford over the River Darent and it is referred to in the Doomsday Book as "Tarentefort".

It is an old market town, rich in history and tradition, and the ancient Watling Street passing through the town became the highway of commerce and transport between London and the Continent. It is recorded that as early as 1085 Dartford possessed two mills, two wharves, a church and three chapels. The Dartford Vicarage was instituted round about 1258 and the Dartford Priory was founded by Edward III in 1349.

From early time, Dartford has been the market centre for the surrounding district, Dartford Market having been one of the oldest in existence. There seems little doubt that a market existed in this town in the time of the Saxon Kings. The Parish Church too is of early foundation and it is known that it was restored about 1470. The Dartford Grammar School was founded in 1576 and the first bank in the town was opened in 1805.

The industrial history of Dartford goes back to very early days and in the time of Edward the Confessor there were two flour mills belonging to the Crown in the neighbourhood.

The first iron splitting mill in the Kingdom was set up here as long ago as 1595.

The engineering works of Messrs. J. & E. Hall Limited, were established in 1790, and now employs several thousand persons engaged in the manufacture of commercial refrigerators, cold stores, escalators and lifts which have a world-wide reputation.

The first gunpowder mill was established in 1732 and was the precursor of the large works of Messrs. Vickers-Armstrong Limited, one of which is in Dartford today.

The first paper mill was established in Dartford shortly after 1580 by Sir John Spielman. This industry is still one of the most important in the town, with three large mills in operation, the manufacture of greaseproof paper at the first mill of its kind in England having been started a few years before the war.

Other important industries which have been established comparatively recently include fine chemicals (The Wellcome Foundation), instrument making and many smaller trades. The borough thus has now an important range of light and heavy industries employing both men and women. It is well established that the local industries absorb a considerable proportion of the workable population of adjoining areas particularly the rural district as well as residents in the borough.

Some of the outstanding events which have influenced the growth and importance of the town in recent times were the opening of the navigation canal leading from the River Thames to Dartford where extensive wharves have been constructed and there is a large traffic by river barges in connection with the Port of London; the foundation of the Dartford Gas and Light Company in 1826; the opening of the North-Kent railway line in 1849; the commencement of the public distribution of electricity in 1902 and the starting of light railways in 1906.

Since about 1890 six large hospitals have been built in and around the town, including the smallpox isolation hospital on the marshes.

POPULATION AND AREA

In 1881 the population of Dartford was 10,163. By 1901 it had risen to 18,643 and has risen steadily since that date, until in 1939 it was estimated to be 35,590, and at the present day, the estimated population is over 43,000.

Up to 1938 the birth rate was slightly lower than the average rate for the country, but since 1938 has remained slightly higher. The death and infant mortality rates have, except in one or two years, been considerably lower than the rates for the country as a whole.

There has been residential development corresponding to the rise in population. Between 1900 and 1939, 7,341 dwelling houses were built in Dartford, more than half of them in the period between 1930 and 1939. Of this number 1,172 were built by the Council.

Since the war the Council have built 2,481 houses and 1,189 have been built by private enterprise, and at the same time a considerable number of houses destroyed by enemy action during the war have been rebuilt.

The number of separate dwellings in the town is now nearly 13,000. Most of the residents are engaged in the industries of the town and the dormitory population consisting of people working in the London area is comparatively small.

The area of the borough is 4,292 acres.

CONSTITUTION

In 1814 Commissioners were appointed by Act of Parliament to carry out the duty of lighting, watching and improving the town of Dartford.

Under the Public Health Act, 1848, Dartford was constituted a Local Government District in 1850 with a local Board of nine members.

By virtue of the Public Health Act, 1875, the Local Board was constituted the Urban Sanitary Authority for the Local Government District of Dartford; and on the passing of the Local Government Act, 1894, the Local Board became the Urban District Council for the Urban District of Dartford, and the number of members was increased from nine to fifteen.

Dartford was created a Municipal Borough by Charter of Incorporation granted on the 25th August, 1933, and the provision was made for the borough to be divided into six wards, each returning three councillors, who with six aldermen made a total Council of twenty-four.

RECORD OF ADMINISTRATION

The Dartford Council claims to have been both enterprising and progressive in its policy, and to have effectively administered the area of the borough in accordance with the best traditions of English Local Government.

They have taken advantage of new legislation and have made bye-laws for the good government of the town.

The following particulars under paragraphs (i) to (xv) are given in support of this statement and should be read as supplementary to those details already given and set out in Appendix "B".

(i) Housing

The Council has always adopted a progressive policy with regard to housing, and commenced the provision of Council housing immediately after the First World War under the Act of 1919 having constructed 1,172 houses before 1939. One of the pre-war estates included bungalows for old people and shopping facilities. At the end of the war the Council completed the pre-war estates and also purchased an area of land of 273 acres to the north of the town for the construction of a further large estate for a population of some seven or eight thousand persons.

The development of this area as the Temple Hill Neighbourhood Unit is nearing completion, 2,331 houses have been erected, which, with the shopping centres, schools, churches, community buildings, playgrounds, open spaces and other amenities provides a complete neighbourhood unit on modern planning lines.

The houses and flats on the Temple Hill Estate are mainly of the traditional brick type and the development includes several blocks of three-storey flats, four-storey maisonettes and two-storey flats for old people; houses convertible into two maisonettes and self-contained houses, and old people's houses with special amenities. Further details are given in Appendix " B."

Since the war the Council have also completed the erection of 156 houses on their old estate.

In spite of the Council's active policy in regard to the provision of houses there still remain about 1,300 applicants on the Council's waiting list and it is clear that the Temple Hill Neighbourhood Unit will not accommodate all those in need of houses.

Owing to the lack of available building land in the town there is no possibility of making much further provision for housing within the present borough boundary, other than on the 32 acres of land owned by the Council and at present available in the south of the borough. The Council will, therefore, have to consider for their future housing needs going into the adjoining rural areas to the east and south of the borough where land is available within the general framework of the Greater London Plan.

Besides the applications already on the Council's waiting list there is a continuing demand for the provision of houses in connection with the Council's slum clearance proposals which are dealt with separately.

(ii) Housing Conditions and Slum Clearance

Between 1920 and 1938, as a result of action taken under the Public Health and Housing Acts some 6,000 houses were made fit under the provisions of the Housing Acts, 1930 and 1936, and altogether a total of 125 houses were demolished in the immediate pre-war period. In the same period approximately 3,000 houses were fully inspected and recorded for the purpose of the Housing Consolidated Regulations. Since the war, remedial action has been taken, where necessary. There are 203 houses in the Council's slum clearance programme of which 57 are still to be reported for action.

There was only one area in the town where housing conditions are so unsatisfactory as to require immediate action, and this area comprising 125 houses was represented by the Medical Officer of Health as a Clearance Area. The land has been cleared and acquired by the Council with adjoining land for redevelopment which is likely to proceed in the near future.

69 visits were made in connection with proposals to apply for Improvement Grants as a result of which 20 premises received Improvement Grants during the year.

(iii) Public Libraries and Museum

In the Outline Statement of evidence submitted by the Council no reference was made to the Public Libraries and Museum Services. It was understood that this aspect of the Local Government service would be dealt with by the committee appointed by the Minister of Education to consider the structure of the Public Library Service.

The Council desires to submit evidence as to the operation of the public libraries and the museum in Dartford.

The present central library building was opened in 1916 with the aid of a grant from the Carnegie Trustees, and building extensions took place in 1937, at a cost of over £10,000. The departments include adult lending and reference libraries, a children's library, a reading room and a museum. In addition, two branch libraries serve the eastern and western parts of the borough (the latter is now in process of being rebuilt at a cost of £6,000).

The total book stock has risen from 8,350 in 1916 to 78,896 by 1959. Of this total, over 40,500 are non-fiction books of a permanent rather than ephemeral nature. The number of registered readers is now nearly 18,000.

Perhaps the most impressive evidence of development is contained in the annual total of books issued, the following figures being given at ten-yearly intervals:

1921. Total books issued	107,795
1931. " " "	220,654
1941. " " "	305,950
1951. " " "	453,549
1959. " " "	755,219

Since April, 1948, a scheme of co-operation has been in force between the Borough Council and Kent County Education Committee whereby "out-district" readers (i.e. people living in Kent County but outside the borough) may use the library without paying any subscriptions themselves. On the 31st March, 1959, the number of "out-district" readers totalled 2,973, over 73 per cent of whom reside in the Dartford Rural District.

The Council gives full support and encouragement of all local groups and societies concerned with various cultural, educational and hobby activities, including a local Art Group, Gramophone Society, Antiquarian Society, Stamp Club and Townswomen's Guild. Many residents of the Dartford Rural District play their full parts as members of these and other organisations providing for specific leisure-time activities.

The Children's Department was reorganised and opened as a separate children's library in July, 1947, and in addition to the normal lending and reference library facilities, story-hour sessions and competitions, exhibitions of child art, film shows, etc., are regularly held as well as meetings of special children's groups including the Junior Stamp Club, the Play-reading Circle, and the Junior Gramophone Society. Many children residing in the Dartford Rural District are attending schools in the borough and such children make full use of the facilities freely offered to them in the children's library. The number of current children's tickets in force at 31st March, 1959, was 6,206.

Last year the stockrooms and washrooms were increased and reorganised at a cost of over £2,000, and this year work is being carried out on extensive reorganisation of the reference library and reading room and the cost of this work is estimated at £730, to bring both the reference library and reading room in line with modern standards of interior library planning and design.

Additional services provided from the central library include special loans of collections of books to local schools and hospitals in the borough. Ten schools and three hospitals make use of this service; facilities are also provided for the aged and infirm by a mobile book service, whereby the library takes books to the homes of readers who are incapacitated in some way. Provision is also made for the supply of books in Braille and "talking books" for blind readers in the borough.

In 1955/6 the Council completely reorganised the Borough Museum at a cost of approximately £1,000. That the work of modernisation was successful is evidenced by the fact that attendance figures of visitors to the museum have doubled in the years since reorganisation.

Local interest is the paramount consideration in the material displayed and the existence of so many exhibits with a local connection reflects the rich historical heritage of the town. Parties of visitors from schools and organisations in the borough and the surrounding rural district regularly visit the museum. In the summer months the visitors to the museum include many from overseas countries.

The high standard of the library service is evidenced by the fact that on a statistical basis alone of the number of books issued annually per head of population, the figure for Dartford for the year 1957-58 was double the national average. With this standard and the sound and extensive stock of books available at the central library, a satisfactory library service could be provided and to a degree is in fact already being provided in part for the surrounding rural district.

(iv) Parks, Open Spaces and Allotments (see also Appendix B)

The Borough of Dartford is well provided with parks and open spaces, there being approximately 1,100 acres set aside for this purpose, comprising Central Park (26¼ acres), Hesketh Park (10 acres), Dartford Heath (340 acres), twelve smaller open spaces (5 acres). St. Edmunds Pleasance (2 acres), an old burial ground was recently laid out by the Council and there is approximately 18 acres of land partly laid out and partly reserved for open spaces at Temple Hill Neighbourhood Unit.

The parks are well laid out providing a variety of activities and include many interesting horticultural features. There are 200 feet of glass houses where 35,000 bedding plants are produced annually.

Facilities for recreation include: 7 association football pitches, 3 bowling greens, 2 cricket grounds, 15 grass tennis courts, 2 hard tennis courts, 1 hockey pitch, 2 putting greens, ¼-mile running track and ¼-mile cycling track. There are children's playgrounds, a large paddling pool, open air stage and sports pavilions. Galas, entertainments and band performances are given during the summer months. In particular the Dartford Gala at August week-end draws thousands of people to the Central Park from the outlying areas.

The cricket ground at Hesketh Park is of a high calibre and for many years was used for minor county matches. Following the erection of a new large pavilion in 1956 it has attained full county status. The new pavilion is also used in winter for indoor bowls, being used by clubs from all parts of Kent. The Council have now under consideration the provision of a running and cycling track and stadium upon land reclaimed by controlled tipping of refuse.

In connection with the new Temple Hill Neighbourhood Unit land has been acquired for ample parks and recreation ground facilities. One area has been reserved for a recreation ground and numerous smaller areas are being provided.

The present area of open space per 10,000 population is about 95 acres which compares very favourably with the proposals in the Greater London Plan for communities in the green belt area, which recommends 70 acres of open space per 10,000 population excluding school playing fields.

There are 596 permanent allotments, the majority of which are 10 rod plots.

(v) Highways

There are 46·5 miles of public highways in the town, 16 miles of them being classified roads.

All the adopted roads in the borough are maintained by the Council except the Dartford Southern By-Pass Road which now forms part of Trunk Road A.2. In the few years before the war practically all the main roads in the town were reconstructed and widened where possible, many district roads were improved.

The possibility of improving the flow of traffic in the centre of Dartford is limited, however, and it is desired to preserve the friendly market town character. The discontinuance of the trolley-bus service has given the Council an opportunity to provide a comprehensive one-way working system to ease the traffic flow and this will be in the hands of the Ministry of Transport very shortly. At the same time the removal of the standards will enable the lighting to be improved on the main roads in the town centre by means of wall mounted units to do away with lighting columns and increase footway spaces and a start has been made on this work. But taking a longer view the council have obtained provision in the town map for an internal ring road to by-pass all through traffic from the town centre and enclosing about 50 acres of shopping and business area. The Council are now commencing the purchase of properties affected and the construction of the ring road is likely to be started in stages in the comparatively near future.

A programme of private street improvement works was carried to such a stage that there are remaining in the town very few private streets still unadopted and requiring attention. Since the incorporation of the borough in 1933, about 14·5 miles of private streets have been made up and taken over.

The Corporation has adopted modern methods of construction and maintenance for the highways under their control and has assembled a considerable quantity of plant for dealing with this work. In particular it may be noted that on their Temple Hill Estate the Council have carried out large scale experimental work on the construction of highways by the method of soil stabilisation and have purchased and had constructed plant, and equipped a laboratory for the more efficient carrying out of this cheap and expeditious method of road construction.

See also Appendix "B".

(vi) Sewerage (see Also Appendix B)

There are now no houses in the borough without individual sanitary accommodation.

The Corporation's sewers are connected to the West Kent Main Sewerage Board's main outfall sewer by means of a pumping station. A station of larger capacity is nearing completion, which will deal with up to 9,000 gallons per minute.

(vii) Water Supply

There is only one house in the Borough Council's area without a main water supply. Connection of the main supply to this property, a farmhouse, is to take place shortly.

(viii) Cleansing

Since the war the Council have pursued an active policy with regard to public cleansing. They have purchased a new fleet of refuse vehicles for regular weekly collection of refuse and salvage, purchased a second gully and cesspool emptying machine and have improved their system of street sweeping by the purchase of mechanical equipment.

Refuse is disposed of by controlled tipping. There are many areas where minerals have been excavated which can be reclaimed by tipping and there are ample areas for this purpose which will serve for many years to come.

Salvage has been collected since the early days of the war and salvaged materials are regularly sorted and sold at a depot which has been set up for this purpose.

See also Appendix "B".

(ix) Planning

The Council have adopted in the past an active policy with regard to planning and have had an operative scheme since 1933 for a considerable area of the town. Subsequent resolutions were passed covering the remaining areas of the borough. The Council was formerly a constituent member of the North Kent Joint Planning Committee, and since the passing of the Town and Country Planning Act, 1947, have been represented on the Thameside Area Sub-Committee of the Kent County Council Planning Committee. The County Council has delegated extensive powers under the Act to County District Councils and the Borough Surveyor deals in general with all planning applications under the Act or the Advertisement Regulations except where it is desired to grant permission for development, which would be contrary to the zoning in the approved town map when recommendations are submitted to the Council. The Borough Council are now in course of preparing their recommendations in connection with the first quinquennial review of the Development Plan.

(x) Health Services (see also Appendix B)

8,773 visits were made in 1958 for the purpose of inspecting houses and these inspections resulted in 2,060 re-inspections and 328 houses being repaired.

The Council have co-operated with the Battersea Polytechnic in the Government Post-war Training for Sanitary Inspectors and eight pupils have received practical training in the department.

Infestations by rodents were dealt with at 211 premises in 1958.

Routine observations are kept on industrial smoke emission, and advice is given where cause for complaint is found. 258 visits were made in 1958.

Prior to the coming into operation of the National Health Service Act, 1948, the Council operated a Maternity and Child Welfare and Ante-natal Clinic at a permanent building in Market Street. At the time of handing over there were four afternoon sessions and one morning session for child welfare work, and the ante-natal clinic was held weekly. The Council were active in providing ancillary services including free milk, dental and orthopaedic treatment, and specialist services. The provision of maternity accommodation in local hospitals was arranged. A Home Help Scheme was instituted in 1938, and the number of applicants was increasing steadily.

Diphtheria immunisation was started in 1935, and steadily increased, and whooping cough immunisation has been carried out since 1943, with the parents consent.

The Council had since 1935 conducted one of the few birth control clinics which are operating in the district, and advice is given by a consultant where birth control is necessary on medical grounds. In recent years it has been necessary to double the number of sessions owing to the number of patients attending from areas outside the borough, including the area of the Rural District Council.

(xi) Swimming Baths, Slipper Baths and Public Conveniences (see also Appendix B)

The Council's open air swimming bath was opened in 1910, and is well patronised. The bath was reconstructed and enlarged before the war and a filtration plant and heating plant for the water were then installed. At this time the Council had a project for the construction of a covered swimming bath but the war necessarily led to this project being postponed. The slipper baths were opened in 1931, comprising five baths for each sex. During 1958, the number of people attending these two establishments were respectively:

Swimming Baths	63,200
Slipper Baths	19,980

There are also public conveniences adjoining the slipper baths, at the Brent, Market Street, and in each of the parks. Further conveniences are to be provided at Temple Hill and at the western end of the borough.

(xii) Food and Drugs and Shops Acts and Factories Acts Administration (see also Appendix B)

The Council has been the Food and Drugs Authority since 1939—173 samples were taken in 1958 of which 140 were genuine.

The following table shows the number of food shops in the borough and the number of visits made during 1958. Where a shop has more than one trade or business, inspections are recorded under heading of the predominant trade.

Premises	*Number of Premises*	*Number of Visits*
Bakehouses	6	37
Butchers	26	155
Cafes and Restaurants	65	352
Confectioners	32	151
Fish Fryers	11	49
Fishmongers	4	20
Greengrocers	33	137
Grocers	81	298
Ice Cream Premises	93	91
Licensed Premises	48	144

119 notices were served as a result of the above inspections.

Regular inspections of slaughter houses, restaurants and cafes are made, and in particular detailed surveys have been carried out of the latter premises to ensure the implementation of the Food Hygiene Regulations.

Particular attention has been paid to the manufacture of ice cream in connection with the Ice Cream (Heat Treatment) Regulations, and as a result of continued educational measures the bacteriological quality of ice cream in the district has shown a considerable improvement.

Regular inspections are also made to ensure strict compliance with the regulations concerning knackers yards, milk supply, and the Shops Acts. 193 visits were made to shops for the purposes of the Shops Act in 1958 and 7 notices were complied with.

Factories: The following table gives details of the number of factories in the Council's area, the number of inspections made and notices served by the Council's Public Health Inspectors.

Number of Factories with Mechanical Power.	*Number of Inspections made.*	*Number of Notices served.*
165	391	33

Number of Factories without Mechanical Power.	*Number of Inspections made.*	*Number of Notices served*
12	63	2

Further premises in which Section 7 Factory Act, 1937, is enforced by Local Authorities:

Number of Premises	34
Number of Inspections made	91
Number of Notices served	8

(xiii) Petroleum and Hackney Carriage Control

The Council have appointed their Chief Public Health Inspector as Hackney Carriage Inspector and Petroleum Act Inspector, and their duties under the appropriate Acts and Regulations are properly administered.

(xiv) Finance

Dartford is a very prosperous borough deriving its financial strength from its position as a shopping centre for a large rural area and from its large industrial firms dealing with engineering, paper making, chemistry, etc.

An analysis of the rateable value of the borough shows that properties affected by the Rating and Valuation Act, 1957, in the main, shop and office properties, comprise 21 per cent of the total rateable value. This is higher than any of our neighbours and would indicate that Dartford is a market town having within its area several large hospitals, cinemas, etc., which cater for a large incoming population.

The average weekly National Savings in the borough during the month of March, 1959, was £44,450.

The financial resources of the borough have expanded rapidly over the past forty-five years and the following figures indicate the flexibility and financial stability of the borough.

	Population	*Area* Acres	*Rateable Value* £	*Rateable Value per head of Population* £ s. d.	*Rate Levied* s. d.	*Product of 1d. Rate* £	*Loan Debt* £	*Loan Debt per head of Population* £ s. d.
1914	25,937	4,234	126,706	4 17 8	7 6	478	166,302	6 8 3
1959	43,140	4,292	690,392	16 0 0	20 8 est.	2,850	*4,605,448	106 16 0

* Housing £4,408,000.

Under the Local Government Act, 1958, Dartford is a gaining authority and as such has to make a transitional payment of £4,871 per annum.

The percentage analysis of total rateable value is as under:

Domestic	52·8 per cent
Properties affected by R. & V. Act, 1957	21·0 „ „
Industrial and Transport	13·9 „ „
Gas and Electricity	2·6 „ „
Crown Properties	5·9 „ „
Others	3·8 „ „

2.—Dartford is divorced from the London conurbation by a series of green wedges which provide for all practical purposes a continuous break in the built-up areas of Crayford and Bexley on the one hand and Dartford on the other.

At the point where the old London/Dover Road (The Roman Watling Street) enters the borough, there has been sporadic roadside development, later called ribbon development, dating from the early nineteenth century. This narrow neck of development on the south side of the Dartford Road at the Crayford boundary has been slightly extended in a southerly direction, but the links between this development in Crayford and the adjoining development in Dartford area at the London/Dover Road and at Chastilian Road (on the south boundary) only.

The only remaining built-up link is at Cold Blow, Bexley, which consists almost entirely of perimeter development.

The whole western boundary of the borough runs through open country, the open and agricultural character of which has been zealously guarded over the past 25 years of intensive residential development for just that reason of containing the Greater London expansion in accordance with the proposals of the Abercrombie Plan which have been largely incorporated in the Kent Development Plan.

Further points have been adequately made in the Council's preliminary proof of evidence (see Appendix B) distinguishing Dartford from Greater London—the completely different character of the town which is very largely supported by its own industries as distinct from the residential dormitory suburbs of Greater London—the market town, shopping and business centre atmosphere of Dartford which has intensified and strengthened in recent years and the geographical boundary of the Cray Valley which could with very little boundary adjustment become a natural boundary to Greater London.

In contradistinction on the eastern and southern boundaries between the borough and the rural district, there are a number of points where development is continuous and the boundary completely indistinguishable. In this connection one would site the rural parishes of Stone and Wilmington, where the boundary is built over for considerable distances and development to the south of Princes Road.

3.—Dartford looks to a review of the area of the borough in conjunction with the populated areas to the south and east, and this is in fact the same view which was expressed to the Boundary Commission to whom the Borough Council gave evidence in 1948.

COMMUNITY OF INTEREST

There is a definite community of interest between Dartford and surrounding rural area. Dartford has been the market and shopping centre of this district for centuries and it is still the centre of nearly all the Dartford Rural District for most purposes.

So far as shopping is concerned this is well illustrated in the diagram prepared by the Kent County Planning Officer under the heading "Characteristics of Urban Districts and Shopping Centres used by Villages", as the result of investigations carried out by him and published in the report, "Planning Basis for Kent", which shows that the shopping of the rural area is done in Dartford.

The plan attached to the application shows that the main lines of road communication and public transport services converge upon Dartford and that the natural system of drainage is, for the greater part of the area, by the main sewer of the Darent Valley Main Sewerage Board which runs along the valley of the River Darent and drains the whole of the surrounding countryside, through the Dartford sewers to the West Kent Main Sewerage Board Works.

Apart from the Rural Council Offices which have recently been moved to Swanley all public services are to be found in Dartford, and in fact the town of Dartford is the official business and industrial centre and focal point of the area. There is a comprehensive country 'bus service connecting Dartford with the rural area to the south-east of the borough.

The people in the rural area have to come to Dartford not only for their shopping, but as required to attend the Employment Exchange, Magistrates Court and County Court, Borough Council Offices, Hospitals, Ministry of National Insurance, Ministry of National Assistance, Police, Education, Registration of Births, Deaths and Marriages. The Borough Council and the Rural District Council work closely together on matters of joint interest. On other occasions the areas have made joint representations on matters concerning their common welfare.

A considerable part of the rural district is in fact a dormitory zone for workers in the industries of Dartford. Certain rural parishes such as Stone and Wilmington are indistinguishable from the borough.

Besides the resident and industrial population in the rural area, the agricultural population is mainly engaged in intensive market gardening and fruit growing activities for the London market and its activities seem to be complementary to the industrial activities of the town.

DEVELOPMENT OR ANTICIPATED DEVELOPMENT

As the industries of the town are diversified they are not subject to very violent fluctuations of employment. They are well established and there is likely to be continuity of employment at least at the present level. If this forecast is correct then there is a great need for further housing accommodation either in the town or in the immediate vicinity, because it can be shown that a very large number of persons have to travel considerable distances every day into Dartford to work who would, if they could, wish to be accommodated somewhere near their place of employment.

In these circumstances there seems some justification in suggesting that the administrative area should be so adjusted as to permit of this anticipated influx of population being accommodated in a manner as nearly as can be in conformity with the Greater London Plan. This quite clearly cannot be done within the present confines of the Borough of Dartford and the borough would look for a restriction of the present green belt preventing the extension of the borough to the south and east.

THOMAS ARMSTRONG,
Town Clerk.

COUNCIL OFFICES,
DARTFORD.
June, 1959.

APPENDIX A

WHITEHALL,

LONDON, S.W.1.

9th September, 1957.

SIR,

ROYAL COMMISSION ON GREATER LONDON

I am directed by the Minister of Housing and Local Government to refer to his announcement in the House of Commons on 29th July (Hansard, Col. 920) that a Royal Commission was to be appointed to consider and report on Local Government in Greater London.

The Minister has under consideration the advice that he should give the Prime Minister with regard to the terms of reference and the boundaries of the area to be reviewed.

He has it in mind that, broadly, the terms of reference should be "to examine the present system and working of Local Government in the Greater London area; and to recommend the local government structure, and the distribution of local authority functions, which would best secure effective and convenient local government in the area".

His intention would be that "Local Authority functions" should be taken as including the functions discharged by statutory water undertakers and as excluding police functions.

As regards the area, the Minister considers that for this purpose the Greater London area should be taken to mean the Metropolitan Police District together with the City of London, the Boroughs of Romford, Dartford and Watford, the Urban Districts of Hornchurch, Caterham and Warlingham, Walton and Weybridge, Rickmansworth and Chorley Wood, and the Parish of Watford Rural in the Rural District of Watford.

The Minister would be obliged if you would inform him, as soon as possible, and in any event not later than 4th October, whether your Council has any comment to make on either the terms of reference or area under consideration.

You will appreciate that the precise terms of reference as finally embodied in the Royal Warrant may in any event require a different form of words from that suggested in this letter.

This letter is being sent to all local authorities and statutory water undertakers concerned in the area proposed for review.

I am, Sir,

Your obedient Servant,

(Signed) P. ALLEN.

The Clerk of the Authority

(certain local authorites.)

COUNCIL OFFICES,
DARTFORD, KENT.

2nd October, 1957.

THE SECRETARY,
MINISTRY OF HOUSING AND LOCAL GOVERNMENT,
WHITEHALL, S.W.1.

MADAM,

ROYAL COMMISSION ON GREATER LONDON

I have to refer to the Minister's letter of the 9th September regarding the proposed terms of reference and the boundaries of the area to be reviewed by a Royal Commission to be appointed to consider the report on Local Government in Greater London.

My Council have given careful consideration to the description of the area proposed as the Greater London Area for this purpose, and I have been instructed to protest to the Minister in the strongest possible terms against the inclusion of the Borough of Dartford in this area.

The Borough of Dartford has always regarded itself and has always been regarded by successive Ministers, particularly from the aspect of town and country planning, as a separate entity, within the County of Kent. It is a market town of considerable antiquity and tradition with its own long established industries and was a thriving community long before the intervening areas between it and London were developed at all.

Dartford is the market centre for the surrounding area, particularly the districts to the east and south of the borough.

All public services and public offices concerned with the administration of both the Borough of Dartford and the Dartford Rural District Council are to be found in Dartford, and in fact the town of Dartford is the official centre and focal point of the area.

The people in the rural area have to come to Dartford not only for their shopping, but as required to attend the Employment Exchange, Magistrates Court and County Court, Council Offices, Hospital, Ministry of National Insurance, Ministry of National Assistance, Police, Education, Registration of Births, Deaths and Marriages.

A considerable part of the rural district is in fact a dormitory zone for workers in the industries of Dartford. Certain rural parishes such as Stone and Wilmington are hardly distinguishable from the borough.

The Greater London Plan proposals recognised the division between Dartford and the Greater London dormitory area and provided for a green wedge extending from the River Thames southwards dividing Dartford from the Metropolitan Police area and the outer suburban residential development which had engulfed adjoining districts.

The inhabitants of the town still regard themselves firstly as Dartfordians and secondly as inhabitants of the County of Kent, and the most cordial relationship has existed between the Council and the Kent County Council.

In Dartford development has been rapid since the last war, and the borough is now fast reaching full development residentially. The industries are thriving and it is becoming increasingly evident that further expansion of the residential areas will be needed to house the employees of these industries. For some years past and for the future too, the Council can only look to the south and east for expansion, whether by persuading the Minister to release the too tightly drawn green belt surrounding Dartford. It should be noted, however, that the movement is away from London. Dartford Heath (an area of Common Land held upon perpetual trust) on the south of the A.2 and Dartford Marshes to the north of the old Watling Street, effectively screen Dartford from London Development.

It should also be noted that by the inclusion of Romford and Hornchurch as forming part of Greater London a consistent boundary is formed across the River Thames with the boundary of Crayford.

The result of consistent and conscious efforts by the Local Authority at the behest of succeeding Ministers has been to retain the character of Dartford as a market town, a separate entity with a community spirit and tradition all its own divorced from the Greater London sprawl. Even today with modern transport facilities Dartford has little in common with the neighbouring residential dormitory to the west.

Dartford forms the centre point of a system of radiating bus routes serving the outer-lying villages, whereas the only real link between Dartford and London is coach and railway services. In the latter connection some significance might be erroneously attached to the fact that Dartford forms the terminus of three branch lines. The fact that Dartford is the terminus for suburban lines arises only from its geographical location whereby it is a convenient junction just outside the areas the lines serve where all three can join and does not reflect a travelling need from Dartford itself. Such use as is made by workers in Dartford of the railway is in the opposite direction to the flow of rush hour traffic, i.e., into Dartford from the new dormitory suburbs, but this is of a minor character.

It is also submitted that the area known as the Greater London area was intended to describe that extensive outer ring around London wherein in more recent times Londoners have built their houses. The term describes an area which is largely residential and consists for the most part of dormitory suburbs supplying living accommodation for persons working in London.

Dartford is primarily an industrial town and a large proportion of its population is employed in its own industries of engineering, papermaking, flour-milling and chemicals and in the shop businesses etc., serving the town itself. It is a self-contained community, to an extent independent of London as a source of employment.

My Council, therefore, ask that Dartford should be excluded from consideration as part of the Greater London Area as its associations are primarily with the neighbouring rural areas of the County of Kent to the south and east of which it forms the social and economic centre.

It has been their view that when consideration is given to the review of county districts in Kent the claims of Dartford to be associated more closely with the contiguous surrounding districts should be put forward.

If in spite of the Council's representations that Dartford has little or no associations with the London conurbation, the Minister decides that the area should be included in the area to be considered by the Royal Commission, the Council hope that this will be on the understanding that if their representations to the Commission result in the district being disassociated from the Greater London area they may still have an opportunity of expressing their views on the re-organisation of districts in the County of Kent.

The intimate association between the borough and the adjoining areas to the east and south makes it desirable that they should be considered as one administrative unit; and to terminate the Greater London area with the borough boundary would be entirely artificial.

Having made these observations upon the boundary of the area proposed to be included in the review, the Council would not dissent from the proposed terms of reference of the Royal Commission.

I am, Madam,

Your obedient Servant,

(Signed) THOMAS ARMSTRONG,

Town Clerk.

APPENDIX B

Copy of an Outline Statement previously submitted by the Dartford Borough Council

TABLE OF CONTENTS

Page
History 122
Geography 122

Education

(i) Generally . . . . }
(ii) Youth Employment . . . . } 122

Environmental Health

(i) Baths, Washhouses and Bathing Places 122
(ii) Control of Watercourses, Ditches and Ponds . . . . }
(iii) Disinfestation of Premises and Articles . . . . . }
(iv) Drainage of Trade Premises . . . . }
(v) Mortuaries and Post-Mortem Rooms . . . . . . }
(vi) Public Conveniences . . . . } 123
(vii) Refuse Collection and Disposal . . . . }
(viii) Regulation of Buildings and Sanitation of Buildings . . . }
(ix) Sewerage and Sewage Disposal . . . . }
(x) Street Cleansing . . . . }
(xi) Burial Grounds, Cemeteries and Crematoria . . . . . }
(xii) Parks and Open Spaces . . . . }
(xiii) Physical Training and Recreation Act, 1937 . . . . . } 124
(xiv) Prevention of River Pollution . . . . }
(xv) Port Health Functions . . . . }
(xvi) Rodent Control . . . . }
(xvii) Atmospheric Pollution . . . . }
(xviii) Shops Act . . . . } 125
(xix) Food and Drugs Act, etc. . . . . }
(xx) Milk Supply . . . . }

Housing

(i) Provision of Houses 125
(ii) Slum Clearance . . . . }
(iii) Acquisition and Improvement of Houses . . . . . . } 126

Page

Personal Health and Welfare

(i) Powers and Duties under the National Health Service Acts
(ii) Mental Health Services 126
(iii) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944
(iv) Care of Children
(v) Registration of Nurseries and Child Minders
(vi) Infectious Disease 127
(vii) Non-Infectious Disease
(viii) Hospitals
(ix) Health Education
(x) Generally 128
(xi) The Administrative Position of the Medical Officer of Health

Town and Country Planning

(i) Generally
(ii) Powers and Duties under The National Parks and Access to the Countryside Act, 1949 128

Traffic

(i) Construction, Improvement and Maintenance of Roads and Bridges
(ii) Street Lighting 128
(iii) Naming of Streets and Numbering of Houses
(iv) Parking Places
(v) Road Safety 129
(vi) Bus Shelters
(vii) Private Street Works

General Aspects of Finance Administration 129

General Observations

1. Various Services
  (*a*) Education
  (*b*) Planning 130
  (*c*) Personal Health Services
  (*d*) Land Drainage
  (*e*) Weights and Measures—Shops Act 131
  (*f*) Generally
2. Boundaries of Area under Review
3. Local Government in London and Kent 132

HISTORY

Dartford is a market town of considerable antiquity and tradition with its own long established industries of paper-making, engineering and chemicals, and was a thriving community long before the intervening areas between it and London were developed at all.

GEOGRAPHY

The town of Dartford forms the natural confluence of road routes serving the Darenth Valley, and areas to the east. It is a market centre and houses the public services required by the inhabitants of the borough and the surrounding rural area and villages to the east and south of the borough.

Parts of the rural parishes of Stone and Wilmington are hardly distinguishable from the borough.

EDUCATION

(i) Generally

The education service in Dartford is administered through the North-West Kent Divisional Executive Committee of the Kent Education Committee. This committee also covers the areas of Erith Borough, Crayford Urban District and part of the Dartford Rural District, and its office is situated in Dartford.

Under the schemes of divisional administration, the divisional executive is concerned with local administration of primary and secondary education, and of certain minor further educational establishments and facilities.

The Council appoints six members to the committee and nominates representatives on the various governing bodies.

A new area technical college has been built in Dartford since the war, as the centre for advanced engineering and other technical education.

In 1576 three men donated property in the centre of Dartford, the income from which was to found a grammar school for boys. The school is now a voluntary controlled school with its own Board of Governors.

The grammar school for girls was established in 1904, and is controlled by a body of secondary school governors.

The Dartford College of Physical Education, formerly the Bergman Osterberg Physical Training College was founded in Dartford in 1875, and has now become famous throughout the world. The college is now administered by Trustees and a Committee of Management.

(ii) Youth Employment

There is a bureau situate in Dartford, covering the Dartford Borough, Crayford Urban District and part of the Dartford Rural District.

ENVIRONMENTAL HEALTH

(i) Baths, Wash-houses and Bathing Places

The Council have provided an open-air swimming bath which has been modernised from time to time and they have in mind the desirability of providing a more commodious and conveniently situated swimming bath when economic circumstances permit. They also have for many years provided slipper baths at an establishment in the centre of the town.

(ii) Control of Water Courses, Ditches and Ponds

Apart from the River Darent, owing to the geological formation in the area, there are few or no natural watercourses, ditches or ponds in the area. The River Darent is supervised by the Kent River Board and the low lying marsh land to the north of the town near the River Thames which is below high water mark is drained by an artificial system of ditches and watercourses for the drainage of agricultural land, some of which are maintained by the River Board.

(iii) Disinfestation of Premises and Articles

Premises infested with bed bugs, fleas, lice, etc., are disinfested free of charge by a labourer attached to the Public Health Department whose time is devoted to disinfection, disinfestation and removal of obstructions from sewers.

(iv) Drainage of Trade Premises

The drainage of trade premises is controlled by the Corporation in association with the sewage disposal authority, the West Kent Main Sewerage Board.

(v) Mortuaries and Post-mortem Rooms

The Corporation have a public mortuary but at the present time have made arrangements with the Dartford Hospital Management Committee for the use of a more conveniently situated and up-to-date mortuary.

(vi) Public Conveniences

The Corporation have provided public conveniences in various parts of the town and are now making provision for further conveniences to be provided.

(vii) Refuse Collection and Disposal

House and shop refuse is collected weekly from all premises and waste paper and other materials are salvaged and sold. The Corporation have provided a fleet of vehicles for this purpose, to which additions are made from time to time to maintain the standard of collection as the number of dwellings increases and to keep the fleet up-to-date.

All premises in the Council's area are provided with galvanised iron dustbins for the storage of household refuse. In 1952 the Council adopted a scheme whereby in the event of satisfactory provision for storage of refuse not being made by either the owner or occupier of the premises, the Council undertook to provide a suitable bin and make a charge, at present 7s. 6d. per annum.

Refuse disposal is by means of controlled tipping and land reclamation.

(viii) Regulation of Buildings and Sanitation of Buildings

New buildings and alterations to buildings are controlled by bye-laws based on the model code and the Corporation employ Building Inspectors to supervise the work.

(ix) Sewerage and Sewage Disposal

The town is drained on the separate system, almost complete systems of sewers and surface water sewers having been provided by the Council. Practically all the houses in the district are connected to main drainage. The sewers connect to the main sewer of the West Kent Main Sewerage Board of which the Council is a constituent member and which body is responsible for the disposal of sewage. The Council and its predecessors have provided and maintained a sewer running through the borough which is the means of communication by which a sewer draining the area of the

Darenth Valley is connected to the West Kent Main Sewer. This sewer, therefore, carries the sewage from a large part of the Dartford Rural District contiguous to Dartford.

The main drainage system and arrangements for disposal are generally satisfactory and should not be disturbed.

With the exception of four houses which are subject to a demolition order, all houses in the Council's area have individual sanitary accommodation. Obstructions in combined drains and sewers are dealt with forthwith upon complaint, by the Council's disinfector and drainage labourer.

(x) Street Cleansing

The streets are regularly scavenged. Those in the centre of the town are cleansed at least once daily; about 16 per cent of the streets are cleansed three times or more weekly; over 25 per cent are cleansed twice weekly and practically all the remainder weekly—a mechanical road sweeper being employed. The gullies are regularly emptied and the Council maintain two gulley emptying machines.

(xi) Burial Grounds, Cemeteries and Crematoria

The Corporation maintain two burial grounds. Adjoining one the Corporation own a considerable area of land for further extension. Part of this land is shortly to be laid out as an extension to the burial ground. The Corporation have joined with the Corporation of Woolwich and other authorities in the setting up of a crematorium at Eltham.

(xii) Parks and Open Spaces

The Council maintain extensive parks and open spaces, and maintain Dartford Heath which is an open space of more than local significance.

The Central Park which comprises 26 acres, is situated in the centre of the town and extends southwards along the River Darent to the open country. The park contains ornamental gardens and facilities for all types of outdoor recreation and entertainment.

On the east side of the town, situate on the old Brent, is the Hesketh Park, covering an area of 10 acres, comprising a first class cricket ground, used for county matches, and other recreational facilities.

The Council has provided a number of smaller open spaces in various parts of the borough, and they have purchased and propose to lay out a large area of land for playing fields adjoining the residential neighbourhood now being developed at Temple Hill.

(xiii) Physical Training and Recreation Act 1937

The Council provided a community centre, which however, has been closed owing to lack of support. Playing fields and recreational facilities had in general already been provided at the date of coming into operation of this Act.

(xiv) Prevention of River Pollution

This function is dealt with in part by the Kent River Board, and in part by the Port of London Authority.

(xv) Port Health Functions

The functions of Port Health Authority for the Port of London are dealt with by the Corporation of the City of London.

(xvi) Rodent Control

A full-time rodent operator is engaged by the Corporation. Domestic premises infested by rats or mice are dealt with free of charge. A charge to cover material and labour is made in the case of business premises.

(xvii) Atmospheric Pollution

The Council has taken full advantage of any legislation enabling it to control the emission of smoke in its area. Bye-laws made under Section 104(1) of the Public Health Act, 1936, limiting the emission of black smoke to not more than two minutes in any period of 30 minutes were made by the Council in 1953. In 1952 the Council was responsible for the setting up of the Thames-side Advisory Committee for the Abatement of Atmospheric Pollution (now the Thames-side Joint Committee for the Abatement of Atmospheric Pollution). Twelve local authorities are represented on this committee. The committee maintains 23 deposit gauges, 22 lead peroxide gauges and 2 volumetric apparatus (more of these are being provided).

(xviii) Shops Act

In addition to administering the sanitary provisions of the Shops Act, 1930, the Council is also responsible for the enforcement of the provisions relating to hours of employment.

(xix) Food and Drugs Act, etc.

All premises used for the preparation and sale of food, including factory and school canteens, are inspected at frequent intervals. The Council is the Food and Drugs authority and samples of the Food and Drugs are submitted to the County Analyst for examination.

(xx) Milk Supply

The borough is part of an area designated as a "specified area" in accordance with the Milk (Special Designations) (Specified Areas) Order, 1956. It is estimated that over 90 per cent of the milk sold in the Council's area is pasteurised. Samples of milk are submitted for examination at frequent intervals.

HOUSING

(i) Provision of Houses

The Council has adopted a progressive housing policy, and under the Housing Acts of 1919, 1923 and 1924, 1,172 houses were built, of which number 1,049 are still under Council ownership.

After 1945, three small sites were used for 100 temporary prefabricated bungalows, and then a permanent estate of 156 houses was planned and completed. At the same time, the Council were planning and constructing their largest estate—the Temple Hill Estate—neighbourhood unit. This estate, now nearing completion, has its own shops, schools, churches and community centre. A large community is accommodated in one to four-bedroom type houses, flats and maisonettes. Today the number of properties tenanted on the Temple Hill Estate exceeds 2,000.

The Housing Department is responsible for the general management of the whole of the Council's houses, which at the 1st April, 1958, total 3,334.

A scheme operates whereby maintenance and repair of the properties is carried out by direct labour, supplemented by work carried out by contractors as occasion requires.

Applications are accepted from anyone who can satisfy the requirement of either a past or present residence in the borough, or alternatively, a present employment in the borough. Every category of housing need is taken into account.

Priority for ill-health is given but only if first initiated by the family doctor writing direct to the Council's Medical Officer of Health who studies the facts and suggests to the committee the number of additional points appropriate. Exceptional scope for priority is given for cases of infectious tuberculosis and the effectiveness of such priorities has been noteworthy amongst the chest clinic and general practitioners. The enthusiasm with which the Council have used their housing services for the prevention of tuberculosis is illustrated by the erection, in 1950, of eight specially designed houses for the tuberculous.

(ii) Slum Clearance

There are approximately 13,000 houses in the Council's area, and of this number approximately 3,334 are municipally owned. Land suitable and available for the development of further municipal housing sites is very limited.

The Council has always been energetic in administering the provisions of the housing legislation in connection with the repair or demolition of unfit houses and as a result of steady progress in this field, the Council's slum clearance programme submitted in 1955 was a comparatively small one, providing for the demolition of 176 houses. Amendments to the proposals since that time have resulted in the addition of 33 houses. The programme is proceeding satisfactorily. Closing or demolition orders have been made or undertakings accepted in 100 cases.

Statutory overcrowding in the Council's area is virtually non-existent.

(iii) Acquisition and Improvement of Houses

The Council have for many years operated a scheme under the Housing Act to facilitate the acquisition of houses by individuals. At the present time owing to the economic situation the Council are limiting their advances to houses not exceeding £1,500 in value.

Since the coming into operation of the Housing Act, 1949, the Council has encouraged property owners to take advantage of the Improvement Grant Scheme, and in all cases a grant of 50 per cent of grant earning works of improvement has been made.

There is one well maintained residential caravan site in the Council's area for which planning permission has been given for the stationing of ten caravans.

PERSONAL HEALTH AND WELFARE

(i) Powers and Duties under the National Health Service Acts

(ii) Mental Health Services

These services are provided by the Kent County Council.

(iii) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

The Borough Council arrange for the burial of persons found dead within the area and from time to time utilise the provisions of the Acts relating to the removal to hospital of persons who by reason of age or infirmity are incapable of looking after themselves.

The Council employ registered disabled persons as required by the Ministry of Labour.

(iv) Care of Children

(v) Registration of Nurseries and Child Minders

These functions are exercised by the Kent County Council.

(vi) Infectious Diseases

Outbreaks of infectious disease have been studied with thoroughness. These outbreaks have meant a considerable number of home visits by the Council's Public Health Inspectors for the purpose of advising the households, and for the collection of pathological specimens. In the last dysentery outbreak 1,800 stool specimens were collected by the Public Health Inspectors.

In regard to winter epidemics there has been close co-operation with the family doctors, with the chemists, with the local registrar, and with the hospital pathologist for the purpose of detecting their arrival, and personal visits have been made to the homes of the patients by the Medical Officer of Health for the purpose of obtaining blood and garglings for virus identification.

The homes of poliomyelitis cases are also visited personally in order that problems arising either at work, school or at home can be met by advice which is backed by intimate knowledge of the circumstances.

Tuberculosis has received particular attention in regard to the detection of un-notified cases. The chest clinic is informed of any deaths appearing in the returns or other sources of information of the existence of tuberculosis up to then unknown. There is in the borough a hospital for the treatment of cases of tuberculosis and the co-operation of this hospital is meticulous in matters of notification and revision of diagnosis.

The Public Health Laboratory Services have been called in to the Sewage Works in the borough to ascertain the risks associated with the return of sludge to the land as fertiliser, and as a result a hitherto unobserved risk concerning the dissemination of food poisoning organisms has been disclosed.

Infectious disease rarely limits itself to the borough and consequently liaison with neighbouring authorities is necessitated.

Efforts have been made to place the notification of infectious disease on a sound basis. The notification of chicken-pox, which involved considerable clerical effort, has been stopped. The Council has endeavoured to put an end to the notification of measles. Schedule 10 of the National Health Service Act, which requires a copy of every notification to be sent to the Local Health Authority, causes a waste of effort.

(vii) Non-Infectious Diseases

The study of non-infectious disease is unique for a borough of this size. Every death is not only classified by age and sex and by international classification, but also by social class with a view to analysing the disease pattern of the district. The Council have obtained standardised mortality figures for cancer of the lung and we are now studying the deaths from bronchitis. There is close co-operation with the local Registrar of Births and Deaths.

Births are classified according to the social class of the father with a view to observing the characteristics of the future generation that is being created.

(viii) Hospitals

There are four hospitals in the borough with some 900 staffed beds, and one of these is for the reception of infectious disease including a smallpox hospital which serves the whole south-east of England. There is also a mental hospital with a population of 2,500. All these hospitals at times require some attention from the Public Health Office.

(ix) Health Education

This is a responsibility of the Kent County Council.

(x) Generally

The ambulance services, midwifery services, home nursing services and mental deficiency services seem to be adequately provided for by the County Council and residential accommodation for the aged seems to be up to as high a standard as possible.

(xi) The Administrative Position of the Medical Officer of Health

This has inflicted upon it the difficulties of a part-time appointment, this officer being employed by one other district local authority and also by the Local Health Authority.

TOWN AND COUNTRY PLANNING

(i) Generally

The Council have been concerned with planning for many years and have had an operative scheme for part of the town since 1933. The County Council has delegated extensive powers under the Town and Country Planning Act, 1947, to the Council.

(ii) Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The Council have prepared lists of public footpaths under the Act, and have utilised the provisions of the Act in connection with the diversion of and in opposition to the closing of footpaths.

TRAFFIC

(i) Construction, Improvement and Maintenance of Roads and Bridges

The Council maintain all the roads in the borough with the exception of the Trunk Road, A.2, which is maintained by the Kent County Council on behalf of the Minister of Transport. As economic circumstances permit the Council are proceeding with the improvement of the roads in the borough and in order to relieve the traffic problems in the area they decided in 1946 that it would be necessary to relieve the traffic congestion in the town by the construction of an internal ring road. This proposal has been inserted in the Development Plan and certain properties necessary to be acquired for the construction of the road have been purchased.

The Council also maintain bridges by arrangements with the Kent County Council.

(ii) Street Lighting

The Council have as a policy decided to bring the lighting of the town up to the modern standards laid down by the Departmental Committee on Street Lighting. A section of the trunk road, A.2, has been lighted to Grade A standard and proposals have been put up to the Ministry of Transport for the lighting of the remainder of the road which is expected to be completed during the next financial year. All new roads in the borough are being lighted up to Grade B standard and the Council have schemes for the improvement of the lighting of certain main roads and district roads during the next financial year, the object being to bring up to the requisite standards all the lighting in the town.

(iii) Naming of Streets and Numbering of Houses

The Council have exercised their powers relating to the naming of streets and the numbering of houses for many years.

(iv) Parking Places

The Council have been much concerned since the war to provide adequate parking facilities where possible and have provided new car parks. They hope when the internal ring road is proceeded with to be able to incorporate parking places round the periphery of the centre of the town in order that adequate accommodation may be provided for cars close to the main shopping area.

(v) Road Safety

The Council have for many years set up and operated a Road Safety Committee with representatives of the police, public transport, teachers and the local authorities, serving upon it. This committee have made valuable suggestions to the Council's Highways Committee, and has been active in the dissemination of road safety propaganda of all forms.

(vi) Bus Shelters

A number of shelters have been provided by the London Transport Executive, but the Council have also provided two shelters and have pressed and are continuing to press the London Transport Executive to provide an adequate number of shelters.

(vii) Private Street Works

The Council has not been able to proceed with any private street improvement works since the war as the economic circumstances have made the Ministry of Housing and Local Government reluctant to agree to any works being carried out. Although there are a number of roads requiring to be made up, the problem in Dartford is not very large and should circumstances permit it would be possible to proceed with the making up of the worst of the roads with no very great difficulty.

GENERAL ASPECTS OF FINANCE AND ADMINISTRATION

Dartford is a very prosperous borough deriving its financial strength from its position as a shopping centre for a large rural area and from its large industrial firms dealing with engineering, paper making, chemistry, etc.

The financial resources of the borough have expanded rapidly over the last forty-five years (as following figures will show) and would be very much stronger if the value of premises for rating purposes had been based on current values. Domestic premises are based on hypothetical 1939 rents, shops on 80 per cent of their present day values and industrial premises on 25 per cent of present day values. It is proposed in the Local Government Bill that industrial premises should be valued on 50 per cent instead of the existing 25 per cent and this would result in an additional £50,000 approximately, based on existing figures.

The Corporation are responsible for many of the services given in Appendix "B" and the following list shows the estimated expenditure and rate charge for 1958/59 of the main services which are separately costed.

	£	d.
Baths, Wash-houses, Bathing Places	6,576	2·65
Public Conveniences	938	·38
Refuse Collection and Disposal	25,198	10·16
Sewerage and Sewage Disposal	8,736	3·52
Street Cleansing	11,375	4·59
Burial Grounds, Cemeteries and Crematoria	5,288	2·13
Parks and Open Spaces	24,043	9·70
Provision of Houses	19,843	8·00
Construction, Improvement and maintenance of Roads and Bridges	45,642	18·40
Street Lighting	13,335	5·38
Parking Places	405	·16
Road Safety	233	·09

The following figures indicate the flexibility and financial stability of the borough.

	Rateable Value	*Rateable Value per head of Population*	*Rate Levied*	*Product of 1d. Rate*	*Loan Debt*	*Loan Debt per head of Population*
	£	£ s. d.	s. d.	£	£	£ s. d.
1914	126,706	4 17 8	7 6	478	166,302	6 8 3
1959	609,152	14 7 0	19 4	2,480	*4,366,394	102 16 8

*Housing £4,178,500

Average weekly National Savings in the borough during the month of March, 1958, £36,951.

In the paper issued by the Ministry of Housing and Local Government under the title of Local Government Bill—Hypothetical Illustration of Approximate effect of Financial Provisions, Dartford does not receive a deficiency grant.

GENERAL OBSERVATIONS

(1) Various Services

(*a*) Education

Whilst the Council consider that this service should be administered upon the widest possible basis, so far as the formulation of general policy is concerned, there is nevertheless in the Council's opinion a strong case for extending the powers of divisional executives, who might well be given responsibilities for the day-to-day administration of primary and secondary education, leaving in the hands of the County Councils the co-ordination of general policy, finance, the provision of buildings and supplies, further education, youth employment and agricultural education, as being those parts of the education service most economically administered over a wider area.

(*b*) Planning

A large measure of day-to-day administration, planning powers and advertisement control has been delegated to Borough and Urban District Councils in Kent, but it is nevertheless felt that the whole process of delegation is wasteful in the extreme of administrative effort and time.

It is recognised that this again is a service in which the co-ordination of a general policy calls for a wide area, and for this reason it is felt that the County Council could retain responsibility for the preparation and amendment of the Development Plan, after consultation with the Borough and Urban District Councils concerned and for dealing with applications for the grant of planning permission which is desired to be granted contrary to the provisions of the Development Plan.

Subject to these reservations, the planning and advertisement control powers should be vested in Borough and Urban District Councils who already deal with the detailed administration of practically the whole of this work, and have the requisite experience and staff. The proposed alteration would result in a saving of administrative costs on the part of the county council by the avoidance of duplication in work.

(*c*) Personal Health Services

With the exception of certain aspects of this service, namely the Ambulance Service, the provision of Old People's Homes under the National Assistance Act and Care of Mental Defectives, the Council are of opinion in the light of its experience since the time when these services were transferred to the County Council, that administration over a wide area has not resulted in any material saving and economies which might be set off against a sense of remoteness and unresponsiveness to local needs, which is now felt at local level, despite the efforts of the staff employed locally. It is suggested that these services could be rendered by Borough and Urban District Councils, without any increased expenditure and with a resultant benefit to local inhabitants.

(*d*) Land Drainage

The Council consider that there should be direct representation of local councils upon the Kent River Board, in addition to representation through the County Council.

(*e*) Weights and Measures—Shops Act

The Council consider that these two matters both of which involve in the main the enforcement of statutory provisions might be usefully amalgamated, and operated at local level. In a borough or urban district with a population of say 60 to 80,000 there would be ample work for an inspector combining both functions, who would have the advantage of working in close collaboration with the Food and Public Health Inspectors. No advantage can be seen in dealing with the Weights and Measures Service on a county basis.

(*f*) Generally

All other services at present under the control of Borough and Urban District Councils are considered to be essentially local services and should remain as such.

(2) Boundaries of Area under review

The Dartford Borough Council has already protested to the Ministry of Housing and Local Government against the inclusion of the Borough of Dartford within the Greater London area, giving reasons for their considered opinion that the borough should be excluded. The Minister has, however, declined to amend the area originally proposed for review.

The Council wishes to state that the borough is not part of the Greater London area as it is divorced geographically, socially and economically from that conurbation, and is of opinion that the borough forms part of the County of Kent, and should therefore form part of the area to be reviewed by the Kent County Council pursuant to the provisions of the Local Government Bill.

The character of Dartford as a market town is the result of its history and position. Consistent efforts have been made to keep the town separate from suburban sprawl of Greater London and it remains the shopping and business centre serving the surrounding rural area with which there is a definite community of interest. Amongst the long established industries there have been substantial extensions to the engineering, paper-making and fine chemical industries during recent years, as well as an increase in the number and type of light industrial concerns. By reason of its diversified industries, Dartford is a self-contained community to an extent independent of London as a source of employment.

By reason of its character as a shopping and business area and a centre of employment, Dartford is the centre of a system of country bus routes serving the outlying villages which have developed residentially to a considerable extent since the war to house, to some degree, persons employed in Dartford. Shopping facilities have also increased, and a number of large trading and multiple establishments have extended or are extending their premises to meet the demand from shoppers of Dartford and district.

Upon reference to the plan accompanying this statement it will be noted that the western boundary of the borough commences at the River Thames and thence crosses open marsh, heath and agricultural land throughout the whole of its length, except the narrow neck of development on both sides of the Dartford Road (the old London-Dover Road). The natural boundary between the developed suburban area and Dartford is the Cray Valley. The districts lying to the west and south-west of the borough such as Crayford, Bexley and Chislehurst and Sidcup have their own shopping areas, and to a very large extent have no community of interest with Dartford.

A green wedge extends south from the River Thames dividing Dartford from the Metropolitan Police area and the outer suburban residential development in Crayford and Bexley.

To the south of the Dartford Road lies Dartford Heath which is zoned as part of the Metropolitan Green Belt. Further to the south the boundary passes through the green belt area of Joydens Wood.

Thus on its western boundary there is no continuous development linking Dartford to Greater London other than an old ribbon development along Dartford Road. This conception of a break between London and Dartford is not only contained in the Kent Development Plan but was implemented in the Greater London Plan.

The borough is now reaching full development residentially. For some years past and for the future too, the Council can only look to the south and east for expansion by persuading the Minister to continue to release the too tightly drawn green belt surrounding this part of Dartford.

The proper meaning to be attributed to "Greater London" is that extensive outer ring of development around London, which apart from local shops and businesses serving the needs of the inhabitants is almost wholly a dormitory area having little or no native resources or industries. To extend this area to take in a separate township, one can presume, only on the basis that it comes within an arbitrary radius from the centre of London is both artificial and unimaginative.

The community of interest is not with the areas to the west, but those to the east and south of the borough and parts of the rural parishes of Stone and Wilmington are already indistinguishable from Dartford. The inclusion of Dartford within its present boundaries in the review area results in a completely artificial boundary of the Greater London area.

On the other hand the Council hope that the Royal Commission will accept that if it is deemed preferable to include Dartford for consideration as part of the Greater London Area, it will be on the understanding that if ultimately the Commissioners' recommendations exclude Dartford, the Council may still have an opportunity of expressing their views on the reorganisation of the County Districts in Kent.

(3) Local Government in London and Kent

The Council do not propose to submit any observations with regard to Local Government in London.

The Council consider that Greater London should be dealt with separately from the London area, and should not be comprised in the area of one very large authority. Without necessarily criticising the present administration of the London County Council it is suggested that to extend this area further would result in the creation of an authority which would be administratively unwieldy, remote and unresponsive to local needs and feelings, without necessarily resulting in any further economies or administrative benefits. The primary consideration in the Council's view is to balance responsiveness to local needs and conditions with an area consistent with efficient and economical administration. Bearing in mind this fundamental consideration, the Council are of opinion that the problem of local government in Greater London can best be dealt with by retaining a two-tier system.

The largest powers consistent with efficient administration should be conferred directly on the second-tier authorities, namely the Borough Councils or Urban District Councils. This presupposes that units were of sufficient size and capable of administering the proposed enlarged functions. Such authorities should have a population of at least 60,000 and appropriate boundary adjustments should be made so as to rationalise present boundaries to get rid of any anomalies and to amalgamate the few small authorities to form most purpose authorities of the size indicated. Such authorities will have the requisite experience, tradition and financial resources to provide economically the various services previously listed in a manner adequate to the needs of the locality and yet responsive to local feeling, and reflecting the wishes of local inhabitants.

The Council would not claim that the conferment of these powers would necessarily result in more efficient administration than the present county administration, although it would not be less efficient. The Council wishes to stress that administration within the framework of general policy should be carried out locally by locally elected people.

One need only consider the general apathy shown at county council elections as against municipal elections to realise the feeling of remoteness from the County Council in the minds of local inhabitants. If interest in Local Government is to be maintained and fostered this apathy must be fought and it is felt that local administration is more effective in this respect and out-weighs any theoretical advantages obtainable by administration in very large units.

The Council considers that with minor adjustments it already has an organisation and staff capable of dealing with all those services of which it already has control, together with the additional services previously indicated, and that in the interest of efficient administration could provide all such services.

THOMAS ARMSTRONG,
Town Clerk.

COUNCIL OFFICES,
DARTFORD.
9th May, 1958.

NOTE: Appendix C—a development map of the Borough has not been reproduced with this publication.

Evidence submitted by the Erith Borough Council

After approval of the following reports, the Erith Borough Council reached the general conclusion that more efficient and economical administration of the services referred to in the reports could be secured by the amalgamation of Erith with neighbouring authorities to form a county borough or "most purpose" authority and with regard to functions which should be administered over a wider area than the proposed county boroughs, these, so far as they are not already dealt with by existing bodies such as the Metropolitan Police or the Metropolitan Water Board, should be dealt with by the Central Government.

J. A. CROMPTON,
Town Clerk.

April, 1958.

CONTENTS

Service	*Authority responsible*	*Officer reporting*	*Para. on report*
Education			
Education. (Agricultural Education and Youth employment service)	C.C. through the N.W. Kent Divisional Executive	T.C.	1
Environmental Health			
Baths, Wash-houses and bathing places	B.C.	No comment	
Control of watercourses, ditches and ponds	B.C. in conjunction with Kent Rivers Board	B.S.	1
Drainage of Trade premises	B.C.	B.S.	2
Disinfestation of premises and articles	B.C.	M.O.H.	9
Mortuaries and Post Mortem rooms	B.C. in conjunction with Crayford and Bexley	M.O.H.	1
Public conveniences	B.C.	No comment	
Refuse collection and disposal	B.C.	B.S.	3
Regulation of building and sanitation of buildings	B.C.	No comment	
Sewerage and sewage disposal	B.C. in conjunction with West Kent Sewerage Board	B.S.	4
Street cleansing	B.C.	No comment	
Burial grounds etc. Parks and open spaces	B.C.	No comment	
Powers and duties under the Physical Training and Recreation Act, 1937	B.C. concurrently with the C.C.	No comment	

Service	*Authority responsible*	*Officer reporting*	*Para. on report*
Prevention of River pollution	P.L.A.	T.C.	2
Port Health functions	P.L.A.	No comment	
Housing			
Provision of Houses. Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses	B.C.	T.C.	3
Slum clearance	B.C.	M.O.H.	2
Regulations of buildings and Bye-laws	B.C.	No comment	
Personal Health and Welfare			
Powers and duties under the National Health Service Acts	C.C.	M.O.H.	3
Health education	B.C. and C.C.	M.O.H.	3(*c*)
Registration of Nurseries and Child Minders	C.C.	M.O.H.	4
Mental Health Services	C.C.	M.O.H.	5
Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944	C.C.	M.O.H.	6
Care of Children	C.C.	M.O.H.	7
Notification of Infectious Diseases	B.C.	M.O.H.	8
Town and Country Planning			
Town and Country Planning. Powers and duties under the National Parks and Access to the Countryside Act, 1949	C.C. with delegation to B.C.	B.S.	5
Traffic			
Construction, improvement and maintenance of roads and bridges. Street lighting	B.C. district roads and claimed roads. C.C. classified roads. Ministry of Transport trunk roads	B.S.	6
Naming of streets and numbering of houses. Parking places	B.C.		
Road safety	B.C. in conjunction with Crayford and Bexley	B.S.	7
Bus shelters	B.C. and London Transport Executive	B.S.	8
Private street works	B.C.	No comment	

C.C.—Kent County Council. B.C.—Erith Borough Council.
P.L.A.—Port of London Authority.

1. Education (Agricultural Education and Youth Employment)

Up to 1944 Erith was a Part III Education Authority and handed over an efficient and satisfactory service. The present arrangement whereby these are dealt with by the County Council through the North-west Kent Divisional Executive are generally satisfactory to the Borough Council and they would desire this arrangement to be preserved but with wider powers to the Divisional Executive and less detailed control. It could, however, be improved by the extension of the area to cover the Borough of Bexley, which could be achieved by the formation of a county borough for this area.

2. Prevention of River Pollution

These powers are administered by the Port of London Authority so far as the River Thames is concerned and the Kent Rivers Board in respect of other watercourses. The exemption of the London County Council from the provisions of the Port of London Authorities Acts is a serious weakness as it prevents that authority from taking any effective action to deal with a body who have been for many years responsible for serious pollution of the River Thames.

3. Housing

Is dealt with entirely by the Borough Council who have provided since the Second World War a total of 1,110 permanent dwellings and 364 temporary dwellings in spite of the heavily built-up area and consequent difficult nature of the few sites available for building.

A very successful Direct Labour Building Organisation has been built up which has completed 588 permanent dwellings at an average saving of at least £150 each against contract costs.

Under the Small Dwellings Acquisition Acts and Section 4 of the Housing Act, 1949, 2,147 advances have been made and improvement grants have also been made in appropriate cases.

J. A. CROMPTON,
Town Clerk.

BOROUGH SURVEYOR

The following are my observations on those items listed in Appendix 'B' which would be affected by any change in the present form of administration:

1. Control of Water Courses and Ditches

Under the existing arrangements, this section is the joint responsibility of (*a*) the Borough Council in respect of watercourses and ditches generally; and (*b*) the Kent River Board in respect of such watercourses as have been classified "main rivers".

The arrangement works well within the existing legislation and I can see no advantages in altering the present set-up, even assuming there was amalgamation of the units within the area of the Board, as there is a negligible overlapping of functions. Nuisances in any watercourse causing conditions prejudicial to health would be dealt with by the Medical Officer of Health in any set of circumstances.

2. Drainage of Trade Premises

Alteration of status would not affect this particular section unless the sewage disposal works were brought within the area and under the control of the new authority.

3. Refuse Collection and Disposal

The collection of house and trade refuse is essentially a localised service and no material increase of efficiency could be anticipated as a result of any alteration of the area of the local authority. Minor improvements might be effected in connection with the collection from what are at present boundary areas.

The disposal of refuse depends mainly on the facilities available for disposal and the distance of the haul to the tip. In Erith, conditions are excellent from an economic standpoint as refuse is tipped into barges and disposed of outside the district, the point for loading to barge being conveniently situated. The disposal of refuse from additional areas by the same method would increase the haulage distance and consequently the cost and might show no economy over the present costs in such cases.

In the long term view, very large tipping accommodation within Erith is likely to become available in perhaps twenty years and may well solve the disposal problem not only for Erith and adjoining areas but for a considerable part of South-east London.

4. Sewerage and Sewage Disposal

(*a*) Sewerage

Present arrangements within the area are sound and no material improvements could be effected as a result of amalgamation.

(*b*) Sewage Disposal

This is at present carried out by the West Kent Main Sewerage Board and would not be affected by amalgamation. Maximum benefits are derived by regional disposal by modern plants.

5. Town and Country Planning

The Town and Country Planning Act, 1947, provided that the County Council was to be the Local Planning Authority. The Act made provisions for certain powers to be delegated to district councils which the Erith Borough Council has been administering under a Deed of Delegation. The Deed commits the Borough Council to administer those matters which are essentially of local concern and in accordance with the Development Plan. Proposals not in accordance with the Development Plan and which the Borough Council are not prepared to refuse must be submitted to the County Council for determination. The present arrangement is logical in that each authority should not administer Town Planning Control unrelated to regional and national planning. The County Council requires to be supplied with a copy of every application before final determination (a safeguard to prevent development being approved which might clash with proposals not known to the Borough Council.) Copies of the decisions are submitted to the County Council for records kept at the area office and at County Hall. Similar records are kept in Erith. Nevertheless, there is an unnecessary and extensive duplication of work and keeping of records which could be obviated by more complete delegation.

The County Council at present supplies all stationery but it should not cost more if purchased by district councils, particularly if the County Council did not require copies of records.

Defects in present arrangements

(*a*) Duplication of work and records.
(*b*) Borough Council recommendations in "excepted cases" are changed without further consultation by the county.
(*c*) Delays in issue of planning consents.

Decisions are held up while the applications are considered by the County Area Office. This delay ought not to exceed two weeks but in practice it is usually longer.

Remedies

A saving of time and materials could be effected if complete delegation were given to all matters in accordance with the Development Plan.

Records to be kept only by the Borough Council.

It is preferable that, should the County Council not be prepared to support the Borough Council, the application should be referred back so that further consideration can be given at local level. This would undoubtedly produce a delay—but a justifiable one.

A greater degree of delegation would ensure that consents went out with Bye-law decisions.

By giving greater local control it would be possible to effect a saving of expenditure within the County Council and it would reduce the work locally to some extent. The result would certainly be a smoother operation of planning control.

6. Construction, Improvement and Maintenance of Roads and Bridges

(*a*) Roads

Estimated costs of works necessary to claimed and delegated roads are submitted to the county in September preceding the ensuing financial year. Sanction is received in respect of works approved the following April. Less than 50 per cent of the works submitted are usually approved. The system works reasonably satisfactorily, except that some essential work is cut by the county. More detailed local knowledge by the authority finally responsible would be an advantage. Payment is made quarterly.

(*b*) Bridges

All the bridges in this area are over-rail bridges and where the road is claimed or delegated, maintenance and improvement costs are claimable on the County Council. Ownership and responsibility of the bridge structure is dependent on the origin of the bridge and, in this area, the County Council, the local authority, British Railways and private companies are responsible for certain bridge structures. The claiming authority is responsible for the road surface over all bridges on claimed or delegated roads.

Defects

Owing to the lateness of the receipt of the official sanction for works in respect of claimed or delegated roads, it is impossible to proceed with contract arrangements early enough in the year to take advantage of the summer weather for major works. One invariably finds that the larger firms have their plant and/or output fully taken up by County Councils and County Borough Councils who are in a position to programme their work very much earlier than claiming or delegated authorities.

No provision is made by the County Council for dealing with emergencies; some contingency fund should be available.

Proposals for major improvements to county roads must have the approval of both the Ministry of Transport and the Kent County Council.

Remedies

A larger unit authority with powers comparable to a county borough would result in more efficient management of the roads.

With regard to major improvements, direct negotiation with the Ministry of Transport would simplify procedure and obviate duplication of work.

7. Road Safety

This is at present dealt with on a joint basis and would, presumably, operate in a similar manner if the area were increased.

8. Bus Shelters

This is primarily the responsibility of the London Transport Executive and would not be improved by amalgamation.

With regard to the other services listed by the Chairman of the Royal Commission in Appendix 'B' and administered wholly by the Borough Council, no alteration of existing status would affect the arrangements unless Erith becomes part of the County of London when, presumably, legislation applicable only to the Metropolis would become effective in Erith.

J. H. CLAYTON,
Borough Surveyor.

BRIEF GENERAL STATISTICS

		Present	*Estimated Future*
Population		46,000	50,000
Population per Acre		11·92	
Acreage		3,859 (excluding river)	
Mileage of Public Roads and Streets	Class I	5·32	
	Class II	3·12	
	Class III	4·77	
	Unclassified	38·55	
Rateable Value	£		
Industrial	118,500		
Utility	6,000		
Dwellings	382,000		
Commercial	78,000		
Entertainment	6,500		
Education and Libraries	38,000		
Outfall Works	56,000		
Other	20,000		
		£705,000	£1,300,000 (1961/2)
Number of Hereditaments		15,000	
Rateable Value per head of Population		£15·3	£26 (1961/2)
Rate Levy		18/4 in £	—
Rate Charge for Local Purposes		3/10¾ in £	2/4½ (1961/2)
1d. Rate Product		£2,900	£5,300 (1961/2)
Amount Raised from Rates		£638,000	

Loan Debt Outstanding

	Erith Borough Council per Head of Population 31/3/56 £	*Average Non County Boroughs per Head of Population* 31/3/56 £
Trading, other than Transport and Water	·026	·805
Housing	40·4	63·06
Housing Advances	14·95	7·15
Other Rate Fund Services	4·49	5·20
Total Debt Outstanding other than for Agency services	£3,507,350	—
Estimated Rate Deficiency Grant under the Local Government Bill Proposals	NIL	

G. P. BARTON,
Borough Treasurer.

REPORT OF THE BOROUGH MEDICAL OFFICER OF HEALTH

1. Mortuaries and Post-mortem Rooms

The Bexley Borough Council own and maintain an up-to-date municipal mortuary equipped with refrigeration for 6 bodies and containing two post-mortem tables. The Medical Officer of Health is in general control of this service, the day to day work being entrusted to a part-time officer who is responsible for the general care and cleanliness of the building and equipment, for records and for facilitating the work of the Home Office pathologists and the Coroner's Officer in the carrying out of post-mortem examinations when required. Arrangements are also made, on a retaining basis, for the part-time services of a local funeral director to be available to cover periods when the mortuary attendant is away on holiday or for any other reason.

The Borough Council have entered into an agreement with the Erith Borough Council and the Crayford Urban District Council for the use of a mortuary by the two last-named authorities, the total cost of the service being met by all three authorities on the basis of population size. The mortuary, therefore, serves an area with a total population of 162,000 and has proved to be adequate to the needs of the districts concerned. Close liaison is maintained with the local undertakers and the Coroner's Officer and all due regard is had to the personal needs of relatives of deceased persons. The Health Committee of the Bexley Borough Council deal with all matters relating to the mortuary.

2. Slum Clearance

This function is exercised on behalf of the Council by the Medical Officer of Health and the Chief Public Health Inspector. It is the duty of these officers to make representations to the Health Committee under the Housing Act, 1957, for the demolition or closure of houses which are considered to be unfit for human habitation and, at present, this work is, largely, carried out within the Five Year Plan adopted by the Council and approved by the Minister of Housing and Local Government.

The Council accept moral responsibility for the rehousing of families whose houses are dealt with under relevant legislation. The total number of houses included in the Five Year Plan was 140 and, of this number, 100 have been dealt with to date. The Council have complete autonomy in this matter and the only restriction on this activity is the availability of accommodation for the rehousing of the families affected.

3. Powers and Duties under the National Health Service Acts

The services included in Part III of the National Health Service Act, 1946, are as follows: Health centres (this function is in abeyance), care of mothers and young children, midwifery, health visiting, home nursing, vaccination and immunisation, ambulances, prevention of illness, care and after-care and domestic help. They are administered by the Kent County Council as the Local Health Authority by means of a centralized administration operated from the County Hall, Maidstone, which is responsible, not only for the formulation of policy and the control of expenditure but, also, for the day to day administration of the services over the whole of the administrative county. This is carried out, under the County Medical Officer and his medical staff, by a system of supervisors, e.g. Superintendent Health Visitor, Supervisor of County Domestic Help Service, Superintendent District Officer, Senior Midwifery and Nursing Officer, etc., acting with or without deputies. Working at the periphery are the health visitors, midwives, district nurses, domestic help organizers, district officers, etc., who receive their instructions direct from County Hall and are subject to periodic visits from the supervisory staff.

There is no delegation to individual county district authorities but, under Paragraphs 6 and 7 of Part II of the Fourth Schedule of the Act of 1946, the Local Health Authority have set up area sub-committees who are not, however, concerned with day to day administration. The County Medical Officer submits reports to these area sub-committees whose duties are, solely, to "consider and report" and whose functions are, therefore, strictly limited. The delegation to these area sub-committees is minimal and, bearing in mind the high degree of centralization, they play an inconspicuous part in the local administration of the health services. The County Medical Officer is represented at each of their meetings by a Principal Medical Officer who presents the County Medical Officer's report. The meetings are attended, also, by a representative of the County Clerk and the County Treasurer and the minutes of the sub-committees are subject to ratification by the County Health Committee. The area sub-committees are composed of members of the County Council and of the District Councils in the area. Meetings are held at three-monthly intervals.

General organization of County Services

The County Medical Officer and his supervisory staff, medical and otherwise, operate from their headquarters at County Hall, Maidstone.

District Offices and District Officers

The County Council have established twenty-two district offices staffed by twenty-one district officers, twenty-two assistance district officers (formerly relieving officers) and twenty-one clerks. These offices are situated so as to be geographically convenient of access to and by the public. In addition, a Superintendent and Deputy Superintendent District Officer are appointed for supervisory and central office administrative duties. The duties of the district officers are concerned, *inter alia*, with mental health, applications for Part III accommodation, various duties under the National Assistance Act, 1948, and to provide an information service to the public.

SERVICES UNDER PART III OF THE NATIONAL HEALTH SERVICE ACT, 1946

(*a*) Midwifery and Home Nursing

The individual midwife or home nurse plans her own arrangements for meeting the needs of her patients. For the convenience of the public and doctors, the district officer is supplied by the County Medical Officer with the details of the staff and nursing districts within his own district but this is in the nature of an information service only. Supervision of midwives and district nurses, such as it is, is through the agency of the County Senior Midwifery and Nursing Officer, her deputy and a number of assistant supervisors of midwives, the latter reporting to the Senior Midwifery Officer. The reports form the basis of statistics rendered to the County Medical Officer, his committees and the Ministry of Health. The area sub-committee have no direct access to information in regard to the detailed operation of these services but certain statistics are supplied in the report of the County Medical Officer.

Comments

The midwives and home nurses are not sufficiently members of a health team. The amount of clerical and administrative work falling on them reduces the times at their disposal for the clinical care of their patients. There is no direct link with the environmental services of the borough, particularly in regard to housing. These are highly personal services and their remote-control from Maidstone must detract, in some degree, from their social usefulness. Prior to 1948, the midwifery services were efficiently administered by many district councils. It is likely that these services would be better administered and supervised through a local health department than by one exercising its jurisdiction through a chain of supervisors responsible to a central office 27 miles away.

(*b*) Health Visiting Service and Care of Mothers and Young Children

The County Health Visiting Service is administered, centrally, from County Hall, Maidstone, supervision being exercised through a Superintendent Health Visitor and two Deputy Superintendent Health Visitors. Apart from this, each health visitor works as an independent officer and is normally based on her own clinic. Instructions are received by her as to her day to day work by post from County Hall, Maidstone. There is, also, some contact with the Principal Medical Officer in the area who is a member of the medical administrative staff of the County Medical Officer.

Comment

The health visitor's distance from her administrative centre means, in practice, that an undue proportion of her time is spent on routine clerical duties so that she has insufficient time to carry out the essential duties of her appointment. The result is that the home visitation of children, persons suffering from illness, the aged, and nursing and expectant mothers suffers accordingly. The health visitor is, nowadays, expected to play an increased part in fostering the mental health of the family and the burden of clerical work placed upon her by the present centralized administration makes it difficult for her to carry out these specialized duties. In particular, various immunization procedures which are, nowadays, carried out involve the health visitor in a great amount of clerical work in entering details of children on record cards, etc. It is true that, in the case of poliomyelitis vaccination, the County Medical Officer has authorized the health visitors to obtain part-time clerical assistance locally, when necessary, but this is, obviously, not a matter for which the health visitor should be responsible. A local health department would relieve her of much unnecessary clerical work and free her for the many and growing duties of her work. It would, also, provide a local centre where she could, regularly, meet her colleagues in the health team and integrate her work more fully with the environmental services.

An efficient health visiting service was transferred from the Erith Borough Council to the County Council on the appointed day and it is likely that something valuable has been lost by this redistribution of functions. Not only would better team work be achieved in a local administration but considerable economies could be effected; particularly in regard to postage and telephone charges which are such a considerable item in the present administration.

(*c*) Prevention of Illness, Care and After-Care. (National Health Service Act, 1946—Section 28.) Health Education

This duty is imposed by the Act on the Local Health Authorities. During 1956, the County Council employed a health education lecturer on a part-time basis. Health education is, also, an important part of the health visitor's work but it is doubtful whether she has sufficient time to devote to this all-important matter under the existing regime.

Comment

In 1954, the County Medical Officer stated that "the estimated cost in any one year was £430 which included fees, travelling expenses, printing, publicity, free literature and organizing charges." This expenditure is quite inadequate bearing in mind the size of the population of the administrative county (1½ millions), It is, furthermore, a physical impossibility for the County Council to carry out anything like a sustained health education programme in each local authority area within its jurisdiction.

It is true that the Borough Council have, themselves, certain powers under Section 179 of the Public Health Act, 1936, to spread information relating to health or disease but health education is, nowadays, regarded by the Government as largely a matter for the Local Health Authorities under Section 28 of the 1946 Act, and as part of their arrangements for the prevention of illness care and after-care. This would, no doubt, work efficiently in a County Borough but cannot possibly operate successfully in a large county authority with a centralized health administration.

In the Borough of Erith, health education is undertaken by the local Council, through its Health Department, either by itself, or in conjunction with neighbouring authorities. This is facilitated by the fact that the Medical Officer of Health of Erith is also Medical Officer of Health of Bexley and Crayford. Examples of joint activities have been the Bexley, Erith and Crayford Clean Food Traders' Guild and the Bexley, Erith and Crayford Home Safety Committee. In connection with home safety, it is interesting to note that the Ministry of Health have now addressed Circular 6/1958 to Local Health Authorities asking them to facilitate the formation of local Home Safety Committees. It is difficult to see how the County Council could carry out this responsibility which calls for local initiative. In this area such a committee was set up as long ago as 1953.

Other functions under Section 28

These include the care and after-care of tuberculous persons, including the provision of extra nourishment, open-air shelters, beds and bedding, nursing requisites and, in special cases, recuperative care. The County Council as Local Health Authority carry out this work in regard to tuberculosis on the recommendation of the local chest physician and through the local Tuberculosis After-Care Committees which consist of members of district councils and other local people interested in the welfare of tuberculous persons and are co-ordinated with the work of the Kent Council of Social Service.

Comment

The scope of the services under Section 28 of the Act are very wide indeed and have not, so far, been defined by any authoritative body. In the county these services have, to date, been mainly related to the care and after-care of tuberculous persons much on the lines that obtained before the appointed day. Here again, the local knowledge of the Borough Council and the fact that they are an autonomous housing authority would seem to indicate the widest possible degree of local administration.

(*d*) Vaccination and Immunization

The County Council are responsible for this service under Section 26 of the National Health Service Act, 1946. Immunization is now provided against smallpox, diphtheria, poliomyelitis and tuberculosis (B.C.G.).

Comment

The administration of this service is completely centralized and a vast clerical and recording system is maintained at County Hall. The organization of immunization campaigns in the many local authority areas in the county is both cumbrous and costly. The transfer of records from the central office to the periphery, and back again, involves a very large expenditure on postages and clerical staff. As previously mentioned it, also, imposes a great burden of clerical work on health visitors who are thereby, diverted from their true function as preventive health officers.

The Medical Officer of Health of the District Council is, by statute, responsible for the control of infectious disease in his area. The loss of the function of immunization and vaccination on the appointed day deprived him of an essential tool in the exercise of this important function. The present position is quite anomalous. If an outbreak of smallpox were to occur in a county district in Kent, the local Medical Officer of Health would be responsible for preventing the spread of the disease but he would have to call on the County Medical Officer for medical officers, health visitors and clinic premises, etc., for the carrying out of mass vaccination of the public should this become necessary. No doubt the necessary co-operation would be forthcoming, but only complete local control could ensure the necessary flexibility resulting in prompt and efficient measures of control.

Under the present arrangements the county poliomyelitis vaccination campaign is being assisted by the Borough Health Department, not only in providing information to the public, but in helping to distribute vaccine to clinics and doctors in the borough.

Prior to 1948, the Borough of Erith had achieved the immunization against diphtheria of a high percentage of school children and of the pre-school population in the borough. It was, therefore, a serious loss to local administration when this service was transferred.

(*e*) The Domestic Help Service

This service is carried out by the County Council as Local Health Authority under Section 29 of the Act of 1946. Prior to 5th July, 1948, domestic help was provided by the Erith Borough Council as the Welfare Authority under its maternity and child welfare provisions. Since the service was transferred to the County Council, a great expansion has taken place and some valuable new services have been introduced, e.g. the night attendance service and the family help service. Local administration is through a domestic help organizer acting under a County Supervisor of Domestic Help.

Comment

This is one of the more efficient parts of the county health administration but it is, nevertheless, one which should, by its nature be operated by a local administration. Under Section 47 of the National Assistance Act, 1948, the local Medical Officer of Health sees many old people who are reported as being without care and attention and, frequently, the provision of domestic help can avert the necessity to remove an old person to hospital. The local domestic help organizer is very helpful but she has, not infrequently, to contact County Hall, Maidstone, before a particular service can be provided.

4. Registration of Nurseries and Child Minders

The County Council carries out this function under the Nurseries and Child Minders (Regulation) Act, 1948. These functions are delegated to the area sub-committee but there are now no local authority day nurseries in Kent and little use is being made of the County Council's approved scheme for daily minders.

Comment

There is no apparent reason why this service should not be administered locally in any re-organization of Local Government.

5. Mental Health Services

The County Council's duties are exercised under the Lunacy and Mental Treatment Acts, 1890 to 1930, and the Mental Deficiency Acts, 1913 to 1938, and are carried out as part of its functions under Part III of the National Health Service Act, 1946. As from 5th July, 1948, all residential establishments caring for mentally ill patients and mental defectives passed to the control of the Regional Hospital Board and the County Council, through their health committee, became responsible for various forms of Mental Health Services including:

(1) The taking of proceedings towards providing care and treatment for persons suffering from mental illness.
(2) The ascertainment of persons who are mentally defective and in need of supervision, institutional care and guardianship.
(3) The making of arrangements for the care and after-care of persons suffering from mental illness and defectiveness.

A Senior Assistant County Medical Officer is responsible for duties in connection with the Mental Health Services to the extent of 90 per cent. of her time. Her work is largely clinical and she receives part-time clinical assistance from two Assistant County Medical Officers.

The district officers and their assistants are duly authorized officers for the purposes of the Lunacy and Mental Treatment Acts and they also undertake social welfare duties. There are, in addition, in the county, nine Assistant Mental Health Officers who divide their time between the 21 district offices and work, partly on direct instructions from the County Medical Officer, and partly from the district officers.

Facilities are, also, available for occupation centres for mentally defective and ineducable persons and home teachers who provide training for patients who, for various reasons cannot attend an occupation centre.

Comment

This service, insofar as it relates to medical supervision of persons suffering from mental illness or deficiency, is highly centralized and impersonal. A medical officer may visit any patient in any part of the county, and it is doubtful whether the family background and full social circumstances are known to the examiner. The County District Officers, however, who are statutory officers deriving their powers directly through legislation, are locally based and easy to contact and there is an excellent liaison between them and the environmental health services of the borough. This exemplifies the principle of the importance of locally operated services and a good case could be made out for the still closer integration of the district officers with the borough's health services. It should be remembered that the district officers were, prior to 1948, relieving officers under the Poor Law system and have a detailed knowledge of their districts. It is this factor which makes our co-operation with the district officer so easy and fruitful.

Mental health services of the kind which have been described, and others such as Child Guidance Centres, require to be planned over a wide area but there is, nevertheless considerable scope for local initiative and knowledge.

6. Powers and Duties under the National Assistance Acts

County and County Borough Councils are concerned, directly, only with Parts III and IV of the National Assistance Act, 1948. These functions are carried out by the County Council through their Health Committee. No separate sub-committees have been set up and matters relating to residential services are referred to the Area Health Sub-Committees.

Under Section 21(1), it is the duty of the Local Authority to provide:

(*a*) Residential accommodation for persons who by reason of age, infirmity or any other circumstance are in need of care and attention which is not otherwise available to them;
(*b*) Temporary accommodation for persons who are in urgent need thereof, being need arising in circumstances which could not reasonably have been foreseen or in such other circumstances as the authority may, in any particular case, determine.

Section 29, under the general heading of "Welfare arrangements for the blind, deaf, dumb and crippled persons, etc.," places on local authorities the power to make arrangements for promoting the welfare of such persons as may be prescribed by the Minister.

There is power under Section 31 to make contributions to the funds of voluntary organizations whose duties consist of, or include, recreation or meals for old people.

Part IV of the Act contains one particularly important provision, namely, the registration and inspections of homes for disabled and old persons (Section 37).

Residential Accommodation

The County Council have provided two old people's homes in the vicinity of Bexley with accommodation for 89 elderly and disabled persons. The general standard of amenity is very good and day to day administration is carried out by the matron who is, broadly speaking, responsible direct to the County Medical Officer. The County District Officer is concerned with the placement of old persons in the homes subject to central control and medical oversight is given by general practitioners. Many of these cases come to light as a result of investigation undertaken by the Borough Council under Section 47 of the Act.

Welfare Services

The County Council have submitted schemes to the Minister of Health under Sections 29 and 30 and these have been approved. A survey has been carried out to ascertain the nature and extent of the needs to be met. The district officers have been made responsible for providing these services and for adaptations to be carried out in appropriate cases, at the homes of handicapped persons. So far these adaptations have been, largely, to facilitate the use by handicapped persons of invalid carriages.

Further consideration has yet to be given to the implementation of other powers bestowed by the Act.

The Borough Council has autonomous powers under Sections 47 (Removal to suitable premises of persons in need of care and attention) and 50 (Burial or cremation of the dead).

Comment

The old persons' homes in the area which are of a high standard have a preponderance of elderly persons from this part of north-west Kent, but admission is not restricted to this area and, in fact, old persons from far afield in the county are eligible for admission. A good case could be made out for local administration of the two homes in question under any reorganization and the fact that the residents are largely local people would seem to support such a development.

Although Section 31 of the Act empowers County Councils and County District Councils to contribute to the funds of voluntary organizations, such action has, so far, been taken only by the Borough Council. This is a significant point in that the local Council are personally acquainted with the work done by these voluntary organizations while the same degree of sympathy and understanding could hardly be expected from a remotely-based County Authority who have to spread their resources and activities over the whole of Kent.

The Borough Council was responsible, in 1950, for the establishment of the Erith Old People's Welfare Committee, on which they are represented. This organization provides good neighbourly services to many old people, including a subsidized holiday scheme, and arrangements are at present in hand for the provision of housing accommodation for persons living alone. This work is being carried out by the Old People's Welfare Committee in conjunction with the Erith Borough Council, Church Army Housing Ltd., and the National Corporation for the Care of the Aged. In addition, there are many old people's organizations in the borough which are represented on the Old People's Welfare Committee so that the Local Authority are well acquainted with the problems of old people in their area.

The Disabled Persons (Employment) Act, 1944

The Erith Borough Council accepts for employment registered disabled persons up to the limit of the quota laid down in the Act.

7. The Care of Children—Children Act, 1948

This is "An Act to make further provision for the care or welfare, up to the age of eighteen and, in certain cases, for further periods, of boys and girls when they are without parents or have been lost or abandoned by, or are living away from, their parents, or when their parents are unfit or unable to take care of them, and in certain other circumstances to amend the Children and Young Persons Act, 1933, the Children and Young Persons (Scotland) Act, 1937, the Guardianship of Infants Act, 1925, and certain other enactments relating to children; and for purposes connected with the matters aforesaid.

A Children's Committee may, subject to any restrictions imposed by the Local Authority, establish such sub-committees as the Children's Committee may determine, and any sub-committee established under this subsection shall be constituted in such manner as the Children's Committee may, subject to any restrictions so imposed, determine, and may include persons specially qualified as aforesaid notwithstanding that they are not members of the local Authority or of the Children's Committee:

Provided that every such sub-committee shall include at least one member of the Local Authority.

A sub-committee under the last foregoing subsection may be appointed by the children's committee of two or more local authorities jointly, so however that a sub-committee so appointed shall include at least one member of each of the local authorities. . . . the sub-committee may exercise on behalf of the children's committee . . . any of their functions."

In the County of Kent the Children's Committee have established area sub-committees of which one covers Erith, Bexley and Crayford.

Functions of Sub-Committee

The sub-committee acts, largely, as a boarding-out sub-committee with the following duties:

1. The approval of foster homes.
2. They are empowered to authorise additional payments as follows:
    - (*a*) Extra clothing, including uniforms.
    - (*b*) The granting of up to £5 per annum for special aptitudes.
    - (*c*) Extra boarding allowances.
    - (*d*) Supplementing the wages of boys and girls, who are working, in excess of normal figures.
    - (*e*) Fares for foster parents and children.
    - (*f*) Holiday expenses.

The functions as outlined above have, so far, been the main duties of the sub-committees who do not visit the homes of the children but act as an advisory body and receive reports.

The boarded-out children who come under the supervision of local Welfare Officers, are children committed to the care of the County Council under Fit Person Orders made under the Children and Young Persons Act, 1933, and those taken into care under Section 1, Children Act, 1948.

It is the Welfare Officer's duty to collect school records and any special reports for the Juvenile Court but she does not visit the child unless the child is a child already committed to the County Council. Otherwise, the visits are made by the Probation Officer.

The Welfare Officer acts in adoption cases on behalf of the County Council who are the guardian *ad litem* in such cases and she takes up all references required in connection with the adoption procedure.

She finds and approves all foster homes including foster homes for the healthy children of tuberculous persons.

Child Life Protection under the Public Health Act, 1936, has now become a function of the Children's Committee who are, for the time being, continuing to use the services of the health visitors. In due course, this work will be taken over by the Welfare Officers of the Children's Department.

It will be seen, therefore, that reports to the area sub-committee are on one facet only of the manifold duties of the Children's Department namely, the care of boarded-out children. Consideration could, therefore, be given as to whether the scope of the area sub-committee could be widened to include temporary care cases admitted to residential homes and the care of children admitted to residential homes and nurseries in general.

Comment

It must be borne in mind that the work and functions of the Children's Committee are still developing. There are, at present, no facilities for preventive work and the committee has no power to anticipate distress. Much work is done in conjunction with the N.S.P.C.C. who take charge in all cases where it is necessary to separate any child from the parents.

In any reorganization consideration should be given to increasing the part of County District Authorities in the carrying out of the duties prescribed by the Act.

8. Notification of Infectious Diseases

This function is under the control of the Borough Council under Sections 144 to 147 of the Public Health Act, 1936. In accordance with Part I of the Tenth Schedule of the National Health Service Act, 1946, "Where the Local Authority for the purposes of the Public Health Act, 1936, is not the Local Health Authority, it shall be the duty of the Medical Officer of Health of the said Local Authority for any part of the area of the Local Health Authority who receives a certificate or notice under section one hundred and forty-four, section one hundred and forty-six, or section two hundred and forty-two of the said Act to send a copy thereof within twelve hours after its receipt to the Local Health Authority; and where a copy of any such certificate has been sent to the Local Health Authority under this paragraph, and any fee has been paid for that certificate by the Local Authority, the fee shall be repaid to the authority by the Local Health Authority."

9. Disinfestation of Premises and Articles

The powers of a Local Authority in respect of the above are contained in Sections 83-86 of the Public Health Act, 1936.

The Council undertake the disinfestation of premises and articles, and this is almost always done informally by co-operation with the occupier and/or owner. It is rarely necessary to report filthy or verminous premises for statutory action. All applicants who are allocated Council houses are visited to ensure that the premises they are leaving are clean and free from vermin, and a number of infestations have been found by this means.

The Council have the use of a steam disinfector at the Bexley Council Depot for the disinfestation of verminous bedding and articles. The cost of maintaining this plant is shared between the Boroughs of Bexley and Erith and the Urban District of Crayford.

JOHN LANDON,
Medical Officer of Health.

8th April, 1958.

Evidence submitted by the Chislehurst and Sidcup Urban District Council

CONTENTS

PAGE

Brief Description of the Urban District and Essential Statistics 149

Factual Description of functions and services listed in Appendix B of the Royal Commission's letter 150

General defects in present arrangements 161

Outline views on how defects may be remedied 162

BRIEF DESCRIPTION OF THE URBAN DISTRICT, ITS ADMINISTRATION AND ESSENTIAL STATISTICS

The Urban District of Chislehurst and Sidcup was formed in 1934 under the Kent Review Order, its principal components being the former Chislehurst Urban District and Sidcup Urban District, together with certain parishes in the former Bromley Rural District.

The three principal statistics are:

Area	8,957 acres.
Population (estimated mid-1957) . .	87,790.
Rateable value at 31st March, 1958 . .	£1,215,728.

In population the district is the second largest of the fifty-seven local authorities in Kent and the third largest urban district in England and Wales.

The area is mainly residential in character and the district developed rapidly in the 1930's and since the last war. The population was 44,200 in 1934.

Local industry is concentrated chiefly in the Cray Valley near Foots Cray and St. Paul's Cray, but an appreciable part of the district lying to the south-east now forms part of the Metropolitan Green Belt and will remain undeveloped.

In addition to the extensive parks and open spaces owned by the Urban District Council, the Chislehurst and St. Paul's Cray Commons are a well-known feature of the district and the public also have access to National Trust property at Petts Wood and the Hawkwood Estate.

The overall density of the population is 9·80 persons per acre.

The Council consists of thirty-three members elected for twelve wards and the work of the Council is dealt with by its principal committees which are Public Health, Highways and Works, Parks and Cemeteries, Housing, Town Planning, Allotments, Libraries, Civil Defence, Finance Rating and General Purposes, and Establishment.

The Council employs an efficient and qualified staff to carry out their present functions. The total staff in all departments is as follows:

(*a*) Professional, Administrative and Clerical	165
(*b*) Manual Employees	330

The administrative offices of the Council at Sidcup Place and Manor House are in the centre of the urban district.

Financial Statistics

(1) Rateable Value at the 31st March, 1958:	
(*a*) Houses and Flats	£889,170
(*b*) Other Hereditaments	£326,558
(*c*) Total	£1,215,728
(2) Average Rateable Value of all Dwellings	£35
(3) Rateable Value per Head of Population	£13 17s.
(4) Number of Separately Rated Hereditaments at the 31st March, 1958:	
(*a*) Houses and Flats	25,360
(*b*) Other Hereditaments	2,124
(*c*) Total	27,484
(5) Rates Levied, 1958/59:	
(*a*) Poundage	18s. 2d.
(*b*) Amount per Head of Population	£12 11s. 5d.
(6) Product of Penny Rate	£4,850
(7) Loans—Total outstanding debt at end of year:	
General Rate Fund	£277,351
Housing	£2,757,195
Housing Advances	1,735,013
	£4,769,559

Outstanding loan debt per head of population:

	£	s.	d.
General Rate Fund	3	3	2
Housing	31	8	2
Housing Advances	19	15	3
	£54	6	7

PART I

DESCRIPTIONS OF FUNCTIONS AND SERVICES LISTED IN APPENDIX B OF THE ROYAL COMMISSION'S LETTER

Education

1. Education

The Kent County Council is the Local Education Authority and administration of education in the urban district is carried out by the Kent Education Committee on their behalf.

The Urban Districts of Chislehurst and Sidcup and Orpington form a division under the scheme of a Divisional Administration made by the County Council and approved by the Minister of Education under the Education Act, 1944.

The Chislehurst and Sidcup and Orpington Divisional Executive is responsible for those duties delegated to it under that scheme in relation to primary, secondary and further education. This means, in brief, that the Divisional Executive is responsible for the day-to-day administration of the schools in the area within the limits of the general policy and financial control exercised by the Kent Education Committee.

The offices of the Divisional Executive are at " Sunnymead," Chislehurst, in this Council's district.

The number of children attending schools in the division and in the Chislehurst and Sidcup Urban District, estimated for the Autumn Term, 1958, are:

Whole Division		*Chislehurst and Sidcup U.D.*	
Primary	16,450	Primary	9,150
Secondary	10,800	Secondary	7,550
	27,250		16,700

(These figures do not include 1,603 children attending " private " schools in the district.)

The number of schools in the urban district is as follows:

Primary	27	Secondary Modern	8
Technical	2	Grammar	3
Church Schools	7	Further Education Establishments	2

The Divisional Executive consists of thirty-one members made up of:

10 members appointed by the Chislehurst and Sidcup U.D.C.
9 ,, ,, ,, ,, Orpington U.D.C.
6 ,, ,, directly by the Kent County Council.
3 ,, ,, by the Kent County Council on the nomination of Religious Denominations.
3 other members appointed by the County Council as having special interests in youth, including one nominated by local teachers.

A large school building programme has been carried out since 1945 and the probable building programme in the next few years in the urban district will include a new primary school at North Cray and new buildings for the Girls' Technical School at Chislehurst; in addition there will be certain major extensions of existing schools.

The Urban District Council makes a number of appointments to the governors and managers of the schools in the division.

Members of the District Council serving on the Divisional Executive and Governing and Managing Bodies take a keen interest in the work of education throughout the division.

2. Agricultural Education

This is administered centrally from Maidstone and does not come within the purview of the Divisional Executive.

3. Youth Employment Service

This service is under the jurisdiction of the Kent Education Committee and there is a Chislehurst and Sidcup and Orpington Youth Employment Committee working in collaboration with the Youth Employment Officers for the area.

The committee comprises representatives of the Divisional Executive, employers, employees, teachers, and others interested in the welfare of youth.

The Youth Employment Officers have youth employment bureaux and offices at Chislehurst, Sidcup and Orpington.

Environmental Health

4. Baths, Washhouses and Bathing Places

There are no public baths for personal use in the district. The Council considered the provision of a limited number in connection with post-war schemes for public conveniences, but there appeared to be little or no demand for such facilities. A very high proportion of the dwellings in the urban district are provided with baths

There are no public washhouses in the district and there has been no indication that these are required. Privately owned launderettes function in the principal shopping areas.

There is one small privately owned swimming pool available to the public and a further pool in a large factory, which is used by the employees.

With the rapid growth of the district the Council has been considering the provision of a public swimming bath in the hope that such a project might proceed when capital expenditure restrictions are eased. Steps are being taken to earmark a suitable site for future development.

5. Control of Watercourses, Ditches and Ponds

The River Cray and parts of its tributaries are designated as " main rivers " and are under the jurisdiction of the Kent River Board.

The Council exercises its powers under the Public Health Act, 1936, in respect of other watercourses, ditches and ponds. Many streams in the developed part of the district have already been culverted and some of this work is carried out by the Council from time to time, particularly in connection with the relief of flooding.

6. Disinfestation of Premises and Articles

The Council owns a Disinfestation Station which is situated at its depot in Main Road, Sidcup. Competent whole-time staff are employed for this purpose and infected bedding and other articles are taken there for treatment as part of the routine work of the Public Health Department. Disinfection of premises is also carried out by the Council.

7. Drainage of Trade Premises

The Council controls the drainage of trade premises under the provisions of the Public Health (Drainage of Trade Premises) Act, 1937, and these duties form part of their general overall control of buildings and drainage of premises under the Public Health Acts. The Council has ensured that the drainage of trade premises complies with the requirements of the West Kent Main Sewerage Board as the whole of the urban district is included in that Board's area.

8. Mortuaries and Post-Mortem Rooms

The Council provides a mortuary with refrigerated storage and this is situated in a central part of the district. There are also facilities for post-mortem examinations.

Work at the mortuary is performed by staff of the Public Health Department and, although this involves a considerable amount of emergency work, it functions very satisfactorily.

A room for Coroners' inquests adjoins the mortuary, but inquests involving a number of witnesses are normally held at the Council Offices.

9. Public Conveniences

There are fifteen public conveniences throughout the district, including nine in public parks and two which are held on lease.

Some of these conveniences are new ones which have been built since 1945, and where they have been built in parks they have, wherever possible, been so sited as to be of the maximum use to the public as a whole. All these premises are cleaned by staff of the Public Health Department. No whole-time attendants are stationed at any of them.

The Public Health Committee from time to time recommends the provision of additional conveniences.

10. Refuse Collection and Disposal

The Council provides a weekly collection of house refuse and maintains an adequate fleet of modern transport for this purpose. When necessary, new methods are adopted to deal with special problems, such as the disposal of refuse from blocks of flats.

Special collections of refuse are made from shops and business premises and larger organisations which cannot be dealt with in the ordinary routine rounds of dwelling houses.

The Council also continues a limited collection of waste food on a house-to-house basis, but has abolished all communal waste food bins in streets.

The collection of waste paper and other marketable salvage is also dealt with by the Cleansing, Salvage and Transport Department of the Council and appreciable income is derived from the sale of this material—(a gross income of about £14,000 p.a.). For some years the Council has had a salvage bonus scheme in force and the Council has found it to be beneficial in encouraging the collection of salvage.

Disposal of refuse is carried out by controlled tipping on lands within the urban district. In this way the Council has been able to dispose of refuse and at the same time reclaim land for agricultural or sports use. For example, it has filled in an old ornamental canal and a former brickfield. The tips are subject to strict supervision and control and tipping is carried out in a methodical fashion to predetermined levels and all necessary precautions taken from a public health point of view.

The approximate weight of refuse collected by the Council is 24,000 tons per annum.

11. Regulation of Buildings and Sanitation of Buildings

The Council carries out its statutory duties under the Public Health Acts and Building Bye-laws in relation to the control of new buildings and sanitation therefor, and this work falls within the purview of its Town Planning Committee and the Engineer and Surveyor's Department.

Existing buildings are dealt with by the Public Health Committee and the Public Health Department who are also responsible for the inspection and control of cesspool drainage where this still exists. In this connection the Council provides a cesspool emptying service on payment of a charge and most of the occupiers of the remaining four hundred properties still drained to cesspools avail themselves of this facility.

The Council has provided additional public sewers to encourage the abolition of cesspool drainage and are pursuing further schemes of this nature.

The cesspool emptying service is under the control of the Engineer and Surveyor's Department because of the need to co-ordinate this work with the emptying of highway gullies and cleansing of public sewers on which the same specialised vehicles are engaged. There is close liaison between the two departments in the whole field of this work relating to buildings and sanitation.

12. Sewerage and Sewage Disposal

The Council is a constituent member of the West Kent Main Sewerage Board, which Board is responsible for the construction and maintenance of the main or trunk sewers in the urban district which discharge into the Board's outfall and sewage disposal works outside the urban district.

The sewerage system of the urban district is based on separate systems for foul and surface water drainage. The former are connected to the West Kent Main Sewerage Board's sewers, and the latter discharge into rivers and streams.

The Council deals with the construction and maintenance of all other public sewers in the district and has provided a number of new outfall sewers to keep pace with the new development.

An adequate labour force is maintained to ensure the proper inspection and maintenance of all public sewers, manholes, pumping stations, etc., for which the Council is responsible.

13. Street Cleansing

The Council maintains an efficient organisation for the sweeping and cleansing of roads and streets. This involves sweeping 110 miles of roads, including all "Claimed" and " Delegated " County Roads and District Roads. Private streets are also swept by the Council under permissive powers contained in the Public Health Acts.

The only roads which are not dealt with by the Urban District Council are the London/Folkestone Trunk Road, A.20, and Sevenoaks Way, A.224, which are maintained by the Kent County Council. The length of these roads within the urban district is 5¾ miles.

The residential roads are swept weekly and most of the shopping centres are swept daily. Mechanical sweeping is used for carriageways and manual sweeping for footways.

The Council also deals with the cleansing of roadside gullies and soakaways.

14. Burial Grounds, Cemeteries and Crematoria

The Council owns and administers two cemeteries, one at Sidcup and the other at Chislehurst, each about 10½ acres in area. There is a chapel in the cemetery at Chislehurst.

As the original parts of these cemeteries became fully used, the Council acquired additional lands and obtained approval to extensions of both cemeteries; they have recently established lawn sections to reduce the cost of future maintenance.

The Council is one of seven authorities comprising the Woolwich, Greenwich and North-West Kent Joint Crematorium Committee. This was established to deal with the building and administration of a new crematorium which is in the Eltham Cemetery of the Borough of Woolwich. This has fulfilled a real need for a crematorium nearer to this part of North-West Kent.

Provision for future cemetery needs in the urban district has been taken into account in the preparation of the Kent Development Plan by the zoning of additional land for this purpose.

15. Parks and Open Spaces

The urban district is well provided with public parks and recreation grounds, there being twenty-nine in all, containing a total area of 480 acres. Of this area approximately 122 acres is laid out for various sports, e.g., football, cricket, hockey and tennis. Children's playgrounds, with appropriate equipment, are also provided in a number of parks and open spaces.

A large part of the remaining area of open space is likely to be preserved in its natural state for the enjoyment of the public generally. This particularly applies to open space lands along the Cray valley between Foots Cray and the Bexley boundary.

Flower beds, shrub borders, etc., form a pleasing feature of many of the Council's parks and the Council maintains a permanent staff of groundsmen, gardeners and propagators.

As the population of the district has grown the Council has proceeded with new schemes for increasing the sports facilities in the area, such as the one now in progress at Hoblingwell Wood, St. Paul's Cray.

In addition to the lands owned by the Council, the Chislehurst and St. Paul's Cray Commons, comprising 180 acres, provide a much appreciated amenity for the urban district. They are under the control of the Board of Commons' Conservators who are appointed by the Urban District Council with the exception of one nominated by the Lord of the Manor.

National Trust property at Petts Wood has recently been augmented by a further generous gift of the Hawkwood Estate.

16. Powers and Duties under the Physical Training and Recreation Act, 1957

The Council has used its powers under this Act to acquire and lay out playing fields in parts of the urban district, reference to which is made in the previous paragraph. The Council has not made grants or given financial assistance to other organisations, such as community centres, but it is understood that the County Council, under its concurrent powers, has done so in the case of at least two community centres in the urban district.

17. Prevention of River Pollution

The Public Health Department of the Council make routine inspections of rivers and streams in order to detect sources of pollution and nuisance. Instances of pollution are brought to the notice of the Kent River Board who, as mentioned above, are responsible for the designated main rivers in the district.

Housing

18. Provision of Houses

The Council is the housing authority for the urban district and this has naturally been one of the most important functions of the Council in the post-war period, as a result of the acute shortage of housing accommodation in the Greater London Area accentuated by damage due to enemy action.

252 houses were built by the Council prior to 1939, some of these being for slum clearance and the abatement of overcrowding. Since 1945 the Council has erected 275 temporary prefabricated bungalows and a start has been made in replacing these by permanent dwellings. In addition the Council has built 1,497 permanent dwellings, including 93 one-bedroom or bed-recess flats, the latter being designed specially for old people. There are 128 houses under construction at present and the Council holds sites on which a further 468 houses can be erected.

Special schemes for the conversion of larger existing properties to provide special accommodation for old people are also in hand.

The Council has taken a very keen interest in the provision of housing accommodation and has proceeded with its post-war programme as energetically as possible within the limits imposed by national policy and the difficulty of acquiring building sites without encroaching upon the Green Belt.

Apart from infilling in small sites throughout the district, the general position is that the residential development of the district is nearing completion as there are no longer any large undeveloped sites zoned for residential purposes under the Kent Development Plan.

The Council has qualified architectural and quantity surveying staff as a section of the Engineer and Surveyor's Department to deal with the designing and execution of its housing schemes.

The Council has a separate Housing Department to deal with the "pointing" and selection of tenants and the day-to-day administration and maintenance of the Council's properties. Maintenance of the dwellings is carried out partly by direct labour and partly under contract.

The Council operates a rent rebate scheme.

The Council still holds a number of properties under requisition, but is required to release these by the 31st March, 1960, under the Requisitioned Houses and Housing (Amendment) Act, 1955.

19. Slum Clearance

Although much of the residential development of the district has taken place within the last thirty years there are small pockets of old cottage-type property in the centres of the older communities and former villages which have come under review for slum clearance or individual Demolition or Closing Orders.

The five-year programme approved by the Minister of Housing and Local Government in 1955 is now being carried out. This comprises only forty dwellings, but further houses will come under review as this programme nears completion.

The rehousing of displaced families has been accomplished without delay.

20. Assistance to Other Bodies or Persons to Facilitate the Acquisition, Construction or Improvement of Houses

The Council has used its statutory powers under the Small Dwellings Acquisition Acts and Housing Acts very fully to grant loans to enable applicants to buy, build or improve their own houses.

This service was steadily growing up to the time when the Council had to suspend making these advances temporarily due to the imposition of the seven per cent Bank Rate, but it is its earnest desire to resume the granting of loans at the earliest possible opportunity.

Loans were being made for house purchase at a rate of approximately half-a-million pounds per annum.

The Council is continuing to make improvement grants under Section 20 of the Housing Act, 1949.

Financial assistance has been given by the Council to the North-West Kent Housing Society in connection with the acquisition, conversion and management of accommodation for old people. In addition, the Council has assisted a local Housing Association operating as a "Self-Build Group" in the urban district by providing loans for the acquisition of land and the erection of dwellings for members of the Group.

21. Regulation of Buildings and Bye-laws

As indicated under a previous paragraph the Council's statutory duties with regard to the regulation of house building and bye-laws relating thereto are dealt with by the appropriate committee of the Council and administered in detail by the Engineer and Surveyor's Department. There is consultation with the Kent Fire Brigade on such matters as means of escape in case of fire, particularly in relation to flats and special buildings.

Personal Health and Welfare

22. Powers and Duties under the National Health Service Acts

(i) *Ambulance Service*—This service is provided and operated by the County Council from a main ambulance station in Bromley. There is one sub-station in Sidcup. It is understood that for the whole area based on the main station at Bromley, there are twenty-nine ambulances and twenty sitting-case cars, most of them being radio controlled.

(ii) *Health Centres*—There are none in the urban district.

(iii) *Health Visitors*—The County Council employ twelve health visitors/school nurses. Two T.B. health visitors work in the area.

The main duties of the health visitors are in connection with maternity and child welfare and the school health service.

(iv) *Domestic Help Service*—The County Council employ a local organiser of this service in Sidcup and her task is to provide essential domestic help, family help, and night attendant service in appropriate cases.

(v) *Care of Expectant and Nursing Mothers and Young Children*—This again is a country service, including the dental care of both the mothers and children under school age.

There are seven child welfare centres, five ante-natal clinics, and four dental centres.

The distribution of welfare foods is also undertaken as a co-related service.

(vi) *Home Nursing*—Eleven home nurses and two home nurse/midwives are employed by the County Council in this authority's area. Medical certification is required before the services of a Home Help can be obtained.

(vii) *Midwifery*—The County Council employ eight full-time midwives in the area and their services may be obtained on direct application or through the patient's private doctor.

(viii) *Prevention of Illness, Care and After-care*—The Kent County Council have made arrangements for dealing with T.B., mental illness and defectiveness, and illness generally, under this heading and the responsible officer is the District Officer whose office is in Sidcup.

Health education and follow-up arrangements with regard to venereal diseases are also dealt with under this heading. (See also under Health Education.)

(ix) *Vaccination and Immunisation Procedures*—Local arrangements have been made with general practitioners and at clinics for vaccination against smallpox and anterior poliomyelitis to be undertaken. Similar arrangements exist with regard to vaccination against whooping cough and diphtheria. These services are the responsibility of the County Council.

23. Mental Health Services

The District Officer of the County Council is responsible for carrying out the formalities connected with the certification of persons suffering from mental illness and for their care and after-care. Assistant Medical Officers undertake the ascertainment or certification of cases of suspected mental deficiency, but the District Officers arrange the legal formalities associated with the admission of patients to institutions.

24. Powers and Duties under the National Assistance Acts

(i) *Residential Accommodation*—Under Part III of the National Assistance Act, 1948, the County Council is charged with the duty of providing accommodation for those who by reason of age, infirmity, or other circumstances, are in need of care and attention and it is understood that there are some 600-700 applicants on the waiting list for the county as a whole. One such home is in Chislehurst and it accommodates thirty-eight persons.

The County Council also provide temporary accommodation for persons in urgent need, being the type of case which does not fall to be dealt with by the District Council as Housing Authority. The County Council use accommodation at West Malling for this purpose.

Applications for admission to this type of accommodation are dealt with by the County Council's District Officer in Sidcup.

(ii) *Welfare Services for the Handicapped*—With regard to blind, deaf and dumb, examinations for their registration are undertaken on the request of the County Medical Officer. In the case of other handicapped persons, e.g. cripples, the District Offices are empowered to make any necessary adaptations to premises and for the general social welfare of such persons.

(iii) *Removal of Persons Needing Care and Attention*—This function is exercised by the Urban District Council and, where it appears to the Medical Officer of Health that a person is in need of care and attention, application may be made to the Court for an Order for the removal of that person to a hospital or residential accommodation.

(iv) *Burial or Cremation*—The District Council is also responsible for the burial or cremation of any person dying in their area where it appears no one else is making arrangements for that purpose. Cases are dealt with by the Council's Public Health Department.

25. Powers and Duties under the Disabled Persons (Employment) Act, 1944

A Disablement Rehabilitation Officer is available at the local office of the Ministry of Labour to advise disabled persons and to help them to obtain suitable work.

26. Care of Children and Young Persons

This is a statutory duty of the County Council and comes within the jurisdiction of the Children's Committee and Children's Officer at Maidstone. There is a branch office at Bromley.

Where children are committed to the care of the County Authority they are boarded out with foster parents wherever possible or, alternatively, cared for in County Council Homes.

27. Registration of Nurseries and Child Minders.

This function is also exercised by the County Council. The District Council has no details of the numbers of persons registered locally, but it is understood that the Health Visitors undertake the regular inspection of any premises so registered.

28. Notification of Infectious Diseases.

Notifiable diseases are notified to the District Council's Medical Officer of Health and it is his responsibility to forward copies to the County Medical Officer.

In some cases the Medical Officer is called into consultation by the general practitioner concerned in order to confirm the diagnosis prior to official notification.

Notification of these infectious diseases enables the Council's Public Health Committee to have a general picture of the extent of any particular disease and of any which reach epidemic proportions.

29. Health Education

This is undertaken both by the District Council under the Public Health Acts and by the County Council under the National Health Service Acts.

Officers of the District Council and the Area Medical Officer of the County Council give talks to interested organisations on matters of public health interest.

A good deal is also done, on a more personal basis, by the Public Health Inspectors of the District Council and Health Visitors of the County Council as a result of their close contact with individual members of the public.

Town and Country Planning

30. Town and Country Planning

The Kent County Council became the Local Planning Authority under the Town and Country Planning Act, 1947, but much of the detailed work connected with town planning is, in fact, carried out by the District Council on behalf of the County Council.

Broadly speaking the work falls into two main parts. First, the preparation of the Development Plan. This is the statutory responsibility of the County Council, but the District Council was given the opportunity of preparing its own Town Map for inclusion in the County Plan. The District Council's proposals were accepted by the County Council following consultations with that authority. The Development Plan for the part of the county including this urban district has recently been approved by the Minister of Housing and Local Government.

Secondly, there is the work of development control. The formal delegation agreement between the County Council and the District Council provides for a full measure of delegation of planning functions within the limits prescribed by Statute.

About 93 per cent of all applications for planning permission (other than applications by Local Authorities themselves, Government Departments, etc., which are dealt with by the County Council) are dealt with by the District Council under these delegated powers.

The Council also deals with functions under Sections 17, 21, 22, 23, 24, 26, 27, 28, 30, 33, 75, 76 and 77 of the Town and Country Planning Act, 1947, on such matters as revocation or modification of permissions, enforcement of planning control and the making of Tree Preservation Orders which are purely of local importance.

As regards "non-delegated" cases, the applications for planning permission are first considered by an Area Sub-Committe e of the County Council. This sub-committee has not executive power and their recommendations are submitted to the Development and General Purposes Committee of the County Council.

The District Council is invited to give its observations in these "non-delegated" cases before the County Council finally reaches a decision.

The District Council's Town Planning Committee has always taken a keen interest in the proper planning of the urban district, the general foundations of which were laid in the District Council's pre-war draft planning scheme on which the general principles of the Greater London Plan were superimposed.

Enforcement procedure and planning appeals arising from decisions made by the District Council under its delegated powers are dealt with by the Urban District Council and its Officers.

31. Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The District Council has been principally concerned with the provisions of this Act relating to survey of public footpaths and the maintenance, diversion and closure of established public paths.

Although the preparation of the draft, provisional and definitive maps is a duty of the County Council, the District Council undertook the detailed work in its own district and submitted a completed survey of paths for inclusion in the County's Draft Map.

Traffic

32. Construction, Improvement and Maintenance of Roads and Bridges

The mileage of highways in the urban district repairable by the inhabitants at large is as under:

Trunk Road (route A.20)	4½ miles
Directly Maintained County Road (Sevenoaks Way)	1¼ miles
"Claimed" County Roads	17⅓ miles
"Delegated" County Roads	8½ miles
District Roads	78 miles

With the exception of the first two categories, the District Council deals with the construction, improvement and maintenance of these roads. In the case of "Claimed" County roads, the District Council prepares the detailed schemes of construction or improvement and makes application to the Ministry of Transport for the appropriate grant. The proportion of the cost which is not grant-aided is normally shared equally between the County Council and the District Council.

In the case of "Delegated" roads, improvement schemes are prepared by the District Council but submitted for approval to the County Council who make the application for Government grant.

The cost of maintenance and of minor improvements of both "Delegated" and "Claimed" roads is borne by the County Council. The whole cost of the repair, maintenance and improvement of 78 miles of district road is borne by the Urban District Council.

The maintenance of these public highways by the District Council also involves attention to seventy miles of grass verges and some seven thousand street trees.

33. Street Lighting

The District Council is the street lighting authority for the whole urban district, both in respect of district and county roads, and also acts as agent for the Minister of Transport for the lighting of the London/Folkestone Trunk Road (A.20) on the 4½ miles through this district.

For some years the Council has been engaged on a large-scale programme for providing modern electric street lighting to replace the gas lamps on main and subsidiary traffic routes, in accordance with the Ministry's general Codes of Practise.

Over the last four to five years the Council has spent approximately £100,000 on thirty-three miles of new lighting and has nearly completed the main and subsidiary traffic routes.

Private developers are required to provide lighting to modern standards in new estate roads.

34. Naming of Streets and Numbering of Houses

The assignment of names to streets and the numbering and renumbering of houses is a routine function of the District Council which is carried out after consultation with the postal authorities.

35. Parking Places

The District Council has provided car parks in various parts of the district in pursuance of its powers under Section 68 of the Public Health Act, 1925, principally by leasing the sites and by making arrangements for general public use of privately owned car parks, such as those belonging to two cinemas in the district.

Negotiations are in hand for the acquisition of an additional site by the Council for the provision of a further car park at Chislehurst.

36. Road Safety

The District Council has played an active part in sponsoring road safety propaganda and road safety measures to assist the national campaign for the reduction of accidents on the road.

There is a Road Safety Executive Committee for the whole urban district on which District Sub-Committees are represented, in addition to the Police, the Royal Society for the Prevention of Accidents, and a number of organisations and individuals interested in road safety; this Executive Committee makes recommendations to the Council through its Highways and Works Committee.

The Council employs a Road Safety Organiser who is responsible for the co-ordination of all road safety activities such as demonstrations, cycling tests, and propaganda, particularly in the schools, and in which the local officers of the Metropolitan Police give every assistance.

37. Bus Shelters

The District Council, in common with other authorities in the Greater London area, has refrained from exercising its statutory powers to provide and bear the cost of shelters for bus passengers because it regards this as a normal function and duty of the Transport Executive who have provided them up to the present time. Representations for additional or improved shelters are made to the Transport Executive from time to time.

38. Private Street Works

The Council has adopted the Private Street Works Act, 1892, and uses its powers for the sewering, levelling, paving and metalling of unmade private streets.

There are approximately 4½ miles of unmade streets in the urban district and the Council's programme for making up these streets since the end of the war has naturally been slowed down by national restrictions on capital expenditure. In recent years, however, they have been able to proceed with a limited programme.

If the frontagers so request, the Council is prepared to enter into agreements for spreading the repayment of private street works charges over a period not exceeding twenty years.

On occasions the Council has taken action under Section 19 of the Public Health Acts (Amendment) Act, 1907, to secure the execution of emergency repairs by the frontagers.

In the case of new streets constructed by private developers in connection with the building of new estates, it is the Council's practice to enter into agreements under Section 146 of the Public Health Act, 1875.

PART II

GENERAL DEFECTS IN PRESENT ARRANGEMENTS

The Council are of opinion that there are two principal defects in the present organisation of Local Government.

1. The policy of centralising services was carried too far in the 1946/48 legislation when functions were transferred from Local Government to Central Agencies, such as statutory boards, and from Borough and District Councils to County Councils. This was no doubt partly dictated by the existence of a large number of small County

District Councils which the Government of the day thought unlikely to be able to provide the necessary services, either adequately or economically. This trend has nevertheless left many Borough and District Councils, particularly the larger ones, with a feeling that they have the resources and competence to take more responsibility for services in their own districts than is permissible under the present law.

It is very significant that the proportion of rate expenditure directly controlled by this Council, as shown in its Rate Estimates for 1958/59, is only 19 per cent. This clearly indicates the comparatively small degree of autonomy exercised by a large Urban District Council with a population of approximately 88,000.

2. Divided responsibility within the sphere of some services is not conducive to the most effective Local Government and can be confusing to ratepayers for whom the services are provided; for example Personal Health Services and Highways.

PART III

OUTLINE VIEWS ON HOW DEFECTS MAY BE REMEDIED

The Council's views might be summarised as saying that there is need for a redistribution of functions between the first and second tiers to reinvigorate Local Government in Borough and District Councils and to give them a real sense of purpose and effectiveness. Such a redistribution should be founded on a greater recognition of the principle that services should be administered at the lowest possible level of Government commensurate with efficiency and economy.

The Council recognise that some major services need to be organised and administered on a wider basis than any one urban district, but there is scope for more services to be administered by large Urban District Councils, such as Chislehurst and Sidcup, and to a greater extent than is foreshadowed in the present Local Government Bill which only deals with the delegation of certain health and welfare functions and the conferment of "Excepted District" status for education on County District Councils with more than 60,000 population.

The general concept of the "most purpose" authority put forward by the former Local Government Boundary Commission in 1947 is one which has appealed to this Council as offering a constructive solution.

Against the background of these general views, therefore, it was decided to inform the Royal Commission that this Council:

(i) is strongly opposed to incorporation in an enlarged County of London, and

(ii) wishes to become a "most purpose" authority in a form of two-tier system within the existing Administrative County of Kent, subject to

  (*a*) the Kent County Council being willing to support the granting of adequate additional functions to District Councils, and

  (*b*) the passing of legislation to ensure such an arrangement.

May, 1958.

Supplementary Evidence submitted by the Chislehurst and Sidcup Urban District Council

1. Fire Brigade

This is a County Council function. The urban district, with its fire station at Sidcup, forms part of "A" Division with headquarters at Bromley.

2. Civil Defence

The Kent County Council is the statutory Corps authority, but the urban district is in the London Region for operational purposes. Most of the County Council functions relating to the training of volunteers and pre-operational planning, have been delegated to the District Council and some functions are directly conferred.

The local Civil Defence Headquarters, which have recently been extended and improved, are centrally situated in the district and adjoin the Council Offices at Manor House, Sidcup.

3. Libraries

Some years ago, in pursuance of its general policy of maximum delegation or transfer of functions to Borough and District Councils, the Kent County Council expressed its willingness to apply to the Minister of Education for an Order to make District Councils autonomous Library Authorities if they so desired. This Council made application and became the Library Authority for the urban district on the 1st April, 1958.

The Council has already settled the general lines of its future policy for improving this service, including the provision of a new central library at Sidcup.

The fact that the Council recently took over this service demonstrates its view that it ought to continue to be administered locally.

4. Allotments

The Urban District Council is responsible for the provision and management of allotments in the urban district under the Allotments Acts, 1908-1950. The lands held by the Council for permanent and temporary allotments are:

Permanent Allotments

121·42 acres comprising 1,740 plots, and

Temporary Allotments

33·61 acres comprising 527 plots.

This is essentially a local service which should remain so.

5. Food and Drugs and Shop Acts

This Council is the authority under the Food and Drugs Acts and Shops Acts and should remain so.

6. Weight and Measures

At present a County Council function, but its delegation, particularly to some of the larger authorities in Kent, was being discussed between the Kent County Council and the Kent Borough and Urban District Councils' Association as part of the general question of delegation of functions.

The District Council agrees with the Government's latest proposal that this function (and those relating to Fertilisers and Feeding Stuffs) should be directly conferred on Borough and Urban District Councils with over sixty thousand population.

7. Licensing of Cinematograph Exhibition, Music and Dancing and Stage Plays

The County Council's licensing powers have been delegated to this Council. If there should be an opportunity in future general legislation, it would seem appropriate for these duties to be directly conferred on Borough and District Councils.

8. Elections and Electoral Registration

The urban district boundaries coincide with the boundaries of the Chislehurst Parliamentary Constituency which is a Kent County Constituency.

The Clerk of the Council, by virtue of his office, is the Returning Officer for Urban District Council elections, and acts as Deputy Returning Officer for County Council elections and Deputy Acting Returning Officer for Parliamentary elections.

He is also the "designated officer" under the provisions of the Representation of the People Regulations, 1950 for the preparation and publication of the Electors Lists and acts as Deputy Electoral Registration Officer for the Constituency.

9th October, 1958.

Evidence submitted by the Crayford Urban District Council

(1) The Council have considered the invitation contained in the letter of the 17th February, 1958, addressed by the Chairman of the Commission to the Chairman of the Council, and have decided to submit the evidence which follows, reserving to themselves the right to enlarge upon such evidence or to make further observations at a later stage in the light of future events of proposals made by other authorities which might affect the area or status of Crayford.

With reference to the eighth paragraph of the Chairman's letter, the Council would be quite willing to co-operate with the Commission in arranging a visit to Crayford to see how Local Government Service is carried out there.

(2) As a preamble to the evidence, it is felt that brief particulars of the Council's area should be given as follows:

(*a*) **Situation.** Crayford is situated in north-west Kent, thirteen miles from the centre of London and wholly within the Metropolitan Police District. It adjoins the Borough of Bexley on the west, the Borough of Erith on the north-west and the Borough of Dartford on the east. Part of its north-east boundary abuts on the River Thames, From north to south it extends for approximately three miles, and from west to east almost two miles.

(*b*) **Description of District.** Crayford is predominantly an industrial town with a diversity of manufactures. There are, however, numerous estates containing houses of a medium size giving a residential balance to the district.

Of the 9,233 houses in the district, 2,617 have been provided by the Council, and of the remainder, some 4,500 are owner-occupied.

Farming is still carried out on a small part of the district.

(*c*) **Area, Population and Rateable Value.**

Area: 2,698·71 acres (including 160 acres of tidal waters).
Population: Census 1921—11,924
" 1931—15,896
" 1951—27,950
Estimated 1957—29,980
Rateable Value: £389,331 (at 31st March, 1958).

(*d*) **Local Government History.** Prior to 1920 the parish of Crayford was under the jurisdiction of the Dartford Rural District Council. By order of the Kent County Council in October, 1920, Crayford became an urban district with two wards, the Crayford Ward, returning nine members of the Council, and the Slade Green Ward, six. In 1949 the Crayford Urban District (Wards and Councillors) Order, 1949, was made constituting five wards returning eighteen councillors.

(*e*) **Parliamentary and County Council Representation.** Crayford is within the Erith and Crayford Parliamentary Borough and is a separate division of the County of Kent, returning one member.

(*f*) **Administrative Organisation.** The main offices of the Council are in the Town Hall, Crayford, a large three-storeyed building in close proximity to the town centre. The professional, technical and administrative staff numbers 76 and the manual workers 250, made up as follows:

Professional, technical and administrative staff:

Clerk's Department	11
Housing Department	10
Civil Defence Department	3
Treasurer's Department	23
Engineer and Surveyor's Department	24
Health Department	5
	76

Manual workers:

Highways	78
Building Trade operatives	122
Parks and Town Hall	50
	250

INFORMATION AS TO THE PRESENT ARRANGEMENTS IN CRAYFORD FOR CARRYING OUT THE FUNCTIONS INDICATED IN THE LETTER FROM THE ROYAL COMMISSION

Education

1. Education

(Administered by Kent Education Committee acting under delegated powers from the Kent County Council.)

The Kent Education Committee have provided and maintain nine Primary and three Secondary Schools in the district. Some aspects of day-to-day administration are carried out by the North-West Kent Divisional Executive on which the Council appoint five representatives. The Council also nominate and appoint members of the governing and managing bodies of the various schools.

Observation of the Crayford Urban District Council.

There should be greater financial freedom given to Divisional Executives within approved estimates, in order to permit local knowledge to be more usefully applied to the particular needs of the area.

2. Agricultural Education

(Administered by Kent Education Committee.)

The nearest centre for Crayford for agricultural education is the Swanley Horticultural Institute.

3. Youth Employment Service

(Administered by Kent Education Committee.)

There is a Youth Employment Bureau at Dartford covering this area.

Environmental Health

1. Baths, Wash-houses and Bathing Places

(Administered by Crayford Urban District Council).

In the Martens Grove Recreation Ground the Council have provided an open-air swimming pool with every modern amenity, a children's paddling pool, sunbathing terraces and a cafe. Bye-laws have been made by the Council for the regulation of the swimming bath.

There are no baths or wash-houses in the urban district.

2. Control of Watercourses, Ditches and Ponds

(Administered by Kent River Board and Crayford Urban District Council.)

The control of watercourses is exercised by the Kent River Board and periodical inspections of ditches and ponds are carried out by the Council's Health Department.

3. Disinfestation of Premises and Articles

(Administered by Crayford Urban District Council).

The Council's Health Department undertake the disinfestation of premises and articles and these duties are carried out under the supervision of the Chief Public Health Inspector by a full-time employee, who is also engaged on the work of rodent control.

With the neighbouring Boroughs of Bexley and Erith, the Council jointly maintain a cleansing station at Bexley to deal with cases of disinfestation.

4. Drainage of Trade Premises

(Administered by Crayford Urban District Council and the West Kent Main Sewerage Board).

The Council permit the discharge of trade effluent into their sewers by agreement under the provisions of the Public Health (Drainage of Trade Premises) Act, 1937. The main foul sewerage system in the district is provided and maintained by the West Kent Main Sewerage Board, of which the Council is a constituent member, and as all the Council's foul sewers discharge into the Board's system, the Council invariably consult the Board when applications are made for the discharge of effluent, and decisions are made in the light of the Board's recommendations. The Board enter into separate agreements in this connection with industrial concerns.

5. Mortuaries and Post-Mortem Room.

(Administered by Crayford Urban District Council.)

With the neighbouring Boroughs of Bexley and Erith the Council jointly maintain a mortuary at Bexley to serve the three areas.

6. Public Conveniences

(Administered by Crayford Urban District Council.)

The Council have provided and maintain eight public conveniences in the district and a further one jointly with the Borough of Erith.

7. Refuse Collection and Disposal

(Administered by Crayford Urban District Council.)

The Council carry out a weekly collection of house and trade refuse from the district, using four modern refuse freighters and employing 18 men. Trade refuse is collected on repayment, and saleable materials are salvaged.

Refuse disposal is by means of controlled tipping in disused pits. Regular pest control measures are taken and the tips are inspected weekly.

As each section of tipping land is brought up to the level of the existing ground, it is covered with topsoil, levelled and graded with the ultimate object of conversion to open space or playing fields.

There is sufficient tipping land available within the district to meet the Council's needs indefinitely.

8. Regulation of Buildings and Sanitation of Buildings

(Administered by Crayford Urban District Council.)

The Council have made Building Bye-laws under the Public Health Act, 1936, and the Clean Air Act, 1956, and the Council employ a Building Inspector and an Assistant Building Inspector to ensure compliance with such Bye-laws.

9. Sewerage and Sewage Disposal

(Administered by Crayford Urban District Council.)

The Council maintain approximately 30 miles of foul sewers. The foul sewage of the major portion of the area gravitates to the main sewers of the West Kent Main Sewerage Board. Sewage from part of the area gravitates to an automatically operated Sewage Pumping Station, provided and maintained by the Council, and is there pumped to one of the Board's outfall sewers.

10. Street Cleansing

(Administered by Crayford Urban District Council.)

The Council undertake regular street sweeping and scavenging by means of a mechanical sweeper, and, in addition, manual sweepers are employed.

11. Burial Grounds, Cemeteries and Crematoria

(Administered by local Church Council and The Woolwich, Greenwich and North-West Kent Joint Crematorium Committee.)

There is a burial ground adjoining the local parish church at St. Paulinus, which is under the control of the local Church Council.

The Council are constituent members of the Woolwich, Greenwich and North-West Kent Joint Crematorium Committee, which has provided and maintains a Crematorium at Eltham, and serves this area.

12. Parks and Open Spaces

(Administered by Crayford Urban District Council.)

The total area of parks and recreation grounds provided and maintained by the Council is 160 acres. Chief sites are as follows:

Mayplace, an area of 93 acres situated at Barnehurst. Most of the estate is used as a nine-hole municipal golf course, which is open to the public. Part of the estate has been laid out as playing fields and three football, one hockey and two cricket pitches are available for hire by clubs. There is also a children's free-playing area.

Martens Grove, an area of 31 acres of wooded parkland, is situated at the Bexleyheath end of the district.

There is an open air swimming pool, and four hard tennis courts, which are available for public hire.

Slade Green, an area of 7½ acres, provides one cricket and two football pitches for hire by clubs.

Shenstone, consists of 19 acres of undulating parkland.

Cray Gardens, are ornamental flower gardens situated in the town's centre, on the bank of the river Cray.

Manor Way. There are two hard tennis courts situated at Manor Way, Barnehurst. In addition there are a number of children's playgrounds throughout the district, and playground equipment is at the following:

The Dell, Crayford Way
Manor Way, Barnehurst
Howbury Lane, Slade Green.

13. Powers and Duties under the Physical Training & Recreation Act, 1937

The Council have provided and maintain playing fields in pursuance of their powers and duties under this Act.

14. Prevention of River Pollution

(Administered mainly by the Kent River Board.)

The Kent River Board is the body mainly responsible for the prevention of river pollution in this district.

Housing

1. Provision of Houses

(Administered by Crayford Urban District Council.)

The following is a list of the houses built by the Council:

Scheme No.	*No. of Houses*		*Date*	*Contract or Direct Labour*
1	50		Completed 1922	C.
2	56		,, 1925	C.
3	42		,, 1926	C.
4	71		,, 1927	C.
5	131		,, 1928	C.
6	53		,, 1931	C.
7	28		,, 1932	C.
8	16		,, 1932	C.
9	33		,, 1934	D.L.
10	78		,, 1934	D.L.
11	194		,, 1935	D.L.
12	168		,, 1937	D.L.
13	50		,, 1938	D.L.
	——	970		
Temp. 1	50		,, 1945	C.
,, 2	50		,, 1946	C.
	——	100		
14	40		,, 1948	C.
15	100		,, 1947	C.
16	30		,, 1948	D.L.
17	170	(plus 4 shops)	,, 1954	C. & D.L.
18	64		,, 1947	C.
19	16		,, 1948	C.
20	16		,, 1949	D.L.
21	22		,, 1949	C.
22	123	(plus 8 shops)	,, 1954	D.L.
23	2	(conversions)	,, 1950	D.L.
24	16		,, 1950	D.L.
25	10		,, 1949	D.L.
26	6		,, 1949	D.L.
27	4		,, 1949	C.
28	10		,, 1950	D.L.
29	10		,, 1950	C.
30	46	—private housing estate purchased by Council.		
31	241	(plus 5 shops)	Completed 1953	C.
32	15		,, 1953	C.
33	10		,, 1954	D.L.
34	18		,, 1954	C.
35	31		,, 1955	C.
36	71		,, 1957	C.
37	286		,, 1956	C. & D.L.
38	104		,, 1957	C.
40	226		Commenced 1956	D.L.
41	98	(plus 4 shops)	,, 1957	C.
	——	1,785		
		2,855		
S.D.A.A. houses taken on through mottgage default	-	21		

19 war-destroyed houses were re-erected by direct labour.

Four further sites, including a re-development area, accommodating approximately 290 dwellings, have been, or are in the process of being, acquired by the Council.

The whole of the maintenance and re-decoration of these houses and other Council property is carried out by direct labour under the direction of the Engineer and Surveyor, for which purpose a Buildings Maintenance Department is operated.

The Council have a Housing Department under a qualified Housing Manager.

2. Slum Clearance

The Council have always pursued an active policy in this respect, and slum clearance was carried out gradually throughout the pre-war years and resumed in post-war years to the extent that there now remains only 39 dwellings to be dealt with in the first five-year programme.

Three areas are re-designated for housing purposes in the draft development plan. The re-development of one of the areas is in progress, and 98 dwellings and four shops are being erected. The site of one of the other two areas is now being acquired and it is hoped that the work of laying roads and sewers for part of the re-development scheme will be commenced towards the end of the present year. The remaining area will be dealt with progressively.

The Council have re-housed all occupiers displaced by slum clearance and will continue to provide accommodation as necessary.

3. Assistance to other Bodies or Persons to facilitate the Acquisition, Construction and Improvement of Houses

(Administered by the Crayford Urban District Council.)

Before the last war the Council advanced £469,025 to 923 persons under the Housing and Small Dwellings Acquisition Acts. Since the war, up to 31st March, 1958, £331,174 has been advanced to 260 persons under the latter Acts, and £332,898 to 250 persons under Section 4 of the Housing Act, 1949. Improvement grants have been made under Section 20 of the Housing Act, 1949, totalling £6,037.

With the object of encouraging industrial development in the district, the Council have assisted in the promotion of a housing association by Messrs. Frederick Braby & Co. Ltd. who have erected a large new factory in Crayford. A total sum of £1 57,955 has been advanced to the association and 98 houses have been erected.

4. Regulation of Buildings and Bye-laws

(Administered by Crayford Urban District Council.)

The Council have made Building Bye-laws under the Public Health Act, 1936, and the Clean Air Act, 1956, and the Council employ a Building Inspector and an Assistant Building Inspector to ensure compliance with such Bye-laws.

Personal Health and Welfare

1. Powers and duties under the National Health Service Acts

(Administered by Kent County Council).

The Kent County Council is the Local Health Authority and provides services under the National Health Service Acts. Divisional County Offices serving this area are situated at Erith. Certain aspects of local administration are dealt with by an Area Sub-Committee of the County Health Committee, on which this Council appoint one representative.

Observation of the Crayford Urban District Council

Area Sub-Committees should be invested with a greater degree of responsibility in the day-to-day organisation of these services so that the intimate knowledge of the needs of the district and the inhabitants could be more readily brought to bear on the services than under the present arrangements.

2. Mental Health Services

(Administered by Kent County Council and Regional Hospital Board.)

The Kent County Council's duties as Local Health Authority under the Lunacy and Mental Treatment Acts 1890 to 1930 and the Mental Deficiency Acts 1913 to 1938, are carried out as part of its functions under Part III of the National Health Service Act, 1946. The County Health Committee are responsible for various forms of Mental Health Services.

The District Officer at Erith and his assistant are duly authorised officers for the purposes of the Acts. Mental Health Officers operate throughout the County.

There is in the district an occupation centre for mentally handicapped children, provided by the County Council.

Residential establishments caring for mental patients are under the control of the Regional Hospital Board and the nearest hospitals to Crayford are at Dartford and Bexley.

3. Powers and Duties under the National Assistance Acts, and the Disabled Persons (Employment) Act, 1944

(1) National Assistance Acts

(Administered by Kent County Council, the National Assistance Board and the Crayford Urban District Council.)

The Kent County Council are responsible for the administration of Parts III and IV of the National Assistance Act, 1948, and it has referred all its functions to the County Health Committee. The District Officer at the County Divisional Offices at Erith is responsible for local administration for this district, e.g. blind welfare; applications for accommodation which the County Council have provided under Part III of the Act, etc.

The National Assistance Board office serving this district is in the Borough of Dartford.

The Urban District Council arrange for the burial of persons for whom no one else is responsible, and the removal to suitable premises of persons in need of care and attention.

(2) Disabled Persons (Employment) Act, 1944

(Administered by Ministry of Labour and National Service.)

The duties under this Act are carried out by the Ministry of Labour and National Service and there is a Disablement Advisory Committee for this area.

There are offices of the Ministry at Dartford, Bexleyheath and Erith serving this district.

4. Care of Children

(Administered by Kent County Council).

The County Council operate a general comprehensive scheme for the care of young children in this district, and there are four centres at which ante-natal, child welfare, minor ailments, dental, speech therapy, asthma and other clinics are regularly held with doctors, health visitors and midwives in attendance.

There is a Children's Welfare Officer at the County Divisional Offices at Erith.

5. Registration of Nurseries and Child Minders

(Administered by Kent County Council.)

Registrations under the Nurseries and Child Minders' Regulation Act are effected by the Kent County Council.

6. Notification of Infectious Diseases

(Administered by Crayford Urban District Council.)

The Council are responsible for maintaining a record of infectious disease notifications which are received from medical practitioners.

7. Health Education

(Administered by Kent County Council and Crayford Urban District Council.)

Both the County Council and the Urban District Council undertake health education by means of posters, displays, exhibitions and other forms of propaganda.

Jointly with the Boroughs of Bexley and Erith the Council have set up a Home Safety Committee which arranges publicity of various kinds in connection with the prevention of accidents in the home.

Town and Country Planning

1. Town and Country Planning

(Administered by Kent County Council and Crayford Urban District Council.)

The Kent County Council is the Local Planning Authority for the area under the Town and Country Planning Act, 1947, but the County enjoy a considerable measure of delegated power under Part III of the Act.

The Council have always taken a keen interest in the proper planning of its area, and have exercised to the full the powers available under former Town Planning Acts. In February, 1930, a resolution was passed to prepare a planning scheme, and although a draft scheme was completed, its confirmation by the Minister was interrupted by the advent of war. In this connection it is worthy of note that the draft County Development Plan (Part B), so far as it relates to the urban district, is substantially the same in its detail as that included by the Council in their own draft scheme, so much so that with only one important exception the Council were able to accept the draft Development Plan in its entirety.

The delegation arrangements between the County Council and the Council have since their inception on the 1st July, 1948, been conducted to the mutual benefit of both authorities. With the exception of (*a*) proposed development by local authorities in the area; (*b*) proposals which though likely to conflict with the Development Plan the Council consider should be granted, and (*c*) proposals involving or relating to the extraction of surface or underground minerals which the Council are unwilling to refuse, the Council are empowered to deal with the majority of planning applications.

The Council are also responsible for conducting their own case in connection with an appeal against a decision taken under their delegated powers.

Another Part III duty which should be mentioned is that of enforcing planning control. Here again the Council are always prepared to apply this power rigorously in the interests of the district, and have found it necessary to take formal or informal action on a number of occasions.

The Council have delegated most of its town planning powers to a committee.

The Council appoint one representative on the Darenth Area Sub-Committee of County Planning Committee.

2. Powers and Duties under the National Parks and Access to the Countryside Act, 1949

(Administered by Kent County Council and Crayford Urban District Council.)

The responsibility for the submission of a map of rights of way, etc., in the district rests with the County Council, and in this connection the Urban District Council carried out a survey of all public rights of way and prepared the draft map.

This Council have always assiduously guarded the rights of the public in relation to paths, etc., and have taken any necessary action to give effect to this policy.

The Council are responsible for the maintenance of public paths and for dealing with the creation, diversion, closure and extinguishment of such paths.

The County Council are responsible for carrying out duties under Part V of the Act for making orders to enable the public to have access to open country.

Traffic

1. Construction, Improvement and Maintenance of Roads and Bridges

The lengths of highways in the urban district, maintained by the District Council, are:

Class I	5.06 miles
Class II	0·88 miles
Class III	4·97 miles
Unclassified	26·23 miles
Total	37·14 miles

The Class I, II and III roads are repaired and maintained by the District Council under powers delegated to them by the Kent County Council. The District Council have carried out numerous improvements on both classified and unclassified roads, including a number of major schemes.

Arrangements for the maintenance of "centre-boundary" roads exist with the adjoining Boroughs of Bexley and Erith, 1·87 miles of roads being so dealt with.

Since the second world war a total of 5·46 miles of roads has been constructed on the Council's housing schemes.

It has been the policy of the Council to arrange with estate developers for the latter to construct new roads to the Council's specification, and on their satisfactory completion the Council have taken over these roads as public highways. About 8 miles of roads were so constructed prior to the second world war, and since then a further 1·18 miles have been constructed and adopted and 0·6 mile constructed and at the moment awaiting adoption on completion of the maintenance period after construction.

There are six pedestrian crossings in the district.

2. Street Lighting

(Administered by Crayford Urban District Council.)

All public highways within the urban district are provided with street lamps. The Council are pursuing an energetic policy of replacing all gas lighting columns by up-to-date electric street lighting, and a scheme has been prepared and submitted for approval, for the replacement of all existing gas lamps. In addition the Council are also replacing obsolete electric lighting units.

The total numbers of lamps at present in lighting in the district are:

Gas lamps		86
Electric—Class A, 500 watts, Tungsten filament lanterns with 25 ft. mounting height	247	
—Class B and sub-standard lighting units	1,097	
Total electric columns		1,344

In addition to street lighting units, traffic bollards have been converted from gas to electric lighting, and all new lighting units are controlled with a solar-dial time switch, and on one estate group-controlled lighting has been installed. Approximately one third of all street lights remain in lighting throughout the hours of darkness, the remainder being extinguished at midnight. Regular maintenance and inspection is carried out by the London Electricity Board on behalf of the Council.

Arrangements as to the lighting of boundary roads have been made with adjoining boroughs, similar to those for road maintenance.

3. Naming of Streets and Numbering of Houses

(Administered by Crayford Urban District Council.)

The Council are responsible for the naming of new streets and the numbering of houses in the district.

4. Parking Places

(Administered by Crayford Urban District Council.)

There is one authorised street parking place in the district with accommodation for approximately 40 vehicles.

5. Road Safety

(Administered by Bexley, Erith and Crayford Road Safety Committee.)

A Road Safety Committee has been set up jointly by the Boroughs of Bexley and Erith and the Crayford Urban District Council, and undertakes all road safety functions on behalf of the three authorities. The Council appoint three representatives on the committee. A full-time Road Safety Organiser is appointed. Propaganda is disseminated to the public in a large number of ways, e.g. posters, exhibitions, competitions, film shows, etc. The Council themselves organise a series of weekly film shows including road safety films, for children during the summer holiday period, and this year it is also proposed to try out a play leadership scheme.

There is a Traffic Advisory Committee for North-West Kent and the Council appoint two representatives thereon. The Council also appoint one representative on the Royal Society for the Prevention of Accidents.

6. Bus Shelters

(London Transport Executive and Crayford Urban District Council.)

In addition to bus shelters provided by the London Transport Executive, the Council have provided and maintain additional shelters where necessary.

7. Private Street Works

(Administered by Crayford Urban District Council.)

The mileage of the four private streets in the district is 0·80 mile, and during the period 1935/39 nine streets, totalling 1·01 miles, were adopted, after being made up under the Private Street Works Act, 1892. Since 1948, four private street works schemes have been carried out, totalling 0·61 mile.

GENERAL OBSERVATIONS

Whilst the Council have offered no criticisms of other County Council services, they are of the opinion that by the formation of a County Borough for Bexley, Erith and Crayford there would be scope for the improvement in the administration of such services.

TOWN HALL,
CRAYFORD,
KENT.
15*th May*, 1958.

G. B. HODGSON,
Clerk of the Council.

Evidence submitted by The Orpington Urban District Council

COUNCIL OFFICES,
ORPINGTON, KENT.
30*th April*, 1958.

DEAR SIR,

ROYAL COMMISSION ON LOCAL GOVERNMENT IN GREATER LONDON

The Council, at a meeting on the 22nd April, 1958, upon the Finance, Rating and General Purposes Committee's recommendation, instructed me to reply to your Chairman's letter to the Chairman of the Council, dated the 17th February last, in terms of this letter.

In response to your Chairman's request the Council have prepared a statement of evidence limited to the services mentioned in paragraph 3 and Appendix B.

The statement is in outline only, and I enclose 30 copies.

The Council wish to avail themselves of the opportunity of supporting and elaborating their views, later.

With reference to my interview with you on the 14th April, the Finance (Local Government Re-organisation) Sub-Committee will, at their next meeting, consider elaborating this letter and the accompanying statement.

The Commission are asked to bear the general observations in this letter in mind should they finally decide to recommend any changes in relation to Greater London Local Government which would affect the Council.

The Council are of the opinion that they have the population (72,170), the rateable value (£1,120,000), and plant to enable them to exercise all the functions of a most purpose authority.

The Council employ fully qualified chief officers whose departments are staffed by persons possessing the necessary qualifications and experience to operate the additional services proposed.

Their aim is to secure as near the complete autonomy as is enjoyed by a county borough, as the circumstances of the time will allow.

With this end in view they draw the Commission's attention to the following financial considerations:

(*a*) The District Council possess resources far in advance of the national average, so will receive none of the proposed rate deficiency grant. Indeed, only 92 authorities in England and Wales possessed on March 31st, 1957, a rateable value exceeding Orpington's, as the following table shows:

Type of Authority	*Number of Authorities*		
	Total	*Rateable Value MORE than Orpington*	*Rateable Value LESS than Orpington*
County Boroughs .	83	49	34
Boroughs . . .	318	36	282
Urban Districts . .	562	7	554
	963	92	870

(*b*) Of these, 49 were all-purpose county boroughs, whereas the area's claim would be to that of a most-purpose authority.

(*c*) An advanced system of financial administration includes the operation of a Loans Pool and the establishment of a Repairs and Renewals Fund. The Council's Local Act powers have enabled them to issue local bonds, thus obtaining their capital requirements at economical rates without resort to either the money market or the Public Works Loan Board.

The Council would consider any alteration in the structure of Local Government in Greater London which would give them greater independence, but they desire to remain in Kent, and would view with the greatest disfavour any absorption with an enlarged London County Council or any enforced amalgamation having a similar effect.

At this stage the Council put on record that they would prefer to remain a second tier authority under the Kent County Council, unless and until some alteration in structure and distribution of functions promise them greater autonomy.

In presenting this evidence the Council instruct me to add the following note of a general nature on capital finance:

(1) The Local Government Manpower Committee recommended, as far back as 1950, that Local Authorities should be permitted to submit programmes covering a full year's projected capital expenditure on those services which did not attract grant. The Ministry of Health accepted this proposal in Circular 47/50, but in practice it has been little implemented.

(2) Local Authorities are still compelled to submit separate details for individual schemes of capital works, together with the tender proposed for acceptance. This process is extremely wasteful of manpower in the case of Private Street Improvement Works, where a large number of individual roads are involved.

(3) If the Central Government would agree to approve a global capital programme covering either one or a specified number of years, then Councils could plan their work in the most economical manner, and, at the same time, save much detailed investigation by the Government Departments concerned. Such a programme could be submitted for consideration at defined periods, specifying the individual schemes proposed and the estimated amounts of each.

(4) The Ministry approval could also contain the relevant loan consent, and, since the global figure could not be exceeded, Local Government would have a further incentive to economical capital programmes if they wished to complete the planned work. The Government Departments could, of course, be relied upon to ensure that proposals were not deliberately inflated in order to obtain an excessive amount of capital.

(5) Progress could be measured by simple annual reports submitted to the Ministry, in order that Parliament could continue to maintain its over-all control of the National economy.

Yours faithfully,

STEPHEN KING,

Clerk and Solicitor.

THE SECRETARY,
ROYAL COMMISSION ON LOCAL GOVERNMENT IN GREATER LONDON.

NOTE.

To avoid repetition the Commission are informed that the Council are of the view that by appropriate financial arrangements between the Government, the County Council and themselves, a great many powers could, and should, be exercised by them by direct conferment; that where direct conferment is impracticable there should be the maximum delegation possible; and that the phrases " direct conferment " and " maximum delegation " have that meaning throughout this document.

Throughout, " County Council " means " the Kent County Council," and " the Council " means " the Orpington Urban District Council."

Throughout, " County Council " means " the Kent County Council," and " the Council " means " the Orpington Urban District Council."

I. Description of Services
II. Analysis of Defects
III. Suggested remedies

Education

Education

I. Divisional Executive in combination with the Chislehurst and Sidcup Urban District Council. Higher educational services administered by the County Council.

II. 1. The ultimate control is too remote from the electors.
    2. Separation of environmental and School Health Services.

III. 1. Direct conferment of primary and secondary education.
    2. Control of School Health Services.
    3. If these are unattainable, Excepted District Status is preferable to that of a Divisional Executive.

Agricultural Education

I. Administered by the County Council.

II. None.

III. None.

Youth Employment Service

I. Administered by the County Council.

II. The ultimate control is too remote from the electors.

III. Direct conferment.

Environmental Health

Baths, Wash-houses and Bathing Places

I. There are none, but the appropriate Acts of Parliament are under the Council's administration.

II. None.

III. None.

Control of Watercourses, Ditches and Ponds

I. Responsibility for these is divided between the County Council, the Kent Rivers Board and the Council.

II. The County Council control watercourses, etc., under the Land Drainage Acts but seldom, if ever, exercise their powers.

III. Powers and duties of the River Board and Council to remain, but the County Council's powers to be transferred to the urban district.

Disinfestation of Premises and Articles

I. Service administered by the Council.
II. None.
III. None.

Drainage of Trade Premises

I. Discharge of trade wastes dealt with by the Council and of trade effluence by the West Kent Main Sewerage Board.
II. None.
III. None.

Mortuaries and Post-Mortem Rooms

I. The Council discontinued the use of their mortuary, making use of the facilities at a large hospital within the district.
II. None.
III. None.

Public Conveniences

I. Council administered service.
II. None.
III. None.

Refuse Collection and Disposal

I. The Council undertake refuse collection and disposal by the method of controlled tipping, having investigated the possibility of the erection of an incinerator.
II. None.
III. None.

Regulation of Buildings and Sanitation of Buildings

I. This service is undertaken by the Council, under powers contained, *inter alia*, under the Council's Local Act of 1954, and with outside consultation, e.g. Kent Fire Brigade, where desirable.
II. None.
III. None.

Sewerage and Sewage Disposal

I. Trunk Sewers and Sewage Disposal are under the control of the West Kent Main Sewerage Board, a joint body on which the Council are represented. Everything else in connection with foul water sewers is under the Council's control.
II. None.
III. None.

Street Cleansing

I. 7½ miles of Classified I roads are maintained and swept by the County Council. All other roads in the area are dealt with by the Council.
II. Local street cleansing of roads under County Council is controlled from a depot five or six miles outside the district and plant and men have to be brought in for this task.
III. Street cleansing activities should be transferred to the Council.

Burial Grounds, Cemeteries and Crematoria

I. Two burial grounds are under the Council's control. The building of a crematorium in the district has been approved in principle.
II. None.
III. None.

Parks and Open Spaces

I. 270 acres of parks, open spaces and recreation grounds, and 1,264 acres of Green Belt, of which 213 acres are woodland, with nurseries and ancillary buildings, are under the Council's control.

II. None.

III. None.

Powers and Duties under the Physical Training and Recreation Act, 1937

I. The Council has not acquired and does not maintain any grounds under this Act.

II. None.

III. None.

Prevention of River Pollution

I. The River Cray is the Kent River Board's responsibility. The Kydbrook is outside the Board's area and is the County Council's responsibility. The River Board deal with the prevention of pollution from trade premises on the banks of the Cray.

II. There is no effective control of pollution in the Kydbrook watershed area, other than that exercised informally by the Council.

III. Bring the watersheds of the Kydbrook within the statutory area of the Kent Rivers Board.

Housing

Provision of Houses

I. The Council have built over 2,500 permanent houses and 319 temporary dwellings since 1945 and are one of the foremost housing authorities in the south-east region.

II. None.

III. None.

Slum Clearance

I. The Council are wholly responsible. The number of houses yet to be represented in clearance areas is 35. Subject to detailed inspection 26 remain to be dealt with by demolition orders.

II. None.

III. None.

Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses

I. The Council operate the Building Society Guarantee Scheme and make improvement grants under the Housing Act, 1949. £1,300,000 has been advanced to persons wishing to acquire their homes on the security of 890 dwellings.

II. None.

III. None.

Regulation of Buildings and Bye-laws

I. A Council service.

II. None.

III. None.

Personal Health and Welfare

POWERS AND DUTIES UNDER THE NATIONAL HEALTH SERVICE ACTS

1. Ambulance Service

I. A very well run County Service.
II. None.
III. None.

2. Health Centres

I. None.
II. None.
III. If established, direct conferment.

3. Health Visitors

I. The County Council employ 8 Health Visitors/School Nurses. One full-time school nurse and one T.B. health visitor in the area. The main duties of the health visitors are in connection with Maternity and Child Welfare and the School Health Service.
II. Health visitors completely, and unsatisfactorily, divorced from the work of the Council.
III. Direct conferment.

4. Domestic Help Service

I. The County Council employ a local organiser of this service in Orpington, and her task is to provide essential domestic help, family help and night attendant service in appropriate cases.
II. The Council frequently need to arrange domestic help through the County Council.
III. Direct conferment.

5. Care of expectant and Nursing Mothers and Young Children

I. This again is a County Service including the dental care of both the mothers and pre-school children. There are 12 child welfare centres, 5 ante-natal clinics, 1 dental centre plus clinics in the country areas. Distribution of Welfare Foods is also undertaken under this heading.
II. The Council's officers are completely cut off from all knowledge of what goes on at clinics held in the area under their control.
III. Direct conferment.

6. Home Nursing Service

I. Six home nurses and 4 home nurse/midwives are employed by the county in this authority's area. Medical certification is required to obtain the services of these ladies, and no night service is obtainable.
II. Remote control unsatisfactory.
III. Direct conferment.

7. Midwifery

I. The County Council employ 6 full-time midwives in the area, and their services may be obtained on direct application or through the patient's private doctor.
II. For such a personal service the patient should have ease of access to the responsible executive officer.
III. Direct conferment.

8. Prevention of illness, care and after-care

I. The County Council have made arrangements for dealing with T.B., mental illness and defectiveness, and illness generally, under this heading, and the responsible officer is the district officer whose office is at Orpington Hospital. Health Education and follow-up arrangements with regard to venereal diseases are also dealt with under this heading. (See also under Health Education.)

II. Health Education is partly the Council's function, the County Council being responsible for the remainder of the functions. Divided control is unsatisfactory.

III. Direct conferment.

9. Vaccination and Immunisation Procedure

I. Local arrangements have been made with General Practitioners and at clinics, for vaccination against smallpox and anterior poliomyelitis to be undertaken. A similar set-up exists with regard to vaccination against whooping cough and diphtheria. (These again are services undertaken by the County Council.)

II. Divided control. Vaccination and immunisation procedures are preventive measures and one of the functions of the Medical Officer of Health is the prevention of disease.

III. Direct conferment.

Mental Health Services

Mental Health Services

I. The District Officer of the County Council is responsible for carrying out the formalities referring to the examination and certification of persons suffering from mental illness, and for their care and after-care. Assistant County Medical Officers undertake the ascertainment or certification of cases of suspected mental deficiency, but the District Officers do the legal formalities associated with the admission of mental defectives to hospitals. An Occupation Centre is maintained by the County Council within the boundaries of this Local Authority, where there is also a Mental Reception Unit in one of the hospitals.

II. Remote control.

III. Direct conferment.

POWERS AND DUTIES UNDER THE NATIONAL ASSISTANCE ACTS AND THE DISABLED PERSONS (EMPLOYMENT) ACT, 1944

1. Generally

II. Assessment regulations administered by area committee.

III. Should be administered locally.

2. Residential Accommodation

I. The County Council provides the accommodation for those in need of care and attention, and has at the moment some 600-700 on the waiting list for the County as a whole. In Orpington, Lubbock House accommodates a number of such persons and another 56 beds are available at Orpington Hospital. Application for admission to this type of accommodation is dealt with by the District Officer stationed at Orpington Hospital.

II. None.

III. None.

3. Welfare Services for the Handicapped

I. With regard to blind, deaf and dumb, examinations for their registration are undertaken, on request, by the County Medical Officer. In the case of other handicapped persons, e.g. cripples, the District Officers are empowered to make any necessary adaptations to premises, and undertake the general social welfare of such persons.

II. None.

III. None.

4. Removal of persons needing care and attention

I. This function is exercised by this Council and where it appears to the Medical Officer of Health that a person is in need of care and attention, he may apply for a Court's Order for the removal of that person to a hospital or residential accommodation.

II. None.

III. None.

I. 5. Persons handicapped by illness or injury may be registered as disabled persons by obtaining a form of medical certification from the local officer of the Ministry of Labour, which has to be completed by his own doctor. If the medical evidence is not conclusive, the applicant may be required to be examined by a doctor specially appointed for the purpose.

A Disablement Rehabilitation Officer is available at the local office of the Ministry of Labour and National Service to advise disabled persons and help them to obtain suitable work. All employers of 20 or more workers, have to employ a quota of persons who have been registered as disabled.

II. None.

III. None.

Care of Children

I. Children and Young Persons appearing before the Courts, either on a charge or being in need of care and protection, being beyond parental control, or having parents not exercising care and guardianship, etc., come under the care of the Children's Committee at Maidstone. The branch office in this case is at Bromley. When necessary children are committed to the care of the County Authority. When possible children are boarded out with foster parents, and supervised by an officer of the Children's Committee. Alternatively they may be boarded out in Council Homes. Foster parents are registered with the Children's Committee, those acting privately being visited by Health Visitors of Health Committees. Others who are prepared to accept children placed in the care of the Local Authority are supervised by officers of the Children's Committee.

II. In the case of children in care, it does seem to the Council to be wrong that some of them should be visited by officers of the Health Committee of the County Council, and others by officers of the Children's Committee.

III. The Council would like to see all such children supervised by the same type of officer. The problem is too small to be dealt with by a Local Authority of this size.

Registration of Nurseries and Child Minders

I. This function is also exercised by the County Council. The Council have no details of numbers of persons registered locally, but the Council understand that the Health Visitors undertake regular inspection of any premises concerned.

II. None.

III. Direct conferment.

Notification of Infectious Diseases

I. Notifiable diseases are notified to the Medical Officer of Health for this Local Authority, and it is his responsibility to forward copies to the County Medical Officer. A weekly summary of all notifications is also sent to the County Medical Officer and Registrar General. Upon receipt of a notice of notification of dangerous infectious disease, the home is visited by the Medical Officer of Health and/or Public Health Inspector according to which is more appropriate and the necessary advice given. The notification fee is reimbursable by the County Council. In certain cases prior to official notification, the Medical Officer of Health is called into consultation by the General Practitioner concerned in order to confirm the diagnosis.

II. In the case of notifications of infectious diseases, the Council doubt the necessity of sending a copy of all notifications daily to the County Medical Officer, but feel that the weekly summary should be adequate.

III. Abolition of the necessity of making a daily return of infectious diseases to the County Medical Officer, and leaving it to the discretion of local Medical Officers of Health to decide when County Medical Officer should be informed.

Health Education

I. Undertaken both by the Local Authority under the Public Health Act, and the County Council under the National Health Service Acts. Talks with films and flannelgraphs are given by members of the Public Health Department of the Council to interested organisations on matters of Public Health interest, and the Area Medical Officer of the County Council's Health Area No. 7 also lectures on subjects appertaining to his side of the work. Health Education is also being undertaken on a more personal basis by the Health Visitors of the County Council, and the Public Health Inspectors of this Council, by virtue of their close contact with individual members of the public. In fact owing to the very nature of their work, they might both be considered in some respects almost whole-time Health Educators.

II. Divided control. The County Council operate under the National Health Act and the Council under the Public Health Act.

III. Direct conferment.

Town and Country Planning

Town and Country Planning

I. The Council deal with about 85 per cent of all planning applications by delegation from the County Council, who are the Local Planning Authority. The remaining cases are dealt with by the County Council through Area Planning Committees, with, or without, consultation. The arrangements operate through three Deeds of Delegation negotiated with the County Council by the Kent Borough and Urban District Councils Association.

II. There is constant friction between the two authorities in relation to the 15 per cent of cases dealt with by the County Council where the two authorities' views are frequently at variance.

III. The Kent Development Plan was approved by the Minister on the 29th January, 1958, with modifications, and operative from the 7th March, 1958, and there should now be direct conferment and maximum delegation.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

I. Administered by the County Council. Public footpath map and schedule prepared by the Council.
II. None.
III. None.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

I. All Classified I, II and III roads are " claimed " roads, with the exception of 7½ miles of Class I road for which the Kent County Council is responsible. All works to " claimed " roads and district roads are under the control of the Engineer's Department; the size and character of the district is such as to justify the continuation of the present arrangements as an urban authority or subdivision of a larger authority.

The British Transport Commission are responsible for 4 road bridges.

II. The present remote control of expenditure on Classified Roads by the Kent County Council and London Region of the Ministry of Transport is unsatisfactory.
III. Direct conferment.

Street Lighting

I. A Council Service.
II. None.
III. None.

Naming of Streets and Numbering of Houses

I. A Council Service.
II. None.
III. None.

Parking Places

I. The power to provide these is vested in the Council.
II. None.
III. None.

Road Safety

I. Administered by the Council through a full-time paid Safety Organiser.
II. Home safety is a parallel activity and in every way similar, but under the County Council.
III. Direct conferment.

Bus Shelters

I. Provided and maintained by the London Transport Commission.
II. None.
III. None.

Private Street Works

I. The Council have 26 miles of unadopted roads to be made up in a seven-year programme, under Section 150 of the Public Health Act, 1875, at a very rough cost of £1,000,000.
II. The Council are gravely hampered and prejudiced by deficiencies in the private street works codes.
III. Parliamentary time should be found to introduce an up-to-date code, or alternatively local authorities should be empowered to provide their own codes by Private Bill.

Supplementary Evidence submitted by The Orpington Urban District Council

STATEMENT AS TO THE CHARACTERISTICS OF THE URBAN DISTRICT

1. This statement is complementary to the statement of evidence submitted to the Royal Commission on the 30th April, 1958, and in response to an indication that the Royal Commission desire broad outline of the nature of the district and its administration.

2. General Description

The predominant characteristics of the district are those of a dormitory town for London, with a general industry area of relatively small size in the north and a large agricultural area in the south. Further development is now largely restricted to the vacant frontages of existing streets and the rounding off of the built-up area by controlled infilling; the remaining building sites being few in number and moderate in size. The rural part is protected by its inclusion in the Metropolitan Green Belt.

3. Community of Interest

The dormitory residents, those employed in industry and commerce, and those engaged in agricultural pursuits, are intermingled. The large majority shop in one or other of the centres of population throughout the district. For sport and recreation they remain almost exclusively within the district, but a few go outside the district for education and (mainly to the West End) entertainment. They have a common interest in the preservation of the countryside, in the services provided by the Council and in the many social and other activities in which the district abounds.

4. Physical Features

The district is situated on the northern side of the North Downs and embraces well-wooded undulating country of great scenic charm, varying from about 140 to 800 feet above sea level. In the four main watersheds, all draining north, the only visible courses are the River Cray and the Kydbrook.

The northern boundary is marked by the railway line, except that a small area north of the line is included to embrace the St. Mary Cray Parish Church and Cemetery, and a Council housing estate; the south-eastern is well defined by the ridge of the North Downs; the eastern mostly follows the line of the old ecclesiastical parish boundaries; the south-western is the Kent/Surrey/Croydon boundary; and on the north-west is the boundary with Beckenham and Bromley Boroughs, agreed at the time of urbanisation.

5. Means of Communication

There is a network of major and minor roads, affording excellent means of communication throughout the district, and including the Orpington Bypass A.224 and the Farnborough Bypass A.21. Two main railway lines of Southern Region, the London to Hastings and the London to Maidstone and Rochester have five railway stations in the area—St. Mary Cray, Petts Wood, Orpington, Chelsfield and Knockholt. The district is served by London Transport central and country 'buses, and Green Line coaches.

6. Statistics

Population—72,170 (Mid. 1957).
Rateable Value—£1,120,000 (1st April, 1958).
Area—20,842 acres.
No. of Dwellings—22,945. (Council dwellings—3,043 at 30th April, 1958).
No. of Factories—41.
Acreage of Parks and Open Spaces—270.
Acreage of Green Belt properties—1,146.
Wards—16.
Councillors—33.

7. Record of Administration

It has been one of the tasks of the Council since the urban district was created in 1934 to effect a successful marriage of its urban and rural components.

The Council consider that this task has been adequately executed and that the misgivings expressed by some of the rural parishes on the formation of the urban district have given place to appreciation of the benefits which have accrued to the villages through being associated with a prosperous urban community.

This has been achieved without unduly burdening the district as a whole, a result of the maintenance of high administrative standards.

8. Financial Techniques

The Council has adopted the most modern financial techniques, including the establishment of a complete punched card accounting system. The whole of the accountancy work is centralised in the Treasurer's Department, which is also responsible for all the costing work of the direct labour organisations established in the Engineer's and Housing Departments. Furthermore, a novel system of rate accounting, approved by the Minister of Housing and Local Government, has enabled considerable economies to be effected in staff and administrative expenses.

For two years before Local Authorities were denied access to the Public Works Loan Board, the Council had been borrowing in the open market and were thus able to meet the new situation without difficulty. Making the fullest use of these Local Act powers to issue Bonds, a succession of newspaper advertisements has produced well over £1,000,000 at favourable rates, from small lenders during a two-year period, so permitting the capital programme to be financed. A judicious mixture of temporary, short and medium term loans has assisted in mitigating much of the worst effects of the high interest rates caused by successive credit squeezes. These various devices have allowed the continuance of housing advances at a time when many would-be house purchasers were unable to obtain accommodation from other sources. Not content with this, Orpington were one of the first Local Authorities to receive permission to include a variable interest clause in their mortgages, so allowing borrowers to receive the ultimate benefit of the policy of not being tied for long periods to loans carrying high rates of interest.

A capital fund has been established, to which annual contributions are made with the intention of ultimately building up a method of avoiding both resorting to borrowing and making excessive calls on the revenue budget. Indeed, this has already proved of great assistance in acquiring equipment. The setting up of a renewals and repairs fund has likewise achieved a substantial measure of stability in the rate levy required for such purposes. The fund is divided into separate sections dealing with the renewal of vehicles and major plant items, the repair of buildings and similar structures, and vehicle maintenance.

By following a prudent policy of mixed external and internal investments for the superannuation fund, no deficiency arose at the last re-valuation. Indeed, the Actuary, in a tribute to the Local Authority's policy, reported it would otherwise have been necessary to make a further contribution of £1,250 per annum for 40 years.

The Council makes full use of its punched card machines on the rating system, which results in the early despatch of rate demand notes and a proper follow-up with reminders. The volume of prompt payments in 1957/58 was such that over £17,000 in interest was earned, equivalent to a rate reduction of about 4d. in the £.

A differential rent scheme, introduced on 1st April, 1954, has eliminated the necessity for making contributions to the Housing Revenue Account from the general rate fund, permitted an adequate repairs fund contribution and avoided increasing the rents of those tenants with low incomes. On the other hand, those able to do so pay a proper charge for their accommodation, whilst the equivalent of a rate contribution of about 4½d. in the £ was saved in 1957/58.

12*th August*, 1958.

Evidence submitted by the Penge Urban District Council

1. INTRODUCTION

The Penge Urban District Council would first of all wish to record their appreciation of the approach made by the Royal Commission on Local Government in Greater London seeking the views of this authority on the matter generally, and specifically under the three heads set out in the letter dated 17th February, 1958, addressed to the Chairman of this Council by the Chairman of the Royal Commission.

The evidence now submitted, both from the factual approach, and from the standpoint of opinion is given in outline form only, but the Council would be willing to give a more detailed submission, either in writing or orally, if so desired, and would indeed welcome the opportunity to do so.

Before setting out the report and views of the Penge Urban District Council on the matters specifically raised in the letter of 17th February, 1958, it is thought advisable to give some factual information regarding this Urban District.

(a) Geographical Position

Penge is situated on the north-west tip of the County of Kent and is bounded by other Local Authorities as under:

(i) On the north-west by the Metropolitan Boroughs of Lambeth and Camberwell in the Administrative County of London.
(ii) On the south-west by the County Borough of Croydon (Surrey).
(iii) On the north-east, east and south-east by the Borough of Beckenham (Kent).

(b) Population, Area and Rateable Value

The population of Penge in accordance with the 1957 Registrar General's estimate is 25,610, and the area comprises 770 acres. The rateable value is £334,971, the product of a penny rate for the current financial year 1958-59 being £1,345. The General Rate for the current year is 19s. 1d. including the Kent County Council Precept of 12s. 7·8d., the Metropolitan Police Precept of 1s. 6·25d., and the London County Council Precept of 5·75d. (sewage disposal). The loan debt is £1,321,412, made up as under:—

Housing	£1,137,848
Small Dwellings Acquisition Act, and Housing Act Advances	159,362
Miscellaneous	24,202
	£1,321,412

The figures given indicate the position as at 1st April, 1958.

(c) General Character of District

Penge is a suburb of London, primarily residential in character, although there is some dispersed industry in the area. The residential properties are largely of the old Victorian type, and many are of considerable age. Quite a large proportion are now in multi-occupation. From the industrial angle, there are no really large undertakings within the urban district, but there are many small industries, a large number of which are wrongly located from the town planning point of view. It is not wished in this Outline Evidence to record the whole Local Government history of the district, but Penge was constituted as an urban district in 1900.

The district is well served by rail and road transport. There is a first-class main shopping centre, and several quite adequate secondary shopping areas.

(d) Constitution of the Council

The Council comprises eighteen elected members, six being returned from each ward into which the urban district is divided. Elections are held triennially, the whole Council retiring at the same time.

2. OUTLINE OF THE PRESENT ARRANGEMENTS WITHIN THE PENGE URBAN DISTRICT FOR CARRYING OUT CERTAIN SPECIFIED LOCAL GOVERNMENT FUNCTIONS

As requested in the letter of the 17th February, 1958, to which reference has already been made, it is now wished to give a factual statement on the Local Government functions and services referred to therein. It is not, however, desired to comment in any detail on those functions which are exclusively within the purview of the Kent County Council.

(a) Education

(i) Education Generally

Since the Education Act, 1944, came into operation the Urban District Council of Penge has lost all the functions carried out before that time, and because of its population is not an " Excepted District." The urban district is a county division for education. The provision of Primary and Secondary Schools is adequate within the district itself if one takes into account the projects in course of implementation. Some of the schools are, however, very old. Grammar School education is provided to cover Beckenham and Penge jointly, the Boys' Grammar School being situated in the urban district, while the present Girls' Grammar School building, and the new one in course of construction, are in Beckenham. There is no Technical School in Penge itself, the district being served in this connection by the Technical School at Bromley, some five miles distant. There is also no provision for further education within the district itself, apart from normal evening classes, but a School of Art and Technical Institute are located in Beckenham.

(ii) Agricultural Education

Agricultural Colleges have been provided within the County of Kent by the Kent County Council.

(iii) Youth Employment Bureau

There is no Youth Employment Bureau serving Penge exclusively, but one bureau covers the urban district, and the adjoining Borough of Beckenham jointly, its offices being situated in the Borough of Beckenham.

(b) Environmental Health

(i) Baths, Washhouses and Bathing Places

None of these facilities exists within the urban district, the local population being served by first-class baths provided by the Beckenham Borough Council, and which are situated quite close to the boundary between the two districts.

(ii) Control of Watercourses, Ditches and Ponds

This would be an Urban District Council function, but the matter does not arise having regard to the character of the neighbourhood.

(iii) Disinfestation of Premises and Articles

This is an Urban District Council function and actively carried out, as necessary, under the existing statutory provisions of the Public Health Act, 1956. Adequate modern equipment is maintained.

(iv) Drainage of Trade Premises

This is not a function which causes very great concern within the urban district, having regard to the type and character of the local industries which are fundamentally of an innocuous type. However, the Council are alive to the need for adequate control, where necessary, and, inasmuch as the Public Health (Drainage of Trade Premises) Act, 1937, did not apply directly to this urban district, steps have been taken recently to secure its local application, and, in fact, the Minister of Housing and Local Government has now made the necessary Order so that the 1937 Act will be operative within the district, with effect from the 1st July, 1958.

(v) Mortuaries and Post Mortem Room

These services are actively and satisfactorily provided by the Urban District Council. A mortuary is controlled by the Council and is of modern standards with a two-cell refrigerator.

(vi) Public Conveniences

Public Conveniences are provided within the district at a central point in the main shopping area, while at one extremity of the district a joint arrangement has been entered into with a neighbouring authority.

(vii) Refuse Collection and Disposal

Refuse collection is undertaken by the Council on the basis of weekly collections from residential accommodation, but with more frequent collections from trade premises and certain flat properties. Treatment and disposal of refuse, however, does not take place within the urban district, but by an arrangement with the adjoining Borough of Beckenham. The policy of salvage is actively pursued with very satisfactory results.

(viii) Regulation of Buildings and Sanitation of Buildings

This is an Urban District Council function fully exercised and controlled under the relevant statutory provisions and bye-laws made thereunder.

(ix) Sewerage and Sewage Disposal

The district is fully sewered, although much of the system is of considerable age. There is no sewage disposal works within the Urban District, disposal being effected either directly, or indirectly, to the County of London.

(x) Street Cleansing

This is an Urban District Council function, full and adequate arrangements being made both by mechanical and hand sweeping.

(xi) Burial—Cemeteries and Crematoria

No provision is made by the Urban District Council, and neither is any action necessary, there being a large privately owned Cemetery and Crematorium within the Borough of Beckenham adjoining, and quite close to the boundary of the two districts.

(xii) Parks and Open Spaces

The Council maintain Betts Park and the High Street Recreation Ground, the former being furnished with a children's playground, and certain games and sports facilities, including tennis, a putting green and cricket practice nets. In addition, provision has been made for a special children's playground in another part of the district, and known as the Palace Square Children's Playground. So far as open spaces are concerned, reference must be made also to the Crystal Palace grounds, the bulk of which are situated within the urban district, although some part thereof lies within the Borough of Beckenham. These grounds are administered by the London County Council. Adequate control of the parks and playground is maintained directly by the Council, both by the enforcement of bye-laws which have been recently brought up-to-date, and by the provision of patrols for the protection of children and generally.

(xiii) Powers and Duties under the Physical Training and Recreation Act, 1937

The main feature which it is wished to record here is the recent provision under these statutory powers of a Welfare Centre, which was developed by the Urban District Council in 1956-57, and which is now a popular centre for many local activities, including the provision of old folks' club rooms and meals on wheels service by a local voluntary organisation, the local Blind Club, Girl Guides, Sunday School facilities for a nearby church, and numerous others.

(c) Housing

The Urban District Council are justly proud of their housing record in the post-war years, particularly having regard to the acute shortage of building land, the whole of which, with the exception of one or two small sites which can be developed by way of in-filling, have been fully developed. Having regard to this factor, practically the whole of the post-war development has been by way of flat development, and in all 538 new dwellings have been provided since 1945. Taking into account the dwellings provided between the wars, and other properties purchased and purchased for conversion, there are now 669 dwellings owned and managed by the Urban District Council. Whilst it has been indicated that all immediately available land has now been used, this does not necessarily imply that there is no scope for further housing development in the future, as it is possible to explore the possibility of redevelopment of certain areas where considerable garden depths may make this possible; regard must, however, be had to the general problem of density. On the question of slum clearance, this is a growing problem within the district, having regard to the age and character of the majority of the residential properties, which are anything up to one hundred years old. Bearing in mind the shortage of land, the problem of slum clearance is, of necessity, one which must proceed at this stage rather slowly, but the Council are going ahead as rapidly as possible. Perhaps no record of housing in Penge would be complete without reference to the very real problem facing the Council at the present time in relation to requisitioned houses. Penge was one of the most heavily affected areas in London as a result of aerial attack in the last war, and a large number of properties, in comparison with the size and total population of the area, was requisitioned under the authority of the Defence Regulations. 227 dwellings are still held under control, although every effort is being made to derequisition as quickly as possible. It is apparent, however, that the problem cannot possibly be solved by the statutory date, 31st March, 1960, without recourse to purchase, and the Council have embarked on a programme accordingly. The Council exercise to the full their powers under the Housing Act, 1949 (and previously under the Small Dwellings Acquisition Acts), to advance money for the acquisition and conversion of properties, and a total sum of approximately £220,000 has been advanced in this way. A number of improvement grants has also been made. The Council have, too, had under active consideration the provision of special type flatlets for aged persons by conversion of existing properties, but whilst it has been agreed as a matter of policy that this specific function of housing should be exercised, the non-availability of suitable properties in the district has so far precluded its implementation.

(d) Personal Health and Welfare

(i) Powers and Duties under the National Health Service Acts

These are county functions, although Area Sub-Committees have been set up, the duties of which can broadly be stated to be the general administration on the local basis arising from policy decisions made at County level. One Area Sub-Committee covers the districts of the Boroughs of Beckenham and Bromley, and the Urban Districts of Chislehurst and Sidcup, Orpington and Penge, on which this Council is represented by one member.

(ii) Mental Health Services

These are county functions dealt with under a District Officer Service, one officer covering Penge and Beckenham jointly.

(iii) Powers and Duties under the National Assistance Acts, and the Disabled Persons (Employment) Act, 1944

Primarily these are county functions. The Urban District Council, however, have powers under the National Assistance Acts for burial arrangements of deceased persons, as necessary, and also to deal with the removal of old persons in need of care and attention. It has been necessary to act accordingly in several cases.

Under the Disabled Persons (Employment) Act, 1944, the Council have adopted the policy, in accordance with the Statute, of employing their full quota of handicapped persons.

(iv) Care of Children

This again is a county function, a local office of the Children's Department being situated in Bromley, and a Welfare Officer serves the Beckenham, Bromley and Penge area.

(v) Registration of Nurseries and Child Minders

This too is a County Council function.

(vi) Notification of Infectious Diseases

This is an Urban District Council function carried out through the Medical Officer of Health, who is employed on a part-time basis.

(vii) Health Education

This is a function carried out both from county and local level. The Urban District Council have, from time to time, had publicity campaigns, in addition to which the appropriate officers of the Council do occasionally give talks to local organisations.

(e) Town and Country Planning

(i) Town and Country Planning Generally

The Kent County Council are the Local Planning Authority, in accordance with the provisions of the Town and Country Planning Act, 1947. The County Council have, however, given as full a measure of delegation as is possible, in accordance with the legal provisions, including general matters regarding control of development; this extends to matters arising under the Advertisement Regulations. Matters cannot be dealt with locally which are in conflict with the Development Plan. Full consultation, however, takes place on these matters as well as in connection with the preparation of the Development Plan itself. It is not thought necessary in this Outline Evidence to append full details of the Delegation Agreement with the Kent County Council, but this can be provided if required.

(ii) Powers and Duties under the National Parks and Countryside Act, 1949

This is a county function.

(f) Traffic

(i) Construction, Improvement and Maintenance of Roads and Bridges

So far as unclassified roads are concerned this is an Urban District Council function, and classified roads have also been " claimed " under the Local Government Act, 1929, and are dealt with locally.

(ii) Street Lighting

The Urban District Council exercise street lighting functions for the whole of the district, and full modern lighting systems have been brought into operation on the principal traffic routes. Full consideration has been given in the last two or three years to the electrification of all side street lighting, a project which has, however, been deferred, having regard to the current restrictions on capital expenditure.

(iii) Naming of Streets and Numbering of Houses

This is an Urban District Council function fully exercised, where necessary.

(iv) Parking Places

The shortage of available land has precluded the provision of as many parking places as would have been desired, but there are two official street parking places within the urban district, and negotiations are at present being conducted aiming to provide a car park of adequate dimensions adjacent to the main shopping area of the district.

(v) Road Safety

This is a function fully exercised by the urban district, and one officer has been appointed jointly with Beckenham and Bromley to be responsible for this important service. The duties of the officer concerned embrace, not only road safety, but all forms of accident prevention.

(vi) Bus Shelters

This is a function which could be exercised by the Urban District Council, but the necessity has not generally arisen owing to the adequate provision of shelters by the London Transport Executive.

(vii) Private Street Works

The Private Street Works Act, 1892, has been adopted, and such private street works as are necessary are carried out under the provisions of that Statute. The private streets remaining in the district, however, are really almost negligible.

4. DEFECTS IN THE PRESENT ARRANGEMENTS AS SEEN BY THE PENGE URBAN DISTRICT COUNCIL

While the Urban District Council of Penge do see defects in the present arrangements, these are not in any way based on the manner in which the functions at present vested in the County Council are carried out by that authority. The Council indeed have no foundation for criticising the Kent County Council administration, but rather it is thought that, on county standards, that authority carry out their functions efficiently. The criticism of the Urban District Council of Penge on the existing arrangements is based primarily on the general concept of County Council organisation, and this can be summarised as follows:

(*a*) The control from the County Council at Maidstone is, of necessity, remote, and this general statement embodies the following principles:

(i) The County Council members cannot as a general rule be expected to have a detailed knowledge of all parts of the county which must affect their appreciation of local district problems and local district needs.

(ii) The public of Penge cannot feel that same sense of local administration from county level as they would in respect of those services administered from the local Town Hall. The public in general wish to have a local focal point to which they can turn for advice, or the solution of their problems, and the obvious place to which to look is the local centre of administration, rather than one many miles away.

(iii) Because of the remoteness of the County Council centre at Maidstone, there is really insufficient publicity in county districts from which local residents could ascertain what is really happening at county headquarters.

(*b*) The whole foundation of County Council administration based on a very large area virtually necessitates the holding of all meetings at Maidstone during the day-time; the long journeys necessary for certain county members, as, for example, from this corner of the county, is an important factor to be taken into consideration in this context. The unfortunate result is that there is a restricted field of persons who are able to undertake County Council duties, a problem which is more likely to grow in the future than to diminish.

(*c*) The whole administration of a County Council of the size of Kent tends to become unwieldy and unnecessarily costly. On the question of the organisation being unwieldy, meetings of the County Council are only held quarterly, and there is a necessity for a large number of sub-committees to deal with the various problems in the whole of the administration. Regarding the question of costliness, it is considered that this arises because of the obvious necessity of maintaining such a large and complicated organisation.

The points made above can be summarised in the opinion of the Urban District Council of Penge that in the expression " Local Government," emphasis should be as much on the word " Local " as on the word " Government." These basic expressions of opinion lead to more detailed consideration of the views of this Urban District Council on the future of Local Government in the Greater London area, and particularly in this part thereof, or to quote the words in the Terms of Reference of the Royal Commission " What changes in the Local Government structure and distribution of Local Authority functions in the area, or any part of it, would better secure effective and convenient Local Government."

5. THE VIEWS OF THE URBAN DISTRICT COUNCIL OF PENGE ON LOCAL GOVERNMENT REORGANISATION IN GREATER LONDON AND PARTICULARLY IN THE VICINITY OF THIS DISTRICT

Following the extract from the Terms of Reference of the Royal Commission in the immediately preceding paragraph, it is considered that any views or recommendations should be based on the effectiveness and convenience of Local Government generally, and throughout the detailed consideration which has been given to this major problem these particular points have always been kept in mind, and regard has also always been had to the nine points set out in paragraph 15 of the Appendix to the White Paper on Areas and Status of Local Authorities in England and Wales. These nine points were, indeed, put forward as material factors to be borne in mind in determining what effective and convenient units of Local Government should exist.

It is the considered view of the Urban District Council of Penge that the defects in the present arrangements, as outlined in paragraph 4, are not such as can be remedied satisfactorily by any system of greater delegation of functions from the County Council to the District Council. Accordingly, it is the considered view that where other overriding factors do not militate against such a proposal, the most effective and convenient form of Local Government should be on the one-tier basis. Bringing these considerations to this particular district, it is, therefore, believed that the future of Local Government would best be served by the amalgamation of the Borough of Beckenham and the Urban District of Penge into one entity, with County Borough status.

It is not considered that the pattern for future Local Government in Greater London, outside the Administrative County of London, must of necessity be a uniform one, and, indeed, the Minister of Housing and Local Government has indicated that considerations which might apply to one part of this vast conurbation need not necessarily apply to other parts. The matter has, therefore, been looked at purely from the position of this particular area of Greater London situated in the County of Kent, and to support the suggestion which has been made for the creation of a new County Borough, the Urban District Council of Penge would wish to submit the following arguments:

(*a*) The proposed County Borough would be a more convenient form of Local Government for the reasons already given in this Outline Evidence. Its creation would undoubtedly bring about greater interest in local affairs, all of which would be administered from a local centre.

(*b*) The new County Borough would equally be an effective form of Local Government. The combined population and area of the two existing authorities concerned would weld together to form one of sufficient size and population, and the combined financial resources, giving a total rateable value of approximately £1,726,000 would be more than sufficient to ensure the satisfactory execution of all the functions of a County Borough. Inasmuch as the Local Government Bill at present before Parliament makes provision for changes in the financial structure of Local Authorities, and certain Orders under the Act will have to come into operation subsequently, it is not possible at this stage to indicate with any clarity the full financial effect of the proposed amalgamation. It is, however, abundantly clear that the rateable value per head of population in the proposed County Borough would be above that which is at present applicable to the whole of the County of Kent, and there would appear to be no reason to assume that the creation of the County Borough would be anything but beneficial from the ratepayers' point of view.

(*c*) The severance of the two existing authorities from the County of Kent should have no adverse effect on the efficiency of the county administration. The County of Kent at the present time is one of the largest counties, and the effect of the proposed severance would be to such an extent that this position would not be altered.

(*d*) Whilst the two local authority areas of Beckenham and Penge have, up to the present time, been administered as entirely separate units of Local Government, there is, nevertheless, considerable common ground between the two areas which would facilitate and logically support the proposed County Borough proposal. These are:

- (i) Geographically the proposed union would improve the Local Government boundaries of the area.
- (ii) There is at the present time considerable affinity between the two Local Authority areas as evidenced by the following facts:
    - (*a*) Beckenham and Penge together comprise one Parliamentary constituency.
    - (*b*) The Petty Sessional Division with the Magistrates' Court at the Penge Town Hall covers also part of the Borough of Beckenham.
    - (*c*) From the point of view of education, the two areas have virtually been combined for Grammar School purposes. The Boys' Grammar School, with a catchment area comprising the two districts, is situated in Penge, while the Girls' Grammar School is in Beckenham. The population of both districts have available to them the same facilities for further education.
    - (*d*) The two authorities have already an existing arrangement in connection with the provision of a Branch Library under the control of the Urban District Council of Penge, but sited to cater for a large proportion of Beckenham residents, with a financial adjustment between the two local authorities.
    - (*e*) Beckenham and Penge are jointly represented on the Metropolitan Water Board by one member.
    - (*f*) The offices of the Ministry of Labour and Ministry of National Insurance are located in Beckenham to serve both districts.
    - (*g*) Similar considerations apply to the Registrar of Births and Deaths.
    - (*h*) The two authorities have been merged for fuel control purposes.
    - (*i*) Part of the sewage from Penge passes through the Beckenham sewers, and vice versa.
    - (*j*) Penge has no separate Fire Station, being served primarily from Beckenham.
    - (*k*) The Youth Employment Bureau established by the County Council serves the two districts.
    - (*l*) There is close affinity between the two districts on Area Health Functions under the County Council.
    - (*m*) The residents of Penge customarily use the baths facilities provided by Beckenham.
    - (*n*) In earlier days the two districts combined for the provision of a Maternity Home.
    - (*o*) There are good and direct public transport links between the two districts, both rail and road.

(*e*) Whilst consideration would have to be given to the functioning of certain services extensive in their application, as for example the Fire Service, the Ambulance Service, powers and duties under the National Health, and National Assistance Acts, etc., these could as easily and effectively be co-ordinated with surrounding districts, as may be necessary, as is the case under the County Council organisation as at present.

6. OTHER GENERAL CONSIDERATIONS

The Urban District Council of Penge would wish to record their views, that, so far as the London County Council is concerned, the area of that authority should not in any way be extended, it being considered that it is a County Council administration which, if anything, is too large at the present time, and any proposal for its extension would be resisted. It is clear from the local point of view that there is no affinity of interest whatsoever between the London County Council and this urban district, that affinity lying wholly with our neighbours in Beckenham, as previously outlined.

In formulating their proposals, as set out in this Outline Evidence, the Urban District Council of Penge have been motivated solely by what they really consider is in the best interests of Local Government in the area, and whilst after over half a century of separate existence the Council is reluctant to put forward any proposals which would lead to the cessation of Penge as a separate Local Government entity, the conclusions arrived at are that the interests of the district would be best served by the proposed County Borough proposal, and would not in any way affect the really active community spirit at present to be found in Penge, working through numerous local bodies and voluntary organisations.

7. CONCLUSIONS

It is wished to stress that the evidence now submitted is in outline only, and in this first submission the views of the Urban District Council have been stated as shortly as possible. The Council would be prepared to furnish any further details, or provide more detailed statistical information in support of the expression of opinion contained herein, or, alternatively, would, if the Royal Commission so desire, submit a full detailed statement of evidence at a later stage.

PERCY J. BUNTING, LL.B.,
Clerk and Solicitor of the Council.

May, 1958.

Further Evidence submitted by the Penge Urban District Council

1. INTRODUCTION

In May, 1958, the Urban District Council of Penge submitted Outline Evidence to the Royal Commission on Local Government in Greater London as requested in the letter dated 17th February, 1958, addressed to the Chairman of this Council by the Chairman of the Royal Commission. The evidence at that time submitted dealt with the matter under the three heads, as set out in the letter to which reference has been made, and the conclusions then reached were, that in order to secure effective and convenient Local Government, and in the interests of the public of Penge, it would be preferable for this urban district to be amalgamated with the adjoining Borough of Beckenham, with County Borough status.

Since that evidence was submitted, a new Council has been elected in Penge, and this Second Outline Evidence is now presented as the views of the present Council do not coincide with those of the Council which went out of office in May last.

The Council would wish to record their sincere appreciation of the understanding shown by the Royal Commission and its staff, in view of the circumstances mentioned above, and particularly for being given an extended time in which to submit this further evidence.

The information given in the first three paragraphs of the evidence submitted in May, 1958, was primarily of a factual nature, on which the present Council in Penge would not wish to make any comment. However, it is thought preferable to deal with the matter fully in this Second Outline Evidence although this means considerable repetition; such a course will have obvious advantages. It should be said, however, that in some detail the factual evidence already before the Commission has been amplified in this document. Further, certain figures now shown will not coincide with those in the previous Outline Evidence; this is not due to any inaccuracy in the document forwarded to the Royal Commission in May, but means simply that the figures have been brought up-to-date.

Therefore, before setting out the considered views of the Penge Urban District Council, it is wished to record certain factual information regarding this urban district.

(a) Geographical Position

Penge is situated on the north-west tip of the County of Kent and is bounded by other Local Authorities as under:

(i) On the north-west by the Metropolitan Boroughs of Lambeth and Camberwell in the Administrative County of London.
(ii) On the south-west by the County Borough of Croydon (Surrey).
(iii) On the north-east, east and south-east by the Borough of Beckenham (Kent).

(b) Population, Area, Rateable Value and Financial Statistics

The population of Penge in accordance with the 1957 Registrar General's estimate is 25,610, and the area comprises 770 acres. The rateable value is £335,099, the product of a penny rate for the current financial year 1958-59 being £1,345. The General

Rate for the current year is 19s. 1d., including the Kent County Council Precept of 12s. 7·8d., the Metropolitan Police Precept of 1s. 6·25d., and the London County Council Precept of 5·75d. (sewage disposal). The loan debt is £1,325,144, made up as under:

Housing	£1,141,580
Small Dwellings Acquisition Act and Housing Act Advances	159,362
Miscellaneous	24,202
	£1,325,144

Other relevant financial statistics are:

Loan Debt per head of population	£51 14 11
Rateable Value per head of population	£13 1 8
Rates per head of population	£12 0 4

The figures indicate the position as at the 1st April, 1958.

(c) General Character of District

Penge is a suburb of London, primarily residential in character, although there is some dispersed industry in the area. There are 7,102 dwelling units existing, and 49 industrial undertakings and premises. In addition, there are 133 non-industrial warehouses, stores and workshops, as well as 30 commercial garages and filling stations. The residential properties are largely of the old Victorian type, and many are of considerable age. Quite a large proportion are in multi-occupation. From the industrial standpoint, the industrial premises are scattered, and a large number are wrongly located from the town planning point of view.

Although no detailed statistics are available, it is considered that, while many people travel from Penge to work in the centre of London during the day, the greater proportion of the working population is employed in industry locally, or in industrial undertakings in immediately adjoining areas.

The district is well served by road and rail transport. There are three Southern Region Railway Stations in the district—Anerley and Penge on the same line serving London Bridge, and Crystal Palace serving primarily Victoria, but also London Bridge.

There is a first-class main shopping centre, and several quite adequate secondary shopping centres. In all, there are 427 shops in the urban district.

(d) Constitution of the Council

The Council comprises eighteen elected Members, six being returned from each ward into which the urban district is divided. Elections are held triennially, the whole Council retiring at the same time. The last election was held in May, 1958.

Election statistics show considerable public interest in local affairs as compared with comparable figures in some other Local Authority districts. The relevant statistics for Penge at the last two elections in 1955 and 1958 are:

	Total Electorate	Votes Cast	Percentage Poll
1955	17,766	7,842	44·1
1958	17,558	7,498	42·7

The Council functions under the normal committee system on a monthly cycle, except that no meetings are held in the month of August, while in the month the elections are held in every three years, there is a restricted diary of meetings.

2. OUTLINE OF THE PRESENT ARRANGEMENTS WITHIN THE PENGE URBAN DISTRICT FOR CARRYING OUT CERTAIN SPECIFIED LOCAL GOVERNMENT FUNCTIONS

(a) Education

(i) Education Generally

Since the Education Act, 1944, came into operation the Urban District Council of Penge has lost all the functions carried out before that time, and because of its population is not an " Excepted District ". The urban district is a county division for education. The provision of Primary and Secondary Schools is adequate within the district itself if one takes into account the projects in course of implementation. Some of the schools are, however, very old. Grammar School education is provided to cover Beckenham and Penge jointly, the Boys' Grammar School being situated in the urban district, while the present Girls' Grammar School building, and the new one in course of construction, are in Beckenham. There is no Technical School in Penge itself, the district being served in this connection by the Technical School at Bromley, some five miles distant. There is also no provision for further education within the district itself, apart from normal evening classes, but a School of Art and Technical Institute are located in Beckenham.

(ii) Agricultural Education

Agricultural Colleges have been provided within the County of Kent by the Kent County Council.

(iii) Youth Employment Bureau

There is no Youth Employment Bureau serving Penge exclusively, but one bureau covers the urban district, and the adjoining Borough of Beckenham jointly, its offices being situated in the Borough of Beckenham.

(b) Environmental Health

(i) Baths, Washhouses and Bathing Places

None of these facilities exists within the urban district, the local population being served by first-class baths provided by the Beckenham Borough Council, and which are situated quite close to the boundary between the two districts.

(ii) Control of Watercourses, Ditches and Ponds

This would be an Urban District Council function, but the matter does not arise having regard to the character of the neighbourhood.

(iii) Disinfestation of Premises and Articles

This is an Urban District Council function and actively carried out, as necessary, under the existing statutory provisions of the Public Health Act, 1936. Adequate modern equipment is maintained.

(iv) Drainage of Trade Premises

This is not a function which causes very great concern within the urban district, having regard to the type and character of the local industries which are fundamentally of an innocuous type. However, the Council are alive to the need for adequate control, where necessary, and, inasmuch as the Public Health (Drainage of Trade Premises) Act, 1937, did not apply directly to this urban district, steps have been taken recently to secure its local application, and, in fact, the Minister of Housing and Local Government has now made the necessary Order so that the 1937 Act became operative within the district, with effect from the 1st July, 1958.

(v) Mortuaries and Post-Mortem Room

These services are actively and satisfactorily provided by the Urban District Council. A mortuary is controlled by the Council and is of modern standards with a two-cell refrigerator.

(vi) Public Conveniences

Public Conveniences are provided within the district at central points in the main shopping area, while at one extremity of the district a joint arrangement has been entered into with a neighbouring authority.

(vii) Refuse Collection and Disposal

Refuse collection is undertaken by the Council on the basis of weekly collections from residential accommodation, but with more frequent collections from trade premises and certain flat properties. Treatment and disposal of refuse, however, does not take place within the urban district, but by an arrangement with the adjoining Borough of Beckenham. The policy of salvage is actively pursued with very satisfactory results.

(viii) Regulation of Buildings and Sanitation of Buildings

This is an Urban District Council function fully exercised and controlled under the relevant statutory provisions and byelaws made thereunder.

(ix) Sewerage and Sewage Disposal

The district is fully sewered, although most of the system is of considerable age. There is no sewage disposal works within the urban district, disposal being effected either directly, or indirectly, to the County of London.

(x) Street Cleansing

This is an Urban District Council function, full and adequate arrangements being made both by mechanical and hand sweeping. The classified roads and principal district roads are cleansed daily, while other roads in the district are cleansed twice weekly.

(xi) Burial—Cemeteries and Crematoria

No provision is made by the Urban District Council, and neither is any action necessary, there being a large privately owned cemetery and crematorium within the Borough of Beckenham adjoining, and quite close to the boundary of the two districts.

(xii) Parks and Open Spaces

The Council maintain Betts Park (including King George's Field) and the High Street Recreation Ground, the former being furnished with a children's playground, and certain games and sports facilities, including tennis, a putting green and cricket practice nets. In another part of the district a separate and special children's playground known as the Palace Square Children's Playground has been provided. There is also one other small open space known as the Fox Hill Enclosure. So far as open spaces are concerned, reference must be made also to the Crystal Palace Grounds, the bulk of which are situated within the urban district, although some part thereof lies within the Borough of Beckenham. These grounds are administered by the London County Council. Adequate control of the parks and playground is maintained directly by the Council, both by the enforcement of byelaws which have been recently brought up to date, and by the provision of patrols for the protection of children and generally.

Acreage details of the public open spaces in the district referred to are as follows:

(a) *Penge Urban District Council*	acres
Betts Park and King George's Field	12·1
High Street Recreation Ground	3·4
Palace Square Children's Playground	0·5
Fox Hill Enclosure	0·2
	16·2 acres

(b) *London County Council*	acres
Crystal Palace Grounds (only 124 acres in Penge)	7·5 (permanently open to public) 17·0 (conditionally opened to public)
	24·5 acres

17 acres shown as being conditionally opened to the public is in pursuance of the provisions of the Crystal Palace Acts, which provide for a certain total acreage of the grounds to be open to the public, except on the occasion of race meetings, exhibitions and the like.

(xiii) Powers and Duties under the Physical Training and Recreation Act, 1937

The main feature which it is wished to record here is the recent provision under these statutory powers of a Welfare Centre, which was developed by the Urban District Council in 1956-57, and, which is now a popular centre for many local activities, including the provision of old folks' club rooms and meals on wheels service by a local voluntary organisation, the local Blind Club, Girl Guides, Sunday School facilities for a nearby church, and numerous others.

(c) Housing

The Urban District Council are justly proud of their housing record in the post-war years, particularly having regard to the acute shortage of building land, the whole of which, with the exception of one or two small sites which can be developed by way of in-filling, has been fully developed. Having regard to this factor, practically the whole of the post-war development has been by way of flat development, and in all 558 new dwellings have been provided since 1945, including twenty now under contract. Taking into account the dwellings provided between the wars, and other properties purchased and purchased for conversion, there are now 683 dwellings owned and managed by the Urban District Council. Whilst it has been indicated that all immediately available land has now been used, this does not necessarily imply that there is no scope for further housing development in the future as it is possible to explore the possibility of redevelopment of certain areas where considerable garden depths may make this possible; regard must, however, be had to the general problem of density. On the question of slum clearance, this is a growing problem within the district, having regard to the age and character of the majority of the residential properties, which are anything up to one hundred years old. Bearing in mind the shortage of land, the problem of slum clearance is, of necessity, one which must proceed at this stage rather slowly, but the Council are going ahead as rapidly as possible. Perhaps no record of housing in Penge would be complete without reference to the very real problem facing the Council at the present time in relation to requisitioned houses. Penge was one of the most heavily affected areas in London as a result of aerial attack in the last war, and a large number of properties, in comparison with the size and total population of the area, was requisitioned under the authority of the Defence Regulations. 207 dwellings are still held under control, although every effort is being made to derequisition as quickly as possible. It is apparent, however, that the problem cannot possibly be solved by the statutory date, 31st March, 1960, without recourse to purchase, and the Council have embarked on a programme accordingly. The Council exercise to the full their powers under the Housing Act, 1949 (and previously under the Small Dwellings Acquisition Acts) to advance money for the acquisition and conversion of properties, and a total sum of approximately £285,000 has been advanced in this way. A number of improvement grants has also been made. The Council have too, had under active consideration the provision of special type flatlets for aged persons by conversion of existing properties, but whilst it has been agreed as a matter of policy that this specific function of housing should be exercised, the non-availability of suitable properties in the district has so far precluded its implementation.

(d) Personal Health and Welfare

(i) Powers and Duties under the National Health Service Acts

These are county functions, although Area Sub-Committees have been set up, the duties of which can broadly be stated to be the general administration on the local basis arising from policy decisions made at County level. One Area Sub-Committee covers the districts of the Boroughs of Beckenham and Bromley, and the Urban Districts of Chislehurst and Sidcup, Orpington and Penge, on which this Council is represented by one member.

(ii) Mental Health Services

These are county functions dealt with under a District Officer Service, one officer covering Penge and Beckenham jointly. The Urban District Council have no direct representation on an Area or District Committee, as is the case with the Area Health Sub-Committee referred to in (i) above.

(iii) Powers and Duties under the National Assistance Acts, and the Disabled Persons (Employment) Act, 1944

Primarily these are county functions. The Urban District Council, however, have powers under the National Assistance Acts for burial arrangements of deceased persons, as necessary, and also to deal with the removal of old persons in need of care and attention. It has been necessary to act accordingly in several cases.

Under the Disabled Persons (Employment) Act, 1944, the Council have adopted the policy, in accordance with the Statute, of employing their full quota of handicapped persons.

(iv) Care of Children

This again is a county function, a local office of the Children's Department being situated in Bromley, and a Welfare Officer serves the Beckenham, Bromley and Penge area. The Urban District Council have no direct representation on an Area or District Committee, as in the case with the Area Health Sub-Committee referred to in (i) above.

(v) Registration of Nurseries and Child Minders

This too is a County Council function.

(vi) Notification of Infectious Diseases

This is an Urban District Council function carried out through the Medical Officer of Health, who is employed on a part-time basis.

(vii) Health Education

This is a function carried out both from County and local level. The Urban District Council have, from time to time, had publicity campaigns, in addition to which the appropriate Officers of the Council do occasionally give talks to Local Organisations.

(e) Town and Country Planning

(i) Town and Country Planning Generally

The Kent County Council are the Local Planning Authority, in accordance with the provisions of the Town and Country Planning Act, 1947. The County Council has given quite extensive delegation to the Urban District Council, covering general matters regarding control of development, and matters arising under the Advertisement Regulations, which are in conflict with the Development Plan. Full consultation, however, takes place on these matters as well as in connection with the preparation of the Development Plan itself. It is not thought necessary in this Outline Evidence to append full details of the Delegation Agreement with the Kent County Council, but this can be provided if required.

(ii) Powers and Duties under the National Parks and Countryside Act, 1949

This primarily is a county function.

(f) Traffic

(i) Construction, Improvement and Maintenance of Roads and Bridges

So far as unclassified roads are concerned this is an Urban District Council function, and classified roads have also been " claimed " under the Local Government Act, 1929, and are dealt with locally. The details of the public highways in the district are:

Class I Roads . . .	3·52 miles
Class III Roads . .	1·30 miles
District Roads . . .	13·475 miles
	18·295 miles

(ii) Street Lighting

The Urban District Council exercise street lighting functions for the whole of the district, and full modern lighting systems have been brought into operation on the principal traffic routes. Full consideration has been given in the last two or three years to the electrification of all side street lighting, a project which has, however, been deferred, having regard to the restrictions on capital expenditure.

(iii) Naming of Streets and Numbering of Houses

This is an Urban District Council function fully exercised, where necessary, under the provisions of the Public Health Act 1925 (which has been adopted), and the Towns Improvement Clauses Act, 1847, respectively.

(iv) Parking Places

The shortage of available land has precluded the provision of as many parking places as would have been desired, but there are two official street parking places within the urban district. The Council is also aiming to provide a car park of adequate dimensions adjacent to the main shopping area of the district.

(v) Road Safety

This is a function fully exercised by the urban district, and one officer has been appointed jointly with Beckenham and Bromley to be responsible for this important service. The duties of the officer concerned embrace, not only road safety, but all forms of accident prevention.

(vi) Bus Shelters

This is a function which could be exercised by the Urban District Council, and in fact, one shelter has been provided by them in the past. Generally, however, the provision of shelters has been made by the London Transport Executive.

(vii) Private Street Works

The Private Street Works Act, 1892, has been adopted, and such private street works as are necessary are carried out under the provisions of that Statute. The private streets remaining in the district, however, are really almost negligible.

3. DEFECTS IN THE PRESENT ARRANGEMENTS AS SEEN BY THE PENGE URBAN DISTRICT COUNCIL

Particularly since 1944 there has, in many Local Government Services, been a transfer of functions from the District Councils to the County Councils, and the defects in the present arrangements, as seen by the Penge Urban District Council, are based purely on the principle that the transfer of functions has been too extensive, and that, in a number of instances, it would be better from the general Local Government standpoint, more convenient to the public, and certainly no more expensive, if the functions could be exercised by District Councils, either by direct conferment, or by full delegation. It is acknowledged that, on the present basis of two-tier Local Government, certain services, as for example, Fire, Ambulances, and, in part, Town Planning, should be exercised from County Council level, but this argument cannot subsist in many other matters. Perhaps it should be made clear that in putting forward this opinion there is no criticism of the manner in which the particular functions in mind have been exercised by the Kent County Council, and, indeed, it is believed that, on county standards, that authority carries out its functions efficiently.

Accepting in this context that the two-tier system of Local Government should apply in the Greater London Area in the future, either wholly, or in part, it is the conviction in Penge that that structure of Local Government would become more efficient and more convenient if there were, in fact, greater powers vested in District Councils, either as already suggested by direct conferment, or by delegation, preferably the former.

At the present time it will be realised that particularly in the sphere of environmental health there is some duplication in the exercise of functions at County and District Council level, and it would seem quite clear that this is undesirable as a general principle. Further, it is believed that every effort should be made to improve and extend the principles of delegation in such a way so that resultant time delays and duplication of work at County and District Council level respectively are kept at an absolute minimum. For example, in town planning at the present time the Penge Council enjoy the benefits of quite an extensive Delegation Agreement from the Kent County Council, but it is thought that this could be improved in order to obviate the necessity of dual consideration of the same matters at District and County Council level, where consideration is given in each case by members and officers who are equally well experienced in the administration of that important function. Duplication of consideration, and too much control over delegated functions by the County Council, must, of necessity, lead, not only to time delays, but higher administrative costs.

With these general observations, the Penge Urban District Council would wish to put forward certain specific examples in support of the views expressed. In this Outline Evidence it is not intended to deal with the matters in full detail, but merely to indicate the basic points of the principles in mind. Neither are the examples given below exhaustive of the matters which can be dealt with in an analysis of the present defects in the Local Government service.

(a) Care of Expectant and Nursing Mothers and Young Children

This is a service at present dealt with by the County Council through Child Welfare Nurseries and Ante-Natal Clinics, and Dental Clinics, and includes the distribution of welfare foods. Why is it necessary that a service of such purely local application should not be administered from the local Town Hall?

(b) Home Nursing Service and Midwifery

Similar arguments can apply to these important Services which are again " strictly local ". The Home Nursing Service is dependent on Medical Services which are obtained locally, and it seems a logical approach that the whole concept of this service should be conducted purely locally. Midwifery again is in a similar position, and there are obvious advantages that, in such a personal service, there should be ready contact with the controlling body, and the responsible Senior Executive Officers at the natural centre, that is again the local Town Hall.

(c) Prevention of Illness, After Care and Health Education

In these services there is at the present time some duplication of function, and as in (*a*) and (*b*) above there are obvious advantages in having the really local responsible body dealing with these important matters.

(d) Registration of Nurseries and Child Minders

This again is a service of purely local application, and there seems no reason for control from County Council headquarters.

(e) Town and Country Planning

Brief reference has already been made to this important function, and in Penge the existing Agreement with the Kent County Council, as the Local Planning Authority, is quite extensive. It is believed that time could be saved and economies effected if even greater powers were vested in the District Councils by conferment or unfettered delegation.

As indicated, the above have been put forward as purely indicative of the way in which Local Government could be improved within the framework of the present two-tier structure. By and large any greater powers exercised by District Councils would come, not only under the headings of environmental health and town planning into which categories the examples given fall, but it is also believed that greater powers could be entrusted to District Councils in Education. Generally, it is believed that matters arising in the ordinary day-to-day life of the residents of a particular district—their health, education and the like—should, as far as possible, be controlled by the people to whom they would naturally turn for any need of assistance, that is, the Local Council, the Local Councillors and Officers at the local Town Hall. A not unrelated aspect of this approach is that it is felt in Penge that Local Councils should have a direct right of nomination to Hospital Management Boards.

4. THE VIEWS OF THE URBAN DISTRICT COUNCIL OF PENGE ON LOCAL GOVERNMENT REORGANISATION IN GREATER LONDON AND PARTICULARLY IN THE VICINITY OF THIS DISTRICT

The terms of reference of the Royal Commission direct thought to be given to where any changes should be made in the Local Government structure and the distribution of Local Authority functions in order to secure more effective and convenient Local Government, and the consideration given to the problem by the Penge Council has been with those aims in view. When Mr. Henry Brooke, Minister of Housing and Local Government, addressed the Annual Conference of Municipal Corporations in September, 1957, he said that plenty of positive suggestions should be put forward, and not only suggestions by authorities concerned purely to preserve their own existing position. He went on to say that suggestions by authorities or groups of authorities who had carefully looked at the needs, both of themselves, and of their neighbours, would be welcome. Obviously the Minister did not want the position to arise where every Local Authority would simply advocate that the structure of Local Government should fundamentally remain as it exists today. That point of view is fully appreciated, but, nevertheless, the Penge Urban District Council have, after prolonged consideration, come to the conclusion that there is no adequate reason to support any radical change in Local Government structure. The problem has been reviewed on a wide basis, and not purely from the position of Penge itself, and the conclusion has been reached that, subject to certain improvements in the distribution of functions, a problem which has been touched on briefly in the preceding paragraphs of this evidence, the present basis could and should remain. Naturally the Penge Council have approached the problem primarily from a consideration of the effectiveness and convenience of the two-tier system of Local Government, in which for nearly sixty years this authority has functioned. Essentially it must be accepted that that system has worked well, and although it is believed that some changes are desirable, these would not affect the general structure. The present Council in Penge has naturally paid full regard, not only to the Outline Evidence submitted by its predecessors in office, but also to various discussions which have taken place in the last twelve months or so with neighbouring authorities, and particularly to the views expressed in those conferences by the Bromley Borough Council that a better form of Local Government would be one based, in essence, on the principle of a Joint Board. The arguments and merit of the proposals previously submitted from Penge for amalgamation with Beckenham, and the concurrent seeking of County Borough status are appreciated, but, on balance, and particularly having regard to certain characteristics of Penge to be dealt with shortly, it is believed that Local Government would be best served by Penge remaining as a separate entity.

Before dealing with the full considerations which have led to the decision just mentioned, perhaps it should also be recorded that consideration has been given too to the question as to whether the interests of Local Government in the Greater London Area would better be served by an extension of the Administrative County of London under the London County Council, embodying an extension of certain existing Metropolitan Boroughs, or the creation of new ones, and the position of Penge in such a proposal, probably by assimilation into one of the existing Metropolitan Boroughs; but in accord with the first evidence submitted from Penge it is conscientiously believed that the London County Council area should not extend. It is believed that the London County Council machine is one which, if anything, is too large at the present time, and any extension would aggravate that factor, and tend also to undermine what is considered to be the true concept of Local Government.

Thus, and having considered all other factors and alternative forms of Local Government as seen by them, the Penge Council in furtherance of their general observations, as expressed above, would advocate the continued existence of Penge as a District Council in the two-tier framework, and would now wish to deal with that proposal in some detail.

As a first approach to the problem, it is wished to refer to certain parts of the White Paper on the Areas and Status of Local Authorities in England and Wales. At paragraph 40 it is stated that there are various possible methods of improving the pattern of Local Government within the conurbations. Then to quote from the White Paper, it is said " One is to acquiesce in the continued existence of a patchwork of Local Authorities of different types and with different powers, but to endeavour to reduce their number. This could be achieved by amalgamating County Districts, by extending County Boroughs and creating new ones, and by adjusting County Boroughs so as to reduce the number of counties involved ". It is clear from this extract that it was anticipated that thought should be given to the advisability of the reduction in numbers of Local Authorities in the conurbation areas, but it is noted particularly that the White Paper did not go as far to say that there should, of necessity, be such a reduction in numbers. Obviously, if the number of Local Authorities be reduced in any conurbation area, it means that the population and area of the newly created districts will be considerably increased, but it is suggested that this method would not necessarily lead to more convenient or effective Local Government. It is a fallacy to suggest that the greater the size of the machine the more effective its working. That is a principle which it is submitted is of general application, but particularly in the world of Local Government, the creation of larger authorities has the very distinct disadvantage of taking away the really local aspect of the work. Further, it is believed that that particular local aspect should not be surrendered unless it is absolutely certain that greater advantage will result. Can that be said in Local Government? Is there any evidence to support the proposal that even in the conurbations, the smaller Local Authority (and the word " smaller " is used here without any direct relationship to any population figure) is unable to function as efficiently and as economically as larger ones?

Paragraph 41 of the White Paper states that a second method would be to reorganise the area on a uniform basis, and refers specifically to the creation of an all-embracing county borough or group of county boroughs. There is, however, no apparent necessity for any particular conurbation area to be reorganised uniformly and, indeed, the Minister of Housing and Local Government has himself said that in the Greater London area there is no need for such a uniform pattern. Thus, and bearing in mind the effectiveness and satisfactory working in the past of second-tier authorities, even where contiguous with county boroughs, there would appear to be no need for either the creation of more county boroughs to cover the whole area, or for existing county boroughs to lose their existing status.

Paragraph 42 of the White Paper then refers to what is an obvious residuary problem, namely, that either of the approaches referred to in paragraphs 40 and 41, to which reference has already been made, would leave unsolved the problem of those Local Authority Services which need to be co-ordinated or administered in common for the whole conurbation. It was thought correct to refer to this paragraph at this stage of the Outline Evidence, and perhaps it would be as well if brief comment could be made on this particular aspect. The Penge Council has heard expressed the view from various quarters that there are a number of Local Government Services which might be better administered on the basis of one authority for the whole conurbation area. It has been suggested that town planning in Greater London is a matter which should have one central controlling body, and other suggestions have been put forward that housing is so difficult in the Greater London Area that again some central authority is desirable, if not absolutely necessary. It is, of course, true that services such as these do affect the Greater London Area as a whole, but once again the question must be asked as to whether there is really any evidence to substantiate the view that the efficiency of the functions as administered district by district, or county by county, has resulted in any inadequacy of service provided to the public. From the planning point of view such is clearly not the position. There are adequate arrangements at present in force providing for consultation between authorities in connection with development or proposed development on or near the boundaries. Such consultations take place between people really on the spot who know the intricacies and details of the problem concerned, and there is a very real danger that if some central body is created this indispensable local knowledge would not be available in all cases. Similar considerations apply in the housing sphere, and while it is perhaps true that the need for housing is not absolutely constant in all the present Local Government Districts within the Greater London Area, and that the immediate ability to provide more homes is easier in some districts than others because of the availability of suitable building land, the creation of a central housing authority would not, in the opinion of this Council be the answer to the problem. Consideration given to this aspect of Local Government Reorganisation has not been exhaustive in any way, but sufficient thought has been given so that the Penge Council may say, without reservation, that it would be opposed to any central body being set up to administer any particular Local Government Service for Greater London as a whole. In any event, how would that authority be constituted? If by indirect representation, then it is thought that such a proposal would be undesirable as the individual in London would not feel that he had contact with the person to whom he could turn directly in times of need. If by direct representation, then it would add only another election to those at present existing; this would tend to confuse the whole issue of Local Government.

Reverting now to the general concept, and to the position of Penge in particular, it is wished to refer to the Policy Proposals as set out in Part II of the Appendix to the White Paper on Areas and Status. In paragraph 12 of those Policy Proposals it is said, " The aim should be to ensure throughout each conurbation, individually and collectively, effective and convenient units of Local Government ". Then in paragraph 15 of the Policy Proposals a number of factors are set out to which regard should be had in the review of county districts embodying division, extension, alteration or amalgamation of areas, and it is now wished to analyse the position of Penge in relation to those nine factors and generally.

Penge is a comparatively small Local Government District, but possessing a very real community spirit. To obtain a full picture of this community aspect one must look at the extent to which voluntary work is undertaken in the district, an extent which is considered exceptional in London suburbia. It is not possible in a brief synopsis to cover the ground in absolute detail, but the following observations are indicative of the whole position.

(i) Home for the Aged

Because in the early post-war years inadequate provision had been made in respect of homes for the aged, local effort provided " Oatlands Home ", which is a first-class residential home, and still run on a voluntary basis.

(ii) Other Provisions for the Old Folk, the Blind and the Deaf

The district is alive with voluntary organisations for the benefit of the old people in almost every sphere. A large voluntary committee known as the Penge and Anerley Family Welfare and Old People's Committee runs a social club for the old folk in the Welfare Centre provided by the Council, and are developing such projects as Occupational Therapy, and, in addition, provide an excellent Meals on Wheels Service, Chiropody Service, and a Home Nursing Service. In addition, this particular voluntary body pursues the making of holiday arrangements, as possible, and also outings for the old folk, and in every way assists in their welfare. There are other old people's social organisations known as the Over Sixties Club, and the Darby & Joan Club. Voluntary work caters too for the welfare of the Blind and the Deaf, including regular social gatherings in the Council-owned Welfare Centre.

(iii) Nursery Provision

Again, because it was considered that there was inadequate provision for Day Nurseries, voluntary effort has provided a thriving Day Nursery in the district.

(iv) Youth Organisations

Youth Clubs are prevalent in the urban district.

(v) Territorial Army and other Services

There are two Territorial Army Depots in the district, as well as the Sea Cadet and Air Training Headquarters.

(vi) Other Organisations

In every way the community life of the urban district is catered for by really active associations operating therein. A Philanthropic Society does all it can to help those in need; a T.B. After-Care Committee carries out excellent voluntary service, while equally valuable work is carried out by many other organisations including the Women's Voluntary Services, Children's Society for Waifs and Strays, Rotary Club, Round Table, Inner Wheel, British Legion (Men and Women's Sections), St. John Ambulance Brigade, with Junior Section, and the British Red Cross Society. Mention should also perhaps be made of the Penge and Anerley Ratepayers' and Residents' Association, and the Penge and District Allotments and Gardens Association. All these have been sponsored and are served voluntarily by local people.

Not only are all these organisations actively in existence, but all are run co-operatively and for the benefit of the people of Penge. The Council receive full co-operation and enjoy happy relationships with the voluntary organisations, as is evident for example by the excellent response at all times received on occasions such as the Annual Civic Service. The Council, in turn, always do what they can to assist in the work carried on in the district, not only collectively as a Council, but individual members too are always willing to give further of their time by participating actively in the committee work of the various activities. The Council have formally adopted three Territorial Army Units, members of the Council serve on the Executive Committee of " Oatlands Home ", the Penge and Anerley Family Welfare and Old People's Committee, T.B. After-Care Committee, the Penge Day Nursery and others. Both members and senior officers are represented on the Civilian Committee of the Air Training Corps.

All this it is submitted is indicative of what has been said at the beginning of this part of the evidence, namely that Penge is a really live community. It is a position which would doubtless be in some jeopardy if Penge lost its individual identity.

From the point of view of development or anticipated development, as referred to in the Policy Proposals of the White Paper, Penge is in a position similar to most, if not all, of the Local Authorities in the Greater London Area. There is little scope for immediate development as the district is virtually built-up, but much work is in contemplation for the redevelopment of certain areas, having regard to the age of the buildings and the fact that they are nearing the end of their useful life. It is not thought that there would be any greater prospect of immediate new development if Penge were amalgamated with any other authority.

On the question of financial resources measured in relation to financial need, it is believed that the urban district, even as at present constituted, is perfectly able to meet all commitments. In the difficult post-war years, Penge has been able to maintain its general rate at a level commensurate with other urban districts in the country, both large and small, and, indeed, in 1958-59, the rate levied is a little lower than the national average. Similar beneficial comparisons can be made from the Penge point of view in relation to the rates raised per head of population, and the average rateable value per head of population.

Another factor which it is suggested in the White Paper should be considered is the record of administration by the Local Authority concerned. On this basis Penge claims to have a record of which they can be proud, and one which is perhaps at least equal to the majority of Local Authorities in the Greater London Area, particularly when relative populations are considered. If the question of record is to be one of the deciding factors as to whether this urban district should continue as a separate entity, the Council would be only too willing to give a complete review of what has taken place in the past and what is contemplated in the future.

Reference is also made in the White Paper to the wishes of the inhabitants. Here it must be said that no complete information is available, but from general expression of views from time to time it is thought that the majority would wish Penge to remain as a Local Government unit if at all possible.

It is now wished to turn to the difficult problems of population, size and shape of the area. At the present time the population of Penge of nearly 26,000 is housed in a little over a square mile. This population is, it is admitted, small in comparison with the majority of Local Authorities in Greater London, and falls considerably short of the figure of 60,000 which has, from time to time, and in various quarters, been mentioned as the minimum population which must exist in a Local Authority district before greater powers can, as a general rule, be vested in them. It is submitted, however, that although this figure of 60,000 has been referred to many times, it is not an inflexible figure, neither has it been firmly established as the absolute minimum. Even in the recent Local Government Act, 1958, when provision for schemes of delegation of functions at present exercised by County Councils are referred to, it is enacted that although districts of 60,000 or more may submit schemes, the Minister of Health may authorise the submission of schemes by authorities below that figure. It is, therefore, contended that the population of Penge is only one factor to be considered, and that the future of the district should not be decided on that point alone. Similarly, although the area of Penge is comparatively small, it is submitted that that is not a factor which in itself should lead to the amalgamation of the district with any other authority. Area is not a matter which goes to the heart of Local Government, and although it can be argued for the authorities covering a much greater acreage that they have a greater " breathing space ", the smaller district has undoubtedly the compensating advantages of intimacy, ease of access to all services provided, really direct relationships between members and officers and the public they serve, and also economy of administration.

On the question of suitable boundaries, there would seem to be no doubt at all that the boundary which separates Penge from the Administrative County of London is, in the main, one of the most natural and convenient which would be found in the Greater London Area, namely, the wide highway known as the Crystal Palace Parade. Certain other boundaries of the urban district are undoubtedly unrealistic, and this is a matter which should be taken into consideration at the appropriate time.

The sincere conviction of the Penge Urban District Council is that much would be lost if Penge ceases to be a separate Local Government entity, and they are of the opinion that really effective and convenient Local Government could be maintained, and the interests of the district and the people that live in it be best served by its continuance as a District Council. These considered views are put forward in spite of the present population and area of the district, but if it is thought that a somewhat higher population is, nevertheless, desirable in the Greater London Area, then it is submitted that Penge should be permitted to extend, a procedure which at the same time would have the benefit of improving and clarifying the boundaries of the urban district. Penge in the past has proved itself to be an efficient Local Government unit, and from the point of view of willingness, ability and financial resources, it is believed that the district is one which should be entrusted with greater functions, an aspect which has been dealt with earlier in this evidence.

At their meeting on the 29th September, 1958, the Council therefore resolved:

> "That further Outline Evidence be submitted to the Royal Commission based on the principle that Penge should retain its separate Local Government entity with powers and functions at least on the basis of those at present existing, with such adjustment of boundaries as the Royal Commission may consider necessary."

5. OTHER GENERAL CONSIDERATIONS

In the preceding paragraphs the present views of the Urban District Council of Penge have been set out. As will be clearly appreciated, the contention of Penge is that in order to secure better Local Government it is not necessary to create much larger areas of high population. It is considered to be wrong to close this Outline Evidence without some reference being made to the evidence submitted to the Royal Commission by the Library Association, wherein it is stated in paragraph 8, *inter alia*, that "Districts of less than 40,000 should, from the point of view of Public Library Services, be included within the County Library systems". This view cannot be accepted. It is not proposed in this Outline Evidence to deal with this particular Local Government Service in detail, and reference can be made to the Memorandum of Evidence and Supplemental Evidence submitted by the Smaller Libraries Group to the Roberts Committee. Briefly in this document, however, it can be stated that there would appear to be no evidence at all to substantiate the view that the Library Service would be improved if the powers were vested in the County Council. If the Royal Commission feel it necessary to go into the Library Service in particular detail, Penge would invite a comprehensive inspection of the Library Service they give to the public, which is confidently submitted to be really excellent, and is indicative of what the smaller authority can do. It has been found through recent investigations that of the 156 Library Authorities affected by the 40,000 minimum population limit suggested by the Library Association, only 75 at present spend less per head of population than do their respective County Councils. The attitude taken by the Library Association is predominantly a criticism of the small library, and one must assume, therefore, that if the County Council took over control they would spend as much on the Library Service as is spent by the small libraries. It can be shown quite clearly that to maintain the present level of Library Service, 28 of the counties affected would have to increase their rate per head of population over the whole of the County by amounts ranging from 1d. to 1s. 3d. Without such increases it is obvious that the Library Service of the hitherto independent libraries would have to be reduced, but there is indeed no justification for the proposal which implies that authorities below 40,000 cannot maintain adequately an efficient Library Service. Obviously no library can maintain on its shelves every book which every reader might want, and this would apply equally if the County Council took over control. Penge, in common with other libraries in the Greater London Area, can, and does make quick and satisfactory use of the Supplemental Regional Services, and the obtaining of books as required through this source can be dealt with equally well and just as speedily by the District Councils as by the County Councils. Perhaps it could be added that, although Penge readers are invited and, indeed, encouraged to ask for any book they require, only ·01 per cent of their requests were not satisfied in 1957, and again it can be pointed out that while on an average Penge borrows about 300 books from the Supplemental Regional Services, it is a fact that, in return, over the last three years there have been lent from Penge far more books than have been borrowed.

6. CONCLUSIONS

In considering the submission of this further Outline Evidence, the Council have been mindful of the necessity to submit it by early October as requested. This time factor, however, although naturally appreciated, has precluded, not only consultations with neighbouring authorities in view of the fact that suggestion has been made that the boundary of Penge might be extended, but also consideration in absolute detail of certain problems, particularly the extent to which it is thought greater functions should be vested in District Councils, either by direct conferment or by delegation as of right.

On the question of the possible extension of the boundaries of Penge it is, however, wished to record that full information as to the contents of this Outline Evidence have been furnished to adjoining authorities.

For the reasons indicated above, the Outline Evidence now submitted is not a complete analysis of the whole problem, but the Urban District Council of Penge would be prepared to furnish further details or provide more statistical information in support of the expression of opinion contained herein, and, in particular, would be prepared to give to the Royal Commission, on request, further evidence on all, or any of the following points:

(*a*) Detailed analysis of the functions which it is considered could be more beneficially exercised by County Districts than by County Councils.

(*b*) In particular, a full analysis of the Library Service.

(*c*) A fuller analysis of the problem of boundary extension, even although it is not claimed that it is essential for the district to expand in order for it to continue as an effective unit of Local Government.

(*d*) Generally.

Finally, the Council would welcome the opportunity of submitting oral evidence to the Royal Commission.

PERCY J. BUNTING, LL.B.,
Clerk and Solicitor of the Council.

October, 1958

Evidence submitted by the Surrey County Council

The Surrey County Council are glad to accept the Royal Commission's invitation to submit a preliminary Memorandum of Evidence.

2. The County Council note that the Commission's terms of reference are as follows:

(*a*) to examine the present system and working of Local Government in the Greater London area;

(*b*) to recommend whether any and, if so, what changes in the Local Government structure and the distribution of local authority functions in the area or in any part of it would better secure effective and convenient Local Government; and

(*c*) to regard for these purposes—

(i) Local Government as not including the administration of Police or Water;

(ii) the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District.

3. The area in the Administrative County of Surrey within the Commission's terms of reference comprises the north-east quarter of the County containing 17 of the County's 33 Districts.

The 17 Districts concerned are:

(*a*) *Within the Metropolitan Police District.*

10 *Boroughs.*
Barnes.
Beddington and Wallington.
Epsom and Ewell.
Kingston-upon-Thames.
Malden and Coombe.
Mitcham.
Richmond.
Surbiton.
Sutton and Cheam.
Wimbledon.

5 *Urban Districts.*
Banstead.
Carshalton.
Coulsdon and Purley.
Esher.
Merton and Morden.

(*b*) *Within the Surrey Constabulary Area.*

2 *Urban Districts.*
Caterham and Warlingham.
Walton and Weybridge.

For convenience of reference the area of these 17 Districts will be referred to for the purposes of this Memorandum as " Metropolitan Surrey."

It should be mentioned that when the County Council were consulted by the Minister of Housing and Local Government on the Commission's proposed terms of reference they strongly supported the representations made by the Caterham and

Warlingham, and Walton and Weybridge Urban District Councils that the districts of those authorities should be excluded from the area to be examined.

4. The areas of the 17 Districts are shown on Map A,* and particulars as to their acreage, population, rateable value and product of a penny rate are appended hereto. [Appendix 1]

Map A* also shows the County Borough of Croydon which, whilst forming part of the geographical County, is outside the Administrative County and the jurisdiction of the Surrey County Council. Being within the Metropolitan Police District it is, however, within the Commission's terms of reference.

5. In its relation with neighbouring major authorities in Greater London, Metropolitan Surrey borders upon the Administrative County of Middlesex for a distance of 21¾ miles, the Administrative County of London for 13¾ miles, and the County Borough of Croydon for 11¾ miles. The length of its boundary with the rest of the Administrative County of Surrey is 53 miles.

6. The rest of the Administrative County of Surrey contains 16 County Districts comprising 3 Boroughs, 8 Urban Districts and 5 Rural Districts. The areas of these County Districts are aslo shown on Map A.*

7. The following table shows, in respect of acreage, population, rateable value, and the product of a penny rate, the relationship between Metropolitan Surrey and the rest of the Administrative County.

	The whole Administrative County.	*Metropolitan Surrey.*	*Rest of the County.*	*Percentage in Metropolitan Surrey.*
(*a*) Area (acres):				
(i) in Urban Areas .	198,808	100,540	98,268	50·57
(ii) in Rural Areas .	250,351	—	250,351	—
	449,159	100,540	348,619	22·38
(*b*) Population:				
(i) in Urban Areas .	1,255,800	900,910	354,890	71.74
(ii) in Rural Areas .	163,700	—	163,700	—
	1,419,500	900,910	518,590	63·47
(*c*) Rateable Value: 1.4.58 . . .	£25,040,819	£16,842,861	£8,197,958	67.26
(*d*) Rateable Value per Head	£17 12s. 10d.	£18 13s. 11d.	£15 16s. 2d.	
(*e*) Estimated Product of 1d. Rate—1958-59 . .	£101,569	£68,185	£33,384	

8. Local Government Services in Metropolitan Surrey are divided into:

(*a*) County Services administered by the County Council;

(*b*) County District Services administered by the individual County District Authorities in their respective areas.

The principal County and County District Services are set out in the list appended hereto. [Appendix 2]

9. The County Council note that the Commission wish, first of all, to examine the effectiveness and convenience of the present organisation of Local Government in the area under review for the purpose of performing the functions entrusted to Local

---

*Facing page 217.

Government and that they intend to concentrate their attention, in the first instance, on the following services, viz.:

Education;
Environmental Health Services;
Housing;
Personal Health and Welfare;
Town and Country Planning;
Traffic;

the main functions to be examined under these headings being as set out in Appendix B to the Chairman of the Commission's letter dated the 17th February, 1958. It is further noted that concurrently with all these the Commission wish to consider the general aspects of administration and finance.

10. The County Council accordingly submit:

(*a*) a description of the present arrangements, within Metropolitan Surrey for carrying out the above-mentioned functions, together with observations, as desired by the Commission, as to any defects which have been encountered. [Appendix 3]

(*b*) statements on:
  (i) General County Administration; [Appendix 4]
  (ii) County Finance. [Appendix 5]

The County Council also submit a statement of Statistics. [Appendix 6]

Regarding (*a*) attention is particularly drawn to the working arrangements of varying scope and character under which the County Services of Education, Health, Welfare, Town and Country Planning, and Highways are administered by the County Council and the County District Authorities acting in partnership. (Similar working arrangements apply in the Fire and Civil Defence Services which are not at present being examined by the Commission.)

11. As to the defects, it will be seen that none is of fundamental importance or significance and that the main one relates not to any defect within Local Government itself but to the fact that the Hospital Service has been divorced from it.

None of the defects is considered to arise as a result of the major Local Government Services in the Greater London area being administered by a number of County Councils and County Boroughs. Indeed, no problems have been found to arise in this connection which have not been, or are not considered in the future to be, capable of solution by the co-operation and goodwill which has for long characterised relations between the several major authorities concerned.

12. The Commission indicate that they will afford the County Council an opportunity later of elaborating their observations as to defects and will regard these as being of a preliminary nature only. The County Council will be glad to elaborate these observations, if desired, but would make it clear at the outset that in their opinion none of the defects is of such a character as to justify a *prima facie* view being taken that any change is necessary or desirable in the boundary of the Administrative County of Surrey with its London neighbours or in the system under which the County is administered on a two-tier basis. On the contrary, the County Council feel that an overwhelmingly strong case for change would need to be made out before any alterations of that kind were made in established arrangements that have fully and for long justified their existence.

13. The County Council will wish to put forward their fully detailed views in due course.

They would only wish to say at this stage:

(*a*) that in their belief, whereas no increased efficiency or economy or other public advantage would accrue either to Metropolitan Surrey or the rest of the County from any proposal for severance of the Metropolitan part from the rest of the County, there would be definite disadvantages inherent in and clearly following from any such proposal, particularly so far as the interests of the rest of the County are concerned;

(*b*) that in their opinion the interests of the inhabitants of the Administrative County are best served by the maintenance of the two-tier system of administration which, with the co-operation of the County District Authorities, has worked so efficiently and harmoniously in the past.

14. The Minister of Housing and Local Government in his speech on the Second Reading of the Local Government Bill on the 9th December, 1957, stated, in reference to the Bill's provision for a standstill on the delegation of Education, Health and Welfare functions to District Councils in Greater London:

> "…. It seemed to the Government that nobody could foresee what form the [Royal] Commission's Report would take, and it may be that for some, at any rate, of the important areas, the Commission would recommend no change and that the Government would decide on no change. In that case it would be clearly desirable to allow the other machinery, with the safeguards in the Bill, to begin to operate."

The County Council will wish to ask that, as far as Surrey is concerned, the Royal Commission will recommend that no part of the Administrative County should be taken away and included in another area.

CYRIL W. BLACK,
Chairman of the County Council.

17*th June*, 1958.

APPENDIX 1

ADMINISTRATIVE COUNTY OF SURREY

STATISTICS OF COUNTY DISTRICTS WITHIN METROPOLITAN SURREY

County District. (1)	*Area.* (2)	*Population* (*Mid*-1957) (3)	*Rateable Value 1st April*, 1958. *Amount.* (4)	*Rateable Value 1st April*, 1958. *Per Head of Population.* (5)	*Estimated* 1d. *Rate* 1958-59. (6)
	Acres.	*Persons.*	£	£ s. d.	£
(*a*) *In the Metropolitan Police District.*					
BOROUGHS.					
Barnes	2,517	39,390	851,017	21 12 1	3,435
Beddington and Wallington	3,045	32,460	653,000	20 2 4	2,620
Epsom and Ewell	8,427	67,340	1,244,978	18 9 9	5,042
Kingston-upon-Thames	1,408	38,590	1,038,429	26 18 2	4,160
Malden and Coombe	3,164	45,940	783,739	17 1 2	3,270
Mitcham	2,932	64,930	985,875	15 3 8	3,910
Richmond	4,109	42,450	944,181	22 4 10	3,776
Surbiton	4,709	63,110	1,103,544	17 9 9	4,450
Sutton and Cheam	4,338	78,960	1,544,892	19 11 4	6,270
Wimbledon	3,212	57,630	1,219,794	21 3 4	4,973
URBAN DISTRICTS.					
Banstead	12,821	38,680	726,443	18 15 7	2,975
Carshalton	3,346	60,440	828,153	13 14 0	3,379
Coulsdon and Purley	11,143	67,830	1,296,726	19 2 4	5,275
Esher	14,847	55,840	1,183,560	21 3 11	4,865
Merton and Morden	3,237	71,090	1,185,363	16 13 6	4,725
(*b*) *In the Surrey Constabulary Area.*					
URBAN DISTRICTS.					
Caterham and Warlingham	8,233	34,030	463,422	13 12 4	1,870
Walton and Weybridge	9,052	42,200	789,745	18 14 3	3,190
	100,540	900,910	16,842,861	18 13 11	68,185
(*c*) *Rest of Surrey*	348,619	518,590	8,197,958	15 16 2	33,384
ADMINISTRATIVE COUNTY	449,159	1,419,500	25,040,819	17 12 10	101,569

APPENDIX 2

METROPOLITAN SURREY

PRINCIPAL COUNTY AND COUNTY DISTRICT SERVICES

1. *County Services administered by the County Council.*

(*a*) Education:

Primary.
Secondary (including Boarding education).
Further (including Technical Colleges, Art Schools, Evening Institutes, Training of Teachers [including a Training College], Youth Service, Agricultural Education, Adult Education).
Education of Handicapped Children.
School Health Service.
School Meals and Milk.
Youth Employment.
Physical Training and Recreation.
Community Centres.
Children and Young Persons (employment and prosecution for cruelty and for exposure to danger).
Libraries and Museums (in 7 of the 17 County Districts in Metropolitan Surrey who have, however, in respect of Libraries, substantial delegated powers from the County Council).

(*b*) Health:

Health Centres.
Care of Mothers and Young Children.
Midwifery.
Health Visiting.
Home Nursing.
Ambulance Services.
Immunisation and Vaccination.
Prevention of Illness, Care and After-Care (including Anti-tuberculosis Service, Venereal Diseases and Health Education).
Domestic Help.
Mental Health Services.
Control of Refuse Dumps.
Registration and Supervision of Private Nursing Homes (3 of the 17 County District Authorities have delegated powers).
Licensing of Inebriates' Homes.
Licensing and Supervision of Agencies for the Supply of Nurses.
Registration and Supervision of Private Day Nurseries and Child Minders.
Water (Control of Abstraction and Prevention of Waste).

(*c*) Welfare:

Provision and management of residential accommodation for the aged, infirm, and others needing care and attention not otherwise available to them.

Temporary accommodation for persons in urgent need.
Welfare of the blind, deaf, dumb, and other handicapped persons.
Registration and inspection of private accommodation for the aged, blind and handicapped.
Registration of charities for handicapped persons.
Provision of temporary protection for movable property of persons admitted to hospital, etc.
Receivership of estates of mental patients.

(*d*) Children:
  Reception into care and after-care of children deprived of a normal home life.
  Assumption of parental rights over certain children in care.
  Provision of Homes, Hostels and Nurseries.
  Remand Homes and Approved Schools.
  Child Life Protection.
  Adoption of Children.

(*e*) Highways and Bridges:
  Trunk Roads and Bridges (as agents of the Minister of Transport).
  Classified Roads and Bridges.
    [NOTE: 16 of the 17 District Authorities in Metropolitan Surrey are "claiming authorities" in respect of Classified Roads and the 17th maintains and repairs such roads as the County Council's agent. The County Council have generally arranged for the authorities to deal also with Bridges on Classified Roads.]
  Rights of Way Survey (National Parks and Access to the Countryside Act, 1949).

(*f*) Rivers and Streams:
  Control and improvement of Watercourses.
  Prevention of Pollution.

(*g*) Town and Country Planning.
    [NOTE: All County District Authorities have delegated powers from the County Council in respect of the Control of Development.]
Town Development Powers.
Open Spaces.
Access to Open Country under the 1949 Act.

(*h*) County Council Records.
Ancient Monuments.
Buildings of Special Architectural or Historic interest.

(*i*) Agricultural:
  Smallholdings.
  Diseases of Animals. } Except in three Boroughs
  Licensing of Waste Food Boiling Plant } which are autonomous.
  Drainage of Agricultural Land.
  Fertilisers and Feeding Stuffs.

(*j*) Civil Defence.
    [NOTE: The County Council have general responsibility but have delegated functions to each District Authority, including organising a unit of the Surrey Division of the corps.]

(*k*) Fire Service.

(*l*) Police. } (Administered by the Standing Joint Committee of the County Council and Quarter Sessions in the two county districts outside the Metropolitan Police District.)

House-to-house and Street Collections. }

Licensing of Tracks providing betting facilities.

(*m*) Public Control and Licensing:
- Agricultural Produce (Grading and Marking).
- Boxing and Wrestling Entertainments.
- Cinematograph Exhibitions.
- Employment Agencies.
- Exhibitions of Hypnotism.
- Explosives (except in one Borough which is autonomous).
- Fabrics Misdescription.
- Food and Drugs } (in one Urban District)
- Merchandise Marks. } (in one Urban District)
- Massage Establishments.
- Music or Dancing Entertainments.
- Performing Animals Regulation.
- Pharmacy and Poisons.
- Pool Betting.
- Racecourses.
- Riding Establishments.
- Stage Plays.
- Theatrical Employers Registration.
- Weights and Measures.

(*n*) Motor Vehicles and Local Taxation Licences.

(*o*) Registration of Births, Deaths and Marriages.

(*p*) Making and Enforcement of Bye-laws on Sale of Coal, Employment Agencies, Employment of Children and Street Trading, etc., and, in Urban Districts, of Good Rule and Government Bye-laws.

(*q*) Local Valuation Panel Schemes and constitution.

[GENERAL NOTE: As will be seen from Appendix 3 of the County Council set up divisional organisations for Education, Health, and Walfare, and an area organisation for Town and Country Planning in all of which representatives of the County Council and predominantly representatives of the District Authorities join in partnership. Representatives of these divisional and area bodies serve on the main County Committees concerned and representatives of County District Authorities also serve on the County Fire and Civil Defence Committees.]

2. *County District Services administered by the individual County District Authorities in their respective areas.*

(*a*) Housing:
- Provision of housing accommodation and ancillary services.
- Repair, closing, or demolition of unfit houses.
- Clearance and Redevelopment Areas.
- Abatement of Overcrowding.
- Certificates of Disrepair (Rent Act, 1957).
- Loans for acquisition, etc., of houses.
- Improvement Grants.
- Assistance to Housing Associations.

(*b*) Public Health:
- Drainage and Sewage Disposal.
- Sanitary Conveniences.

Cleansing of Filthy and Verminous Premises, Articles and Persons.
Cleansing and Lighting, of Streets.
Paving and Draining of Courts, Yards and Passages.
Private Street Works.
Buildings, etc., in Streets.
Naming of Streets and Numbering of Houses.
Control of Buildings.
Means of Escape in case of Fire.
Refuse Collection and Disposal.
Abatement of Nuisances.
Control of Refuse Dumps.
Rodent Control.
Abatement of Air Pollution.
Offensive Trades.
Provision of Slaughterhouses.
Prevention and Notification of Disease.
Treatment of Tuberculosis (Removal to Hospital for).
Provision of Mortuaries, Burial Grounds, Cemeteries and Crematoria.
Baths, Swimming Baths and Washhouses.
Water Supply (powers to ensure sufficiency and purity).

(*c*) Welfare:

Assistance to Old People's Clubs, etc. Removal of Persons in need of care and attention. Disposal of the Dead.	(National Assistance Acts.)

(*d*) Highways and Bridges:
" Claimed " Classified Roads (see also under " County Services ").
District Roads (see also under " Public Health ").
Public Rights of Way (National Parks and Access to the Countryside Act, 1949).
Omnibus Shelters.
Traffic Regulation and Road Safety.
Parking Places.

(*e*) Rivers and Streams:
Control and improvement of Watercourses.
Prevention of Pollution.

(*f*) Town and Country Planning:
Control of Development under delegated powers from County Council.
Acquisition of Land for Planning Purposes.
Town Development Powers.

(*g*) Parks, Commons, Open Spaces and Recreation Grounds.

(*h*) Education and Culture:

Libraries. Museums.	In 10 of the 17 County Districts in Metropolitan Surrey and in the other 7, as to Libraries, under delegated powers from the County Council.

Physical Training and Recreation.
Community Centres.
Entertainments.
Information Services.
Health Education.

(*i*) District Authority Records:
Buildings of special Architectural or Historic interest.
Ancient Monuments (Boroughs only).
War Memorials.
Public Clocks.

(*j*) Agricultural:
Allotments.
Prevention of Damage by Pests.
Diseases of Animals. } (In three autonomous Boroughs only.)
Licensing of Waste Food Boiling Plant. } (In three autonomous Boroughs only.)

(*k*) Civil Defence (see also under " County Services " as to delegated functions from County Council):
Public Instruction, Advice and Information.
Evacuation and Billeting.
Shelters.
Disposal of the Dead.
Post-raid Restoration.

(*l*) Civic Restaurants.

(*m*) Markets (two Boroughs).

(*n*) Public Control and Licensing:
Agriculture (Safety, Health and Welfare).
Boats.
Common Lodging Houses.
Explosives (one Borough only).
Fabrics Misdescription.
Factories.
Food and Drugs (except in one Urban District).
Game Dealers.
Hackney Carriages (outside Metropolitan Police District).
Heating Appliances (Fireguards).
Ice-Cream Vendors.
Merchandise Marks (except in one Urban District).
Movable Dwellings.
Pet Animals.
Petroleum storage and Petrol Stations.
Rag, Flock and other Filling Materials.
Riding Establishments.
Shops.
Slaughterhouses and Knackers' Yards.
Small Lotteries and Gaming.
Young Persons (Employment) Act, 1938.

(*o*) Making and/or Enforcement of Bye-laws in respect of the following among other matters:
Allotments.
Animals.
Baths, Swimming Baths and Washhouses.
Building.
Burial Grounds.
Cemeteries.

Common Lodging Houses.
Commons.
Drainage of Trade Premises.
Dustbins.
Employment Agencies.
Factories (Means of Escape from Fire).
Fish-Frying.
Food (Handling and Sale).
Good Rule and Government (Boroughs only have power to make).
Hackney Carriages (outside Metropolitan Police District).
Housing.
Libraries and Museums.
Markets.
Mortuaries.
New Streets.
Nuisances.
Offensive Trades.
Open Spaces and Burial Grounds.
Parking Places.
Petroleum Spirit.
Public Walks and Pleasure Grounds.
Public Conveniences.
Slaughterhouses.
Tents, Vans, Sheds, etc.

(*p*) Levying and Collection of Rates.

APPENDIX 3

A description of the present arrangements for carrying out certain Local Authority functions within the part of Surrey being examined by the Commission.

I—Whether County Council or County District Service. II—County Committee and Sub-Committee Organisation. III—Divisional or Area Organisation (if any). IV—Other bodies concerned. V—Delegation to County District Authorities (if any). VI—Staffing Arrangements. VII—Defects encountered (if any). VIII—Remarks.

(References in Appendix 3 to I, II, III, IV, V, VI, VII and VIII refer to the above heads, comments under II to VI refer to county council services

Education

Education

I. County Council.

II. Education Committee.
63 members (comprising 42 members of the Council and 21 co-opted members, including representatives of Divisional Executives).

The Committee sets up 7 Committees of its own, viz.:

1. Primary
2. Secondary
3. Further
4. Medical and Special Schools
5. Development
6. Library
7. Finance and General Purposes.

The Secondary Education Committee sets up a Special Cases Sub-Committee and the Further Education Committee the following Sub-Committees:

1. Scholarships
2. Youth and Community Centres
3. Youth Employment Service
4. Technical and Arts.

The Primary, Secondary and Further Committees have a Joint Salaries Sub-Committee.

The Primary, Secondary and Further Committees each have Sub-Committees for appointments to Headships which include representatives of the Divisional Executive and Governing or Managing body concerned. The Education Committee joins with the County Health, Welfare and Children's Committees in a Joint Sub-Committee on the Prevention of the Break-up of Families.

III. For each of the nine areas shown on Map B* there is constituted a Divisional Executive comprising representatives of the County Council, a small number of co-opted members and predominantly representatives of the County District Authorities in the Division.

It will be seen that five of these executives and parts of two others are within the area being reviewed by the Commission.

The functions of executives range in varying degrees over practically the entire field of the service so far as matters of day-to-day administration are concerned and executives are entrusted by the County Council with substantial financial delegation in respect of supplies, maintenance and minor works by means of a " block " grant.

The executives advise the Education Committee on local considerations and make recommendations on important matters of policy.

IV. There are, in addition, the managers and governors of particular schools and other educational establishments, or of groups of schools.

These mainly comprise County Council and District Council representatives and in the case of voluntary schools denominational or other representatives also.

In the field of Further Education there is the London and Home Counties Regional Advisory Council for Higher Technological Education comprising 19 County and County Borough Councils, including the London County Council.

V. In respect of education proper there is no delegation to County District Authorities. Five such authorities which had the power to become " excepted districts " under the Education Act, 1944, decided that it would be to the educational advantage of their districts to form part of the larger divisional executive areas.

To the seven County District Authorities in the Commission's area which form part of the County Library area are delegated considerable powers of management.

VI. In addition to the central office staff at County Hall there is a divisional office staff serving each executive. In nearly all cases Medical Officers of Health of County District Authorities act as County Divisional Medical Officers for the School Health Service.

VII. There has from time to time been criticism by the Divisional Executives and by representatives of County District Authorities that there was insufficient liaison between the executives and the County Council and that the delegation to the executives, including especially the financial delegation, did not go far enough. These criticisms have, it is believed, been largely met by recent reforms approved by the County Council providing for representation of Divisional

---

*Facing page 238.

Executives on the Education Committee and for the executives to have a substantial " block " grant each year in respect of supplies, maintenance and minor capital works and to have additional delegation in staffing and other matters. The only other defect thought to exist is the comparatively minor one of some of the groups of governing and managing bodies of schools being, perhaps, too large. This point is at present under examination by the Education Committee.

VIII. For a fuller statement of the functions, organisation and administration of the Education Committee see the County Council's General Reference Book, 1956, pp. 22-38.

Youth Employment Service

I. County Council.

II. Education Committee.
Responsibility to main committee for organisation of service is that of Youth Employment Service Sub-Committee through Further Education Committee.

III. While there are no powers for delegation under the Employment and Training Act, 1948, 16 local committees, comprising representatives of employers, workpeople, teachers, etc., are appointed for the 16 full-time and 6 part-time bureaux in the County and these committees act in an advisory capacity. 10 of these committees are in Metropolitan Surrey. Divisional Executives recommend the names of persons for appointment to Youth Employment Committees, other than teacher representatives, and receive the annual reports of the committees.

IV. None.

V. None.

VI. Each bureau has its staff to administer the service in its own area and there is a small staff at central office which co-ordinates the organisation of the service throughout the county.

VII. There is no evidence of any defects under the present system, although it is felt that it would be advantageous if there could be a greater degree of contact between Divisional Executives and Youth Employment Committees. While, in view of the provisions of the Act, this presents difficulties, the possibility of bringing about a closer association on some matters between the executives and Youth Employment Committees is under consideration by the Education Committee.

VIII. The functions of the service are described in detail in the General Reference Book, 1956, pp. 32 and 33.

Agricultural Education

I. County Council.

II. Education Committee.
The Further Education Committee is responsible to main committee for the organisation of agricultural and horticultural education.

III. None.

IV. The main centre for agricultural education is Surrey Farm Institute, Merrist Wood, Nr. Guildford, where full-time residential one-year courses are held. In addition, part-time courses, both day and residential, are held at the institute, and evening and part-time day extra-mural courses are taken by the staff in various parts of the county. In these latter respects the governors of the institute act, in effect, as a Sub-Committee of the Further Education Committee.

V. None.

VI. The Chief Education Officer acts as Clerk to the Governors of the Farm Institute and the administrative work resulting is undertaken at Central Office.

VII. None.

VIII. Details of the activities under agricultural and horticultural education are described in the General Reference Book, 1956, p. 31.

Environmental Health

Baths, Washhouses and Bathing Places

I. County District.
(County Council also have powers in respect of swimming baths but exercise them only in connection with the Education Service.)

Control of Watercourses and Ditches

I. County Council.
(County District Councils also have powers under Public Health Act, 1936.)

II. Rivers and Streams Committee. 17 Members.

III. None.

IV. Riparian County District Authorities have co-operated with the County Council in river improvement works and contributed to the cost.
As regards the River Wandle there is an Advisory Committee specially constituted under Surrey County Council Act, 1925, which includes representatives of the Riparian District Authorities, the County Council, the London County Council, the Port of London Authority and the River Wandle Protection Association.

V. None.

VI. This work is carried out by the Rivers and Streams Section of the County Engineer's Department.

VII. Due to an anomalous legislative situation the County Council have no jurisdiction over a short section of the River Wandle in Wimbledon which is vested in the London County Council as a metropolitan sewer. It is hoped to cure this defect by legislation at an early opportunity.

VIII. The County Council are the River Authority for an area in the north-eastern part of the County which is not within the area of any River Board, e.g. the Thames Conservancy. This area covers most of Metropolitan Surrey and the main watercourses concerned are the River Wandle, the Beverley Brook, Pyl Brook, Coombe Brook and the Caterham Bourne.
(For a fuller statement of the functions, organisation and administration of the Rivers and Streams Committee see the County Council's General Reference Book, 1956, pp. 65-66.)

Ponds

I. County District.

VII. None.

Disinfestation of Premises and Articles

I. County District.

VII. None.

Drainage of Trade Premises

I. County District (in respect of soil and surface water sewers).

VII. None.

I. County Council (in respect of watercourses where County Council is the River Authority).

II. Rivers and Streams Committee.

III. None.

IV. None.

VI. This work is carried out by the County Council's Rivers Inspector.

VII. None.

VIII. The County Council is only interested as the river pollution authority in the north-east of the county.

Mortuaries and Post-Mortem Rooms

I. County District.

VII. None.

Public Conveniences

I. County District.

VII. None.

Refuse Collection and Disposal

I. County District (but County Council—(i) as Local Planning Authority are helping to find disposal sites in extra-Metropolitan Surrey; (ii) as Health Authority have Local Act powers to control siting of refuse dumps by an authority outside its own district).

II. Town and Country Planning Committee.
County Health Committee.

IV. Egham Urban District Council in extra-Metropolitan Surrey are conducting an experiment (having successful results) of tipping in wet gravel pits in co-operation with the County Council and certain London Boroughs and Surrey Metropolitan District Authorities.

VI. County Technical staff have assisted and advised on this experiment.

VII. The shortage of land in Metropolitan Surrey makes it imperative to seek some alleviation of the tipping problem by finding sites elsewhere. The County Council, as Planning Authority, are not only co-operating in the Egham experiment but are also seeking for the District Authorities suitable tipping sites in extra-Metropolitan Surrey.
The County Council recognise that Croydon County Borough Council also have a tipping problem.

Regulation of Buildings and Sanitation of Buildings

I. County District.

VII. None.

Sewerage and Sewage Disposal

I. County District.

II. (The sewage disposal of Metropolitan Surrey is mainly undertaken by a number of Joint Boards representative of the District Authorities concerned, but Esher, Sutton and Cheam, Wimbledon, and Walton and Weybridge, have their own works, Sutton and Cheam also serving parts of neighbouring Districts. Croydon serve Coulsdon and Purley and parts of Banstead, and Caterham and Warlingham.)

VII. Steps to deal with inadequacies in the sewerage and sewage disposal arrangements have been or are being taken by the Authorities concerned as national economic circumstances permit.

At the suggestion of the Minister of Health, the County Council in 1946 explored the possibilities of a main drainage scheme for most of Metropolitan Surrey but the District Authorities concerned did not support the idea.

Street Cleansing

I. County District (but County Council in respect of trunk roads for which they are the agent authority and on the small lengths of roads in Metropolitan Surrey directly maintained by them as highway authority).

II. Highways and Bridges Committee.

IV. Through the classification account, the County Council contribute to District Authorities in respect of classified roads a proportion of the cost of street cleansing.

VII. None.

Burial Grounds, Cemeteries and Crematoria

I. County District.

II. (NOTE.—While in most cases District Authorities are their own Burial Authority, certain authorities have a Joint Board or Committee for the service. One authority has a crematorium and there are Joint Boards for two others which also, in one case, includes Boroughs in London and Middlesex, and in the other a London Borough.)

VII. The only difficulty known to the County Council is the shortage of land in Metropolitan Surrey, e.g. Wimbledon have a cemetery in Leatherhead.

Parks and Open Spaces

I. County District (but County Council also have powers, notably under the London and Home Counties Green Belt Act).

II. Town and Country Planning Committee.

IV. London County Council have contributed under Green Belt Act to acquisitions made by Surrey County Council and District Authorities, mostly, however, in extra-Metropolitan Surrey.

V. General policy is for Green Belt acquisitions to be vested in District Authorities or entrusted to them for management.

VII. None.

VIII. For further details see General Reference Book, 1956, pp. 71-78.

Powers and Duties under the Physical Training and Recreation Act, 1937

I. County Council and County District (concurrent powers).

II. Education Committee.

III. None.

IV. None.

VII. None.

Prevention of River Pollution

I. County Council (in area where Council is the River Authority—see Control of Watercourses above).
County District Councils also have powers under Public Health Act, 1936.

II. Rivers and Streams Committee.

III. None.

IV. Thames Conservancy where they are the River Authority.

V. None.

VI. County Council's Rivers Inspector.

VII. See under Control of Watercourses above as to defect relating to the section of River Wandle.

Port Health Functions

I. Does not arise in Metropolitan Surrey.

Provision of houses

Housing

I. County District.

VII. The main housing problem in Metropolitan Surrey is shortage of land. The County Council have been glad as Local Planning Authority to facilitate a Town Development Scheme by the Frimley and Camberley Urban District Council in extra-Metropolitan Surrey to provide 1,250 dwellings for District Authorities in Metropolitan Surrey. The County Council are (*inter alia*) giving considerable financial assistance.
A smaller but substantial out-district housing scheme has taken place within Metropolitan Surrey itself by provision in Banstead Urban District for three other authorities.

VIII. For fuller details see the County Council's General Reference Book, 1956, particularly pp. 75-77.
The County Council have co-operated with the London County Council in connection with the provision by them in Surrey, both before and since the war, of three large out-County housing estates at St. Helier in the Merton and Morden, and Carshalton Urban Districts in Metropolitan Surrey and at Merstham in Reigate Borough and at Sheerwater in Woking Urban District in extra-Metropolitan Surrey.
(NOTE.—But County Council are concerned in following respects:
(*a*) under Town Development Act, 1952—(see VII);
(*b*) provision of houses for police (in Surrey Constabulary Area, i.e., in the Commission's area Caterham and Warlingham, and Walton and Weybridge), firemen, midwives, nurses and certain other of their own staffs;
(*c*) financial assistance to District Authorities for housing of old people and intermediate accommodation for evicted families.)

Slum Clearance

I. County District.

VII. None.

Assistance to other bodies or persons to facilitate acquisition, construction or improvement of houses

I. County District.

VII. None.

(NOTE.—So far as County Council are concerned:

(*a*) nature of financial assistance given by County Council to District Authorities is indicated above;

(*b*) assistance is given to voluntary organisations who provide accommodation for persons for whom County Council are responsible under National Assistance Act, 1948;

(*c*) County Council do not exercise their concurrent powers under the Small Dwellings Acquisition Acts, etc., but leave the function to the District Authorities.)

Regulation of buildings and bye-laws

I. County District.

VII. None.

(NOTE.—The County Council have control over construction and maintenance of buildings in respect of which licences for public entertainment are required (Surrey County Council Act, 1931): otherwise they have no powers regulating buildings apart from Town and Country Planning.)

Personal Health and Welfare

Powers and duties under the National Health Service Acts

I. County Council.

II. County Health Committee.

52 members (comprising 36 members of the Council and 16 co-opted members including Chairmen of Divisional Sub-Committees).

The committee sets up centrally 4 sub-committees, viz.:

1. Mental Health Services,
2. Domiciliary Services,
3. Health Centres and Ambulances,
4. Finance and General Purposes,

and joins with

1. the Education, County Welfare and Children's Committees in a Joint Sub-Committee on the Prevention of the Break-up of Families, and
2. the Town and Country Planning Committee in a Joint Caravan Sub-Committee.

III. For each of the nine areas shown on Map B* (which are identical with those for education purposes) there is a Divisional Sub-Committee of the County Health Committee comprising representatives of County Council and predominantly representatives of County District Authorities in the Division. 5 of these Divisions and parts of 2 others are within the area being reviewed by the Commission.

---

*Facing page 238.

The functions of Divisional Sub-Committees range in varying degrees over the domiciliary and clinic services so far as matters of day-to-day administration are concerned and the sub-committees are entrusted by the County Health Committee with financial delegation in respect of purchase of equipment and upkeep of buildings.

The sub-committees advise the County Health Committee on local considerations affecting health policy generally and co-operate with committee in matters of senior divisional staffing.

IV. The County Council as local health authority are closely associated with the other agencies responsible for the National Health Service, viz.:

1. South-west Metropolitan Regional Hospital Board, and,
2. Surrey Executive Council for general practitioner services,

and to facilitate effective integration of service within the county there has been established a Joint Liaison Committee of equal numbers of representatives of the County Health Committee, the Regional Hospital Board and the Executive Council who are joined whenever appropriate by Chairmen of the General and certain of the Special Hospital Management Committees in the county.

The County Council are consulted by Minister of Health in appointment of members of the Regional Hospital Board and Boards of Governors of Teaching Hospitals in London and by Regional Hospital Board in appointment of hospital management committees; thereby members nominated by the County Council are selected for service on hospital authorities. At lower level County Council sometimes consulted in appointment of hospital house committees and County Council representatives serve on Geriatric Services Sub-Committees of Hospital Management Committees. The County Council appoint 8 of the 24 members of the Executive Council.

V. None.

VI. In addition to central office staff at County Hall there is divisional office staff serving each division.

In nearly all cases Medical Officers of Health of County District Authorities act as Divisional Medical Officers for personal and school health services. The County Council also appoint medical officers jointly with Regional Hospital Board, e.g. as chest physicians.

A County District Authority Clerk in each division co-operates with the County Clerk in the administration of Divisional Sub-Committees by acting as secretary.

VII. The principal defect is considered to be the existing tripartite structure of the National Health Service and especially the separation of the Hospital Service from the Local Health Authority Services of the County Council. The considerations involved, however, were exhaustively examined by the Guillebaud Committee of Inquiry into the cost of the National Health Service who were not in favour of any change. The cross membership between the various bodies and the Liaison Committee mentioned in IV help to mitigate this defect in organisation.

The County Council have it in mind at an appropriate time to examine whether there would be advantage in merging their own Health and Welfare Services under one committee and/or department of the Council's service. At present there is a separate Welfare Committee and a separate department—see Powers and Duties under the National Assistance Acts below.

VIII. For a fuller statement of the functions, organisation and administration of the County Health Committee see the County Council's General Reference Book, 1956, pp. 38-50.

Mental Health Services

I. County Council.

II. Mental Health Services Sub-Committee of the County Health Committee. 20 members (comprising 17 members of the Council and 3 Divisional Chairmen).

III. None (but see under staffing arrangements).

IV. There is close liaison with mental hospitals and mental deficiency institutions.

V. None.

VI. In addition to central office staff at County Hall there is a field staff of duly authorised officers one of whom is in charge of each of the areas into which the county is divided for purposes of Mental Health Services.

VII. None other than those arising from the separation of the Hospital Service from the Local Health Authority Services (see under National Health Services above).

VIII. For fuller details see the County Council's General Reference Book, 1956, pp. 49-50.

Powers and duties under (*a*) the National Assistance Acts

I. County Council (so far as concerns Parts III and part of Part IV).
County District (so far as concerns s.47 (removal to suitable premises of persons in need of care and attention) and s.50 (burial or cremation of the dead)).

II. County Welfare Committee.
32 members (comprising 23 members of the Council and 9 Chairmen of Divisional Sub-Committees).
The committee sets up 9 Divisional Sub-Committees (see III).
The committee also joins with the Education, County Health and Children's Committees in a Joint Sub-Committee on the Prevention of the Break-up of Families.

III. For each of the nine areas shown on Map B* (which are identical with those for education and health purposes) there is a Divisional Sub-Committee of the County Council and predominantly representatives of the County District Authorities in the division.
5 of these divisions and parts of 2 others are within the area being reviewed by the Commission.
The functions of the Divisional Sub-Committees relate to day-to-day administration of residential establishments within their respective areas including appointment of subordinate staff of residential homes and the sub-committees are entrusted by the County Welfare Committee with financial delegation in respect of purchase of equipment and upkeep of buildings. The Divisional Sub-Committees advise the County Welfare Committee on local considerations.

IV. The National Assistance Board invite nominations from the County Council for membership of the area sub-committees of the Surrey Advisory Committee of the Board.

V. None but County Council have concurrent powers under s.31 of National Assistance Act, 1948 (Contributions to old people's organisations).

VI. County Welfare Officer is responsible for provision of accommodation and County Medical Officer is responsible for domiciliary welfare services for the handicapped. In addition to central office staffs there are field staffs including particularly a principal welfare officer in each division.

---

*Facing page 238.

The same County District Authority Clerks who act as secretaries to the Health Sub-Committees deal also with the secretarial work of the Welfare Divisional Sub-Committees.

VII. As with health the principal defect is the separation of the Hospital Service from the local welfare services of the County Council, especially so far as the care of the aged is concerned. The difficulties, however, are partly due to insufficiency of accommodation, a situation which it is hoped will get easier as time goes on.

Difficulties which arose between the County Council and the County District Authorities in connection with the operation of the County Council's residual function of providing temporary accommodation for homeless families are being dealt with as a result of the implementation of the recommendations of a County Working Party representative of the statutory and voluntary bodies concerned. This involves (*inter alia*) the giving by the County Council of financial help to District Authorities to maintain intermediate accommodation where the whole family can stay (the County Council's temporary accommodation provides only for the mothers and children).

None.

VIII. For a fuller statement of the functions, organisation and administration of the County Welfare Committee see the County Council's General Reference Book, 1956, pp. 50-56.

(*b*) the Disabled Persons (Employment) Act, 1944

I. County Council have no welfare responsibilities under this Act—although in common with other employers of substantial staffs they have an obligation to employ a quota of registered disabled persons—but the County Welfare Committee co-operate with the Ministry of Labour and National Service and the Royal National Institute for the Blind in placing blind persons in suitable occupations in industry.

Care of Children

I. County Council.

II. Children's Committee.

21 members (comprising 18 members of the Council and 3 co-opted members). The committee sets up 3 sub-committees, viz.:

1. Care,
2. Homes,
3. Banstead Hall Approved School,

and joins with the Education, County Health and County Welfare Committees in a Joint Sub-Committee on the Prevention of the Break-up of Families.

III. The committee administer their residential establishments with the help of "visitors" who are interested local residents. For purposes of visitors' meetings the children's homes and nurseries are grouped into 7 areas: separate visitors' meetings are held for the remand home at Pentlands, Mitcham. The function of the visitors is to make suggestions to the committee about the day-to-day running of the homes.

IV. The committee periodically hold conferences with representatives of the Juvenile Panels of Magistrates Courts in Surrey.

V. None.

VI. In addition to central office staff at County Hall there are field staffs of child care officers and for purposes of their work the county is divided into areas each under a senior woman child care officer and each sub-divided into territories allocated to subordinate child care officers, and there is also a division of the county into areas each under a male child care officer who deals mainly with special cases of boys.

Assistant medical officers and health visiting staff of County Health Department assist in preliminary inspection of private foster homes and in child life protection work relating to very young children: they also advise generally on matters of medical and general health administration, particularly in regard to residential nurseries.

Many applications for admission of children into care are dealt with by divisional welfare officers of the County Welfare Department.

Education school welfare officers make home visits by arrangement with probation officers in connection with the preparation of reports for Juvenile Courts and these officers also make court appearances on behalf of Children's Committee and carry out escort duties.

Education Officer acts as correspondent of the Banstead Hall Approved School.

VII. None.

VIII. For a fuller statement of the functions, organisation and administration of the Children's Committee see the County Council's General Reference Book, 1956, pp. 56-60.

Registration of Nurseries and Child Minders

I. The County Council's powers and duties in this respect are exercised by Divisional Sub-Committees of the County Health Committee and executed for the most part by Divisional Medical Officers.

VII. None.

Notification of infectious diseases

I. County District.

VII. None.

Health Education

I. The County Council provide lectures, film demonstrations and other forms of instruction on certain aspects of public health through Divisional Health Sub-Committees who determine local needs in this respect. Arrangements are made by Divisional Medical Officer in each division.

VII. None.

Town and Country Planning

Town and Country Planning

I. County Council.

II. Town and Country Planning Committee, 30 members (comprising 20 members of the County Council and 10 co-opted members representing Area Sub-Committees).

The committee sets up 3 standing sub-committees, viz.:

1. Special Housing Sub-Committee.
2. Caravan Sub-Committee (who also act jointly with members of the County Health Committee as a Joint Health and Planning Caravan Sub-Committee).
3. Staffing Sub-Committee.

The committee also sets up six Area Planning Sub-Committees (see III).

III. For each of the 6 Planning Areas shown on Map C* there is constituted an Area Planning Sub-Committee comprising representatives of the County Council and predominantly representatives of the County District Authorities in the area. It will be seen that three of these Planning areas and part of a fourth are included within the area being reviewed by the Commission. The main responsibilities of the Area Sub-Committees are:

1. the preliminary preparation of the County Development Plan and revisions thereto;
2. the examination and recommendation of planning applications which may conflict with the plan and other applications of an importance or significance calling for wider consideration than that of one District Authority.

IV. A Joint Advisory Planning Committee has been set up with the County Borough of Croydon.

The County Council is also represented on the Croydon Airport Consultative Committee.

V. The County Council have delegated to each of the 33 County District Authorities in Surrey the greater part of their powers under the Town and Country Planning Act, 1947, in relation to the control of development.

All planning applications and proposals are submitted to the County District Authorities in the first instance and are examined by the Area Planning Officer, who is required to schedule certain applications (see III) for recommendation by the Area Sub-Committee. If the recommendation by the Area Sub-Committee is unacceptable to the County District Authority the matter is referred to the County Planning Committee for decision. Certain other applications are referred to the County Planning Committee for decision, e.g. development not in accordance with the Development Plan, development and use of land in certain special areas of high scenic value such as the North Downs, etc. Each County District Authority also carries out the administrative and legal work involved in:

1. Notifying applicants of the decisions duly reached by the County District Council, the Area Sub-Committees, or the County Committee.
2. Keeping the appropriate registers.
3. Responding on behalf of the Local Planning Authority to appeals against decisions with which they are in agreement.
4. Taking action to enforce control of development in matters delegated to them.

VI. In addition to the central office staff at the County Hall, there is an Area Planning Office staff under the control of the County Area Planning Officer to serve each of the 3 extra-Metropolitan Planning Areas. For the 3 Metropolitan Planning Areas (Riverside, North and North-East) the firm of Messrs. Davidge & Partners, Planning Consultants, are employed. Members of the firm act as Area Planning Officers for each of these 3 Planning Areas and no County staff is provided.

The secretarial work of each Area Sub-Committee is undertaken on behalf of the County Clerk by the Clerk of one of the County District Authorities in the area.

VII. It is thought that, in general, the planning administrative arrangements outlined in I to VII have worked well and give satisfaction. Differing views have been expressed as to the effectiveness of parts of the machine including as to the need for more decentralisation and now it is clear that planning is not to be dealt with in the Local Government Bill, and the Minister has just approved the Surrey Development Plan, the County Planning Committee have set up a special sub-committee with terms of reference comprehensively to review the Scheme of Organisation and Administration Arrangements in consultation with the Surrey County Districts Association and the Area Sub-Committees.

---

*Facing page 242.

VIII. For a fuller statement of the functions, organisation and administration of the County Planning Committee see the County Council's General Reference Book, 1956, pp. 66-81.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949

1. Access to Open Countryside

I. County Council.

II. Town and Country Planning Committee.

III. None.

IV. County District Authorities.

V. None.

VII. None.

VIII. Having completed survey of area the County Council, after consulting the County District Authorities, informed the Minister of Housing and Local Government that there were no areas for which action need be taken in Surrey under the powers of the Act.

2. Areas of Outstanding Natural Beauty

I. County Council.

II. Town and Country Planning Committee.

III. None.

IV. National Parks Commission.

V. None.

VII. None.

VIII. The National Parks Commission have consulted the County Council, who in turn have consulted the County District Authorities, as a result of which the National Parks Commission have designated a substantial area of Surrey as an Area of Outstanding Natural Beauty, most of which, however, is in extra-Metropolitan Surrey. This designation has still to be confirmed.

3. Rights of Way Survey

I. County Council.

II. Highways and Bridges Committee.

III. None.

IV. County District Authorities.

V. None.

VII. None.

VIII. The definitive map for the whole of the county will be published later this year. There was full consultation with the District Authorities in carrying out the survey.

4. Diversion and Extinguishment of Rights of Way

I. County District.

III. None.

IV. County Council as Local Planning Authority have to give consent to actions proposed by County District Authorities.

VII. None.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

I. County Council.

II. Highways and Bridges Committee. 36 Members.
The committee sets up three sub-committees:

1. New Roads and Improvements.
2. Finance and General Purposes.
3. Rights of Way.

III. Not in Metropolitan Surrey where the working arrangements are direct with the County District Authorities (see V).
(It may be mentioned as a matter of interest and as an illustration of the Council's delegation policy that in each of the five rural districts in the county the Rural District Council acts as a sub-committee of the Highways and Bridges Committee.)

IV. Minister of Transport for Trunk Roads and Bridges.
London and Home Counties Traffic Advisory Committee which covers the whole of Metropolitan Surrey and much of the rest of the county.

V. In Metropolitan Surrey all District Authorities except one have claimed the functions of maintenance and repair of classified roads under the Local Government Act, 1929. With the one authority the County Council have an agency agreement for maintenance and repair.
The County Council have also generally arranged for the District Authorities to deal as agents with the maintenance of bridges on classified roads.
There are some small lengths of classified roads built by the County Council which are still directly maintained by them, e.g. Sutton By-Pass.

VI. County Hall and District Office staffs.

VII. None.

VIII. For a further statement of the functions, organisation and administration of the County Highways and Bridges Committee see the County Council's General Reference Book, 1956, pp. 61-64.

I. Thames Bridges Joint Committee.

II. The Joint Committee comprises the Chairmen and Vice-Chairmen of the Middlesex and Surrey County Councils and five other members of each council.

VII. None.

VIII. Administers the functions of the respective County Councils in connection with Kew, Kingston, Richmond, Twickenham, Chiswick and Hampton Court Bridges.

I. County District.
(In respect of " claimed " Classified Roads and district roads.)

Street Lighting

I. County District (but County Council also for lighting schemes on trunk road roundabouts as Minister's agents).

II. Highways and Bridges Committee.

VIII. There has been criticism of the differing systems of street lighting between one District Authority and another. With a view to securing greater uniformity and continuity the Minister of Transport is proposing to set up, however, a Consultative Committee to consider the lighting of main traffic routes in an area having the same boundaries as that of the Commission.

Naming of Streets and Numbering of Houses

I. County District.

VII. None.

Parking Places

I. County District (but County Council also concerned as Local Planning Authority).

II. Town and Country Planning Committees.

V. The County Planning Committee have laid down certain standards as a guide to the control of development for the provision of off-street car parking in respect of industrial and residential development and this standard is being applied in the county by the District Authorities.

VIII. None except the difficulties of finding enough parking space for the busy shopping areas.

Road Safety

I. County District (County Council only directly concerned outside Metropolitan Surrey—in the Rural Districts).

IV. Metropolitan Police and in Caterham and Warlingham, and Walton and Weybridge, County Police co-operate with local safety committees as also do County Education Committee and Divisional Executives.

VII. None.

Bus Shelters

I. County District.

VII. None.

Private Street Works

I. County District (County Council only concerned outside Metropolitan Surrey in Rural Districts).

VII. None.

APPENDIX 4

STATEMENT ON GENERAL COUNTY ADMINISTRATION

1. Constitution of the County Council

The County Council consists of 83 Councillors and 27 Aldermen.

The Councillors are elected all together for a term of three years in April in the year of election and for the purpose of the elections the county is divided into 83 single member electoral divisions of which 52 are in Metropolitan Surrey.

In the contested divisions at the general election in 1958, 30·8 per cent of the total electorate voted. In the Metropolitan part of the county the figure was 29·3 per cent. The comparative figures at the last four general elections were as follows:

Year of Election	*Percentage Poll*	
	Whole County	*Metropolitan Surrey*
1946	23·8	Not available
1949	45·3	48·1
1952	40·03	40·7
1955	34·9	34·3

The County Aldermen hold office for six years, half of them going out after each triennial election of Councillors. The Aldermen are elected by the Councillors. As a general rule, the Aldermen in Surrey have been elected from among the members of the Council. Aldermen have, however, been chosen from outside the Council in very special circumstances, such as the election of the Lord Lieutenant as a County Alderman where he was not already a member of the Council. Of the present 27 Aldermen, 13 reside in Metropolitan Surrey.

2. Chairman and Vice-Chairman of the Council

The Chairman of the Council may be appointed from outside the Council, but in practice in Surrey the Chairman is chosen from among the Aldermen and Councillors. The Chairman is elected annually, but is invariably re-elected for more than one year, normally serving three. The Vice-Chairman of the Council *must* be an Alderman or Councillor, and is elected annually, usually also serving three years.

3. The County Committees and Sub-Committees

(a) *Types of Committee*

The 24 County Committees fall into two main groups. First, the Service Committees, of which there are 12, each of which is concerned with the County Service or Services which its title suggests, viz.:

Surrey Education.
County Health.
County Welfare.
Children's.
Highways and Bridges.
Rivers and Streams.
Town and Country Planning.
Records and Ancient Monuments.
Fire Brigade.
Civil Defence.
Public Control and Licensing.
Smallholdings.

The second principal group are known as the " Machinery " Committees, i.e. the committees which together comprise the Council's business machine. These are:

Selection.
Central Purchasing.
Establishment.
Estates.
Law and Parliamentary.
Works and Buildings.

Outside these main groups is a small number of Joint and Special Committees, namely:

(i) the Standing Joint Committee of the County Council and Court of Quarter Sessions, whose principal function is the administration of the Police in the Surrey Constabulary Area;
(ii) the County Hall Management Joint Committee of representatives of the County Council and the Standing Joint Committee;
(iii) the Thames Bridges Joint Committee with Middlesex County Council;
(iv) the Special (District and Parish Council Elections) Committee.

Finally, there are two further important committees of the Council:

(v) the General Purposes Committee, which deals with Local Government Boundary questions, Standing Orders, and all other matters not referred to any other Committee; and

(vi) the Finance Committee, which prepares the Council's Budget and is entrusted with other important functions of financial regulation and control.

[See Statement on Finance—Appendix 5.]

(*b*) *Constitution of Committees and Sub-Committees*

The Education, Fire Brigade, and Smallholdings Committees are constituted in accordance with arrangements approved by the appropriate Minister of State. The detailed constitution of all other County Committees is a matter entirely within the discretion of the Council, subject only to limitations imposed by the law with regard to co-opted members.

Nine of the twelve Service Committees include members who are not members of the Council, but in every case at least two-thirds of the members are members of the Council. A large proportion of these outside members are themselves elected representatives of the County District Authorities appointed under the machinery set up under post-war legislation for the administration of certain services by the County Council and the County District Authorities acting in partnership. The rest represent particular interests or are selected for their special knowledge, qualifications, or experience.

Many committees set up Standing Sub-Committees from among their members. In these sub-committees the bulk of the detailed work of the committees is carried out. The Education Committee set up as many as seven.

The County Health and County Welfare Committees, in addition to their central sub-committees, each establish nine divisional sub-committees. These consist partly of members of the County Council, and predominantly of members nominated by the individual County District Authorities in the division. The areas of the nine divisions are shown on Map B.*

The principal work of the divisional sub-committees consists in dealing with matters of day-to-day administration in the division, and advising the main committee on local questions. The chairman of each divisional sub-committee becomes *ex-officio* a member of the parent committee, and the chairman and vice-chairman of that committee are *ex-officio* members of each of its divisional sub-committees.

The Town and Country Planning Committee similarly set up area sub-committees, in this case six in number, as shown on Map C†. Representatives of each area sub-committee are nominated for appointment to the main committee.

Bodies known as Education Divisional Executives, which have a substantial degree of independence, operate over the same divisional areas as Health and Welfare. Representatives of Divisional Executives serve on the County Education Committee.

(*c*) *Delegation of Functions to Committees*

To enable the County Council as such to confine its attention in large measure to the major questions of policy, finance and staffing which arise, the Council has authorised a considerable measure of delegation to the Service Committees on a uniform basis; but matters involving new policy of major importance or the substantial variation or extension of existing policy are reserved to the Council. The responsibility of deciding which these matters are rests with the Chairman of the Council. Other matters so reserved include the making of statutory schemes, plans, and proposals requiring the sanction of one or other of the Ministers of State. These administrative instruments deal with the broad lines upon which the Council's responsibilities are to be carried out. Full County Council authority is similarly needed for the making of bye-laws and on questions concerning the delegation of county functions to County District Authorities.

The Council also maintains its direction and control over general county business through the Machinery Committees and the Finance Committee.

Thus, with certain exceptions, no Service Committee can itself acquire any land or property or authorise any alteration in its staffing establishment. Requests on these matters are referred to the Estates and Establishment Committees, who co-ordinate the Council's property and staffing requirements. The Central Purchasing, Works and Buildings, and Law and Parliamentary Committees exercise corresponding functions in their respective spheres.

---

*Facing page 238. †Facing page 242.

The special financial control exercised by the Finance Committee is described in the Statement on County Finance at Appendix 5.

Only the Council can exercise the power of making a rate or borrowing money.

Wide delegation to the Service Committees enables matters of day-to-day administration to be dealt with speedily and effectively, although any matter within a committee's delegated functions, however detailed, can still, if necessary or desirable, be brought to the notice of the Council itself.

4. Council Meetings

The County Council meets seven times during the year at the County Hall, Kingston-upon-Thames. These meetings take place in January, February, April, June and July, and again after the summer recess in October and December. The February meeting is the Budget Meeting. The Annual Meeting is held in April.

At the end of the agenda appear any formal notices of motion of which written notice has been given by a member by a stated period before the meeting.

The reports of the committees are bound together in a volume known as the Yellow Book. This is posted to members, and the Press a week before the day on which the Council meets. The reports of the committees have, however, been individually issued to the Press as soon as possible after the meeting of the committee concerned and the Press have been free to comment upon them. Copies of the Yellow Book are also sent to the County District Authorities and are available in the Public Libraries, and, on the day of the Council Meeting, in the Public Gallery of the Chamber. A county elector may buy a Yellow Book for 2s. 6d.

The business and proceedings of the Council are regulated by a series of detailed Standing Orders which, where applicable, apply to the meetings of committees and sub-committees.

5. County Staff

The total County Staff in Metropolitan and extra-Metropolitan Surrey comprises some 22,465 employees, forming part of or carried on the strength of the following county departments:

(*a*) Departments serving all branches of the Council's service:

Department	*Chief Officer*	*Non-Manual*	*Manual*	*Total*
		Nos. of Employees (1*st April*, 1958)		
Clerk's	Clerk of the Council .	95	—	95
Typists and Telephonists	Clerk of the Council .	100	—	100
Finance	County Treasurer .	150	—	150
Architect's	County Architect .	190	15	205
Estates	County Estates Officer	30	—	30
Central Purchasing	Chief Supplies Officer .	50	15	65
(*b*) Service Departments:				
Education (including Libraries)	Chief Education Officer	*8,900	6,895	15,795
County Health	County Medical Officer	1,195	1,485	2,680
County Welfare	County Welfare Officer	215	610	825
Children's	Children's Officer .	255	190	445
Highways and Bridges	County Engineer . .	110	660	770
County Planning	County Planning Officer	70	—	70

Department	*Chief Officer*	*Non-Manual* Nos. of Employees (1st. April, 1958)	*Manual*	*Total*
Fire	Chief Fire Officer	35	895	930
Public Control	Chief Public Control Officer	30	5	35
Agricultural	County Land Agent	20	—	20
Finance (Licences)	County Treasurer	170	—	170
(*c*) General Domestic Staff: County Hall, etc.		5	75	80
		11,620	10,845	22,465

*Includes 7,520 teaching staff.

In addition, there is a staff of about 960 in the service of the Standing Joint Committee of whom 830 are uniformed and 130 are civilians (including 40 cadets).

The following officers are also paid out of county funds, although not forming part of county administration as such:

Clerk of the Peace.
Quarter Sessions and Probation Staff.
County Coroners.
Clerks of the County Justices.
County Analysts.

The total cost of salaries and wages in 1958-59 will be approximately £13,040,000, or about 47 per cent of the Council's total gross budget for that financial year.

The general county staffs may be broadly classified as follows:

	Non-Manual Nos. of Employees	*Manual*	*Total*
(*a*) Central Office Staffs, comprising administrative, clerical, professional, technical, secretarial and typing staffs	1,240	—	1,240
(*b*) Divisional Office Staffs, mainly administrative and clerical, for Education, Health, Welfare, Planning, Highways and Public Control	390	—	390
(*c*) Local Officers, in direct touch with the people in one way and another, e.g.: School Welfare Officers. Assistant Medical Officers and Dentists. Health Visitors. Midwives. District Nurses. Mental Health Officers. Home Helps. Welfare Officers. Home Teachers for the Blind. Youth Employment Bureaux Staff. Registration Officers for Births, Deaths and Marriages. Etc., etc.	1,095	940	2,035
(*d*) Institutional Staffs, for Old People's Homes, Children's Homes, Day Nurseries, etc.	420	915	1,335
(*e*) Teachers	7,520	—	7,520
(*f*) Other School Staffs, including Caretakers, Cleaners and School Meals Workers	675	6,885	7,560
(*g*) Library Staff	235	10	245
(*h*) Firemen	—	895	895
(*i*) Ambulance Personnel	45	255	300
(*j*) Highway Roadmen	—	660	660
(*k*) Miscellaneous	—	285	285
	11,620	10,845	22,465

It will be appreciated that the foregoing are the figures for the county as a whole. The total figures of Divisional, Institutional and Field, etc., Staffs actually working in Metropolitan Surrey can be provided if the Commission desire.

Thirteen County District Authority Clerks are associated with the Clerk of the County Council in the secretarial and general administrative work of the County Health, Welfare, and Town and Country Planning Divisional and Area Sub-Committees. Ten such clerks also act as deputies to the County Clerk in connection with Electoral Registration and Parliamentary Returning Officer work for the County Parliamentary Constituencies.

Joint staffing arrangements with the County District Authorities exist, in addition, in the medical sphere, a number of local Medical Officers of Health acting as County Divisional Medical Officers for the County and School Health Services.

Except in relation to police, firemen, highway workmen, teachers, and other staffs in educational establishments, whose terms and conditions of employment are dealt with by their respective employing committees, questions affecting the terms and conditions of service of the staff generally are the concern of the Establishment Committee. In the main, salaries, wages and conditions of service are settled through the medium of joint negotiating machinery.

A list of the departments of the Council's Service with their Chief Officers and Central Office addresses is set out at page 148 of the County Council's General Reference Book, 1956.

In the pocket at the end of that book will be found a location statement of local offices for the administration of County Services.

APPENDIX 5

STATEMENT ON COUNTY FINANCE

1. County Finance Committee

The finances of the County Council are, in conformity with the Local Government Act, 1933, " regulated and controlled " by the Council's Finance Committee, which consists only of members of the Council. This committee annually sets up a Special Estimates and Control of Expenditure Sub-Committee which, in consultation with the Spending Committees, assists and advises the County Finance Committee on the preparation of the Annual Budget. This sub-committee also, during the course of each year, meets representatives of the Surrey County Districts Association for a general discussion and exchange of views on matters of County Finance.

2. Annual Budget

The Finance Committee submit the annual estimates of income and expenditure on revenue and capital account to the Council at its Budget Meeting in February.

The financial provision for 1958-59 is as follows:

(*a*) *Summary of Rate Fund Estimates*, 1958-1959:

	Expenditure. £	*Income.* £	*Net Expenditure.* £
General County Purposes.			
1. Highways	2,429,020	1,511,870	917,150
2. Rivers and Streams	109,985	33,775	76,210
3. Town and Country Planning	117,290	2,825	114,465
4. Records and Ancient Monuments	11,725	110	11,615
5. Education	18,023,720	10,992,085	7,031,635
6. County Health	1,762,195	938,455	823,740
7. County Welfare	918,275	303,870	614,405
8. Registration of Births, etc.	51,990	19,000	32,990
9. Children's	542,955	307,440	235,515
10. Smallholdings Committee—			
(*a*) Smallholdings	51,750	35,060	16,690
(*b*) Other Purposes and Estates	15,690	2,400	13,290
11. Civil Defence	201,735	154,720	47,015
12. Fire Brigade	890,950	235,725	655,225
13. Public Control	38,775	3,105	35,670
14. County Hall Management	93,185	91,610	1,575
15. Law and Parliamentary	3,000	—	3,000
16. Magistrates' Courts	78,520	48,900	29,620
17. Probation	74,790	35,675	39,115
18. Standing Joint	40,885	2,850	38,035
19. Finance	2,338,415	989,525	1,348,890
	27,794,850	15,709,000	12,085,850
Special County Purposes.			
20. Police	1,117,355	580,605	536,750
21. County Library	292,260	27,310	264,950
22. Registration of Electors	24,700	9,200	15,500
23. Food and Drugs	4,815	—	4,815
	29,233,980	16,326,115	12,907,865

(*b*) *Amount to be raised by Rates:*

	£	£	£
The total gross expenditure amounts to			29,233,980
which is provided by:			
1. General Income		2,195,065	
2. Government Grants and Payments:			
Education	9,774,835		
Roads and Bridges	1,448,275		
Police	530,750		
Smallholdings	12,530		
Fire Brigade	217,675		
County Welfare	59,485		
Children's	222,795		
County Health	816,500		
Registration of Electors	8,400		
Finance—Payments L.G. Act, 1948, cost of Licences Collection, etc.	800,810		
Probation	35,425		
Civil Defence	154,720		
Town Planning	850		
Magistrates' Courts	48,000		
		14,131,050	
3. Decrease of Working Balance		524,955	
			16,851,070
Leaving to be provided by rates			£12,382,910

3. County Precepts

The precept levied on the County District Authorities for the year 1958-59 is as follows:

Precepts levied 1957-58. (1)	*Designation of rate and purposes for which required.* (2)	*Rate in the £ for the year* 1958-59. (3)	*Area over which rate to be levied.* (4)
s. d. 9 6	General County Purposes .	s. d. 9 6	Administrative County.
   1 1½ 4½ ¼ ¼	Special County (levied over areas for which the County renders these services): (*a*) Police . . . (*b*) County Library . . (*c*) Registration of Electors (*d*) Food and Drugs . .	 1 1½ 5 ¼ ¼	Police, in 2 County Library, in 7 Registration, in 7 Food and Drugs, in 1 of the 17 C.D.A.s in the Commission's area.

The precept for General County Purposes is issued to all County District Authorities, and for the Special County Purposes to the County District Authorities concerned. The authorities add to the amount of the total county precept the amount of the rate required for their own County District Services, and in some instances requirements of other Precepting Authorities, e.g. Metropolitan Police in Metropolitan Police District. The total rates fixed by the County District Authorities in Surrey as a whole for the financial year 1958-59 varied from 14s. 4d. to 18s. 0d. in the £.

4. Capitation Grants to District Councils

The County Council at present is required to pay capitation grants to County District Authorities and the total provision for this purpose in the 1958-59 estimates amounts to £1,743,040. This accounts for 1s. 5d. of the total general county rate of 9s. 6d. in the £. These payments will cease when the provisions of the Local Government Bill come into operation.

5. Government Grants

The total estimated income from Government grants and payments, for 1958-59 is £14,131,050 and represents 48 per cent of the Council's gross expenditure. This amount includes the payment of £699,275 in lieu of rates in respect of Transport and Electricity Undertakings and the balance is accounted for from the grants towards the cost of specific services.

When the provisions of the Local Government Bill come into operation the payment in lieu of rates referred to above will cease and the Electricity and Transport Undertakings will be subject to rating in accordance with the provisions of the Bill. Certain of the specific grants will cease and instead the Council will receive a general grant.

The effect on Surrey as a whole (both county and district) of all the financial changes proposed by the Local Government Bill, based on the estimate for 1956-57 as submitted in the Government White Paper, would probably mean a loss throughout the county equivalent to an average rate of 7d. in the £ when the transitional period comes to an end.

The present Equalisation Grant is payable to those counties and county boroughs whose rateable value per head of weighted population is less than the national average. Surrey County Council has never qualified for this grant due to its rateable value per head being in excess of the national average.

The Equalisation Grant will cease when the Local Government Bill comes into operation and will be replaced by a Rate Deficiency Grant. This grant, in addition to being payable to County and County Borough Councils who qualify, will also be payable to District Councils. Surrey County Council will still not qualify for a payment but, on present information, it seems possible that the following District Councils in Surrey may qualify to a small extent:

Carshalton U.D.C. Caterham and Warlingham U.D.C.	In Metropolitan Surrey.
Chertsey U.D.C. Bagshot R.D.C.	In extra-Metropolitan Surrey.

6. General Income

Apart from the amount received from the Government, the Council's general income (shown for 1958-59 at an estimated figure of £2,195,065) derives from a variety of sources. These are principally:

	£
Sales	72,600
Rents	186,055
Contributions by Public towards Cost of Services rendered	1,376,230
Fines and Fees, and Miscellaneous	240,750
From Other Local Authorities	264,145
From Other Bodies	55,285

7. Specific Estimates

Besides the annual responsibility with regard to the Budget, the Finance Committee has a specific function of a recurring character arising out of a provision in the law that:

> " no costs, debt or liability exceeding £100 shall be incurred by the Council except upon a resolution of the Council passed on an estimate submitted by the Finance Committee."

[Local Government Act, 1933, sec. 86, as amended by L.G.A., 1948, s.128] and the Standing Orders of the Council provide that the committee shall submit such estimates to the Council with observations, where necessary, upon their financial bearings.

The resultant position in Surrey is, in effect, that generally speaking every proposal by a Spending Committee for *new* expenditure exceeding £100 is the subject of a specific estimate by the Finance Committee, notwithstanding the fact that the item was included in the annual estimates approved by the Council at the Budget Meeting.

[NOTE: The Local Government Bill proposes the repeal of Section 86 of the Local Government Act, 1933. When this becomes law it will be a matter for the County Council to consider the making of its own financial regulations.]

Running expenses such as salaries, wages, provisions, etc., have always been regarded as outside the provisions of the section after they have been included in the annual estimates and, in the case of repairs to buildings and purchase of equipment, specific estimates have only been required where the cost is over £300. Moreover, with the Finance Committee's authority, the Education, Health, and Welfare Committees have empowered their central sub-committees to incur expenditure within their approved estimates but not exceeding, for any one item, £300 on upkeep of buildings and grounds and replacement of furniture and equipment, and £100 for adaptations to buildings and grounds and for the purchase of additional furniture and equipment. Regarding Education Divisional Executives, the Council have agreed that these bodies shall have, each year, a block grant for maintenance and minor works. There is also a measure of financial delegation by the County Health and Welfare Committees to their divisional sub-committees.

8. Capital Expenditure

The estimated capital expenditure for 1958-59 amounts to £3½ million, of which £3,179,600 relates to the Education service. The net debt of the Council at the 31st March, 1958, is estimated at £16,028,066 and the loan charges for 1958-59 are estimated as follows:

	£
Provision for redemption of debt	872,651
Interest	817,804
	£1,690,455

The figures given in the foregoing outline of County Finance relate to the Administrative County as a whole. The Council, when submitting their fully detailed views in due course, intend to give, so far as is practicable, the details applicable to Metropolitan Surrey on the one hand and the rest of the County on the other.

APPENDIX 6

STATISTICS IN RELATION TO COUNTY SERVICES DEALT WITH IN APPENDIX 3

	Total.	*Metropolitan Surrey.*	*Extra-Metropolitan Surrey.*
Education.			
SCHOOLS AND OTHER EDUCATION SERVICES.			
Primary and Secondary Schools:			
Total Number of Pupils on Roll on 1st January, 1958:			
Nursery Schools	764	508	256
Primary Schools (including Nursery Classes)	110,560	66,644	43,916
Secondary Schools:			
Grammar	18,231	11,554	6,677
Junior Technical and Day Commercial	1,412	781	631
Other	49,281	31,263	18,018
Special Schools	*1,293	592	311
(* Includes 390 Out-County children)			
Further Education:			
Number of Students enrolled October, 1957:			
Technical Colleges:			
Full-time	1,901	1,021	880
Part-time and evening	16,490	10,650	5,840
Schools of Art:			
Full-time	1,863	1,492	371
Part-time and evening	4,265	2,530	1,735
Evening Institutes (excluding Women's Organisations and Youth Organisations)	24,103	14,942	9,161
Women's Organisations and Youth Organisations	6,802	4,005	2,797
Number of Schools on 1st January, 1958:			
Secondary:			
County	149	99	50
Voluntary	26	13	13

Education—*continued*	*Total.*	*Metropolitan Surrey.*	*Extra-Metropolitan Surrey.*
Primary:			
County (including 16 Nursery Schools)	318	200	118
Voluntary	181	67	114
Further Education:			
Technical Colleges	6	4	2
Schools of Art	7	4	3
Technical Institutes	2	2	—
Special Services:			
Schools for Pupils requiring Special Educational Treatment	14	8	6
Hostels for Maladjusted Children	2	—	2
Number of Teachers employed on 1st February, 1958:			
Nursery Schools	35	23	12
Primary Schools (excluding Nursery Schools)	3,502	2,082	1,420
Secondary Schools	3,428	2,184	1,244
Special Schools	116	83	33
Further Education	417	294	123
Training Colleges	17	17	—
Major Scholarships and other Awards:			
Estimated Annual Cost, 1958-59	£569,050	£395,060	£173,990
School Meals:			
Number of Meals provided during 1957 (daily average)	91,274	56,462	34,812
Number of Kitchens	294	152	142
Conveyance of Children:			
Number of Children conveyed to School daily by Special Transport	3,414	647	2,767
Annual Cost for Hire of Coaches (including payment of escorts), 1958-59	£57,610	£25,200	£32,410
Estimated further sum to be spent during Financial Year 1958-59 on payment of Fares of Children travelling by Public Transport	£172,510	£94,465	£78,045
Youth Service:			
Uniformed Organisations (e.g. Boy Scouts, etc.)	905	616	289
Pre-Service Organisations (e.g. A.T.C., A.C.F., etc.)	66	39	27
Clubs and other Groups	695	420	275
Membership of above Organisations as at 1st May, 1958:			
Boys	33,789	22,199	11,590
Girls	24,252	15,731	8,521
Students in Youth Club Classes	1,536	869	667
Youth Employment Bureaux (including 7 part-time)	22	16	6
County Library:			
Libraries (including H.Q. Library, Esher)	42	24	18
As at 31st March, 1958:			
Library Book-stock	911,466 vols	551,136	360,330
Library Issues and Loans during year ending 31st March, 1958	7,341,051 ,,	3,806,563	3,534,488

Health and Welfare

HEALTH SERVICES.

Number of Ante-Natal and Post-Natal Clinics	64	43	21
Number of Infant Welfare Centres	186	73	113
Annual Number of Sessions held at Clinics:			
School Health Service	31,883	19,871	12,012
Care of Mothers and Young Children	15,154	9,432	5,722
Day Nurseries	18	15	3
Midwives and District Nurses Employed	357	215	142
Health Visitors Employed	216	117	99
Nurses and Midwives' Homes	78	32	46
Children:			
Immunised during 1957	17,855	10,167	7,688
Vaccinated during 1957	14,853	8,819	6,034
Secondary or Reinforcing Injections during 1957	24,590	16,454	8,136
Ambulances:			
Number of Ambulance Stations:			
County	22	13	9
Voluntary	18	3	15
Number of:			
County Council Ambulances	63	44	19
County Council Sitting-case Vehicles	45	32	13
S.J.A.B. and B.R.C.S. Ambulances	28	4	24
S.J.A.B. and B.R.C.S. Cars	7	—	7
Hospital Car Service Cars	321	114	207
Number of journeys made during 1957 (including S.J.A.B., B.R.C.S. and Hospital Car Service):			
Accident and Emergency Patients	14,368	9,688	4,680
Non-emergency Patients	384,168	234,358	149,810
Mileage Travelled by Ambulances and Cars in dealing with these Patients	3,246,884	1,642,666	1,604,218
Number of Mother and Baby Homes	1	—	1
Mental Defectives Supervised	1,236	751	485
Number of Mental Deficiency Occupation and Training Centres	8	6	2
Number of Registered:			
Private Nursing Homes	51	40	11
Private Day Nurseries	32	24	8
Child Minders	147	113	34
Agencies for the Supply of Nurses	9	7	2
Tuberculosis:			
Number of B.C.G. Vaccinations of Contacts during 1957	1,508	907	601
Number of Garden Shelters on loan to Tuberculosis Patients	30	9	21

WELFARE.

Old and Handicapped Persons—as at 31st December, 1957:			
Directly accommodated	1,913	1,160	753
Accommodated by Voluntary Organisations	607	362	245
In other Authorities' Accommodation	35	23	12
Number of Homeless Persons—as at 31st December, 1957:			
Evicted or otherwise dispossessed	138	87	51
Wayfarers	93	51	42
Number of Blind or Partially Blind Persons visited	3,062	1,104	1,958
Number of Establishments and Homes for the Aged	30	21	9
Number of Voluntary and Private Homes for the Aged registered	136	72	64
Home for Blind Persons	1	—	1
Home for Female Epileptics	1	—	1

WELFARE—*continued*

Number of Applications dealt with by Divisional Officers during the year ended 31st December, 1957, in respect of:			
Residential Accommodation	1,463	834	629
Homeless Families	447	342	105
Reception Centres	68	41	27
Safeguarding of Property	41	23	18
Persons accommodated in Voluntary Homes	150	88	62
Children, on behalf of Children's Committee	1,399	795	604

CHILDREN.

Children in care—12th April, 1958:

	Metropolitan Surrey.	Extra-Metropolitan Surrey.				
Boarded-out with foster-parents				597		
In accommodation controlled by the Council:						
12 Residential Nurseries	5	7	210		98	112
28 Children's Homes	9	19	395		110	285
1 Hostel for Boys	—	1	14		14	14
1 Remand Home	1	—	15		15	—
1 Approved School	1	—	59		59	—
				693		
Other Remand Homes			4			
Voluntary Homes and Privately Run Homes			67			
Special Schools			73			
Residential Employment, etc.			55			
Children Home on Trial			26			
				225		
Total				1,515		
Cases supervised for other Authorities				160		

Town and Country Planning.

AMENITIES.

Area acquired for Green Belt or Open Spaces	7,150 acres	2,737	4,413

Highways and Bridges.

TRUNK AND COUNTY ROADS.

MILEAGE STATISTICS.

	Directly Maintained Roads.	*Claimed Roads.*	*Unclaimed Roads*
Metropolitan Surrey.			
Trunk	9·43	9·82	—
Class I	10·67	97·06	10·95
Class II	—	99·10	23·50
Class III	—	78·93	10·61
Total	20·10	284·91	45·06
Extra-Metropolitan Surrey.			
Trunk	41·83	6·78	—
Class I	136·22	97·46	19·58
Class II	92·46	43·30	5·81
Class III	253·97	54·48	6·44
Unclassified	479·72	—	—
Total	1,004·20	202·02	31·83
Administrative County	1,024·30	486·93	76·89

Evidence submitted by the Croydon County Borough Council

CROYDON is the only County Borough in Surrey and has a population of about 250,000—almost one-sixth of the population of the county. Outside London it is the fourteenth largest town in the country.

There is a separate Commission of the Peace for the borough, and the Probation Service, Licensing and Licensing Planning are administered by the Magistrates Courts Committee. Since 1889 Croydon has enjoyed the privilege of a separate grant of Quarter Sessions jurisdiction. County Court Circuit 56 is centred on Croydon and exercises jurisdiction in bankruptcy.

At 1st April, 1957, the average rateable value of all county boroughs was £2,126,658, compared with Croydon's figure of £4,325,649, only 7 county boroughs having a greater rateable value than Croydon.

The Croydon Local Board of Health was constituted in 1849 and was one of the first in the country to be established under the Public Health Act, 1848. The borough was incorporated in 1883 and made a county borough by the Local Government Act, 1888.

In the nineteenth century Croydon became mainly a residential town, but today a large number of light industries provide considerable numbers of men and women with employment which in former days they would have sought in London or elsewhere. There are more than 1,200 factories and workshops in Croydon providing employment for about 70,000 people.

In recent years there has been a very considerable influx of large commercial undertakings to Croydon and this has been accentuated by the scarcity of office accommodation in London.

Under local Act powers specifically conferred by Parliament in 1956 the Council are actively engaged in redeveloping the central business area to improve the traffic flow through the town centre as well as to provide extensive additional office accommodation and modern shops.

An important factor in the attraction of commerce and industry is the unique system of railway and transport facilities in Croydon which has 14 railway stations within its own boundaries. More than 1,000 trains a day begin or stop at these stations, and the town is served by 40 'bus routes.

"Z" Division Metropolitan Police, reaching from Streatham to Kenley, and Norbury to Gypsy Hill, has its headquarters at Croydon.

The cultural life of Croydon is vigorous in all the arts, and the public library system is the largest in the south of England. In the field of education, Croydon's progress has been spectacular. Since 1929 (excluding two schools built during the war years) 60 schools were built between 1929-1939 and from 1945-1956. Of the grammar school places a large number are provided by five private foundations: and a large new technical college is in course of construction by the Corporation.

Croydon's health record for the past century is appreciably higher than the average for the country, and for the year 1956 Croydon's infant mortality rate and the tuberculosis death rate—the most sensitive indices of the health of a community—were the lowest on record.

The borough has an area of 12,672 acres (20 square miles), and a penny rate produces about £18,000. The current rate is 15s. in the £, which compares with the average rate for all County Boroughs of 19s. 4d. in the £.

The population grew from 20,500 in 1851 to 134,000 in 1901, and to 250,000 in 1951.

There are over 60 parks and open spaces in the borough of which about 2,000 acres have been acquired since 1935.

The Corporation are the owners of 9,500 permanent houses and flats of which 5,500 have been built since the last war, and during that same period the Corporation have also established 12 Old People's Homes, and 8 Children's Homes.

This very brief introduction demonstrates Croydon's vitality and financial stability. The Croydon Council feel able to undertake whatever duties Parliament may place upon them, and to do this efficiently and conveniently for the Local Government area now served by them, while maintaining its democratic character. Experience has proved that where joint services are required to serve a wider area there are ample powers for providing them, but the ultimate decision on such matters should be left to the local authorities themselves who should as far as practicable control them through their own elected representatives. Joint arrangements of this nature bring the local authorities together in a joint endeavour which has obvious advantages over an *ad hoc* organisation created by Government and whose members—possibly nominated or selected by a Minister—have no responsibility to the ratepayers and may be remote from them.

A fundamental change in the present structure of local government in Croydon would be justified only if it could be shown that the present system—now firmly established, with its local loyalties and civic pride—was incapable of meeting present day needs, and that cannot be. Local Government in Croydon has withstood many shocks, not least during the war, and it responded well to the abnormal demands then made on it; and the county borough system of Local Government in Croydon has demonstrated its adaptability to changing conditions. That is not to say that improvements cannot be made, but it is the Croydon Council's considered view that there is no justification for a complete reform of the Local Government arrangements in Croydon. From the point of view of population, finance, accessibility to the public, convenience of administration, public service, and efficiency, as well as diversity of territory, Croydon provides an ideal Local Government unit for an all purpose county borough, and the Council do not seek any extension of boundaries. Croydon is fortunate in its relations with its neighbours, and works harmoniously and effectively with the Surrey County Council.

And now follows a description of the present arrangements in Croydon for carrying out the functions to which the Commission are devoting their initial attention, and an outline of any views which the Council may have about them. It will of course be known to the Commission that being a county borough, the Council are responsible for all Local Government functions in the borough.

Education

Education

The Council are the Local Education Authority for the County Borough of Croydon, and they appoint an Education Committee to exercise their functions with respect to education except for certain items specifically not delegated to the committee. The present arrangements work well and are effective and convenient, as relations with schools and colleges under the control of the Education Committee are direct.

Any defect with regard to recoupment of cost in respect of the provision of further education is a problem to be resolved nationally rather than locally, although the Education Committee have always been willing to co-operate in any equitable arrangements for reducing the amount of work at present entailed.

Agricultural Education

There are no facilities in Croydon for Agricultural Education, and students requiring such education are supported by way of grant in attendance at agricultural colleges under other authorities giving an agricultural background.

Youth Employment Service

Under the Education Training Act, 1948, Croydon has exercised its power to provide a Youth Employment Service for the county borough. Croydon was one of the first authorities to provide such a service when authorities were so allowed to do prior to the First World War; the Youth Employment Service in Croydon dates from 1912 and has a long history of very efficient service to the youth of Croydon. The Youth Employment Committee, which is a sub-committee of the Education Committee, is set up in accordance with arrangements approved by the Minister of Labour.

The present arrangements work admirably, the service co-operating with the schools and industry very closely.

Environmental Health

The Council are responsible for the environmental Health Service, with the minor exception of Port Health functions which are undertaken for the Ministry of Health.

Baths, Wash-houses and Bathing Places

There are five baths and wash-house establishments in the borough (including a modern open-air bathing pool), giving swimming, slipper bath and wash-house facilities.

Samples of swimming bath waters are taken by the Public Health Inspectorate for both chemical and bacteriological examination and also to check the chlorine content.

Periodic inspections are made of established swimming baths as regards sufficiency of sanitary accommodation and also as to possible nuisances.

Control of Watercourses, Ditches and Ponds

River Board functions are discharged in Croydon by the Council.

Watercourses, ditches and ponds are inspected periodically by the Public Health Inspectorate to ascertain if there is any pollution present, and the waters are occasionally sampled. Rubbish dumping in and obstruction of streams are similarly dealt with.

Similar action is taken for the prevention of river pollution, but sampling of the waters is carried out as a routine. The action following the finding of pollution entails contact with the Borough Engineer's Department, particularly when the pollutant is conveyed by way of surface water sewers into the rivers.

The Borough Engineer is informed of any premises found by the Public Health Inspectors to be discharging trade effluent into either surface water sewers or foul water sewers.

Disinfestation of Premises and Articles

The new insecticides have been invaluable to the Public Health Inspectorate in their approach to this matter. Occupiers are instructed on the type of insecticide to use: the number of cases where infestation persists are few, and these are dealt with by the inspectorate through its disinfection service.

Drainage of Trade Premises

The borough is covered by the Public Health (Drainage of Trade Premises) Act, 1937, and no difficulties of administration have been encountered.

Mortuaries and Post-Mortem Rooms

When the Corporation had authority to provide hospitals, they included a public mortuary and post-mortem rooms at their Municipal Hospital. By agreement with the Croydon Group Hospital Management Committee, its use for this purpose continues.

Public Conveniences

There are 12 public conveniences for ladies and 9 public conveniences for men with full-time attendants. The unattended conveniences are 4 for ladies and 8 for men. There are 14 urinals for men, 10 of which are attached to licensed premises.

Routine inspections are made by the Public Health Inspectorate of public conveniences, and conveniences accessible to the public in connection with public houses, parks, etc., and the owners are required to attend to any defects.

Refuse Collection and Disposal

A weekly collection is made from about 80,000 premises, and disposal is by means of two controlled tips which is more economical than incineration. The difficulty of finding suitable tips is considerable and is recognised by the Ministry of Housing and Local Government.

Urban areas cannot be expected to find suitable tips within their boundaries, and the problem needs consideration on a regional basis.

The provision of suitable dustbin or refuse storage accommodation at premises is regulated by the Public Health Act, which is enforced by the Public Health Inspectors Department. Refuse disposal tips are periodically examined for rat infestation and disinfestation is carried out by the same department.

Bulk disposal of refuse is in operation for some premises such as schools, hospitals, etc.

Regulation of Buildings and Sanitation of Buildings

The Borough Engineer is responsible for enforcing the Bye-laws as to the construction of new buildings, and the Public Health Inspectors deal with such matters as the want of sufficient sanitary accommodation, defects in that accommodation and in the drainage of buildings, including dwellings, shops, offices, workplaces, factories, theatres, cinemas and dance halls, etc.

Sewerage and Sewage Disposal

The whole borough is served by extensive systems of both foul and surface water sewers, about 650 miles in total length. The surface water for the northern part of the borough drains via the River Graveney to the River Wandle and from the western part of the borough direct to the River Wandle. On the eastern side it drains to the Chaffinch Brook, which is a tributary of the River Ravensbourne. An area of more than 3,000 acres in the south of the borough is on chalk sub-strata where there are no streams and all the surface water is dealt with by soakaways.

The Corporation provide foul water sewerage and sewage disposal facilities for most of the borough. The main Disposal Works at Beddington serve a population of 164,000 from the western and northern parts of the borough. The second Sewage Disposal Works is at South Norwood and serves a population of 63,000 on the eastern side of the borough. A small area in the extreme north of the borough is connected to the L.C.C. sewers (population about 6,000), The Addington area in the south-east of the borough drains to the West Kent Main Drainage Board (population 23,220). The main Sewage Disposal Works at Beddington also serve extensive areas outside the borough with a population of approximately 168,000 persons in the districts of Coulsdon and Purley, Caterham and Warlingham, Banstead and Carshalton.

It has been decided to discontinue the South Norwood Sewage Disposal Works, and arrangements have been made for the sewage now dealt with at those works to be treated by the West Kent Main Drainage Board and for Croydon to become a constituent member of that Drainage Board.

Street Cleansing

262 miles of roads in the borough are cleansed regularly, the majority at least once a week. In the shopping areas daily cleansing is carried out.

Burial Grounds, Cemeteries and Crematoria

There are two cemeteries and one crematorium (4 furnaces) in the borough, and a third cemetery belonging to the Corporation is sited in the rural district of Godstone.

There will be a shortage of burial grounds situate within the borough in the not too distant future.

The maintenance of disused burial grounds is a burden and they tend to present an untidy appearance.

The provision of new burial grounds needs consideration on a regional basis. Simplified procedure is necessary for dealing with disused burial grounds and for converting them into public open spaces. The siting of crematoria should be dealt with on a regional basis having in mind the facilities which already exist.

The Medical Officer of Health is the Medical Referee for the crematorium.

Parks and Open Spaces

There are some 2,250 acres of public parks and open spaces in Croydon, of which 341 acres of woodland are maintained jointly with a neighbouring authority. A further 937 acres are awaiting development and not therefore officially open to the public, although in the main, accessible.

Facilities for public play:

Football and Rugby pitches . .	69
Cricket pitches	43
Bowling Greens	10
Tennis Courts	59
Children's Playgrounds . . .	15

There is a fully equipped sports arena for field and track events, and a lake of some 7 acres where fishing and dinghy sailing are permitted. Two flower shows are organised each year.

The Superintendent of Parks is responsible for these grounds direct to the Parks Committee, and his department administers its own central stores.

For parks administration the borough is divided into 7 comparable areas (based on the type of ground and responsibility rather than acreage) and a supervisor is directly responsible to the superintendent for the management and well-being of each area.

While the Parks Superintendent is responsible for the management of parks and playing fields, etc., including horticultural matters and landscape work, the Borough Engineer is responsible for building and construction work requiring the services of architects, engineers and surveying staff.

The Parks Department is also responsible for the direct development and maintenance of some 300 acres of school playing fields and gardens for the Education Committee, and administers 76 statutory allotment sites in the borough amounting to 4,038 plots.

Port Health Functions

The Corporation act as agents for the Ministry of Health for Airport Health control at Croydon Airport. The service is administered by the Medical Officer of Health and medical cover is provided by the staff of the Health Department.

The Public Health Inspectors arrange for imported food to be inspected at the Airport.

Housing

Provision of Houses

The Council are the Housing Authority for the borough and the Borough Engineer is responsible to the Housing Committee for the provision of Council houses, including the planning of all Council Housing Estates, the redevelopment of slum clearance areas and the design of individual dwellings. He is also responsible for erecting the buildings through private building contractors and the design and construction of estate roads and main sewers by the Council's own labour force.

The various types of accommodation to be provided in each scheme is ascertained from the Housing Manager, who is able from the information contained in the "live" waiting list and other up-to-date records in his possession to suggest readily the type most appropriate for any particular area at any period of the programme.

The Housing Manager is responsible to the Housing Committee for the management, rent collection, allocation of lettings and maintenance of all the Council's housing estates after they are built.

Slum Clearance

The inspection of dwellings to ascertain their fitness for human habitation is part of the duties of the Public Health Inspectors. The technical work in the formulation of "slum" clearance areas is carried out by the Chief Public Health Inspector's Department and the necessary representations are made to the Council by the Medical Officer of Health.

Assistance to Other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses

In the main this work is undertaken by the Borough Valuer's Department whose duties are otherwise primarily the management of the Corporate Estate (other than housing) and the acquisition of property for all purposes.

Applications for improvement grants are referred to the Chief Public Health Inspector's Department to know if any repair notices are outstanding in respect of the property or if there is any other form of 'housing' action contemplated.

The size of this authority justifies a Valuation and Estates Department with first class qualified professional staff, and this is an overwhelming advantage. The Borough Valuer can give advice from the earliest point in the preparation of a scheme. He can tender advice to avoid doubtful projects and ensure prompt attention to the more urgent cases. Skilled co-operation with the District Valuer is assured in matters where government funds are involved.

The existence of such a department similarly facilitates the administration of the Improvement Grants Scheme and Small Dwellings Acquisition Acts. Both schemes work well and prompt individual attention can be given by specialist staff.

Regulations of Building and Bye-laws

Croydon is the responsible authority for administering the provisions of the Public Health Act, 1936, relating to buildings, building Bye-laws made under that Act, the Petroleum Acts, the Acts relating to Public Entertainments and Section 34 of the Factories Act.

As Croydon is also the Planning Authority applications under the above Acts can be dealt with at the same time as the planning application, thus avoiding delay.

The enforcement of notices for the repair, etc., of existing buildings is undertaken by the Public Health Inspectors.

Personal Health and Welfare

Powers and Duties under the National Health Service Act, 1946

The Council are the Local Health Authority, and they appoint a Health Committee with co-opted medical members and with sub-committees having co-opted medical, nursing and lay members. The Council have delegated most of their responsibilities to this committee.

Combined hospital and local authority ante and post-natal clinics are held in Corporation premises. The School Dental Service provides dental care for expectant and nursing mothers and pre-school children. Educational and other ancillary services for expectant mothers are provided by the Corporation for all concerned irrespective of the place of confinement. Agency arrangements with the local Diocesan Moral Welfare Societies cover advice and hostel care for unmarried mothers. Infant Welfare Centres have been established on a basis of one to approximately 10,000 of the population and are staffed by doctors and health visitors of the Medical Officer of Health's Department assisted by voluntary workers. The Council make an annual grant to the local Family Planning Clinic.

Ministry of Food welfare foods are available at all these centres and from a central distribution depot. Physiotherapy is available for pre-school children, recuperative holidays for mothers and babies and a municipal day nursery for children of mothers obliged to work.

There is an approved scheme for the use of recuperative centres for the rehabilitation of mothers in need of training in domestic duties and the care of their children.

Under Section 23 the Corporation provide directly a domiciliary midwifery service, which operates in close co-operation with the hospital obstetric department.

Under Section 24 the Corporation employ directly health visitors who are also school nurses.

Under Section 25 home nursing is carried out by the Croydon District Nursing Association affiliated to the Queen's Institute of District Nurses on an agency basis—"subject to the Medical Officer of Health supervising the services so provided."

Under Section 26 (vaccination and immunisation) the usual arrangements have been made with general practitioners, and for these facilities to be available at all Infant Welfare Centres, in schools and at Corporation Clinics. The diseases covered are smallpox, diphtheria, whooping cough, tetanus, poliomyelitis and tuberculosis (B.C.G. for school leavers).

Under Section 27 the Corporation provides directly ambulances and sitting-case vehicles and transport for mental defectives attending their Occupation Centre. The service is equipped with radio-telephony.

Under Section 28 the Corporation provides all the usual services required in connection with the care and after-care of tuberculosis. The loan of home nursing equipment is dealt with as a direct responsibility and arrangements made with voluntary organisations for recuperative holidays.

Under Section 29 the Corporation provides a domestic help service, which includes special facilities for large families when the mother is ill and the children would otherwise need to be admitted to a children's home, practical training for mothers unable efficiently to carry out domestic duties, "sitters-in" for very ill patients without relatives or friends able to give the usual care and a washing service for patients with inadequate home facilities.

Mental Health Services

The Council have delegated to their Health Committee responsibilities under the Lunacy and Mental Treatment Acts and Mental Deficiency Acts relating to persons suffering from mental illness or mental defectiveness and their care and after-care under Sections 28 and 51 of the National Health Service Act. The Medical Superintendent of the mental hospital serving the area is a co-opted member of the Health Committee. Duly authorised officers who take initial proceedings for providing care and treatment of persons suffering from mental illness, also act as welfare officers in the ascertainment of mental defectives and for providing suitable supervision of defectives placed under guardianship. A day Occupation Centre has been provided and those in attendance are transported by Corporation coaches.

Arrangements have been made for recuperative holidays for patients recommended by the Medical Superintendent of the local mental hospital. He also attends weekly case conferences with medical officers and health visitors of the Medical Officer of Health's Department to discuss preventive health measures in maternity and child welfare work.

Registration of Nurseries and Child Minders

This is a duty of the Health Committee administered by the Medical Officer of Health. Regular inspections are carried out by a senior member of the health visiting staff. The Corporation have approved proposals which allow a payment to suitable daily child minders of a fee in addition to any sums received from the parents.

Notification of Infectious Diseases

All notifications received by the Medical Officer of Health are passed on to the Public Health Inspectorate who visit infected premises and make enquiries to ascertain the source of infection and institute steps to prevent its spread and to exclude contacts from business and school in appropriate cases.

The Public Health Inspectorate has a disinfecting staff and infected material requiring disinfection is either disinfected in the premises themselves or, if necessary, is removed and disinfected by steam or otherwise at the disinfecting station. Facilities are also provided at the disinfecting station to treat people suffering from parasitic infections.

Health Education

A full-time Health Education Officer, holding a diploma of the University of London, has been appointed to co-ordinate this work, to provide visual aid and other ancillary teaching material for professional and technical members of the Medical Officer of Health's Department and to arrange special functions and exhibitions. The monthly magazine *Better Health* is purchased in bulk and distributed through Infant Welfare Centres and Clinics. Posters and pamphlets are displayed at appropriate sites, including public display boards, and speakers are provided by the department to various organisations throughout the borough. Special series of lectures are given in the schools, and the necessary materials provided for their repetition by teaching staff.

During the past 10 years or so the Public Health Inspectors have given talks to some thousands of people employed in the food industry as well as to Townswomen's Guilds, Church Guilds, Ratepayers' Associations, etc., on environmental and personal health matters. Contributions have been made to exhibitions and much has been done under this heading by the inspectors in their direct contact with occupiers of premises.

Home Safety

Under the directions of a special sub-committee the Medical Officer of Health carries on an intensive programme of home safety propaganda and advice. As well as Council members the sub-committee includes representatives of the Local Medical Committee, the Group Hospital Management Committee and other outside organisations.

The School Health Service

The Medical Officer of Health is the Principal School Medical Officer and there is joint employment of medical, nursing and administrative staff and joint use of premises concerned with personal health duties of the Local Health Authority. Considerably increased efficiency and economy results from the integration made possible by the county borough status of the Corporation.

Generally

In connection with Health Services, the relationship with the other two organisations concerned with duties under the National Health Service Act cannot be ignored in considering Local Government duties and boundaries. The areas of Executive Councils are related to those of County Councils and County Borough Councils, but these were completely disregarded in setting up Regional Hospital Boards.

Especial difficulties would appear to have arisen from this fact and it may be of interest to have details of the position as far as Croydon is concerned. This is set out at the end of a Paper prepared for the Royal Sanitary Institute by Dr. S. L. Wright, Medical Officer of Health, Croydon, in 1955, and reads thus:

> "From the foregoing descriptions, it will no doubt be accepted that where the boundaries of a county borough with a population of 250,000 correspond with the main catchment area of a Group Hospital Management Committee, a high degree of co-ordination of the Health Service can be obtained under existing legislation. It is, however, not forthcoming without initial appreciation of its necessity and constant effort for its achievement. The Minister of Health expressed the view that it is especially important that the Medical Officer of Health or members of his staff should arrange to keep in touch with hospital and specialist services provided under Part II of the Act by accepting any invitation to join advisory or other committees established in connection with the administration of these services. Although dealing with one section only, I think Medical Officers of Health have accepted the not inconsiderable burden of this special responsibility to promote unity at local level for the whole service as a fulfilment of the duty "to safeguard the health of the area for which he acts by such means as are at his disposal".
>
> I have no doubt that similar or greater success has resulted in areas where comparable circumstances exist and it would seem a logical evolutionary step to recommend this basic pattern for the country as a whole. This may be effected firstly by making the boundaries of Regional Boards, and more especially Hospital Management Committees, approximate to those of Local Health Authorities (and Executive Councils); secondly, by making Local Health Authorities "all-purpose" Councils of areas which are sufficiently large for resources to be adequate and sufficiently small for government to be local. In other words, while some of the difficulties of the Health Service arise from faults in the National Health Service Act, effective remedy is unlikely without simultaneous attention to the system of Local Government. Even with this essential unity of purpose achieved by common service to a clearly defined and if possible, traditionally established unit of population, further links are suggested. The Local Authority representation on the Hospital Management Committee should follow the form used for Executive Councils and allow direct nomination of a certain percentage. This should remove the supicions which invariably arise when election to public bodies is replaced by a method of occult selection. Where necessary, there will no doubt be reciprocal co-option of the chairman of the Management Committee to the Local Authority Health Committee. At officer level the special duty of the Medical Officer of Health to promote co-ordination might be reaffirmed with the understanding that the aim is co-operation and not domination.
>
> On the delicate question of transfer of control of hospitals to local authorities, as a Local Government Officer, I am willing to be convinced that this should be done. I doubt whether evidence exists at present to justify such an upheaval on the grounds of probable appreciable economy or enhanced efficiency. It would seem to be a development which should await the results of improved local co-ordination and devolution to Hospital Management Committees of more power for the management of their own affairs."

The fact that general responsibility for environmental and personal health services rests upon a single Medical Officer of Health in county boroughs is one of the advantages of this type of Local Government administration.

Powers and Duties under the National Assistance Acts

I. The Council are responsible for the duties and powers conferred on a Local Authority by the National Assistance Act, 1948, and have delegated most of their responsibilities to the Welfare Services Committee.

Section 21(1)(a). Residential accommodation for persons in need of care and attention is provided by the Council through its Welfare Services Committee in 12 Hostels (484 beds) distributed throughout the borough, the Council being completely responsible for the administration. Schemes for increasing the accommodation to 720 beds in the next few years are in various stages of preparation.

Section 21(1)(b). Temporary accommodation for homeless families is provided in 4 separate receiving homes, with a capacity of 53 beds.

Section 26. Arrangements exist with some 35 voluntary organisations throughout the country for providing residential accommodation for Croydon people in need of care and attention, to supplement the provision made in the Council's own hostels.

Section 29. The Minister has approved three schemes for promoting the welfare of people who are blind, deaf, dumb and crippled, etc. In Croydon a number of entirely new services for handicapped people are developing very well having regard to the financial resources which can be made available. They include:

(*a*) The appointment of a full-time occupational therapist whose primary task is to visit the known handicapped people and assess the Welfare Services they need;

(*b*) The compilation of classified registers of handicapped people (so far, classified particulars of 350 people are included in the registers—ultimately the number is likely to exceed 1,000);

(*c*) A full-time Craftwork Centre has been set up where handicapped people not at present capable of remunerative employment are taught a variety of crafts and helped to develop their self confidence;

(*d*) A coach has been adapted for conveying handicapped people to and from the centre and other activities.

In addition the statutory blind register is maintained, and six home teachers engaged in field work, including teaching of Braille, Moon, etc.

Various voluntary organisations, on their own premises, cater for the social activities of the various groups of handicapped persons. The Welfare Services Committee makes generous contributions to their funds and the official and voluntary activities for promoting the welfare of handicapped people are being satisfactorily co-ordinated.

Section 31. The Welfare Services Committee donates to a number of old people's organisations; in particular the committee meets the entire loss on the Mobile Meals Service for Old People operated by the Croydon Guild of Social Service using four small vans with volunteer drivers and attendants and delivering some 500 hot meals a week.

Section 37. Nine voluntary homes with accommodation for 224 old or handicapped people and thirteen private homes for them are registered with the Welfare Services Committee.

Section 48. The Welfare Services Committee provide temporary protection for the property of people admitted to hospital, etc.

Section 50. The Welfare Services Committee arranges the burial or cremation of the body of any person who has died or been found dead within the borough where no suitable arrangements are otherwise made.

Generally speaking in a compact county borough area such as Croydon, Welfare Services have been developed since 1948 with fewer difficulties than have been encountered in large areas. Nevertheless some of the administrative difficulties which have arisen in relation to the undermentioned services, merit attention in any examination of Local Authority functions:

(*a*) Temporary accommodation;

(*b*) Compilation of Handicapped Persons Register.

II.

(*a*) Temporary Accommodation

The duty of the Welfare Authority to provide accommodation for those urgently in need should be more specifically defined and in particular the words in Section 21 of the Act ("being in need arising in circumstances which could not reasonably have been foreseen or in such other circumstances as the authority may in any particular case determine"). Confusion can arise between the Council's duty as a Welfare Authority and its powers as a Housing Authority.

The provision of temporary accommodation to those rendered homeless by fire, flood or similar circumstances should remain a welfare responsibility.

For other homeless families, while there is a shortage of houses there must be stringent rules for providing accommodation; this should be in single units rather than on a communal basis which has such a demoralising effect on the families accommodated. Provision on these lines would seem to be more in the nature of housing rather than welfare.

(*b*) Handicapped Persons Register

Difficulty is still experienced in obtaining information from official and voluntary agencies and societies for a comprehensive register to be compiled.

(*c*) Domiciliary visiting of old people

In so far as old people need Welfare Services, skilled and experienced officers of the Welfare Services Department visit them and take steps to secure the services required. The sole need of a very large number of old people is to receive a regular social visitor for a "gossip" and to do shopping, etc. These visits are made by voluntary workers through the agency of a society such as the Guild of Social Service. The co-operation between the Welfare Services Department and the Guild is of a high level, but the organisation required to ensure that every old person receives adequate visits may be beyond the resources of a voluntary society.

Care of Children

The Council have appointed a Children's Committee under the Children Act, 1948, and have delegated to that committee the Council's functions under the following:

(*a*) Children Act, 1948;
(*b*) Children and Young Persons' Act, 1933—Parts III and IV;
(*c*) Children and Young Persons' Act, 1952;
(*d*) Public Health Act, 1936—Part VII;
(*e*) Adoption Act, 1950.

For carrying out these functions the Council employ a Children's Officer and other staff.

1. Under the Children Act, 1948, seven welfare officers of the Children's Department investigate applications for children to be received into the care of the Corporation, finding suitable foster homes for deprived children, supervising them when they are boarded-out, and keeping in touch with their natural parents with a view to rehabilitation of the children.

For children for whom boarding out is either undesirable or impracticable, residential accommodation is provided in seven homes and a nursery. An officer in the central office is charged with the special duty of supervising the administration of residential establishments. A few children are placed in voluntary homes and special schools catering for children with special needs. The welfare officers keep in touch with these children.

An officer is "on call" outside normal office hours, in case of emergency.

Assessment for parental contributions and applications to the Magistrates' Court for Contribution Orders are made by an officer of the department, but the collection and recovery of contributions is carried out by the Borough Treasurer's staff.

2. Under the Children and Young Persons' Act, 1933, an officer of the department represents the Corporation at every session of the Juvenile Court and provides school reports. Only a few children are brought before the Court by the department, and in

most "care and protection" cases either the police or the N.S.P.C.C. institute proceedings.

The Children's Department administers a Remand Home for girls and a number of neighbouring authorities make use of it.

There is no Approved School in Croydon. Most boys committed are sent to the Redhill Classifying School, Surrey, and girls are usually sent to the Magdalen Hospital Classifying School, Streatham, for initial assessment. The department is responsible for paying maintenance charges in respect of such children.

Children committed to the care of the Corporation by the court on a Fit Person Order are cared for in a similar way to children received into care under the Children Act.

3. Under the Children and Young Persons' Act, 1952, the department has a duty, on receiving information suggesting that a child or young person may be in need of care or protection, to cause enquiries to be made, unless satisfied that the enquiries are unnecessary. In practice, a high proportion of cases within these provisions are dealt with by the N.S.P.C.C. or the police.

4. Under the Public Health Act, 1936, the department has, in recent years, taken on full responsibility for registration and visitation of foster children within the Child Life Protection provisions.

5. Under the Adoption Act, 1950, the department acts as "Welfare Authority" and is responsible for the registration and supervision of all children placed for adoption. In addition, the department is usually appointed guardian *ad litem* by the County Court or the Juvenile Court. A few children are placed for adoption direct by the department.

Town and Country Planning

Town and Country Planning

Croydon is a Local Planning Authority under the Town and Country Planning Act, 1947, and its Development Plan was approved in 1954. Croydon is of a convenient size of 12,000 acres to have direct control of its planning functions without direction from a higher authority.

Because of Croydon's convenient size (as regards both area and population) it is possible for developers to have direct contact with the planning staff, and they can, if necessary, appear before the appropriate committee. Applications can be dealt with quickly as there is no need for them to be considered by any other authority.

Application for consent under Building Bye-laws are dealt with by the same committee that deals with applications for planning consent. Committee meetings are held weekly.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

All this work is carried out by the Corporation with grant aid from the Ministry of Transport on improvements to classified roads. No direct grant is available for the maintenance of roads.

Croydon with its 280 miles of roads is of a convenient size to be the Highway Authority for all its roads and it is, therefore, in a position to deal with its problem without direction from a higher authority.

Street Lighting

The provision of street lighting is undertaken by the Corporation and the maintenance is carried out by the Electricity Board under contract.

Croydon is of a convenient size to deal with the whole problem of street lighting without direction from a higher authority. It has been the practice to consult with neighbouring districts to ensure that the standard of lighting on the main roads at the boundaries is satisfactory. Major renovations of main road and bus route lighting is in progress under a comprehensive 5 year plan.

Naming of Streets and Numbering of Houses

This work is carried out under general Acts of Parliament and no difficulties in the present system appear to exist.

Parking Places

There are several car parks in Croydon in areas off the highways and a number of street car parking places. These are provided under general Parliamentary powers, but there is no doubt that considerable extra parking facilities must be provided in the future.

The provision of parking facilities in urban areas can be very expensive, particularly if special construction is necessary. This is not solely a local problem, and as the purpose of the parking places is to take standing cars from the roads, a case could be made out for the provision of grant from national sources.

Road Safety

Road safety is controlled by a sub-committee of the Highways and Street Services Committee, consisting of 7 Council members and representatives from various organisations, including the chairmen of seven local Divisional Accident Prevention Committees. The borough is divided into seven areas, and each area has a local Divisional Accident Prevention Committee comprising a voluntary chairman, vice-chairman and secretary and members from various local Organisations.

The arrangement has worked admirably and Road Safety has progressed.

Bus Shelters

These shelters are provided by the London Transport Executive and not by the Corporation.

Private Street Works

Private streets are made up by the Corporation under Parliamentary and Local Act powers, and the arrangements work smoothly. The New Streets Acts, 1951-1957, are being operated in Croydon with particular success.

London Traffic Area

Croydon is within the London Traffic Area as defined by the London Traffic Act, 1924.

TOWN HALL,
CROYDON.

28th April, 1958.

Evidence submitted by the Barnes Borough Council

Introduction

The Borough of Barnes is a non-county borough administered by a Borough Council (hereinafter referred to as "the Borough Council"), consisting of eight aldermen and twenty-four councillors. The borough is situate in the Administrative County of Surrey, administered by the Surrey County Council (hereinafter referred to as "the County Council").

Statistical

Population of borough	39,390 (mid 1957).
Area of borough	2.650 acres (including 1,119 acres of river and open spaces).
Rateable Value (as at 1st April, 1958)	£851,017.
Product of 1d. rate	£3,435.
Rate in £	15s. 10d.

Administration of Functions

I—Function. II—By whom administered.

Education

I. Education.
II. The County Council, subject to delegation to Divisional Executives of certain powers.
I. Agricultural Education.
II. The County Council.
I. Youth Employment Service.
II. The County Council.

Environmental Health

I. Baths, washhouses and bathing places.
II. The Borough Council.
I. Control of watercourses, ditches and ponds.
II. Partly the County Council; partly the Borough Council. The London County Council are responsible for the maintenance of the Beverley Brook, and the Borough Council make a contribution towards the cost thereof.
I. Disinfestation of premises and articles.
II. The Borough Council.
I. Drainage of trade premises.
II. The Borough Council.
I. Mortuaries and post-mortem rooms.
II. The Borough Council, but at the request of the Coroner, premises at Richmond are used for these purposes, and the Borough Council makes a contribution to the Richmond Corporation in respect thereof.

I. Public conveniences.
II. The Borough Council.
I. Refuse collection and disposal.
II. The Borough Council, but the Borough Council is also responsible for the disposal, but not the collection of refuse from the Borough of Richmond, for which that Council pays the appropriate cost.
I. Regulation of buildings and sanitation of buildings.
II. The Borough Council.
I. Sewerage and sewage disposal.
II. The Borough Council for sewerage, but sewage disposal is the responsibility of the Richmond Main Sewerage Board, which is an *ad hoc* body, comprising the Boroughs of Richmond and Barnes, the membership of which is made up in equal numbers by the appointees from their own membership of the Councils of the two boroughs.
I. Street cleansing.
II. The Borough Council.
I. Burial grounds, cemeteries and crematoria.
II. The Borough Council, except for Crematorium, where the Council is a constituent authority in the Mortlake Crematorium Board, an *ad hoc* authority, comprising the Boroughs of Richmond, Barnes, Hammersmith, Brentford and Chiswick, and Acton.
I. Parks and open spaces.
II. The Borough Council.
I. Powers and duties under the Physical Training and Recreation Act, 1937.
II. Partly the County Council; partly the Borough Council.
I. Prevention of river pollution.
II. The Port of London Authority.

Housing

I. Provision of houses.
II. The Borough Council.
I. Slum clearance.
II. The Borough Council.
I. Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses.
II. The Borough Council.
I. Regulation of buildings and bye-laws.
II. The Borough Council.

Personal Health and Welfare

I. Powers and duties under the National Health Service Acts.
II. The County Council; but certain delegation of functions to a Divisional Health Sub-Committee operative in respect of the Boroughs of Barnes and Richmond.
I. Mental Health Services.
II. The County Council.
I. Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944.
II. Mainly the County Council; partly the Borough Council. The County Council delegate certain of their welfare functions to a Divisional Welfare Sub-Committee operative in respect of the Boroughs of Barnes and Richmond.
I. Care of children.
II. The County Council.

I. Registration of nurseries and child minders.
II. The County Council, subject to delegation to Divisional Health Sub-Committee.
I. Notification of infectious diseases.
II. The Borough Council.
I. Health Education.
II. The County Council, with certain delegations to the Divisional Health Sub-Committee.

Town and Country Planning

I. Town and Country Planning.
II. The County Council, subject to delegation in part to the Borough Council and part to the Riverside Area Sub-Committee, which covers, for certain purposes, the Boroughs of Kingston, Surbiton, Richmond and Barnes and the Esher Urban District Council.
I. Powers and duties under the National Parks and Access to the Countryside Act, 1949.
II. Partly the County Council; partly the Borough Council.

Traffic

I. Construction, improvement and maintenance of roads and bridges.
II. Partly the County Council; partly the Borough Council. The Borough Council are a claiming authority in respect of maintenance, etc., of county roads. The Borough Council act as the County Council's agents for the maintenance of certain bridges.
I. Street lighting.
II. The Borough Council.
I. Naming of streets and numbering of houses.
II. The Borough Council.
I. Parking places.
II. The Borough Council.
I. Road safety.
II. The Borough Council; but the Boroughs of Barnes and Richmond have set up a Joint Committee, called the Richmond and Barnes Joint Accident Prevention Council, to deal with road safety.
I. Bus shelters.
II. The Borough Council in conjunction with the London Transport Executive.
I. Private street works.
II. The Borough Council.

Defects

The Borough Council desire to refer particularly to two matters where it is claimed defects in administration exist, viz.: (*a*) Education; (*b*) Town Planning.

The complaint in respect of education is that the delegation to divisional executives is circumscribed and unduly rigid, with the result that members of the divisional executives find that their field of activity is restricted, and the matters coming within their province to a degree of a routine and trivial nature. It is felt that the scope and powers of the divisional executives should be increased, but the County Council have recently revised their arrangements in this connection, and the Borough Council do not wish to make any comments on this matter until the revised scheme of delegation has been in operation for a sufficiently long period to enable its effects to be judged. The County Council propose a trial period of a year in this connection.

Town planning has been the subject of some criticism, mainly directed to the delay which may arise by reason of a multiplicity of bodies dealing with specific applications, which may in certain circumstances involve the Borough Council, the Area Sub-Committee, and the Planning Committee of the County Council.

It is understood that the County Council are aware of this criticism, and are proposing to consider it as soon as certain observations on the subject of delegation generally in relation to town planning are received from the Minister of Housing and Local Government. Here, again, the Borough Council would wish to reserve judgment until the outcome of any revision of delegation is known.

Generally

While reference is made in this statement only to two defects, this is not to be taken as implying that the Borough Council are entirely satisfied with the existing allocation of functions. In principle, having regard to their population and rateable value, there are a number of functions which the Borough Council feel they are adequately equipped to administer, but these, on the whole, are small, and in some respects might more suitably be the subject of discussion between the County District Authorities in the county and the County Council.

At this stage, therefore, the Borough Council would reserve any further comments until such time as they are called upon by the Royal Commission to make a fuller statement.

The Borough Council would welcome an opportunity of elaborating this statement at a later date, and would also be happy for the Royal Commission to visit this authority if they so desire. They would also be glad to have the opportunity, if at all possible, of commenting to the Royal Commission on any proposals submitted by any bodies, organisations or persons which are not in general conformity with the views expressed by the Borough Council.

Conclusion

The Borough Council wish to place on record the following points, viz:

(1) That by reason of population, size of the area, and rateable value, the borough is well equipped to carry out its present functions, and should be allowed to retain them.

(2) That, subject to what has been said earlier in this statement (particularly paragraph 6), the Borough Council do not feel that they wish to ask for any greater functions than they now enjoy, subject to the reservation that they would, if possible, prefer direct conferment to delegation in certain directions.

(3) That the relationship between the Borough Council and the County Council is friendly and co-operative in an extremely high degree, to the great benefit of the two authorities and all whom they serve.

(4) That under no circumstances would the Borough Council wish to be removed from the existing administrative County of Surrey, since they can see no advantage to the county, the borough, or the population of either in any severance.

(5) That, subject to the foregoing, the interests of local government in this area, having regard to economy, efficiency, and the general convenience and welfare of the inhabitants, will be best served by a continuation of the *status quo*.

June, 1958.

Evidence submitted by the Beddington and Wallington Borough Council

GENERAL

The Borough Council is pleased to accept the invitation of the Royal Commission in their Chairman's letter dated 17th February, 1958, to submit a preliminary Outline of Evidence. The Borough Council notes that the Commission will afford it an opportunity of supporting and, if desired, elaborating its observations at a later stage and that the Royal Commission would find it helpful to visit some of the local authorities in the area informally to acquaint themselves with the local circumstances. The Council will be pleased to co-operate and for their principal officers to co-operate in such a visit to the borough.

The borough has a population of 32,460 and an area of 3,048 acres. The rateable value is £655,313 and the estimated product of a penny rate is £2,620, the current rate being 16s. 0d. in the Pound. The district was first established as a separate Local Government area in 1915 as the Urban District of Beddington and Wallington. It proved itself a suitable and efficient unit of Local Government and was granted its Charter of Incorporation as a borough in 1937.

The borough is practically fully developed but the Council has preserved much of the open character of the area by the extensive use of its powers of providing and maintaining parks and open spaces. The area is mainly residential but there are factories in the borough providing employment for some 9,000 people. The residents show a very strong community of interest in the borough both individually and through their many active and successful local organisations and take considerable pride in and make extensive use of the services provided. It is notable, for example, that the public library service provided by the Borough Council has one of the highest records of performance in the whole country.

The borough is in the County of Surrey and the Borough Council enjoys a most satisfactory relationship with the Surrey County Council. Where services are administered by the Borough Council under delegation arrangements with the County Council the arrangements are generally satisfactory. The divisional organisation of education has recently been considerably improved and in the case of town planning, arrangements have been made between the County Council and representatives of the district councils to discuss the possibility of improving the working arrangements as soon as the views of the Government on this subject, which are expected shortly, are received. In principle, the Council considers that wherever practicable Local Government legislation should provide for direct conferment of powers on district councils in preference to delegation of powers in order to avoid duplication of administration and to maintain the most direct possible responsibility of the elected representatives to the electorate for whom the services are provided and correspondingly to maintain the highest possible interest of the residents in the work of their Local Authority.

The borough adjoins the County Borough of Croydon and enjoys a harmonious relationship with its Council with which the Borough Council has effective consultations and co-operation on all matters of common interest. The Borough Council also enjoys a happy relationship with the adjoining district councils, the Borough of Mitcham and the Urban District Councils of Carshalton and Coulsdon and Purley, with each of which this Council is associated in the administration of various services of common concern.

In general, the Borough Council is of the opinion that the present two-tier Local Government structure of the area within the administrative County of Surrey is the right one and can provide authorities capable of undertaking all present and likely future services conveniently and efficiently whilst maintaining important and well established local interest and civic pride.

SPECIFIC SERVICES

1. Education

(*a*) **Education**—The Surrey County Council is the Education Authority and has set up Divisional Education Committees. The Borough of Beddington and Wallington and the Urban District of Carshalton form the Mid-Eastern Division and the Borough Council considers that this combined area forms a natural and convenient area for the administration of education. The location of existing schools is well suited to serve that area. The Mid-Eastern Divisional Executive Committee comprises 4 representative members and 2 selected representatives of other educational interests appointed by the County Council, 3 members and 1 selected representative appointed by the Beddington and Wallington Borough Council and 6 members and 2 selected representatives appointed by Carshalton Urban District Council. The committee is therefore predominantly representative of the two districts.

The Borough Council considers that the Mid-Eastern Division forms a most suitable area for divisional education purposes and that the divisional education organisation has been satisfactory subject to one criticism, that is, that there has in the past been insufficient power delegated to the Divisional Executive Committees.

The District Councils have informed the Surrey County Council of this criticism and the County Council has recently adopted an amended scheme extending the powers of the Divisional Executive Committees considerably with a view to the new scheme being operated for a trial period of a year and then reviewed. The County Council has intimated that at the end of that trial period it will be prepared to consider with the District Councils whether any further improvements are possible. The Borough Council considers that, subject to the experience gained in the year's trial and to the proposed review at the end of that period, the divisional organisation as applied to the Mid-Eastern Division will form a satisfactory structure for the administration of education.

(*b*) **Agricultural Education**—The County Council is wholly responsible for this service and the Borough Council is not aware of any defects or criticisms of the present organisation.

(*c*) **Youth Employment Service**—The Surrey County Council is responsible for the administration of this service and appoints a number of local committees which act in an advisory capacity. There is such a committee covering the area of the Mid-Eastern Education Division comprising the Borough of Beddington and Wallington and the Urban District of Carshalton.

The Borough Council is not aware of any defects in the present organisation but agrees that increased contact between the Youth Employment Committee and the Divisional Education Committee would be an advantage.

2. Environmental Health

The Borough Council is the authority for environmental health purposes. The borough has a full-time Medical Officer of Health who is also the Divisional Medical Officer of the Surrey County Council for the area of the borough for the purposes of the personal health services for which the County Council is the authority. (The views of the Borough Council on the organisation of the personal health services are set out below: paragraph 4—Personal Health and Welfare.)

(*a*) **Baths, Washhouses and Bathing Places**—By reason of the comparatively modern development of the borough the great majority of houses in the area have fixed baths and there has consequently not been a demand for the provision of public slipper baths. The Borough Council administers an open-air swimming pool which is extensively used by residents in the summer months and is made available for approximately a third of the time to the Mid-Eastern Divisional Education Committee for the exclusive use of the schools in the Borough and Carshalton.

(*b*) **Control of Watercourses, Ditches and Ponds**—The principal watercourse in the borough is the River Wandle and the Borough Council has been able to incorporate this for a large part of its course in the district as an attractive feature of the large parks and open spaces through which it passes and which are administered by the Borough Council. The Surrey County Council is the rivers and streams authority and the Borough Council carries out the cleansing and maintenance of the river for the greater part of its length in the borough as agent of the County Council. This co-operative arrangement is working satisfactorily. Largely by reason of the urban nature of the district there are few problems arising from ditches or ponds.

(*c*) **Disinfestation of Premises and Articles**—The Borough Council is responsible for this service and no difficulties have been experienced in its administration.

(*d*) **Drainage of Trade Premises**—The Borough Council has experienced no difficulties in the administration of this service which is carried out in close co-operation with the Wandle Valley Joint Sewerage Board (see also Sewerage and Sewage Disposal: paragraph (i)).

(*e*) **Mortuaries and Post-mortem Rooms**—The Bandon Hill Cemetery Joint Committee (a joint committee set up by the Borough Council and the Coulsdon and Purley Urban District Council: paragraph (*k*)) has provided a mortuary and post-mortem room at the Bandon Hill Cemetery, but little use is now made of these premises.

(*f*) **Public Conveniences**—The Borough Council exercises its powers of providing public conveniences in the area both directly and by agreement with the owners of licensed premises and no difficulties have been experienced.

(*g*) **Refuse Collection and Disposal**—The Borough Council exercises its powers of collection of house and trade refuse and a weekly collection is made. Modern equipment is used and the area of the borough is a satisfactory one for the administration of this service, the cost of refuse collection in the borough being one of the lowest in the whole area. The Borough Council is at present co-operating with the Croydon County Borough Council and the Mitcham Borough Council in a tipping scheme. In common with the authorities of other urban areas the Council will have difficulty in providing sites for the disposal of refuse within reasonable distance of the borough. The Surrey County Council is co-operating with the district authorities in this respect in seeking future sites. There are no difficulties arising from the organisation of Local Government in the area.

(*h*) **Regulation of Buildings and Sanitation of Buildings**—The Borough Council is fully exercising its powers and the present organisation is satisfactory.

(*i*) **Sewerage and Sewage Disposal**—The sewerage of the whole borough is satisfactorily carried out by the Borough Council. The disposal of sewage is undertaken by the Wandle Valley Joint Sewerage Board which comprises 4 representatives of each of the Borough Council, Mitcham Borough Council and Merton and Morden Urban District Council and covers the combined area of those three authorities. The Board operates an efficient and modern plant and the organisation and the area covered by it are satisfactory.

(*j*) **Street Cleansing**—The Borough Council fully exercises its powers and the roads throughout the borough are scavenged regularly. The present organisation is satisfactory.

(*k*) **Burial Grounds, Cemeteries and Crematoria**—The Borough Council and the Coulsdon and Purley Urban District Council have set up the Bandon Hill Cemetery Joint Committee which maintains the Bandon Hill Cemetery in this borough for the burial of the dead of the two districts and it is estimated that this cemetery will be adequate for at least a further 45 years. The organisation and area are satisfactory.

The Borough Council is not associated with the administration of any crematorium but there are several existing crematoria serving the area.

(*l*) **Parks and Open Spaces**—The Borough Council makes very extensive use of its powers of providing parks and open spaces in the borough, the facilities provided being extensively used by residents of other areas in addition to residents of the borough. The Council also provides 40 acres of permanent allotments. The present organisation is satisfactory and no defects have been experienced.

(*m*) **Physical Training and Recreation Act, 1937**—The Borough Council has concurrent powers with the County Council but has had little occasion to exercise them in the borough.

(*n*) **Prevention of River Pollution**—The Surrey County Council is the authority for rivers and streams in the area of this borough. The Borough Council exercises its powers under the Public Health Act, 1936, and the Croydon County Borough Council has co-operated in cases where pollution has appeared to arise in its area. No difficulties have been experienced due to the organisation.

3. Housing

The present organisation of Local Government under which the Borough Council is the authority for all the following housing services has proved entirely satisfactory and no defects have been experienced.

(*a*) **Provision of Houses**—The Borough Council is the Housing Authority for the borough and has built and manages 776 houses, flats and bungalows (excluding 94 temporary prefabricated bungalows). With the co-operation of the Surrey County Council and in combination with 10 other Surrey district authorities the Council is participating in a scheme under the Town Development Act, 1952, for the provision of 1,250 dwellings in the Urban District of Frimley and Camberley. The Borough Council is also preparing further housing schemes in the borough and the limiting factor for this service is the shortage of suitable land for development and not any defect in the Local Government organisation.

(*b*) **Slum Clearance**—The borough is fortunate in that by reason of the comparatively modern development of the area there is practically no slum clearance problem. The return made by the Borough Council to the Ministry of Housing and Local Government in connection with Circular 55/54 showed that there were then only 8 slum dwellings in the borough and that it was proposed to demolish all of these within the 5-year period. Three have since been demolished.

(*c*) **Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses**—The Borough Council is operating its powers of making loans to facilitate the purchase, construction and improvement of houses in the borough and this scheme has operated satisfactorily for many years. The Council is also operating its powers to make improvement grants. By reason of the comparatively modern construction of the greater part of the borough demand for improvement grants has not been heavy and those which have been made have been principally for the provision of bathrooms and hot water systems. The Council has made an advance by way of mortgage and an improvement grant to The Beddington and Wallington Housing Society to enable it to acquire and convert existing premises to provide flatlets for old people and has also decided to make a grant to the society. The Surrey County Council has agreed to make a 50 per cent contribution to this grant by the Borough Council in recognition of the relief to the

County Council's welfare service which is afforded by special housing provision being made for old people.

(*d*) **Regulation of Buildings and Bye-laws**—The Borough Council is exercising its powers under these provisions and no difficulties have been experienced.

4. Personal Health and Welfare

(*a*) **Powers and duties under the National Health Service Acts**—These Acts are administered in the area by the following three separate organisations:

- (i) South-West Metropolitan Regional Hospital Board: Hospital and Specialist Services:
- (ii) Surrey Executive Council: General Medical and Dental Services:
- (iii) Surrey County Council: Maternity and child welfare, midwifery, health visiting, immunisation, vaccination, tuberculosis and mental illness, ambulance service, home nursing and home helps.

As regards the services administered by the Surrey County Council there is some delegation to a Divisional Executive Sub-Committee. The combined area of the borough and the Urban District of Carshalton forms a division for this purpose known as the Mid-Eastern Division as in the case of the education and welfare services. The Mid-Eastern Divisional Health Sub-Committee consists of 5 members of the County Council, 5 members of the Borough Council and 5 members of the Carshalton Urban District Council. The Borough Council considers that this representation of the District Councils on the Divisional Sub-Committee is satisfactory but feels that the value of the divisional organisation itself is severely restricted by the limited powers and duties delegated to it.

The Borough Council considers that it is in principle a defect in the present organisation that the health services should be so separated between different authorities and considers that the best service would be rendered to the public if in particular the personal health services at present the function of the County Council and the environmental health services were administered by the same authority and is satisfied that the Borough Council has the resources and experience to enable it to administer all such functions effectively and efficiently.

If, however, it is decided that the present principle must be continued whereby personal health services are administered by the County Council and environmental health services by the Borough Council, then the Borough Council considers that a divisional organisation does reduce as far as possible the disadvantages inherent in that system by reason of the full representation of the two district councils on the Divisional Sub-Committee and the integration of the staffs of the county and district authorities, the Medical Officer of Health of the borough being also the County's Divisional Officer for the area of the borough and a number of members of his staff being employed partly by the County Council and partly by the Borough Council. The Borough Council considers that the combined area of the borough and Carshalton forms a natural and satisfactory divisional area for this service as in the case of education and welfare.

The Borough Council does not consider that the unelected Regional Hospital Boards form a sound basis for the administration of the hospital service. The Boards, not being responsible at any point to the local community are remote and insufficiently responsive to the local needs. The Council considers that the Royal Commission should seriously consider whether the present position and the experience now gained of the defects in this Regional Hospital organisation do not show that the administration of the hospital services should now be incorporated into the local government structure to be administered by the major local government authorities. The Borough Council considers that the major local authorities have the capacity to enable them to administer the hospital service efficiently and with due responsibility to the communities they serve.

(*b*) **Mental Health Service**—This service is administered by the Surrey County Council and the Borough Council considers that the nature and scope of this service is such that it can best be organised on that basis.

(*c*) **Powers and duties under the National Assistance Acts and the Disabled Persons Employment Act of 1944**—The Borough Council is the authority for the administration of certain rather minor services under these Acts, such as the removal of persons in need of care and attention and the burial of the dead where no other provision is available, and the administration of these minor services is satisfactory.

The Surrey County Council is the authority for the administration of the principal Local Government functions under these Acts and delegates certain of these functions to Divisional Welfare Sub-Committees. The combined area of the borough and the Urban District of Carshalton forms a division known as the Mid-Eastern Division as in the case of the education and personal health services. The Mid-Eastern Divisional Welfare Sub-Committee consists of 5 members of the Surrey County Council, 5 members of the Borough Council and 5 members of the Carshalton Urban District Council. This combined area forms a convenient division but in the opinion of the Borough Council there is insufficient delegation of powers to the Divisional Sub-Committee to enable it to make a very valuable contribution to the administration of these services although the district councils have resources and local knowledge which should enable them to make an invaluable contribution. It should, however, be mentioned that the Mid-Eastern Divisional Sub-Committee is not typical inasmuch as its area, unlike other divisional areas, does not contain a welfare home the management of which would otherwise increase the work of the sub-committee.

(*d*) **Care of Children**—This service is administered by the Surrey County Council and the Borough Council is not aware of any defects arising from this basis of organisation.

(*e*) **Registration of Nurseries and Child Minders**—This service is administered by the Mid-Eastern Divisional Health Sub-Committee through the Divisional Medical Officer who is also Medical Officer of Health of the borough. As in the case of the personal health services generally, the Borough Council considers that, whilst this organisation is working reasonably satisfactorily, its administration would be simpler and therefore more satisfactory if carried out direct by the Borough Council through the Medical Officer of Health.

(*f*) **Notification of Infectious Diseases**—This service is administered by the Borough Council through the Medical Officer of Health and this arrangement is satisfactory.

(*g*) **Health Education**—The Surrey County Council administers this service and the Borough Council considers that while that Council is the personal health authority it is appropriate that it should continue to do so. The Borough Council's views on the appropriate authority for the administration of personal health services are set out under paragraph (*a*).

5. Town and Country Planning

(*a*) **Town and Country Planning**—The Surrey County Council is the Planning Authority and delegates to the Borough Council most of the powers relating to the control of development. Applications for planning permission for development of such a character as to affect a wider area than the borough are referred by the County Council to the North-East Surrey Area Planning Sub-Committee. The area covered by that sub-committee consists of the combined areas of the Borough of Beddington and Wallington and the Urban Districts of Carshalton, Caterham and

Warlingham and Coulsdon and Purley and the sub-committee comprises 4 members of the County Council and 2 members of each of the four constituent district councils.

The functions of the area sub-committee are the preliminary preparation of the County Development Plan and the consideration of applications for permission to carry out development which conflicts with that plan and of all applications referred to it as affecting a wider area than one of a constituent district. The area sub-committee is advised by consultants engaged by the Surrey County Council, Messrs. Davidge & Partners, and the scheme of delegation provides that in the event of the constituent district council concerned not being able to accept the recommendation of the area sub-committee the application is referred to the County Planning Committee for decision.

The Borough Council is of the opinion that this organisation of the administration of Town and Country Planning is working very satisfactorily in the area and the Surrey County Council and the District Councils have recently agreed that there is now sufficient experience of the working of this organisation to enable a review of its operation to be undertaken with a view to embodying in it any improvements which experience has shown to be possible. The Government has recently announced that it proposes to issue a model scheme of delegation by County Councils and this review will take place as soon as that model scheme is available in order that the views of the Ministry may also be taken into account.

(*b*) **National Parks and Access to the Countryside Act, 1949**—The Surrey County Council is the authority for the administration of this Act but in view of the fully developed nature of this borough the Act has little application to the area and the Borough Council is not aware of any defects arising.

6. Traffic

(*a*) **Construction, improvement and maintenance of roads and bridges**—The Borough Council has claimed the responsibility for the classified roads in the borough under the Local Government Act, 1929, and is therefore responsible for the maintenance and improvement of the 12 miles of classified roads and all the 35 miles of district roads in the borough. As the area is nearly fully developed the question of the construction of new roads does not normally arise. The expenditure on classified roads is reimbursed by the Surrey County Council. The Borough Council is satisfied that the present structure for the administration of this service has operated satisfactorily for a considerable time and is continuing to do so.

(*b*) **Street Lighting**—The Borough Council is responsible for street lighting throughout the borough. The Council after consultation with adjoining authorities as to type and standard of lighting in through roads has installed modern sodium vapour lighting to main road standards in all the principal roads in the borough and is at present carrying out a programme of installing modern sodium vapour lighting in all the other streets in the borough. The organisation is completely satisfactory and no defects have been experienced.

(*c*) **Naming of streets and numbering of houses**—The Borough Council is the authority for this and no defects have been experienced.

(*d*) **Parking Places**—The Borough Council is the authority for this service and has provided a large car park near the main shopping centre of the borough and is endeavouring to acquire land for the provision of further car parks. The limiting factor in the provision of this service is the availability of land and the Council does not consider the present organisation in any way defective.

(*e*) **Road Safety**—The Borough Council has set up a Borough Road Safety Committee on which there are 5 members of the Borough Council and 22 other members representing many different types of organisations. The Borough Council makes a grant to the committee and considers that the organisation is satisfactory.

(*f*) **'Bus Shelters**—The London Transport Executive and the Borough Council each have power to provide 'bus shelters. The Borough Council has not up to the present time exercised this power.

(*g*) **Private Street Works**—The Borough Council has adopted and operates the Private Street Works Act, 1892, and the organisation on this basis is entirely satisfactory.

TOWN HALL,
WALLINGTON,
SURREY.

23*rd June*, 1958.

Supplementary Evidence submitted by the Beddington and Wallington Borough Council

HEALTH SERVICES

1. In their preliminary outline of evidence to the Royal Commission the Council stated—"In principle, the Council considers that wherever practicable Local Government legislation should provide for direct conferment of powers on District Councils in preference to delegation of powers in order to avoid duplication of administration and to maintain the most direct possible responsibility of the elected representatives to the electorate for whom the services are provided and correspondingly to maintain the highest possible interest of the residents in the work of their Local Authority."

2. The only service which the Council at present claims should be conferred on the Borough Council in place of the present organisation is the personal health service for which the Surrey County Council is the authority and delegates some of the functions to Divisional Health Committees.

3. The specific services which the Council claim should be conferred on them are:

(*a*) Care of mothers and young children.
(*b*) Midwifery.
(*c*) Health visiting.
(*d*) Home Nursing.
(*e*) Vaccination and immunisation.
(*f*) Prevention of illness, care and after care.
(*g*) Domestic help.

The Borough Council was the authority for most of these services prior to 1948 and has the experience and resources to resume the efficient provision of them.

4. The Council accepts that the Surrey County Council should continue to be the authority for:

(*a*) Mental Health.
(*b*) Ambulance Service.

5. The Borough Council's Medical Officer of Health is also the Divisional Medical Officer of the Surrey County Council for the area of the borough and he and his staff engaged both on Borough Council duties and County Council duties work in the Borough Council's Town Hall. A number of the staff are, in fact, jointly employed by the County Council and the Borough Council. The Medical Officer of Health/Divisional Medical Officer, in addition to combining with his personal health duties responsibility for environmental health, works in the same building and in close liaison with the Borough Council's Housing Officer, which continuously provides a most valuable opportunity for close co-operation in the management of these closely related services.

6. These arrangements reduce to a minimum the disadvantages of an organisation under which the personal health services are the responsibility of the County Council and the environmental health services the responsibility of the Borough Council, but the organisation itself suffers from the following defects:

(i) There is a heavy administrative superstructure maintained over the services providing for constant exchange of records and regular returns from the Medical Officer of Health/Divisional Medical Officer to the County Medical Officer and between the Divisional Health Committee and the County

Committee on all these services requiring maintenance of many records both at the County Hall and at the Town Hall and for a volume of detailed accounting work, such as fixing of charges for home helps, the rendering of accounts for such services and the issuing of receipts for payments and handling of appeals against charges levied in certain cases, all of which could be easily carried out by the Borough Council's own staff on the spot were they the authority.

(ii) This organisation is always liable to cause delay. As an example, the Medical Officer of Health/Divisional Medical Officer may know that circumstances have arisen requiring immediate provision of an increased establishment of home helps and the members of the Borough Council on the spot may be well aware of this situation, but to increase the establishment of home helps under the present organisation the Medical Officer of Health/Divisional Medical Officer must report to the Divisional Health Committee who in turn report to the County Health Committee and the position may then be further investigated by the County Medical Officer before a decision can be given recognising that due to local circumstances there is a need in the borough for additional home helps. All this time the Borough Council and its officers are well aware of the local need and the Borough Council, recognising that need, is fully prepared to make the necessary financial provision, but are unable to do so whilst not the actual authority for this service.

(iii) The three levels of authority, the County Health Committee, the Divisional Health Sub-Committee and the Borough Council, present a confusing picture to the people for whom the services are being provided and prevent the local elected representatives from having the clear responsibility for and the direct interest in the personal health services for the residents of the borough which they have in the closely allied environmental health and housing services.

(iv) The success of the services provided under the present organisation at present depends greatly on individual personalities, who are determined to provide the best possible services whatever the organisation may be, and at present both elected representatives and officers are greatly helped in this by the fact that they had personal experience of the personal health services before 1948 when they were transferred to the County Council, but that advantage must steadily decrease with changes in both elected representatives and officers. The Council considers that the organisation should be sound in itself and not depend for its successful operation on personalities which are, in the nature of things, subject to change.

(v) The Borough Council is in an unique position to take advantage to the full of the co-operation of voluntary organisations, who have a tremendously important role to play in the personal health services and it is feared that this may well suffer in time the more these services come to be regarded as general county rather than personal local services.

7. The Ministry of Health in their evidence to the Royal Commission suggest that there would be the following disadvantages if the personal health services were transferred to district councils:

(i) Personal health and welfare services would be under different authorities.

(ii) Personal health services and school health services would be administered by different authorities.

As to (i), the Council's experience is that there is no existing liaison between the personal health services which the Council is suggesting should be conferred on them and the county welfare services, which could not be equally satisfactorily maintained if the Borough Council were the personal health authority.

As to (ii), at present the Medical Officer of Health/Divisional Medical Officer is also the School Medical Officer of the County Education Committee for the borough and if this arrangement were continued the present liaison between personal health and school health services would be maintained.

8. The Council does not wish to burden the Royal Commission with local details, but in case the actual example of the effect of the Council's claim for conferment of personal health services in this borough might be of interest and helpful to the Commission, the effect of this change in terms of the various personal health services concerned is set out in the following appendix.

APPENDIX

A.— Effect of Conferment of Personal Health Services on Borough Council

The officer responsible for all the services set out below is Dr. P. J. O'Connell in his combined posts of Medical Officer of Health and Divisional Medical Officer and the administrative centre in each case is the Town Hall, Wallington. The same officer and the same premises would apply in each case if personal health services were conferred on the Borough Council.

1. CARE OF MOTHERS AND YOUNG CHILDREN

(*i*) Maternity and Child Welfare Clinics

	Present	*Proposed*
Clinic Staff	Assistant M.O. (sessional basis)	The same
	2 Health Visitors	,, ,,
Voluntary Help	W.V.S. and B.R.C.	,, ,,
Clinics	The Grange (Borough Council property)	,, ,,
	3 Halls (private—hired)	,, ,,

(ii) Ante-Natal and Post-Natal Clinics

	Present	*Proposed*
Clinic Staff	Assistant M.O. (sessional basis)	The same
	1 Health Visitor	,, ,,
	1 Midwife; and	,, ,,
	1 Pupil	,, ,,

(iii) Physiotherapy Clinic and Solarium

	Present	*Proposed*
Clinic Staff	2 Physiotherapists (half-time basis)	The same
	1 Assistant (unqualified)	,, ,,
Clinic	The Grange	,, ,,

Remarks:

The transfer of the above services would not change the personnel or premises. The services, being under the control of elected representatives on the Borough Council intimately aware of the local conditions, could be more responsive to changes in local needs and the present administrative complication and expenditure resulting from the County Council and Divisional Health Committee being involved in these personal local services would be avoided without any reduction in the services. Up to 1948 the Borough Council provided ante-natal, post-natal and child welfare clinics; lectures on mothercraft and child welfare; and dental care of expectant and nursing mothers and young children.

2. MIDWIFERY

	Present	Proposed
Staff	One Midwife (full-time)	The same
	One Relief Midwife (part-time)	,, ,,

Remarks:

The transfer would not require any change of personnel. Considerable administration is at present involved in compiling records and returns about this service to the County Council which could be much simplified if the service were the direct responsibility of the Borough Council. Prior to 1948 this work was carried out in the borough by the District Nursing Association in close co-operation with the Borough Council, many members of the executive committee of the association being members of the Borough Council.

3. HEALTH VISITING

	Present	Proposed
Staff	4 Health Visitors/School Nurses. (Operating from the Town Hall)	The same

Remarks:

This work was carried out by the Borough Council prior to 1948. The work is closely linked with other Borough Council services.

4. HOME NURSING

	Present	Proposed
Staff	4 Full-time District Nurses:	The same
	5 Part-time District Nurses. (all operating from the District Nurses' Home, Wallington)	,, ,,

Remarks:

The foregoing services of (2) Midwifery; (3) Health Visiting and (4) Home Nursing; are under the general supervision of Dr. O'Connell, the Medical Officer of Health/Divisional Medical Officer. The Borough Council would have no difficulty in continuing these services as the responsible authority in its own right.

These three services are at present supervised by a Superintendent Nursing Officer employed by the Surrey County Council. If these services were transferred the Medical Officer of Health would himself undertake the supervision and no Superintendent Nursing Officer would be appointed, but probably the Borough Council would appoint one of the four health visitors to a senior position.

5. VACCINATION AND IMMUNISATION

	Present	Proposed
Premises	The Grange (Borough Council property)	The same
	The Town Hall (Borough Council property)	,, ,,
Clinic Staff	1 Nurse (sessional basis)	,, ,,
Clerical Staff	From Divisional Health Office (Town Hall)	,, ,,

Remarks:

No change in premises or personnel would be required by direct conferment.

6. DOMESTIC HELP

	Present	*Proposed*
Staff	1 Domestic Help Supervisor (part-time)	The same
	1 Clerk (part-time)	,, ,,
	16 Full-time Home Helps	According to current need.

Remarks:

There are an average of 270 recipients of this service in the borough served annually. It is pre-eminently a service which requires to be immediately responsive to changing local needs; it has been inadequately responsive under the present organisation. The Borough Council would be prepared to accept the financial responsibility involved in increasing this service where necessary as it is well aware of the considerable need in the borough due to local circumstances. The Home Help Supervisor works in the Town Hall, Wallington, in very close collaboration with the W.V.S. who also have offices in the Town Hall. It is strongly contended that this service requires local decision as to the cover required at any time and cannot be related to some average cover needed over the county as a whole owing to the very differing problem in different areas due to the age and circumstances of many residents.

B.— Clerical Staff

The clerical staff at present engaged on personal health services is as follows:

		Allocation of salary	
Post	*Grade*	*County Council*	*Borough Council*
A. Administrative Assistant (General supervision and control of all sections)	APT II	60%	40%
B. Senior Assistant Clerk (Assists A and responsible for vaccination and immunisation records)	Clerical I	75%	25%
C. Clerical Assistant (Care of mothers and young children and health visitors)	Clerical I	100%	—
D. Clerical Assistant (half-time) (General clerical work and records of midwifery and home nursing)	General Division	100%	—
E. Clerical Assistant (half-time) (Clerical duties *re* domestic help)	General Division	100%	—
F. Clerical Assistant (full-time) (School health)	General Division	100%	—

Remarks:

If the personal health services were conferred directly on the Borough Council no additional staff would be required and presumably by agreement with the County Council the same staff would continue as employees of the Borough Council. Very considerable administrative work would be removed by removing the necessity of reference being made to County Hall in many matters.

MEMORANDUM RE EVIDENCE FROM MINISTRY OF TRANSPORT AND CIVIL AVIATION*

The Borough Council has carefully studied the Memorandum of Evidence from the Ministry of Transport and Civil Aviation which became available after the submission to the Royal Commission of the Council's own preliminary outline of evidence. The Council appreciates the immense problems posed by modern traffic and has sympathetically examined the Ministry's attempt to assess these problems and the conclusions to which they have been led.

---

*" Royal Commission on Local Government in Greater London—Memoranda of Evidence from Government Departments " published by H.M.S.O. (S.O. Code No. 73-34)

The Council has, of course, direct experience of the operation of the present organisation in Surrey but not in the Administrative County of London and has not, therefore, presumed to make any specific submissions as to the latter area with one exception. The exception is that the Council agrees with the contention of the Ministry that they should be responsible for trunk roads in London. This particular aspect has been of direct concern to this Council in connection with a proposal for a new motor road (Brighton to London) which would pass through the borough before reaching the county boundary at Streatham, and the Council has been concerned throughout the consultations which have taken place on this proposal that adequate provision should be made for dealing with the traffic at the county boundary.

The two most fundamental aspects of the problem are (i) the administration of the highways themselves, which is dealt with in Part A of the Ministry's Evidence and in Section (1) here, and (ii) the administration of traffic, which is dealt with in Part C of the Ministry's Evidence and in Section (2) here.

Before dealing with these two aspects the Council desires to make one general observation on a matter which is touched on by the Ministry in passing (para. 24, page 166, in which they refer to the absence of analyses of traffic movements and para. 44, page 176, referring to new scientific techniques for assessing traffic needs) that is, the absence of comprehensive scientific data about traffic flows on a far wider basis. The Council does not consider that the Ministry yet shows itself sufficiently alive to the need for continuous scientifically compiled data of this kind or to the scale on which this should be maintained. The Council has been shocked in dealing with a trunk road proposal of the Ministry of Transport to find that the Ministry's representatives have not had any data of this kind available to substantiate the need for the proposed trunk road or to support any proposed routing of it. Without such data, which the Council regards as a pre-requisite to planning any major road proposal, there must be the greatest danger that enormous sums will be spent on trunk roads either in the wrong priority or on the wrong routes, sometimes by-passing comparatively recent major road improvements which have previously been carried out to effect large scale improvements to existing roads serving the same traffic requirements. This is a need which the Ministry must face on a far broader basis than they seem to think on at present and which would not be helped at all by re-groupings of local authorities into somewhat larger areas, as is being suggested by the Ministry, which areas would themselves be dealing with "passing through traffic" in just the same way as the areas of the present authorities. Rather must the need be faced by the Ministry as a national necessity to build up continuous scientific traffic flow data commensurate with the national nature of the traffic for which modern highways, and most particularly the Ministry's trunk roads, are being planned.

(1) ADMINISTRATION OF HIGHWAYS

The Council agrees with and attaches great importance to the Ministry's statement (paras. 17 and 18, page 164) that the present organisation for the planning of major roads is, broadly speaking, adequate and can normally achieve the Ministry's aims. The Council wishes to emphasise that roads are one feature, a very important one, but only one feature of planning. Roads must be right to serve the areas planned and the calculated requirements of traffic, and the areas so planned as to incorporate the roads as properly integrated features of the areas. There is always a temptation, of which the Council has recent experience, for an organisation which is interested primarily in roads to want to drive them through routes which are attractive solely from the point of view of those individual routes with little reference to other considerations and with little regard to all the other features of the areas.

For these reasons the Council considers that it is essential that the planning of roads should remain a part of the normal planning work of authorities which, as Planning Authorities, are responsible for the proper planning of their areas as a whole, and that any move away from this and towards creating any new authorities solely concerned with roads would be wrong. At present in this area each authority with highway responsibilities (with the exception of the Ministry itself) is also the authority, either directly or by delegation, for other town planning functions and the proper integration of the highways into the planning of the area as a whole is natural.

The Council therefore considers that the Ministry is in error in concluding in paragraph 28 (page 166) that a reduction in the number of highway authorities would make for better co-ordination of planning.

The Ministry refer (para. 20, page 165) to the fact that the present organisation may require them "in co-ordinating work over quite a short route, to deal with a number of authorities". In the Council's experience in this area, if this is put forward by the Ministry as an objection to the present organisation, it is a theoretical one which is not causing difficulty in practice. Our experience is that effective co-ordination is in fact secured with the co-operation of the County Council and no difficulty has been experienced in also co-ordinating work on classified roads common to the borough and the adjoining County Borough of Croydon with whom effective co-ordination has always been found possible and mutually desired.

As regards the actual execution of highway works, the Council has carefully considered the objections raised by the Ministry (paras. 24 to 26) that present highway authorities may not have enough highway work to justify the requisite calibre of engineer or the employment of certain heavy equipment. This Council's experience is that, although a small authority, being the local authority for a range of functions including highways it has no difficulty in attracting and maintaining an adequate technical staff including engineers of a high calibre who are fully engaged and no difficulty in obtaining the use of any heavy equipment required.

The Ministry say (para. 35, page 167) that they "do not wish the conclusion to be drawn that we are critical of the work done at present by the authorities in the London area" and this Council is convinced from its own experience that the arguments put forward by the Ministry do not begin to justify the creation of new *ad hoc* authorities for groups of areas responsible for highway functions only to which suggestion there are a number of substantial objections:

(i) The creation of additional *ad hoc* local authorities has been found unsatisfactory in the past and the alternative of maintaining local authorities with a wide range of functions has been found more satisfactory. *Ad hoc* authorities, which require their own separate administrative organisations, tend to become expensive and, in time, remote from the other authorities exercising local government functions in the area. The creation of further precepting authorities would be a step back towards the very state of affairs that the present local government structure was created to remove.

(ii) If highway powers were transferred from existing local authorities to new *ad hoc* authorities it would be most unsatisfactory to residents who are accustomed to report complaints on highway matters to their town hall where they can be dealt with quickly by the authority on the spot able to take the necessary action.

(iii) On the question of the physical execution of highway works, the existing highway authorities already have depots set up in their areas for this work.

(iv) The objection of the Ministry that authorities may not be particularly interested in the problems of "passing through" traffic are not solved by the sort of groupings which the Ministry advocate. A large proportion of traffic would still "pass through" those larger areas. The Ministry's suggestion that existing authorities are not interested in such problems is in any case quite contrary to this Council's experience.

(2) ADMINISTRATION OF TRAFFIC

The Council agrees with the Ministry that the present set up of authorities is confusing and ineffective for dealing with the administration of modern traffic as opposed to the administration of highways and agrees that there is now a definite distinction between highway and traffic functions (para. 44, page 176). The Council agrees that there should be "a uniform traffic policy for the main built up area of London" and in view of the close link between the work of traffic administration as a whole and the work of enforcing traffic regulations by the police authorities considers that the most satisfactory area for traffic administration would be the same as the area for the time being of the Metropolitan Police (para. 43(*a*), page 176). Subject to the functions of such an authority being clearly related to traffic administration and not highway administration, the Council considers that such an authority would not be open to the objections put forward to the Ministry's suggestions about highway administration and could now provide an effective means of fulfilling this important function.

The Council makes the reservation that the provision of off-street parking should not be an executive function of the proposed traffic authority although it might well advise the responsible local authorities on this subject.

Evidence submitted by the Epsom and Ewell Borough Council

1. The Epsom and Ewell Borough Council have noted that the Royal Commission on Local Government in Greater London have commenced their consideration of the questions referred to them and that the terms of reference of the Commission are as follows:

> "To examine the present system and working of Local Government in the Greater London area:
>
> to recommend whether any, and if so what, changes in the Local Government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient Local Government;
>
> and to regard, for these purposes, Local Government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the parish of Watford Rural in the Watford Rural District."

2. The Borough Council have been pleased to accept the invitation of the Chairman of the Royal Commission to submit evidence to the Commission and they have therefore prepared the following preliminary outline of the present arrangements within the borough for carrying out the services upon which the Commission intend to concentrate their attention in the first instance, together with an analysis of the defects in the present system and the manner in which these defects should be remedied.

3. Epsom, an ancient market town, and Ewell have a long and important history and it is only necessary to mention the Spa which enjoyed Royal patronage in Epsom in the 17th century, the Derby Stakes established in 1780 which have made Epsom one of the most famous place names in the world, and the great Royal Palace of Nonsuch. The history of Epsom and Ewell from a Local Government point of view is also worthy of note as, apart from the Royal Borough of Kingston-upon-Thames and the Boroughs of Guildford and Godalming, Epsom was the oldest urban district in the County of Surrey to be administered as a separate Local Government unit and the first such unit to which the provisions of the Public Health Act, 1848, were applied. In 1933 the greater parts of the former parishes of Cuddington and Ewell, formerly administered by the Epsom Rural District Council, were added to the Urban District of Epsom, the name being changed in 1934 to the Urban District of Epsom and Ewell. In recognition of the long record of tradition and efficient Local Government the Charter of Incorporation of the Borough was granted on the 29th September, 1937.

4. The Borough of Epsom and Ewell lies at the foot of the North Downs 15 miles south-west of London on the main road to Worthing and with excellent road and railway communications. The borough enjoys the convenience of its proximity to London but is free from the features which are characteristic of suburban areas. Before the war the residential parts of the borough were developed with first-class housing estates and a limited amount of private building is proceeding at the present time in accordance with the principles laid down in the Greater London Plan. The

policy of preserving the Green Belt and open spaces which form such an important part of the borough has been continued and will ensure that the character of the town is not affected. Fifty-seven per cent. of the area of the Borough of Epsom and Ewell consists of open space and will be protected from future development. The open spaces in and adjoining the borough have been one of the main features in preserving the individuality of the borough. Although in some measure a dormitory town with many of the residents travelling to and from their work in London, Epsom and Ewell is nevertheless an independent Local Government unit which maintains and enjoys its own traditions and interests.

5. The Commission will of course wish to consider the connections which the borough has at the present time with other authorities in carrying out local government services:

(i) The borough is within the Metropolitan Police District but adjoins the Surrey Police District.

(ii) For the purposes of Education, Health and Welfare, the borough is in the Central Divisional Area of the Surrey County Council which also comprises the Borough of Sutton and Cheam and the Urban Districts of Banstead and Leatherhead and part of Guildford R.D.C. The divisional offices for these three important services are situate in Epsom.

(iii) The borough forms part of a combined district for the purposes of Public Health with the Urban Districts of Leatherhead and Dorking and the Rural District of Dorking and Horley which have appointed a Medical Officer of Health to serve the combined district.

(iv) The North Surrey Area Sub-Committee of the Surrey Town and Country Planning Committee includes the Borough of Epsom and Ewell and also the Boroughs of Malden and Coombe, Mitcham, Sutton and Cheam, and Wimbledon, and the Banstead and Merton and Morden Urban District Councils.

(v) The Hogsmill Valley Joint Sewerage Board of which the Borough Council are constituent members also includes the Boroughs of Kingston-upon-Thames, Malden and Coombe, and Surbiton.

(vi) The Borough of Epsom and Ewell and the Urban District of Leatherhead together form the Parliamentary Constituency of Epsom. This Parliamentary Constituency is one of the oldest in Surrey and the Council hope that in due course there will be constituted a Borough Constituency for the purpose of Parliamentary elections.

The Commission will appreciate from this summary of the connections of the borough with neighbouring authorities that although in some respects connected with the Metropolitan area, Epsom and Ewell is nevertheless linked with authorities outside Metropolitan Surrey in vital respects such as Parliamentary representation and Public Health. In respect of the combined district the connection extends as far as the southern boundary of the County of Surrey.

6. The borough comprises the Parishes of Epsom, Ewell and Cuddington, and is divided into 10 wards. It has an area of 8,427 acres and a population according to the Registrar General's estimate for mid-summer 1957 of 67,340. The County of Surrey Development Plan shows the projected population change by natural increase in 1962 as 68,444 and in 1971 as 75,100. The rateable value on the 1st April, 1958, was £1,245,009. The General Rate for 1958/59 is 16s. 6d. in the £ and a rate of 1d. in the £ for the current financial year is estimated to produce a net income of £5,042.

7. Local Government services in the borough are, of course, administered by the Borough Council either in their own right or on behalf of the County Council under delegated powers, or by the Surrey County Council.

8. The Commission have indicated that they wish first of all to examine the effectiveness and convenience of the present organisation of Local Government in the area under review for the purpose of performing the functions entrusted to Local Government. The Commission intend to concentrate their attention in the first instance on the following services, viz:

Education
Environmental Health Services
Housing
Personal Health and Welfare
Town and Country Planning
Traffic

Concurrently with these the Commission will consider the general aspects of finance and administration.

9. The Borough Council have therefore considered these aspects and have decided to submit a description of the present arrangements within the borough for carrying out the above-mentioned services together with the Council's observations on the defects which have been encountered and the financial aspects thereof, which are set out in the appendix hereto.

10. The Borough Council have given very careful consideration to the defects in the present system but they have been careful to avoid raising any trivial complaints at this stage and are satisfied that the criticisms which they have made of the present system would be capable of justification. They are also satisfied that the suggestions which they have made would lead to increased efficiency in the administration of the Local Government services in the borough.

11. The attention of the Commission is drawn particularly to the following observations which the Borough Council have decided to submit, namely:

(1) In common with the Surrey County Council and the District Councils in the County, the Borough Council consider that no increased efficiency or economy or other public advantage would accrue to the borough from any change in the boundary of the administrative County of Surrey with its London neighbours whereby the Borough of Epsom and Ewell would become a part of the London area for the purposes of Local Government. The Borough Council are satisfied that any such proposal would be contrary to the interests of the inhabitants of the borough and that, having regard to the borough's links with Ex-Metropolitan Surrey, it should remain a part of the Administrative County of Surrey.

(2) The Borough Council are further satisfied that the size and resources of the borough are not only adequate but also eminently suitable for the administration of the local government services therein and they have therefore no desire to amalgamate with any other local authority or to increase their present size and resources.

(3) Attention is particularly drawn to the request that favourable consideration be given to the desirability of excluding the Borough of Epsom and Ewell from the County Library area and to the granting of autonomous powers to the Borough Council for the carrying out of this particular service. The Borough Council are fully competent to be the library authority for the borough and they are satisfied that this function should be administered by them locally and not, as at present, on behalf of the Surrey County Council.

(4) The Borough Council support the views which have been expressed from time to time that insufficient authority has been delegated by the Education Committee to the Divisional Executives which consist predominantly of representatives of the County District Authorities.

(5) The Borough Council have long enjoyed the co-operation and goodwill of the Surrey County Council but they consider that the Borough Council, with their long and efficient record in the administration of Local Government services should have conferred upon them as of right and not by way of delegation from the Surrey County Council, wider powers to deal with a number of matters including the administration of town and country planning, the library service, the repair and maintenance of classified highways, and certain of the powers and duties under the National Health Service Acts and the National Assistance Acts within the borough. Matters of local importance could in the opinion of the Borough Council be carried out more efficiently, expeditiously and with greater economy by the Borough Council than under the present system of delegation which is in their opinion unnecessary and wasteful. Whilst the Borough Council consider that the present arrangements whereby Local Government services are administered on a two-tier basis should be continued, they urge that a borough of the size and capacity of the Borough of Epsom and Ewell should become a "most purposes" authority with the minimum direction and delegation from the County Council.

EDWARD MOORE,
Town Clerk.

June, 1958.

APPENDIX

The present organisation of Local Government Functions in the Borough of Epsom and Ewell

Education

I—Present Organisation. II—Defects encountered and Remarks

(*a*) Education

I. Administered by the Surrey County Council whose Education Committee consists of 63 members (comprising 42 members of the Council and 21 co-opted members, including representatives of the Divisional Executives). The Borough Council appoint six representative members and two selected members to the Central Divisional Executive. The executives advise the Education Committee on local considerations and make recommendations on important matters of policy. There are, in addition, the managers and governors of particular schools and other educational establishments, or of groups of schools. The Borough Council appoint managers and governors for the school groups within the borough.

II. From time to time there has been strong criticism by the Divisional Executives and by representatives of County District Authorities that there was insufficient liaison between the executives and the County Council and that the delegation to the executives, including especially the financial delegation, did not go far enough. Recently the County Council have prepared proposals for the further improvement of the relationship between the County Council and the Divisional Executive, which are at present under consideration. The present rate in the pound levied by the Surrey County Council for education purposes is 5/9¼d. and further increases may be necessary in the future.

(*b*) Libraries

I. The County Library Service is administered by the Surrey County Council who are the present Public Library Authority for the borough.

II. Reference has already been made to the desire of the Borough Council to obtain autonomous powers to administer the Library Service within the borough. This is a purely local service which should in their opinion be transferred to the Borough Council.

Environmental Health

Baths, Washhouses and Bathing Places

I. The Borough Council in 1938 constructed Municipal Baths at a capital cost of £74,000 with facilities for a swimming pool, turkish baths, private warm baths, and a large winter hall for letting for every type of function. A Municipal Cafe is provided for the benefit of the users of the baths, the hall and the public.

II. In 1958/59 the estimated expenditure of £32,544 and income of £11,935 gives a net expenditure of £20,609—approximately the equivalent of a 4d. rate on this service.

Control of Watercourses and Ditches

I. The Rivers and Streams Committee of the Surrey County Council are the authority responsible but the Borough Council also have powers under the Public Health Act, 1936. The Borough Council have co-operated with the County Council in river improvement works and contributed to the cost.

II. In the 1958/59 County Budget, the County Council show a total expenditure of £76,210, which after deducting the figure relating to contributions to rural water and sewerage schemes of £20,865 gives a net expenditure of £55,345; in addition to the Borough Council's share of the foregoing amount via the County precept, the Borough Council pays approximately £5,570 to the County Council in respect of Epsom and Ewell's share of the relative expenditure in the catchment areas of the Hogsmill River and the Beverley and Pyl Brooks.

Ponds

I. The Borough Council are responsible for the control of ponds in the borough.

Disinfestation of Premises and Articles

I. The Borough Council carry out this work, through the Public Health Committee, the Medical Officer of Health, and the Chief Public Health Inspector.

II. The 1958/59 estimates contain £1,015 under this heading.

Drainage of Trade Premises

I. The Borough Council are responsible for the drainage of trade premises through their soil and surface water sewers.

Mortuaries and Post-Mortem Rooms

I. The Borough Council have provided efficient facilities of this nature at Epsom, the premises being also used to some extent by adjoining areas.

II. A net cost of £142 has been budgeted for this service in 1958/59.

Public Conveniences

I. The Borough Council have provided five permanent conveniences in different parts of the borough and a number of mobile public conveniences are also used on the occasion of the race meetings at Epsom Downs and on other occasions where members of the public assemble.

II. The net cost of this service budgeted for 1958/59 is £7,176.

Refuse Collection and Disposal

I. The Borough Council provide an efficient service in this connection on the basis of a weekly collection in all parts of the borough.

II. The net cost of this service provided for 1958/59 is £35,732.

Regulation of Building and Sanitation of Buildings

I. This work is carried out by the Borough Council's Borough Engineer and Surveyor, and Chief Public Health Inspector.

Sewerage and Sewage Disposal

I. The sewage disposal of the borough is now vested in the Hogsmill Valley Joint Sewerage Board. The constituent authorities of the Board are the Boroughs of Epsom and Ewell, Kingston-upon-Thames, Malden and Coombe, and Surbiton.

II. The Borough Council's own costs in 1959 including the large trunk sewers which convey the local sewage to the Hogsmill Valley Joint Sewerage Works at Malden is estimated at £38,763. The Borough Council's share of the expenditure of the Hogsmill Valley Joint Sewerage Board, borne by precept, in 1958/59 will be £68,171. Whilst the Borough Council is bearing substantially its full burden in this connection, there remains a certain amount of capital expenditure to come to complete the work.

Street Cleansing

I. The Borough Council are responsible for the cleansing of all repairable highways with the exception of the Ewell By-Pass in the area, the work being carried out by the Highways Committee and the Borough Engineer and Surveyor.

II. So far as classified roads are concerned it is estimated that the County Council will in 1958/59 bear expenditure to the extent of £3,569, leaving the Corporation to meet an estimated expenditure of £4,587. The estimated expenditure on unclassified roads in the Borough during 1958/59 is £6,700.

Burial Grounds, Cemeteries and Crematoria

I. The Borough Council have provided a cemetery.

II. The estimated net expenditure for 1958/59 is £4,170. In addition, £150 is provided for the maintenance of the disused Parish Churchyard at Epsom.

Parks and Open Spaces

I. The Borough Council have provided five recreation grounds, two parks, and a number of other open spaces.

In addition the Borough Council are a constituent authority of the Nonsuch Park Joint Management Committee.

The Borough Council have representatives on the Epsom and Walton Downs Conservators.

Approximately 57 per cent of the area of the borough is Green Belt, open space or land otherwise excluded from the development area. It will thus be appreciated that Epsom and Ewell is fortunate to possess open spaces which are in quality and quantity far above the average.

II. The total estimated net expenditure in 1958/59 is £36,204.

Their contribution of one half of the cost of maintenance of the park is estimated in 1958/59 to amount to £6,524.

Their contribution towards the expenses of that body in 1958/59 will be £879.

Powers and Duties under the Physical Training and Recreation Act, 1937

I. The County Council and the Borough Council exercise concurrent powers.

Prevention of River pollution

I. The Borough Council exercise powers under the Public Health Act, 1936, but there is only one small river with its attendant tributaries in the borough and the relative problem is therefore small. The Rivers and Streams Committee of the Surrey County Council are also concerned.

II. There is no identifiable expenditure in this connection.

Housing

Provision of Houses

I. The Borough Council have erected 638 pre-1939 dwellings, 204 prefabricated temporary bungalows and 995 post-1945 dwellings; further schemes are in progress.

II. The total capital cost of these housing projects up-to-date is approximately £2,347,000, the annual turnover on the Housing Revenue Account being £155,000. Owing to the operation of a Differential Rents Scheme, based on the income of tenants, the contribution from the General Rate Fund to the Housing Revenue Account has at the moment been eliminated.

Slum Clearance

I. The Borough Council are the authority concerned.

II. Slum clearance is not a serious problem in this borough but a small amount of slum clearance is taking place and two clearance areas have recently been declared in Ewell and the necessary orders submitted to the Minister.

Assistance to other Bodies or persons to facilitate acquisition, construction or improvement of houses

I. The Borough Council issue loans for the acquisition of houses under the Small Dwellings Acquisition Acts and have also granted loans under the Housing Acts for the improvement of houses.

Regulation of building and Bye-laws

I. The Borough Council, through their Town Planning and Plans Committee, are the responsible authority.

Personal Health and Welfare

Powers and duties under the National Health Service Acts

I. The County Council through their County Health Committee are responsible for this service. The committee consists of 52 members comprising 36 members of the County Council and 16 co-opted members, including Chairmen of Divisional Sub-Committees. The Borough Council appoint four members to serve on the Central Divisional (Health) Sub-Committee. The functions of Divisional Sub-Committees range in varying degrees over the domiciliary and clinic services so far as matters of day-to-day administration are concerned and the sub-committees are entrusted by the County Health Committee with financial delegation in respect of the purchase of equipment and upkeep of buildings. The sub-committees advise the County Health Committee on local considerations affecting health policy generally and co-operate with the committee in matters of senior divisional staffing. The Town Clerk is the secretary of the Central Divisional (Health) Sub-Committee.

II. These services are administered by the Surrey County Council but the Borough Council are satisfied that they should be the subject of further delegation or the direct conferment of services to the Borough Council. The integration of the additional services with the existing administration of the Borough Council would be more efficient and might well result in a saving from the financial standpoint.

Powers and duties under the National Assistance Acts

I. The County Council through the County Welfare Committee deal with this service so far as concerns Part III and part of Part IV of the National Assistance Act, 1948. The committee consists of 32 members comprising 23 members of the Council and 9 Chairmen of Divisional Sub-Committees. The Borough Council appoint four representatives to serve on the Central Divisional (Welfare) Sub-Committee. The functions of the Divisional Sub-Committees relate to day-to-day administration of residential establishments within their respective areas, including the appointment of subordinate staff of residential homes and the sub-committees are entrusted by the County Welfare Committee with financial delegation in respect of purchase of equipment and upkeep of buildings. The Divisional Sub-Committees advise the County Welfare Committee on local considerations. The Town Clerk is the secretary of the Central Divisional (Welfare) Sub-Committee.

The Borough Council are the authority responsible so far as concerns s.47 (Removal to suitable premises of persons in need of care and attention) and s.50 (Burial or cremation of the dead), and have taken action in a number of such cases.

II. These services are administered by the Surrey County Council but the Borough Council are satisfied that they could be the subject of further delegation or the direct conferment of services other than the provision of residential accommodation to the Borough Council. The integration of the additional services with the existing administration of the Borough Council would be more efficient and might well result in a saving from the financial standpoint.

Notification of infectious diseases

I. The Borough Council through their Public Health Committee and the Medical Officer of Health deal with these matters.

Town and Country Planning

Town and Country Planning

I. The County Council are the Local Planning Authority. The Town and Country Planning Committee consists of 30 members, comprising 20 members of the County Council and 10 co-opted members representing Area Sub-Committees. For each of six planning areas of the County there is an Area Planning Sub-Committee, comprising representatives of the County Council and predominantly representatives of the County District authorities in the area. Three of these planning areas and part of a fourth are included within the area being reviewed by the Commission. The Borough of Epsom and Ewell is part of the North Surrey Area for this purpose. The main responsibilities of the Area Sub-Committees are:

1. The preliminary preparation of the County Development Plan and revisions thereto;
2. The examination and recommendation of planning applications scheduled by the Area Planning Officer.

The County Council have delegated to each of the 33 County District Authorities in Surrey some of their powers under the Town and Country Planning Act, 1947, in relation to the control of development. All planning applications and proposals are submitted to the County District Authorities in the first instance and are examined by the Area Planning Officer, who is required to schedule certain applications for recommendation by the Area Sub-Committee. If the recommendation of the Area Sub-Committee is not acceptable to the County District Authority the matter is referred to the County Planning Committee for decision. Certain other applications are referred to the County Planning Committee for decision, e.g. development not in accordance with the Development Plan, development and use of land in certain special areas of high scenic value such as the North Downs, etc. Each County District Authority also carries out the administrative and legal work involved in:

1. Notifying applicants of the decisions duly reached by the County District Council, the Area Sub-Committees, or the County Committee.
2. Keeping the appropriate registers.
3. Responding on behalf of the Local Planning Authority to appeals against decisions with which they are in agreement.
4. Taking action to enforce control of development in matters delegated to them.

In addition to the central office staff at the County Hall for the three Metropolitan Planning Areas (Riverside, North and North-East) the firm of Messrs. Davidge & Partners, Planning Consultants, are employed. Members of the firm act as Area Planning Officers for each of these three planning areas. The secretarial work of each Area Sub-Committee is undertaken on behalf of the County Clerk by the Clerk of one of the County District Authorities in the area.

II. The County Planning Committee have set up a Special Sub-Committee with terms of reference comprehensively to review the Scheme or Organisation and Administration Arrangements in consultation with the Surrey County Districts Association and the Area Sub-Committees. The Minister has now approved the Development Plan and the Borough Council are of the opinion that the present system of Area Sub-Committees is now unnecessary. The Borough Council are fully competent to exercise the powers relating to the control of development within the borough and consider that the relatively few matters requiring special consideration could be referred to the Surrey Town and Country Planning Committee.

The present system not only detracts from the responsibility of the Borough Council but causes unnecessary delays to the applicants and is wasteful of the time of officials and public money. The Borough Council urge the Commission to consider the need for greater delegation or the grant of autonomous powers to the Borough Council in this respect.

Powers and Duties under the National Parks and Access to the Countryside Act, 1949. 1. Access to Open Countryside

I. Controlled by the Town and Country Planning Committee of the Surrey County Council in conjunction with the Borough Council.

2. Rights of Way Survey

I. The Highways and Bridges Committee of the Surrey County Council after consultation with the Borough Council have prepared the definitive map which will be published in due course.

3. Diversion and extinguishment of rights of way

I. The Borough Council take the necessary steps in this regard with the consent of the Local Planning Authority.

Traffic

Construction, Improvement and Maintenance of Roads and Bridges

(*a*) County Roads

I. The Surrey County Council directly maintain the Ewell By-Pass but the Borough Council have claimed the functions of the maintenance and repair of classified roads under the Local Government Act, 1929. The County Council have agreed that the Borough Council should deal as agents with the maintenance of bridges on classified roads. The expenditure of the Borough Council on classified roads, the maintenance of which is claimed from the County Council, is estimated to amount to £56,274 in 1958/59 and £53,772 will be reimbursed by the County Council, leaving the Borough Council to bear £2,502. The Borough Council's estimated expenditure on unclassified roads for 1958/59 is £33,430.

II. The Borough Council consider that, whilst no difficulties have arisen between them and the Surrey County Council in this connection, the present system is cumbersome and a greater degree of freedom and responsibility should be given to the Borough Council which would result in greater efficiency and economy.

(*b*) District Roads

I. The Borough Council are responsible for this work.

(*c*) Street Lighting

I. The Borough Council are responsible for street lighting.

II. The Borough Council have pursued a vigorous and progressive policy of street lighting and have carried out over the past few years a number of major improvement schemes covering the lighting of main roads; the cost of street lighting in 1958/59 is estimated at £30,968.

(*d*) Naming of Streets and numbering of houses

I. This is carried out by the Borough Council.

(*e*) Parking Places

I. These are provided by the Borough Council.

II. The Borough Council have provided three car parks, the estimated expenditure upon the maintenance thereof in 1958/59 being £2,485; against this it is anticipated that income from fees of £2,826 will be received.

(*f*) Road Safety

I. The Road Safety Sub-Committee of the Borough Council have maintained a steady programme in the interests of road safety.

(*g*) Bus Shelters

I. The Borough Council deal with 'bus shelters in conjunction with the London Transport Executive.

(*h*) Private Street Works

I. Steady progress has been made by the Borough Council in making up private streets in the borough under the Private Street Works Act, 1892.

Evidence submitted by the Kingston-upon-Thames Borough Council

PART I

Description of Present Arrangements within the Councils Area for carrying out the Functions specified in Paragraph 3 of the Royal Commission's Letter dated the 17th February, 1958, irrespective of whether or not the Council is responsible for that Service (either alone or jointly with others): and of any Defects which have been encountered

Introduction

BEFORE describing the present arrangements in respect of the services specified, a description is given of the history, the main characteristics and organisation and administration of the borough, together with some statistics.

(1) History

The earliest record of Kingston-upon-Thames as a place of importance occurs in a contemporary document recording the meeting of the Great Council under Egbert in 838 at "that renowned place called Kingston."

During its long history the town has been granted 30 charters by former monarchs.

A market has been held in the town since at least 1242, and by a charter granted by King Charles I in 1629 it was provided that no other market should be created within a distance of seven miles of the town.

The borough enjoys the right to appoint its own Recorder and High Steward, the earliest named holders of these offices are recorded in 1567 and 1579 respectively.

In a charter of Athelstan granted to Chertsey Abbey in 933, Kingston was called "the Royal Town" and subsequently it was so styled by later sovereigns. In October, 1927, the designation "Royal Borough" was re-affirmed by His Majesty King George V.

(2) Main Characteristics

Kingston-upon-Thames is the business, shopping, educational and entertainment centre for a wide area beyond the borough boundaries. The centre of Local Government for the borough is housed in a modern building, completed in 1935, which not only houses the Local Government administration, but also that of the Petty Sessional and County Court business covering a wide area.

The County Hall, the centre of county administration, which also accommodates the Quarter Sessions and Assizes, is also situated in the borough, which is geographically and physically the hub of a large residential area in north-east Surrey.

A large number of organisations—governmental; business; ecclesiastical; military and cultural—are co-operating and working in and for areas extending beyond Kingston-upon-Thames, as is illustrated by the following lists (which should not be regarded as exhaustive):

Official Organisations

Kingston-upon-Thames Parliamentary Constituency (Kingston-upon-Thames and Malden and Coombe).

Ministry of Labour and National Service Employment Exchange (Area—Kingston-upon-Thames, Teddington and Hampton Wick, Surbiton and Malden and Coombe).

Surrey (Northern) Registration District (Area—Kingston-upon-Thames, Richmond and Barnes, Malden and Coombe, Surbiton and Esher).

Ministry of Pensions and National Insurance (Area—Kingston-upon-Thames, Malden and Coombe, Surbiton and Esher).

National Assistance Board (Area—Kingston-upon-Thames, Richmond and Barnes, Malden and Coombe and Worcester Park).

Valuation Panel for the Northern Surrey Panel Area, Division 1 (Kingston-upon-Thames, Barnes, Malden and Coombe, Richmond, Surbiton and Esher).

Inspector of Taxes (Area—Kingston-upon-Thames, Hampton and Hampton Hill, Hampton Court and Hampton Wick).

Kingston Group Hospital Management Committee.

Other Organisations

R.S.P.C.A. (Kingston-upon-Thames, Surbiton and District).
Kingston and Surbiton Central Aid Society.
Y.M.C.A. (Kingston-upon-Thames, Surbiton and District Branch).
Kingston and District Free Church Federal Council.
Kingston and District Christian Social Council.
Kingston and District Operatic and Dramatic Society.
Kingston, Surbiton and District Chrysanthemum Society.
Kingston, Surbiton and District Musical Festival Society.
Kingston and District Football League.
Kingstonian Football Club.
Kingston and District Film Society.
Kingston-upon-Thames and District Philatelic Society.
Kingston and Thames Valley Chess Club.
The East Surrey Regiment, with Barracks in Kingston-upon-Thames, and with Territorial Headquarters in the Drill Hall in Kingston-upon-Thames.
Kingston and District Church of England Children's Society.
Kingston and Surbiton Guild of the Crippled.
Kingston and District Cine Club.
Kingston and District Group of the National Spastics Society.
Kingston and District Group for the Hard of Hearing.
Kingston and District Moral Welfare Association.
All Nations Sports and Cultural Association (Kingston-upon-Thames Branch).
Kingston and District Old Time Dance Club.
Kingston and District Social Club for the Blind.
Kingston and District Trades Council.
Kingston and Malden Victoria Medical Foundation.
Kingston and Surbiton Auctioneers and Estate Agents Association.
N.S.P.C.C. (Kingston-upon-Thames and District Branch) Steadfast Sea Cadet Corps.
Air Training Corps (328 Squadron).
Kingston Amateur Repertory Company.
Kingston Ladies Swimming Club.
New Kingston Swimming Club.

The traffic returns of the L.T.E. operating in the area indicate an extraordinary influx of people into Kingston for business, shopping, education and entertainment. The garage and omnibus station in the town centre is the point from which the bus services in this part of the county radiate.

Prior to the Education Act, 1944, this authority was a Part III Authority for education.

The town is exceptionally well provided with grammar schools.

Formerly, the Corporation was the governing body under the Kingston-upon-Thames Endowed Schools Scheme of the Kingston Grammar School, the Tiffin Boys' School and the Tiffin Girls' School.

The Corporation is still the governing body of the grammar school, which is a direct grant public school with approximately 550 scholars.

In addition to these schools, there are many educational institutions, including the Kingston-upon-Thames Technical College, which many overseas students attend, and the Kingston School of Art.

Details given elsewhere in this document relating to housing, burial and cremation, sewage disposal, refuse disposal, swimming baths and education, all show that in these various matters this authority, either alone or in collaboration with others, provides services over an area extending beyond the boundaries of the borough.

(3) General Borough Organisation and Administration

(*a*) **The Borough Council.** The Borough Council consists of twenty-four councillors and eight aldermen. It has been the practice to elect members of the Council to the aldermanic bench.

For the purpose of the Borough Council elections, the borough is divided into four wards, each of which has six Council members.

The Mayor is elected from amongst the members of the Council and since the Second World War it has been usual, although not invariably the practice, to elect a new Mayor each year. It is also the general practice for the retiring Mayor to be appointed Deputy Mayor.

(*b*) **Borough Committees and Sub-Committees.** The functions of the Borough Council are exercised through the following committees and sub-committees:

- General Purposes Committee
  - Standing Orders Sub-Committee
- Finance Committee
  - Establishment Sub-Committee
- Highways Committee
  - Car Parking Sub-Committee
  - Road Safety Sub-Committee
  - Works Committee
- Plans and Town Planning Committee
  - Inspection Sub-Committee
- Public Health Committee
- Property Committee
  - Allotments Sub-Committee
- Markets and Baths Committee
- Library and Museum Committee
- Housing Committee
- Housing Management Sub-Committee
- Civil Defence Committee
- Crematorium Committee.

In addition to these committees and sub-committees, there is a small number of joint and special committees, with which the Corporation is concerned, as follows:

Kingston Grammar School Committee.
Burial Joint Committee.
Refuse Tipping Joint Committee.
Kingsnympton Park Joint Housing Committee.

There is also the Hogsmill Valley Joint Sewerage Board.

Of the committees and sub-committees, the Library and Museum Committee, the Civil Defence Committee, the Kingston Grammar School Committee and the Allotments Sub-Committee, also contain members who are not members of the Council.

Many committees set up *ad hoc* sub-committees from time to time to deal with special problems.

The membership of the committees is fixed by the Council each year at the Annual Town Council meeting, after consideration has been given to the matter at a prior informal meeting of the Council.

With the exception of the Plans and Town Planning Committee, the Council has not delegated its functions to committees.

The various "service" committees of the Borough Council are responsible for such functions listed in Appendix "B" to the Royal Commission's letter as are set out under the respective services later.

The Finance Committee is responsible for the general control of the Corporation's finances and the expenditure of the "service" or "spending" committees. This committee is also responsible, through the Establishment Sub-Committee, for the officer establishment of the Corporation.

(*c*) **Council Meetings.** The Town Council meets eleven times in the course of a year including the Annual Town Council meeting in May, which is largely confined to the transaction of statutory business. The remaining meetings of the Council are held on the last Tuesday of the other months of the year, with the exception of August.

(*d*) **Borough Staff.** The borough staff (officers and servants) comprises a total of some 430 employees, distributed amongst the following departments:

(i) *Departments serving all branches of the Council's service*

Department	*Chief Officer*	*Approx. Number*
Town Clerk's . . .	The Town Clerk	35
Finance	The Borough Treasurer	39
Surveyor's . . .	The Borough Surveyor	269

(ii) *Service Departments*

Department	*Chief Officer*	*Approx. Number*
Public Health . . .	Medical Officer of Health	14
Library and Museum .	Borough Librarian	22
Kingston Grammar School	——	51

Kingston having a separate Commission of the Peace, the Clerk to the Borough Justices is also paid out of borough funds although not forming part of the borough administration as such.

The total cost of salaries and wages amounted in 1957/8 to approximately £250,000 or about 13 per cent. of the Council's total gross budget for that financial year.

(*e*) **Representation on Outside Bodies.** The Corporation is a member of the Association of Municipal Corporations and appoints representatives on a large number of public bodies.

(4) Statistics

Population of the Borough

1891	1901	1911	1921	1931	1951	Mid 1957
27,059	34,375	37,975	39,514	39,825	40,172	38,590

Area (including water)	1,408 acres

Local Government Electors in the Borough

Canbury Ward	8,746
Hill Ward	7,401
Norbiton Ward	6,215
Town Ward	6,657
	29,019

North County Electoral Division	8,712
South County Electoral Division	10,579
East County Electoral Division	9,434
	28,725

Parliamentary Borough of Kingston-upon-Thames—
Parliamentary Electors

Kingston-upon-Thames	28,629
Malden and Coombe	32,721
	61,350

Rateable Value (General Rate)

1st April, 1958	£1,038,783

Rateable Value per head of population
£26 18s. 4d.

Product of a 1*d. Rate*
£4,160

Education

(1) Present System of Administrative Control

The Surrey County Council, as the Local Education Authority, is responsible for the provision of a comprehensive educational service.

In general, the tiers of administrative control for this service are:

(*a*) The Surrey Education Committee.
(*b*) Divisional Executives.
(*c*) School Managers and Governors.

The constitution and functions of these various bodies are briefly as follows:

(i) **The Surrey Education Committee.** This committee administers on behalf of the County Council the three stages of education—Primary, Secondary and Further.

These responsibilities include the School Health Service and special educational provision for backward children, and the related functions concerning employment of school children and young persons, youth employment and physical training and recreation.

(ii) **Divisional Executives.** This borough, together with the Boroughs of Surbiton and Malden and Coombe and the Urban District of Esher, is within the area of the North Central Divisional Executive, one of nine divisional areas in which the County is divided for educational purposes, which consists of 36 members.

(iii) **Managers and Governors.** Each body of managers or governors is directly associated with the work of a particular school or group of schools, and has certain statutory functions which vary as between county and voluntary schools. Their annual estimates are submitted to the County Education Committee through the divisional executive.

(2) Proposed Amendment of Divisional Administration

The County Council has approved proposals for effecting reforms in the relationship between the County Council and the divisional executives, with the main objects of:

(*a*) Improving the liaison between the County Council, the Education Committee and the executives;

(*b*) Extending the delegation of functions already entrusted to the executives, particularly in the sphere of finance.

Briefly these proposals (to operate for a trial period of one year from 1st July, 1958) are:

(i) That there shall be direct representation on the County Education Committee of certain divisional executives;

(ii) That all representatives on the divisional executives appointed by county district authorities can, if the authority so desires, be members of that authority. (At present there is a requirement that certain representatives should not be representatives of the appointing county district authority and should represent education, industry and agriculture);

(iii) That the whole programme of maintenance and minor works at school premises shall be the responsibility and under the control of the divisional executives;

(iv) That the divisional executives shall appoint their own clerical and administrative staff;

(v) That there shall be improved liaison between the divisional executives and the youth service and youth employment service.

With its long experience as a Part III Education Authority, this authority is alive to the educational requirements of this area.

(3) Youth Employment Service

The County Council is responsible for the youth employment service in all parts of the Administrative County of Surrey to ensure that boys and girls about to leave school are given an opportunity of receiving vocational guidance.

The divisional executives recommend the names of persons to serve on the Youth Employment Committees for their areas.

The Boroughs of Kingston-upon-Thames, Surbiton and Malden and Coombe, comprise the area covered by the Kingston Youth Employment Bureau.

(4) Youth Service

The County Education Committee is responsible for the youth service in all parts of the Administrative county, and makes grants to a considerable number of voluntary youth organisations.

The work is co-ordinated by Youth Committees, there being full-time district youth officers in addition to full-time, part-time and voluntary club leaders.

The Kingston Youth Committee has as its president the Mayor of Kingston-upon-Thames.

The general criticism that has been levelled against the present system of educational administration in the County Council area and the system of delegation, prior to the revised proposals which were approved by the Surrey County Council on the 29th April, 1958, was that these divisional executives were not vested with sufficient powers and that there was a feeling of frustration in that too many matters had to be referred back to the County Council before being actually agreed; in other words, generally speaking the powers delegated to education divisional executives were not sufficiently executive. By the revised scheme certain of these defects would have appeared to have been remedied but the following at least appear to call for further action:

(i) The representation of the various divisional executives on the County Education Committee, it being considered that the chairman of each of these divisional executives should be a member and not only six out of the existing nine;

(ii) The doubt as to whether the revised arrangements on finance are satisfactory;

(iii) The need for further executive powers to be given to executives in such matters, for example, as Primary and Secondary Education;

(iv) The fact that all works ordered by the divisional executives under their revised powers are to be dealt with in the County Architect's Office may lead to a building up of work to be done and, therefore, possibly the tempo of building work desired by divisional executives will be governed by the willingness and/or ability of the County Architect to deal with the various requirements of divisional executives rapidly or as speedily as desired and, therefore, incidentally, the County Council will still have considerable influence on the priority to be given to the works desired by the various divisional executives.

(5) Agricultural Education

This authority has no comments to make on this.

Environmental Health

(1) Baths, Wash-houses and Bathing Places

The Corporation's Baths were opened in 1937. The premises comprise two swimming baths, the No. 1 bath being converted into a hall, known as the Coronation Hall, during the winter months. Forty-four slipper baths are also provided.

The Corporation's Baths cater for a wide area beyond the borough boundary. During the past financial year 235,000 visits to the swimming baths took place, this number including 185,000 school children, generally under the auspices of the Surrey Education Committee, from schools both within and outside the borough. The baths are also used by swimmers of international standards and repute.

Swimming instruction is given regularly by qualified instructors on the staff of this authority.

There are no covered baths in the neighbouring areas of Malden and Coombe, Esher or Barnes, very limited facilities at Richmond and open air baths only at Surbiton and Twickenham.

The Coronation Hall is provided with a balcony on each side and at the end near the entrance, and is used for cultural and recreational purposes by a large number of people, very many of whom live outside the boundaries of this borough.

(2) Control of Watercourses, Ditches and Ponds

Only rarely has there been occasion to exercise the powers under Part XI of the Public Health Act, 1936, and no defects in the administrative arrangements have been encountered.

(3) Disinfestation of Premises and Articles

The Local Authority has, through its officers, adequately dealt with the few problems that have arisen under this heading.

The administrative arrangements are considered to be satisfactory.

(4) Drainage of Trade Premises

One of the problems encountered in respect of the drainage of trade premises is the variety of industrial wastes arising from the various manufacturing processes and many methods of treatment are, therefore, necessary requiring the attention of qualified chemists to ensure satisfactory purification.

Any such necessity can be met by arrangement with the officers of the Hogsmill Valley Joint Sewerage Board, whereby the services of chemists employed by the Board would be made available.

(5) Mortuaries and Post-Mortem Rooms

This authority has effectively discharged its duties in this matter. Arrangements, however, having been made to dispose of the site of the present mortuary to the Home Office as part of the site required for new and up-to-date Police Headquarters, the Corporation, conscious of the advantages to be gained from joint action, took this opportunity to plan, together with the Regional Hospital Board, for the integration of this service with the improved mortuary and post-mortem facilities then being considered by the Kingston Local Hospital Management Committee. The proposal is now proceeding.

This will result in more efficient and more economic facilities for a wide area.

(6) Public Conveniences

Kingston-upon-Thames being the natural business and commercial centre for a very wide area, this authority has been conscious of the need for the provision of adequate facilities. A number of public conveniences for both sexes has, therefore, been provided, augmented by an arrangement between the authority and the Brewery Companies whereby the conveniences at various hotels and public houses are made available for the general public, the Corporation undertaking the necessary cleaning of these conveniences and also making a contribution towards the cost of their maintenance.

No defect in the administrative arrangements has been encountered.

(7) Refuse Collection and Disposal

The collection of refuse within the borough is carried out under the supervision of the Borough Surveyor by employees in the Borough Surveyor's Department.

Kingston being a fully built-up area, participated, in co-operation with adjoining boroughs and the County Council, in an experiment of tipping refuse into waterlogged gravel pits.

On the completion of this scheme, this authority initiated a scheme for bulk haulage and disposal, in which later the authority was joined by the adjoining Boroughs of Malden and Surbiton.

Refuse disposal is carried out by bulk haulage to a tip from a central transfer loading bay situated at the Kingston-upon-Thames Highways Depot, by a contractor.

All the joint arrangements were made and the administration of the scheme is being carried out under the supervision of the officers of this authority.

Some 37,000 tons of refuse are dealt with annually.

Whilst no defects have been found in the administrative arrangements, under present legislation difficulty might be experienced in obtaining approval to tip refuse outside a local authority's own area.

(8) Regulation of Buildings and Sanitation of Buildings

The recognised value throughout the metropolis of the town centre of this borough, results in a continual process of redevelopment by private developers. It is estimated that at the present time various works to a total value of £2,000,000 are in progress.

This creates problems which this authority adequately meets as and when they arise and no defects in the administrative arrangements have been encountered.

(9) Sewerage and Sewage Disposal

The local sewerage system is self-contained and no defects have been encountered in the administrative arrangements.

So far as sewage disposal is concerned, this is dealt with by the Hogsmill Valley Joint Sewerage Board, which takes the sewage from the area of this authority and the Boroughs of Epsom and Ewell, Malden and Coombe and Surbiton.

This Board was constituted under an order known as the Hogsmill Valley Joint Sewerage Order, 1940, and consists of 12 members, 3 being appointed annually by each of the four constituent authorities, namely, this borough together with the Boroughs of Epsom and Ewell, Malden and Coombe and Surbiton. The works are designed to deal with a dry weather flow of 7,250,000 gallons per day and for a population of 220,000.

The Town Clerk of Kingston-upon-Thames is the Clerk to the Joint Board and the Borough Treasurer of Epsom and Ewell is the Treasurer to the Board.

(10) Street Cleansing

No defects in the administrative arrangements have been encountered.

(11) Burial Grounds, Cemeteries and Crematoria

The burial functions are exercised by a Burial Joint Committee which does so in respect of the Royal Borough of Kingston-upon-Thames and the Borough of Malden and Coombe. The Clerk to the Joint Committee is the Town Clerk of Kingston-upon-Thames, the Treasurer is the Borough Treasurer of Kingston-upon-Thames and the Borough Surveyor acts as the Surveyor. The burial ground, known as the Kingston-upon-Thames Cemetery, is under the control of a superintendent.

The Crematorium, which was dedicated and opened in April, 1952, is situated on a site adjoining the Kingston Cemetery and the Hogsmill River. It is owned by the Kingston-upon-Thames Corporation, and was provided in order to serve this borough and the adjoining Boroughs of Malden and Coombe and Surbiton and part of the Urban District of Esher.

The cremation functions are exercised through the Crematorium Committee, the Registrar being the Town Clerk of Kingston-upon-Thames, the Medical Referee, the Medical Officer of Health of Kingston-upon-Thames, and the Crematorium is under the management of the Cemetery Superintendent who thus holds a joint appointment.

The Garden of Remembrance has been laid out on either side of the main entrance to the Chapel and, in addition, a sunken rose garden adjoining the present garden has just been completed. A Book of Remembrance is provided and other memorials are also available in the form of plaques, flowering trees and roses.

(12) Parks and Open Spaces

The Corporation has provided a number of recreation grounds, sports grounds and open spaces with facilities for outdoor recreation, including cricket, football, hockey, tennis, bowls and putting and athletics.

In addition, there is an extensive area of Riverside Gardens known as Canbury Gardens. The Corporation also owns the Riverside Walk, known as Queens Promenade, which extends into the adjoining Borough of Surbiton.

The town is fortunate in that immediately on its borders are the large open spaces of Richmond Park, Bushy Park, Home Park and Ham Common, providing many acres of beautiful and natural surroundings for the enjoyment of the inhabitants of this borough with others.

The Corporation has a fully qualified Gardens Superintendent with an efficient staff, and has provided a number of greenhouses for the propagation of plants for use in the various public gardens in the borough.

At the present time the Corporation's sports ground, known as the Norbiton Sports Ground, is being extended and in connection therewith additional facilities for athletics are being provided.

No defects in administration have been encountered.

(13) Powers and Duties under the Physical Training and Recreation Act, 1937

No defects have been encountered.

(14) Prevention of River Pollution

These functions are exercised in the Thames Catchment Area by the Conservators of the River Thames, and no administrative defects have been encountered.

Housing

(1) Provision of Houses

The Corporation has erected 1,131 houses and 909 flats, of which 15 have been sold. Others are in course of erection. Further, the Corporation has erected 202 ten-year bungalows, of which 186 still remain.

In addition, under a joint arrangement with the adjoining Borough of Malden and Coombe a post-war estate comprising 312 flats, situated just outside the boundary of Kingston-upon-Thames, has been constructed.

This estate is under the joint control of this borough and the Borough of Malden and Coombe through a joint committee known as the Kingsnympton Park Joint Committee, but the powers vested in this joint committee are to be reconsidered by the joint committee and the two constituent authorities following the recent completion of the development of this estate.

The day-to-day management of the estate is at present in the hands of the Malden and Coombe authority. Each of the two authorities selects 50 per cent. of the tenants.

A great part of this borough's housing provision is in the adjoining Boroughs of Malden and Coombe, Surbiton and a small amount in Esher.

No additional sites of any size could be found for fresh housing projects in this borough, but the Corporation considered itself justified in acquiring land in other authorities' areas and no great difficulty has presented itself.

(2) Slum Clearance

The Corporation has approved the first five year slum clearance programme and has already provided sufficient housing units to accommodate the persons who will require rehousing as a result.

No defects in administrative arrangements have been encountered.

(3) Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses

This authority has exercised the powers under the Small Dwellings Acquisition Acts and the Housing Acts. At the moment the amount lent and still outstanding on mortgage under these powers is £275,682.

The authority also guarantee loans to Building Societies.

(4) Regulation of Buildings and Bye-laws

No defects in the administrative arrangements have been encountered.

Personal Health and Welfare

(1) Powers and Duties under the National Health Service Acts

The responsibility for providing the general public in Surrey with personal health services under the National Health Service Acts (which does not alter the responsibility of the county district councils for housing and environmental health services) rests on three different bodies, namely:

(*a*) on the South-West Metropolitan Regional Hospital Board to provide hospital and specialist services;

(*b*) on the Surrey Executive Council to provide, by arrangement, general medical and dental services, pharmaceutical services and supplementary ophthalmic services;

(*c*) on the Surrey County Council, as Local Health Authority, to provide through the County Health Committee services directed to:

- (i) The prevention of illness and the maintenance of health—
  - Care of Mothers and Young Children
  - Midwifery
  - Health Visiting
  - Immunisation and Vaccination
  - Prevention of illness; Care and After-care of the Sick;
- (ii) The care of persons suffering from certain long standing or permanent illnesses or defects—
  - Tuberculosis
  - Mental Illness and Mental Deficiency;
- (iii) The supplying of certain medical auxiliary services—
  - Ambulance Service
  - Home Nursing
  - Home Helps.

The School Health Service is administered by the Education Committee and the Divisional Executives.

For County Health purposes the county is divided into the same nine divisions as those selected for County Education purposes. The County Health Divisional Sub-Committee for the North Central Division comprises the Boroughs of Kingston-upon-Thames, Surbiton and Malden and Coombe, and the Urban District of Esher.

It is considered that all powers and duties of health functions, family health, social health, preventive medicines, now undertaken by the Surrey County Council are essentially local matters (with the possible exception of ambulance and mental health), and that, therefore, always provided that the divisional sub-committees have sufficient executive powers the present method of divisional administration has much to commend it.

(2) Mental Health Services

Mental Hospitals and Mental Deficiency Institutions are now administered by the Regional Hospital Board and there are no such hospitals or institutions in Kingston-upon-Thames. The County Health Committee still have substantial responsibilities, further details of which will, no doubt, be provided by the County Council.

(3) Powers and Duties under the National Assistance Acts and Disabled Persons (Employment) Act, 1944

Generally speaking these functions are now exercised by the National Assistance Board. The Surrey County Council, however, exercises the function of providing accommodation for persons who are unable to find it and of maintaining certain welfare services for the physically handicapped, and these local functions are exercised through the County Welfare Committee. The county for this purpose is divided into the same nine divisions for local administration which are also divisions for health and education; in each division there is a divisional sub-committee.

The general criticism mentioned before relating to divisional administration in the Education Service, also applies to divisional administration in the Personal Health and Welfare Services.

(4) Care of Children

These functions are exercised by the Children's Committee of the Surrey County Council. My authority do not desire to comment on the existing arrangements.

(5) Registration of Nurseries and Child-Minders

These functions are exercised by the County Health Committee.

(6) Notification of Infectious Diseases

This function is exercised by the Corporation, the responsible officer being the Medical Officer of Health. No defects in the existing arrangements have been encountered.

(7) Health Education

This function is exercised by the Surrey County Council.

Town and Country Planning

(1) Town and Country Planning

The responsibility for the exercise of these functions is shared between the Local Planning Authority (the Surrey County Council) acting through the County Planning Committee, and the Riverside Area Sub-Committee and this authority, acting through the Plans and Town Planning Committee, in the exercise of powers delegated to them by the Local Planning Authority.

Generally speaking, the Area Sub-Committee relies on the recommendations of the County District Councils in respect of the matters which have to be referred to the Area Sub-Committee. It is felt that the fact that some planning matters have to be dealt with at three levels—County District, Area and County—produces unnecessary delay and duplication.

(2) Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The functions under this Act, to the extent to which they affect local affairs, are almost entirely exercised by the Local Planning Authority and are not delegated to county districts. This authority has not encountered defects in the existing administrative arrangements.

Traffic

(1) Construction, Improvement and Maintenance of Roads and Bridges

Insofar as district roads are concerned, these functions are exercised by the Corporation. So far as classified roads are concerned, the Corporation having exercised its rights under Section 32 of the Local Government Act, 1929, maintain the classified roads within the borough; the exercise of the functions in respect of these classified roads is, of course, subject to some County Council control. This control by the County Council has its advantages and little criticism can be levied against the present method under which this authority claims the right to maintain these roads.

(2) Street Lighting

This function is exercised by the Corporation in respect of all roads in the borough. It is suggested that action is necessary to co-ordinate street lighting. There are at present at the boundaries between one highway authority and another changes of intensity, timing and colour of illumination.

(3) Naming of Streets and Numbering of Houses

This authority has efficiently carried out the duties under this heading and no defects have become apparent in the present administration.

(4) Parking Places

This function must be very much a local matter. Kingston-upon-Thames is the centre of a large business and shopping area and, as already stated, is the hub of a very wide and extensive transport area serving the adjoining districts. This coupled with the fact of its Charter Market results in the daily population being increased considerably. Whereas the resident population is 40,000, it is estimated that at times, especially on Thursdays, Fridays and Saturdays, the day-time population is in the neighbourhood of between 250,000 and 300,000.

This brings peculiar problems in regard to parking. The Corporation is alive to its responsibilities in this respect. Every effort is made as opportunity arises to provide off-street parking.

At the moment the Corporation has 11 car parks providing accommodation for 1,075 cars and, in addition, there is accommodation for off-street parking in other parts of the borough for 295 cars.

Consideration has also been given to the provision of one or more multi-storey car parks. The necessity for restriction in capital expenditure, in accordance with Government policy, has for the time being prevented the Corporation from proceeding beyond the exploratory stages with these proposals.

(5) Road Safety

These functions are exercised by the Road Safety Sub-Committee of the Highways Committee.

(6) Bus Shelters

Bus shelters have been provided by the London Transport Executive in their statutory area and this authority has not encountered any defects in the administrative arrangements.

(7) Private Street Works

This authority has adopted the Private Street Works Act, 1892, and accordingly operates under that code. Difficulties have arisen where private streets are bi-sected by a borough boundary but, wherever the boundary might happen to be, the same difficulty might occur, so that any change in administrative arrangements would make no improvement.

(8) Generally

Subject to what has been said above with respect to classified roads and street lighting, the sub-headings under the general heading "Traffic" would appear to be local matters and accordingly the existing arrangements under which these functions are exercised by the Local Authority are satisfactory.

PART II

An Analysis of any Defects which the Council see in the Present Arrangements and the extent to which, in the opinion of the Council, these are due to Defects in the Organisation of Local Government in the Area

In giving an analysis of such defects as the authority considers exist in the present arrangements, it desires to stress that in its opinion these defects are such as can be remedied by arrangement either with the County Authority or as between the individual local authorities concerned.

They relate to:

(1) Education
(2) Refuse Collection and Disposal
(3) Personal Health and Welfare
(4) Town and Country Planning
(5) Street Lighting.

The defects which it is considered exist in the present arrangements in regard to the above matters can be summarised as follows:

County Functions

Nos. 1, 3 *and* 4.

Delay; duplication of work; remote control with the possibility of ignorance of local conditions and requirements; and insufficiency of delegated powers.

County District Functions

No. 2

Difficulty of obtaining suitable sites for tipping owing to local interests in the areas in which sites are available conflicting with the needs of Greater London.

No. 5

Absence of consultation and co-ordination.

PART III

An Outline of any views the Council may have on how these Defects may be remedied

This authority had from time to time given consideration to the question of reorganisation of Local Government and it is thought appropriate before proceeding to indicate the views of the authority as to how certain defects in the present arrangements could be remedied, to set-out a resolution which was adopted by the appropriate committee of the Council at the time of the publication of the reports of the four Local Authority Associations to the Ministry:

" (i) So far as Kingston itself is concerned it is not considered that any alteration in the area is necessary or desirable, provided certain functions are returned or transferred to this authority, thereby helping to maintain interest in local government matters;

(ii) Certain functions at present exercised by divisional executive committees and which, owing to their nature, it might be considered were not suitable for transfer to a single Local Government unit, should be transferred by the County Council to joint boards upon which this authority would have the right to appoint representatives;

(iii) If reorganisation is considered necessary for the whole of the country, then:

- (*a*) Any amalgamation of Local Government units within a delimited area or conurbation should not prohibit these amalgamated districts applying for county borough status, should they so desire;
- (*b*) Any review of the counties themselves should not be left to County Councils, but any such review should be conducted by a body, with executive powers, appointed by the Central Government."

This resolution still represents the views of this authority, subject to it being understood that in resolution (ii) this authority intended to indicate that in their view the functions referred to should be transferred by national legislation from County Councils to joint boards.

From the information given in Part II, this authority is of opinion that it can justifiably be claimed that there are few matters, so far as this borough is concerned, which call for remedial action, but insofar as the views expressed under this heading refer to matters under the control of the County Council, this authority would indicate that the expression of these views should not be taken as criticism of the County Authority and that it is desired to record this authority's appreciation of the cordial relationship that exists between this Royal Borough and the Surrey County Council.

Furthermore, this authority is of the opinion that no change is necessary or desirable in the boundary of the Administrative County of Surrey with its London neighbours.

(1) Education

The defects indicated in Part II hereof in regard to the present system of educational administration in the County may to some extent have been met by the revised proposals approved by the County Council on the 29th April, 1958.

This authority is, however, of the opinion that the following defects will remain:

- (*a*) The chairmen of only six of the nine executives will have an automatic right to membership of the County Education Committee;
- (*b*) Insufficient executive powers will be vested in the Divisional Executives;
- (*c*) Difficulties and delay will arise from the proposal that all work required by the Divisional Executives must be dealt with through the County Architect's Office.

(2) Refuse Collection and Disposal

No difficulties are in practice encountered in the day to day running of the arrangements, which are under the control of the officers of the Kingston Authority.

The Corporation is, however, aware of the difficulty that faces many local authorities in the Greater London area of obtaining facilities for tipping refuse outside the area of their own boroughs.

It is understood that in Surrey alone there are some 1,000 acres or so of disused gravel pits which should be brought into better use in the interests of national economy by the disposal of refuse and the ultimate reclamation of the land.

This authority is of opinion that if this problem is to be solved in the Greater London area, and until some new methods of disposal are devised, legislation will be required to enable local authorities in the Greater London area to secure facilities to tip outside their boundaries.

(3) Personal Health and Welfare

Prior to the National Health Service Act, 1946, this authority effectively performed the duties related to Maternity and Child Welfare and the School Health Service, and from its previous knowledge and its experience of the actual work now carried out by the Local Health Authority, through Divisional Health Sub-Committees and Divisional Welfare Sub-Committees, this authority is of opinion that in the interests of the community greater executive powers should be vested in these sub-committees or their successors, thus removing the defects in the present system involving as they do delay and duplication and the inherent weaknesses arising from remoteness of control.

(4) Town and Country Planning

The delay which is experienced with certain applications and the feeling of irritation and frustration resulting therefrom, could to a large extent be obviated by wider delegated powers being given to the local authority, which is necessarily better acquainted with local conditions and requirements.

In addition, a revision of the present system whereby various town planning matters have to be dealt with at three levels, would also assist in removing a further cause of delay.

The existing scheme of administration and organisation arrangements, which is incorporated in the delegation agreement with this Corporation, is, at the moment, being reviewed by the County Planning Committee, but it is not yet known to what extent, if at all, the defects here mentioned will be met.

This authority desires to draw attention to the need for national legislation to give to the Local Planning Authority or the District Council to whom its powers may be delegated, more effective and speedy machinery for the enforcement of planning control.

(5) Street Lighting

The difficulties and possible danger arising from different types and times of lighting being adopted on various parts of main roads could be considerably reduced if there were consultation between the various authorities concerned or by the setting up of consultative and advisory committees.

(6) Functions not specified by the Royal Commission

The foregoing remarks have been directed to the specific points raised in the Commission's letter, but there are two further matters upon which this authority desires at this stage to comment.

These relate to:

(i) Traffic Regulations
(ii) Functions at present exercised by County District Councils.

(i) Traffic Regulations

Following certain instances of delay in obtaining approval of the Ministry of Transport to certain proposals in connection with traffic problems in the borough, this authority unanimously in April, 1957, adopted the following resolution:

> "That this authority are strongly of the opinion that with the local and detailed knowledge they possess of road conditions and traffic difficulties in their own area, they could make an appreciably greater contribution towards the solution of the problem occasioned by the volume of traffic on the roads if they were given more responsibility and freedom of action in the implementation, according to local conditions, of the traffic regulations from time to time made by Parliament or other competent authority.
>
> That copies of this resolution be forwarded to the Minister of Transport and Civil Aviation, the Member of Parliament for the Constituency, the Association of Municipal Corporations, Surrey County Districts Association, Surrey County Council, the Boroughs of Malden and Coombe, Richmond and Surbiton, the Automobile Association and the Royal Automobile Club."

Since that date there has been greater co-operation with the Government department concerned. Nevertheless, this authority still holds the views expressed in that resolution.

(ii) Functions at present exercised by County Councils and County District Councils

This authority considers that certain of the powers set out in the Appendix to the Government's White Paper on "Functions of County Councils and County District Councils in England and Wales" could quite easily and with increased efficiency, be transferred to County Districts.

This authority is particularly concerned with the basis adopted for determining the right of automatic delegation of certain of those functions, namely, a population of 60,000 or more.

It is considered that provided the record of administration of a local authority justifies it, and that an authority can also show by its financial resources that it is capable of carrying out these functions, then an arbitrary population figure should not be the deciding factor.

This authority considers that one of the principal difficulties in obtaining suitable persons to serve as the elected representatives of a County District is the limited duties now entrusted to County District authorities.

It has been noted that an outline only of the authority's views has been asked for at this stage. This has been given and the authority will avail itself of the opportunity referred to in the Commission's letter of enlarging thereon at a later date and of submitting such further observations as may be considered appropriate.

June, 1958

Evidence submitted by the Malden and Coombe Borough Council

1. The Council of the Borough of Malden and Coombe desires to accept the Royal Commission's invitation to submit a Preliminary Memorandum of Evidence.

2. The Council has noted the Commission's terms of reference and that the Commission propose first of all to examine the effectiveness and convenience of the present organisation of Local Government in the area under review for the purpose of performing the functions entrusted to Local Government, and that they intend to concentrate their attention in the first instance on the following services, viz.:

Education;
Environmental Health Services;
Housing;
Personal Health and Welfare;
Town and Country Planning;
Traffic;

the main functions to be examined under these headings being as set out in Appendix B to the Chairman of the Commission's letter dated the 17th February, 1958. It is further noted that concurrently with all these the Commission wish to consider the general aspects of administration and finance.

3. The Council accordingly submit:

(*a*) Information and statistics relating to the Council and the borough (Appendix 1).

(*b*) A description of the present arrangements within the Council's area for carrying out the above-mentioned functions, with a note of any defects which have been encountered (Appendix 2).

4. Any views expressed in this Memorandum are in outline only and it is observed that the Commission will afford the Council an opportunity later of (i) supporting and, if desired, elaborating such views, and (ii) dealing with matters other than those referred to in the letter from the Chairman of the Royal Commission which the Council may wish to bring to the notice of the Commission.

5. The Council has had an opportunity of considering the Surrey County Council's Preliminary Memorandum of Evidence and agree in principle with the following views expressed therein:

(*a*) That any defects which have been encountered in the present arrangements are not of such a character as to justify a *prima facie* view being taken that any changes are necessary or desirable in the boundary of the administrative County of Surrey or in the system under which the county is administered on a two-tier basis;

(*b*) That an overwhelmingly strong case for change would need to be made out before any alterations of that kind were made in the established arrangements;

(*c*) That no increased efficiency or economy or other public advantage would accrue from any proposal to sever the metropolitan part of Surrey from the rest of the county; and

(*d*) That the interests of the inhabitants of the county are best served by the maintenance of the two-tier system of administration.

6. Before the appointment of the Royal Commission proposals were submitted to the Councils of three neighbouring boroughs for minor adjustments of boundaries.

The proposals have not yet been agreed and if the Councils concerned feel that consideration thereof should be deferred until the structure of Local Government in the Greater London area has been settled, the Council may wish, at the appropriate time, to submit such proposals to any body authorised to deal with questions relating to the boundaries of the local authorities in the area.

June, 1958.

APPENDIX 1

Information and Statistics relating to the Council and the Borough

(*a*) Constitution of Council

The Council consists of 9 aldermen and 27 councillors. The borough is divided into 9 wards, each ward being represented by three councillors.

(*b*) Committees

The Standing Committees of the Council are as follows:

Allotments;
Parks and Open Spaces;
Building and Town Planning;
Finance and Rating;
General Purposes;
Housing;
Public Health, Works and Highways;
Staffing and Establishment.

The Council appoints such other committees as are necessary to carry out the work of the Council and for the current year the special committees include a Civil Defence Committee, Requisitioned Properties Committee, and Library Committee.

(*c*) Staff

The number of staff employed by the Council on the authorised establishment as at 1st April, 1958, is as follows:

Professional, administrative and clerical:	
Town Clerk's Department	35
Borough Treasurer's Department	26
Borough Engineer's Department	45
Public Health Department	9
Library (County Council staff)	15
	130
Manual employees	195

(*d*) Statistics

Area	3,164 acres
Population (mid-1957)	45,940
Rateable value at 1st April, 1958	£783,739
Rateable value per head of population	£17 1s. 2d.
Product of 1d. rate	£3,270

APPENDIX 2

Description of Present Arrangements within the Councils Area for carrying out the Functions listed in Appendix B of the Chairman of the Royal Commission's Letter of the 17th February, 1958

I—Whether County Council or County District service. II—Present Arrangements. III—Defects encountered (if any). IV—Remarks (if any)

1. Education

(*a*) Education

I. County Council.

II. County divided into 9 divisional areas. For each area a divisional executive has been constituted comprising representatives of the County Council, a small number of co-opted members and representatives of the County District Authorities in the division. Functions of the divisional executive range in varying degrees over practically the entire field of the service so far as matters of day-to-day administration are concerned.

III. The Council agree with the Education Service being administered by divisional executives but consider that they should have increased powers of delegation, including greater financial delegation.

IV. The County Council has recently agreed to proposals for effecting reforms in the relationship between the County Council and the Education Divisional Executives, with the main objects of:

(*a*) Improving the liaison between the County Council, the Education Committee and the executives; and

(*b*) Extending the delegation of functions already entrusted to the executives, particularly in the sphere of finance.

The Council agree that these proposals will improve the local administration of the Education Service in the county.

(*b*) Agricultural Education

I. County Council.

(*c*) Youth Employment Service

I. County Council.

2. Environmental Health

(*a*) Baths, washhouses and bathing places

I. County District.

II. These services have not been provided in the borough.

(*b*) Control of watercourses, ditches and ponds

I. County Council.
County District Councils also have powers under Public Health Act, 1936.

II. The Thames Conservancy is responsible for water courses in the borough which are specified as "main river".

(*c*) Disinfestation of premises and articles

I. County District.

II. This service is carried out by the Public Health Department of the Council.

(*d*) Drainage of trade premises

I. County District (in respect of soil and surface water sewers).
County Council (in respect of watercourses where County Council is the river authority).

(*e*) Mortuaries and Post-mortem Rooms

I. County District.

II. A mortuary and post-mortem room have been provided by the Council. The number of bodies received is about 33 per annum.

(*f*) Public Conveniences

I. County District.

(*g*) Refuse collection and disposal

I. County District.

II. The disposal of refuse is carried out under a scheme with the Borough Councils of Kingston-upon-Thames and Surbiton. Under the scheme a loading centre was built at Kingston for transferring loads from street collection freighters to large capacity vehicles. The refuse is then taken to Egham for controlled tipping into disused wet gravel pits.

III Considerable difficulty has been experienced in obtaining sites for tipping refuse.

IV. As this difficulty will inevitably increase as time goes on, the Council feel that suitable areas should be allocated in development plans for refuse disposal.

(*h*) Regulation of buildings and sanitation of buildings

I. County District.

II. The Building Bye-laws, which are administered by the Borough Engineer on the deposit of plans, regulate the standards of construction and sanitation of new buildings. The Public Health Department is responsible for securing compliance with statutes and regulations dealing with premises after occupation.

(*i*) Sewerage and sewage disposal

I. County District.

II. Disposal of sewage is undertaken by the Hogsmill Valley Joint Sewerage Board. Board consists of representatives of the Borough Councils of Epsom and Ewell, Kingston-upon-Thames, Malden and Coombe, and Surbiton, and disposes of the sewage from those districts. Board financed by precept on the constituent authorities, the precepts being based half on rateable value and half on population.

(*j*) Street cleansing

I. County District.

II. The County Council contribute to County District Councils a proportion of the cost of cleansing classified roads.

(*k*) Burial grounds, cemeteries, and crematoria

I. County District.

II. A cemetery is provided by a joint committee consisting of representatives of Kingston-upon-Thames and Malden and Coombe Councils. Any deficit is apportioned between the two boroughs according to rateable value. The Council has not provided a crematorium.

(*l*) Parks and Open Spaces

I. County District.

(*m*) Powers and duties under the Physical Training and Recreation Act, 1937

I. County Council and County District Councils. (Concurrent powers.)

(*n*) Prevention of river pollution

I. County Council (in area where Council is the river authority).
County District Councils also have powers under the Public Health Act, 1936. This function is also carried out by the Thames Conservancy where they are the river authority.

3. Housing

(*a*) Provision of houses

I. County District.

(*b*) Slum clearance

I. County District.

II. There are no slum areas in the borough. A few individual unfit houses have been dealt with under the Housing Act, 1957.

(*c*) Assistance to other bodies or persons to facilitate acquisition, construction or improvement of houses

I. County District.

II. The Council advance money on mortgage to persons to enable them to acquire housing accommodation. Earlier advances were made under the Small Dwellings Acquisition Acts but the provisions of the Housing Acts are now used.

The Council also operate the provisions of the Housing Acts relating to improvement grants.

The Council has also provided financial assistance to a local housing association to enable it to provide homes for old people. Such assistance has taken the form of advancing money on mortgage to acquire property, the making of improvement grants and grants under the Housing Act, 1936.

(*d*) Regulations of buildings and bye-laws

I. County District.

4. Personal Health and Welfare

(*a*) Powers and duties under the National Health Service Acts

I. County Council.

II. County is divided into 9 areas (which are identical with those for education purposes) and for each area there is a Divisional Sub-Committee of the County Health Committee, comprising representatives of the County Council and representatives of the County District Authorities in the division. The functions of the Divisional Sub-Committees range in varying degrees over the domiciliary and clinical service so far as matters of day-to-day administration are concerned and the sub-committees have financial delegation in respect of purchase of equipment and upkeep of buildings. Sub-committees advise the County Health

Committee of local considerations affecting health policy generally and co-operate with committee in matters of senior divisional staffing.
The South-West Metropolitan Regional Hospital Board provide hospital and specialist services and the Surrey Executive Council provide general medical and dental services, pharmaceutical services and auxiliary ophthalmic services.

(*b*) Mental health service

I. County Council.
II. These services are carried out by the County Council, who work in close liaison with mental hospitals and mental deficiency institutions.

(*c*) Powers and duties under the National Assistance Acts

I. County Council (so far as concerns Part III and part of Part IV).
County District (so far as concerns Section 47, which deals with removal to suitable premises of persons in need of care and attention, and Section 50, which relates to the burial or cremation of the dead).
II. County is divided into 9 areas (which are identical with those for education and health purposes). There is a Divisional Sub-Committee of the County Welfare Committee for each area, comprising representatives of the County Council and representatives of the County District Authorities in the division. The functions of the Divisional Sub-Committees relate to day-to-day administration of residential establishments within their respective areas with financial delegation in respect of purchase of equipment and upkeep of buildings.

(*d*) The Disabled Persons (Employment) Act, 1944

I. Neither the County Council nor the County District Councils have duties or responsibilities under this Act other than the general obligation to employ a quota of registered disabled persons.

(*e*) Care of Children

I. County Council.
II. County Council responsible under the Children's Act, 1948, for children orphaned or deserted, committed by magistrates, remanded, and the provision of approved schools in conjunction with the Home Office.

(*f*) Registration of nurseries and child minders

I. County Council.
II. The County Council's powers and duties for this service are exercised by the Divisional Sub-Committees of the County Health Committee.

(*g*) Notification of infectious diseases

I. County District.

(*h*) Health education

I. County Council and County District Council.

5. Town and Country Planning

(*a*) Town and Country Planning

I. County Council.
II. County divided into 6 planning areas. Area Planning Sub-Committee appointed for each area, comprising representatives of the County Council and repre-

sentatives of the County District Authorities in the area. Subject to certain reservations County Council has delegated its functions in relation to the control of development (Part III of the Town and Country Planning Act, 1947) to the County District Authorities. Applications for development which are "scheduled" are dealt with either by the Area Sub-Committee or the County Planning Committee. The Development Plan was prepared by the County Council in co-operation with the County District Authorities.

III. The Council feel that under the present arrangements there is an unnecessary duplication of work and consider that as the County Development Plan has now been approved there should be a greater delegation of planning control to County District Councils, with a reservation that proposals to approve development in conflict with the Development Plan should first be referred to the County Council.

IV. The Surrey Town and Country Planning Committee has appointed a special sub-committee to review the Surrey scheme of organisation and administration arrangements for Town and Country Planning and the Council's views will be submitted to the special sub-committee through the Surrey County Districts Association.

(*b*) Powers and duties under the National Parks and Access to the Countryside Act, 1949

I. County Council. (County District Councils have powers relating to the diversion and extinguishment of rights-of-way.)

6. Traffic

(*a*) Construction, improvement and maintenance of roads and bridges

I. County Council.
County District Council (in respect of "claimed" classified roads and district roads).

II. The cost of maintenance and repair of the "claimed" classified roads is reimbursed by the County Council. The cost of carrying out improvements to classified roads and bridges and bridges on classified roads is shared between the Council, the County Council and the Ministry of Transport.

(*b*) Street lighting

I. County District (but County Council responsible for lighting schemes on trunk road roundabouts as agents for the Minister of Transport).

III. The Council consider that grants should be made by the Minister of Transport for the installation and maintenance of Group "A" Street Lighting on trunk and classified roads on the same basis as is applicable to other highway expenditure.
The Council also desire to stress the desirability of uniformity of standards of intensity and continuity for street lighting in the main traffic routes in the Greater London Area.

IV. A consultative committee on the lighting of traffic routes within the London conurbation has recently been appointed and it is proposed to forward the Council's views to that committee.

(*c*) Naming of streets and numbering of houses

I. County District.

(*d*) Parking places

I. County District. (County Council also concerned as local planning authority.)

(*e*) Road Safety

I. County District.

II. The Council has fostered the formation of a local Accident Prevention Council and pays its expenditure, one half being recovered by way of grant from the Ministry of Transport.

III. The Council consider that local authorities in the London traffic area should have the same powers as local authorities in the Provinces for dealing with such matters as street parking, erection of certain types of street signs, prohibiting or restricting the use of vehicles on certain roads, and the fixing of omnibus stops.

(*f*) Bus shelters

I. County District.

II. Bus shelters may be provided by the London Transport Executive or by local authorities under powers contained in the Local Government (Miscellaneous Provisions) Act, 1953.

IV. The present policy of the London Transport Executive, which is understood to be dictated on grounds of economy, is to restrict the provision of shelters but they are usually prepared to make a contribution to a local authority willing to erect a shelter subject to a condition that they have the right to exhibit publicity matter therein. The Council consider that the provision of bus shelters in the London traffic area should be a matter entirely for the London Transport Executive and that local authorities should not have to incur expenditure thereon.

(*g*) Street works

I. County District.

Evidence submitted by the Mitcham Borough Council

EDUCATION

(*a*) Education

1. Education is the function of the Surrey County Council, who are the Local Education Authority for the administrative county.

Central Administration

2. Central administration is carried out by the Education Committee through the Chief Education Officer and his staff at County Hall, Kingston-upon-Thames.

3. The Education Committee, constituted in accordance with arrangements approved by the Minister of Education, comprises 41 members of the County Council and 18 co-opted members. The committee, which has a considerable measure of delegation from the County Council, administers the three successive stages of education —Primary, Secondary and Further. To assist in dealing with the great amount of detailed work the committee appoints seven Standing Sub-Committees, upon which the co-opted members also serve, except for the Finance and General Purposes Sub-Committee.

4. In an attempt to secure local interest and to carry out day-to-day administrative work certain functions are delegated to divisional executives, to managers and governors of schools and other institutions, to District Youth Committees and to Local Youth Employment Committees.

Divisional Executives

5. Two schemes of divisional administration have been made: one dealing with Primary and Secondary Education, the other with Further Education.

6. The schemes define in detail the administrative relationship between the County Council and the divisional executives and deal with the executives' procedure, delegated functions, staffing and finance.

7. The Borough of Mitcham is in the area of the north-eastern divisional executive which covers, in addition, the Borough of Wimbledon and the Urban District of Merton and Morden.

8. The divisional executive consists of 36 members, appointed as follows:

	Representative Members	*Selected Members*	*Total*
By the Surrey County Council . .	8	4	12
Mitcham Borough Council .	6	2	8
Merton and Morden Urban District Council . . .	7	2	9
Wimbledon Borough Council .	5	2	7
			36

9. Whilst major policy and finance are matters for the Education Committee and the County Council, the divisional executive is empowered to incur expenditure without higher authority, within certain specified limits, of amounts included in the approved annual estimates for upkeep of and adaptations to buildings and grounds and purchase of new and replacement of furniture and equipment.

10. Medical inspection of school children, which includes dental treatment, is a further responsibility of the divisional executive, except in relation to the two private schools in the borough.

Managers and Governors

11. Managers or governors are appointed for a particular school or group of schools. In Mitcham the schools fall into two mixed groups and accordingly managers/governors are appointed.

12. Managers and governors of schools have duties in connection with the general direction of the conduct and curricula of schools and for other matters of internal organisation and discipline. Their annual estimates are submitted to the Education Committee through the divisional executive.

School Provision within the Borough

13. The following County Schools are situated in the borough:

Primary	17
Secondary (including one boys' and one girls' Grammar School)	11
Special School for educationally sub-normal children	1
Nursery School	1

14. The following voluntary aided school is situated in the borough:

Roman Catholic Primary School	1

15. There are two private schools in the borough, each caters for children of both sexes between the ages of 5 and 11.

Further Education

16. The County Council have provided within the division a Technical College and a School of Art, both within the scheme of divisional administration.

17. A number of awards are made annually to enable scholars in the county to proceed to university, and exhibitions are awarded for courses of technical, professional and vocational training at technical colleges, etc.

18. A variety of subjects are catered for in classes organised in evening institutes within the division. Ten of the schools in the borough are used for this purpose.

Pattern of Education of the Individual

19. The pattern of education in the division is as follows—primary school education until 11 years of age, when the pupil sits for the common entrance examination, as a result of which he/she proceeds to a grammar school or to a secondary school. From a grammar school the pupil can proceed to a university by state or county scholarship either direct or through a technical college.

20. Apart from selection in a few cases for transfer to a grammar school at age 13, the pupil at a secondary school has an opportunity at that age, by examination and/or by interview, to proceed to a technical school, thence to a technical college and then by state or county scholarship to a university.

Defects seen in the present arrangements for Education

21. This Council find that wherever a service of considerable personal impact is administered by an authority remote in distance from the persons receiving the benefit of that service, there must arise defects in the eyes of the persons—in this case the ratepayer parents of the children being educated—benefiting. These defects stem from that very remoteness of control itself. A general note on this subject is set out at the end of this evidence.

22. An effort to overcome the inherent disadvantage of remoteness has been made by the employment of the divisional executive technique. So enfeebled by the constricted ambit of their activities have these divisional executives been in Surrey, that it is not found easy to get people public spirited enough to devote their time to service upon them. The Surrey County Council themselves have become alive to this fact, and following a conference called by them in October last have now proposed trial arrangements which give greater powers to these bodies in the county. This Council are in the course of examining the new proposals to see to what extent existing shortcomings have been assuaged. The Commission have undoubtedly been furnished with details of the County Council's reforms in this matter by the County Council themselves.

23. Mention has been made of the District Youth Committee. This committee acts through its full-time Youth Officer (County Council employed) and assists youth organisations by organising the training of leaders and members, by acting as a link between the organisations and the Education Authority and by providing information and advice to organisations. The District Youth Committee is grant-aided by the County Council.

Defects seen in the present arrangements for the administration of functions of the District Youth Committee

24. The personnel which goes to make up this committee is drawn from some 15 different outside bodies, and this Council appoint only 2 representatives. It is found that interest, if gauged by attendance of the representatives of voluntary bodies, is very luke-warm, and it is thought that more successful results could be achieved, and a more virile control of the functions exercised, were the work of the body transferred to the local authority for the area (the Mitcham Borough Council) with power to co-opt.

25. This Council have a history of successful administration on lines similar to those set out which, quite apart from existing work in connection with allotments and safety-first, goes back to those days when they also controlled the Maternity and Child Welfare services.

(*b*) Agricultural Education

26. The Council have no evidence to offer under this heading.

(*c*) Youth Employment Service

27. This service is administered by the Surrey County Council in all parts of the administrative county.

28. A full-time bureau is situated in the borough, in the charge of the District Youth Employment Officer and her staff who help young people and their parents with information, advice and assistance in all matters relating to careers, employment and training. They also help young people under the age of 18 years to obtain suitable employment and employers who may wish to obtain the services of young workers and trainees. First national insurance cards are issued at the bureau and all matters relating to claims by young people to unemployment benefit are also dealt with.

29. A local Youth Employment Committee is appointed by the County Council consisting of representatives of the Education Authority, employers, workers, teachers and others interested in the welfare of young people. This committee meets three times a year to receive reports from the District Youth Employment Officer and to advise her thereon.

Defects seen in the present arrangements for the Youth Employment Service

30. The Youth Employment Committee is appointed mainly from nominations of the divisional executive. This Council feel that it would extend to advantage the field of "others interested in the welfare of young people" were they also to be given the opportunity of nominating representatives to serve on the committee.

ENVIRONMENTAL HEALTH

(*a*) Baths, Washhouses and Bathing Places

31. The Borough Council are the Local Authority responsible for the provision and maintenance of this service.

32. In 1932 the Council constructed, at a cost of approximately £44,000, a well designed swimming bath, with slipper baths attached, and two years later purchased additional land adjoining the site, with a view to the construction of a children's swimming bath at some future date. In 1955 the Council included the sum of £88,000 for this work in capital estimates submitted to the Minister. The swimming bath already constructed is converted into a large public hall during the winter months, with a seating capacity of 896, and alternative facilities for dancing, winter bowls, indoor cricket and stage performances.

33. The County Council make full use of the swimming facilities available. Organised classes from all the County Council schools in the borough are conducted to the swimming bath by members of the school staff and an appropriate payment is made by the County Council to the Borough Council. Attendances at the swimming bath under this agreement number some 20,000 per annum, and it is thought that possibly the scheme will be extended when the children's bath mentioned is constructed.

(*b*) Control of Watercourses, Ditches and Ponds

34. The Borough Council's powers derive from their local Act of 1923 and they are responsible for this service except that the course of the River Wandle and its tributaries in the borough comes within the purview of the County Council. Open water on Mitcham Common and anywhere else that it occurs in the borough, other than cases already mentioned is, of course, the responsibility of the owners or administrators of the property on which it occurs.

(*c*) Disinfestation of Premises and Articles

35. Disinfestation of vermin infested property is carried out as a public health duty by the Mitcham Council as is the disinfection of property in cases of infectious diseases.

(*d*) Drainage of Trade Premises

36. Control and supervision of the drainage of trade premises is exercised by the Mitcham Borough Council working in conjunction with the Wandle Valley Joint Sewerage Board of which Mitcham is one of the three constituent local authorities.

Defects seen in the present arrangements for Drainage of Trade Premises

37. No defect due to Local Government organisation has been observed, but it is felt that laundries should not be exempt from the control and supervision to which the other trade premises are subject, and that the "prescriptive right" enjoyed by premises from which trade effluent was discharged prior to 3rd March, 1937, should cease.

(*e*) Mortuaries and Post-Mortem Rooms

38. The Council have provided a mortuary with post-mortem room at the Church Road Burial Ground. This building is staffed and maintained by the Council. Refrigeration accommodation for six bodies is available. The police have access to the mortuary by use of a key in possession of the Coroner's Officer.

(*f*) Public Conveniences

39. The authority responsible for the provision of this service is the Borough Council. Apart from providing by agreements with the brewers for the maintenance and lighting of conveniences attached to four licensed houses in the district, the Council have built nine public conveniences in the borough.

(*g*) Refuse Collection and Disposal

40. The Borough Council are the responsible authority and collect the house and trade refuse throughout the area by means of a fleet of modern Shelvoke & Drewry freighters specially designed for the purpose of sanitary collection. Disposal by incineration has been discontinued in the past few years and tipping is at present carried out, in co-operation with the Mitcham Common Conservators, on Mitcham Common through a combined scheme with Croydon and Beddington and Wallington Corporations.

41. Visualising the end of disposal in that area this Council, who initiated a conference of Surrey authorities on the question of remote disposal, have recently begun preparations in draft for disposal in conjunction with their neighbours at Sutton and Cheam and Dorking and Horley, for tipping in this last named area. It is a tribute to this Council's local authority neighbours that as occasion demands they always find that they are able to make joint arrangements with such partners as are appropriate among nearby local authorities. This is merely one example of such combination of which others exist.

(*h*) Regulation of Buildings and Sanitation of Buildings

42. Safety regulations with regard to public buildings and dangers of fire and panic come within the province of the Surrey County Council as does the licensing of buildings for music and dancing. The erection of new buildings after the submission of plans (as required by the building bye-laws laid down by the Borough Council) is supervised by the Borough Council through the building inspection section of the department of the Borough Engineer and Surveyor. Thus it is ensured that modern building in the borough complies with the borough's bye-laws. When the buildings have come into being then such powers and duties as relate to sanitary defects are also dealt with by the Borough Council (through the department of the Medical Officer of Health) and under this heading appear such matters as nuisances, offensive trades, slaughter houses, smoke abatement and sanitation of factories and shops.

(*i*) Sewerage and Sewage Disposal

43. The Borough Council are the Local Authority charged with the duty of sewerage of their area. Trunk sewerage and sewage disposal are dealt with by the Wandle Valley Joint Sewerage Board, a statutory body recovering its expenses by precept upon the three constituent local authorities of which Mitcham is one. The disposal work, an enterprise which has been called upon to deal with a population which has grown rapidly over the course of a relatively few years, functions entirely to the satisfaction of this Council in whose area it happens the works are situated. The Council themselves directly maintain all surface water and other sewers in their area.

Defects seen in the present arrangements for Sewerage and Sewage Disposal

44. The Commission will be aware that in normal circumstances a Local Authority can set off interest on loans against the Schedule "A" Assessment on property owned by them. Where, however, a Joint Board is constituted this set off is available only to the Board as an *ad hoc* body and not to the individual local authorities of which it consists.

(*j*) Street Cleansing

45. This service is carried out throughout its area by the Borough Council who have recently modernised the system used, now employing mechanically propelled carriers each serving a small gang of sweepers.

46. A contribution towards the cost of cleansing classified roads in the borough is paid by the County Council, under annual estimates, to this borough in common with all other local authorities within the county area.

(*k*) Burial Grounds, Cemeteries and Crematoria

47. This Council own two burial grounds situated in the borough.

48. The churchyard of the Mitcham Parish Church was taken over by this Council's predecessors and extended but the burial ground is now closed except for interments in private graves.

49. In 1923 the local Council purchased a site of 16 acres at London Road. Part of this site was laid out and opened for burials in 1929, and subsequent extensions have taken place. In addition two acres of the site (at present used for allotment purposes) are still available for future extension.

50. In addition the Great Southern Cemetery and Crematorium Company Limited maintain a large cemetery and crematorium in the borough.

51. A scheme was prepared in 1948 by the Surrey County Districts Association for the establishment of crematoria in such situations in the county as would best meet the needs of the inhabitants. In this scheme Mitcham was grouped with the Borough of Beddington and Wallington and the northern half of the County Borough of Croydon, which latter Council own a crematorium. Should the incidence of cremations rise so that additional local provision becomes necessary, this Council would be prepared to exercise their powers to make such provision.

(*l*) Parks and Open Spaces

52. The Council are responsible for the provision and maintenance of the parks and recreation grounds in the borough area, including some 65 acres of open space previously under the jurisdiction of the Mitcham Common Conservators. The common itself still is administered by the conservators, although it is almost wholly within the borough. Mention should also be made of Ravensbury Park which, because it is on the borough boundary with Merton and Morden, is dealt with by a joint committee nominated by the two authorities and the expenses are shared in equal parts by the two Councils. The National Trust also have a small area along the River Wandle banks under their jurisdiction as well as some 99 acres of parkland at Morden Hall of which half is within this borough.

53. The local Council have much increased the recreation grounds and open spaces available to their ratepayers over the course of the last few decades, being conscious of their duty to provide recreational facilities as various parts of the ancient village, and then town, have been developed. Thus, apart from little odd corners in various parts of the borough which have had small and attractive gardens planted in them, greens are provided and in parts planted with shrubs and flowers in the various modern housing estates, and in addition there exist more than a score of parks, walks and open spaces covering in all more than 113 acres. These are maintained at a

very high level by a specially recruited section of the Borough Engineer and Surveyor's Department, working under the supervision of a superintendent qualified in horticulture with a nursery and propagating staff also under his control. Expressions of appreciation are frequently and constantly reaching the Council from outside sources as well, of course, as from the ratepayers and the various associations in the borough.

54. As in the case of swimming facilities so with regard to organised sport in the Council's recreation grounds and open spaces, arrangements are made with the Surrey County Council enabling the use of facilities by that authority for the children at schools within the borough requiring recreational space for the purposes of organised games and sports.

(*m*) Powers and Duties under the Physical Training and Recreation Act, 1937

55. In 1939 the Council purchased a house and grounds known as "The Canons" and adjoining land, comprising a total of about 9 acres, for the purposes of this Act. Subsequent events rendered it impossible to proceed very far with the proposal, but the Council are in the happy position of owning a freehold property which will lend itself admirably for development under the Act, in due course.

56. Meanwhile the bulk of the land is in use as allotments and the house is let out to local clubs for meetings, etc.

57. The Council recently considered a scheme for the provision of play leadership during the summer months in certain of their recreation grounds, but deferred implementing the same owing to the present financial position.

Defects seen in the present arrangements under the Physical Training and Recreation Act, 1937

58. The Council are puzzled that in the exercise of these powers they can make applications for grants under the Physical Training and Recreation Act only through the County Council who have, of course, no kind of control or responsibility in the matter. Endorsement of the application in this way seems, therefore, valueless, but it can be time-taking. (The Commission are referred to Memo. A.W.1 Revised October, 1955, issued by the Ministry of Education.)

(*n*) Prevention of River Pollution

59. The Surrey County Council are the responsible authority within the area of the borough, and it is felt that this is the only suitable arrangement. The work appears to be carried out to the satisfaction of the river frontagers and no complaint has been received from the general public.

HOUSING

(*a*) Provision of Houses

60. The powers exercised by this Council in the provision of this service are those contained in the Housing Act, 1957, in the remaining financial provisions of the various Housing Acts which are summarised in the Housing (Financial Provisions) Bill at present before Parliament, in the Town Development Act, 1952, and under the legislation relating to requisitioned properties.

61. In the view of the Council, there is a notable omission from the powers conferred by these Acts in that there is no power for housing authorities to appoint another local authority their agent for purposes of management. The Council have drawn the attention of the Ministry to this and have also made representations to the Association of Municipal Corporations.

62. Within the policy determined by the Council, planning and construction and repair and maintenance of housing estates is under the direction of the Borough Engineer and Surveyor. Detailed administration and collection of rents is largely

the concern of the Housing Manager who, with a female staff of eighteen, operates the Octavia Hill System. Control of capital and revenue finance and accounting devolves upon the Borough Treasurer.

63. The number of dwellings provided by the Council for letting and included in the Housing Revenue Account at the 31st March, 1958, was 4,090. Of these, 2,634 were provided in post-war years as follows:

	Number of dwellings provided					
	Constructed					
Year of Account	*Aged Persons Dwellings*	*Others*	*Temporary Bungalows*	*Acquired*	*Converted*	*Total*
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1946-47	—	68	275	—	—	343
1947-48	—	388	70	—	—	458
1948-49	—	139	—	—	—	139
1949-50	—	18	—	—	—	18
1950-51	—	208	—	2	—	210
1951-52	—	429	—	—	—	429
1952-53	4	130	—	—	—	134
1953-54	12	198	—	—	3	213
1954-55	26	489	—	—	—	515
1955-56	56	48	Cr. 310	310	—	104
1956-57	41	14	—	—	—	55
1957-58	4	12	—	—	—	16
	143	2,141	35	312	3	2,634

NOTE—The adjustment shown in 1955/56 (Columns 4 and 5) arises from the purchase of Arcon Bungalows from the Government.

64. In recent years, a contraction of the Council's housing programme has been dictated by lack of suitable sites and certain special features of the Council's endeavour to overcome this difficulty should be mentioned. They are as follows:

(i) Jointly with the Sutton and Cheam Borough Council and the Merton and Morden Urban District Council an estate of 682 dwellings has been constructed within the area of the Banstead Urban District Council and of these, Mitcham has taken 232 dwellings. It is the administrative difficulties of this scheme which give rise to the point raised in paragraph 61 of this evidence;

(ii) The Council have recently agreed to contribute to the Frimley and Camberley Urban District Council, under the Town Development Act, 1952, for the provision of 250 dwellings out of a total of 1,250 to be constructed by that Council;

(iii) Contributions are being made to the Minister of Housing and Local Government in respect of approximately 100 former residents of Mitcham rehoused in new and expanded towns; and

(iv) In recent years there has been a marked accent on the provision of dwellings for old people.

65. Financial considerations have influenced the Council's decision to proceed with only site preparation on a scheme for the construction of some 700 dwellings on a site in the Phipps Bridge area of the borough. This site is bounded on one side by the River Wandle and covers an area of more than 30 acres. The experience the Council have had, and of which note has already been made, has encouraged them to tackle this complicated scheme, involving more than a slight element of town planning, with confidence. Plans have already

been drawn and discussions with all the appropriate outside bodies have been brought to successful conclusions. The expenditure involved will probably amount to some £2¼ million and the work will spread over several years.

66. It is the Council's policy to make rate fund contributions to the Housing Revenue Account on a basis which might be said to assume that the Housing Subsidies Act, 1956, had not been passed. For dwellings completed since the 31st March, 1956, a rate fund contribution equivalent to one-third of the exchequer contribution is made.

67. The Council take some pride in the way in which they have managed their financing of the not inconsiderable expenditure on housing in the difficult post-war period. It may have come to the notice of members of the Commission already that during this time, in terms of number of buildings erected, this Council appeared very high in national tables for prolonged periods. Notwithstanding the considerable expenditure of monies involved in this extensive programme, this borough was one of the very few able to say that no Housing Revenue Account deficiency not recouped in the following year has appeared in their books. Indeed, such has been the manner in which the works have been financed that considerable surpluses have been earned during this period out of which debt to the extent of several tens of thousands of pounds has been extinguished, 310 Arcon bungalows in the borough have been purchased without loan and special contributions of more than £15,000 have been made to the Repairs Fund. At the present time there is a healthy balance on revenue account.

68. The financing of the scheme in the Phipps Bridge area is a matter which has been in the Council's mind for some years. So far, therefore, as revenue balances are profit earning or expenditure saving according to the way in which they have been used, then those profits or savings will be devoted to the alleviation of rent charges on the Phipps Bridge scheme. In the meantime they are serving to save the present tenants on the Council's estates from rent increases which have been common in the country generally since 1948.

69. The Council's evidence on this subject would not be complete without some mention of the emergency housing accommodation provided by the Council which had been reduced to 199 properties (87 being hutments) by the 31st March, 1958. This number remains after the Council have taken all possible steps to induce owners (in appropriate cases) to accept licensees as statutory tenants. The Council are now faced with the considerable problem of providing alternative accommodation for the occupiers of these properties before the 31st March, 1960.

(*b*) **Slum Clearance**

70. Immediately on the passing of the Housing Act of 1930, the Council of the time set about an energetic policy of slum clearance within the borough area. Simultaneously with the destruction of slum property there were built in the borough several housing schemes, the principal object of which was to house displaced persons. The number of persons so rehoused was 962 and these were accommodated in 249 of the dwellings built at that time. In consequence of this activity there remains at the present time relatively little for the Council to do. The Medical Officer of Health of the Council has the statutory duty of reporting to them areas within the category and also individual unfit houses.

71. The last review revealed a total of 53 dwellings to be dealt with and the Council are at present actively engaged in providing new accommodation and acquiring the slum-cleared sites in order that new buildings can be erected thereon. Although this policy of "succession" building naturally delays proceedings, it is certain that well within five years all slums will have been cleared in the borough.

(*c*) Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses

(*i*) Financial assistance to outside bodies

72. To date the Council have approved three schemes for the assistance of housing associations concerned with the provision of accommodation for old people. Two of these schemes were for the conversion of large houses into self-contained flats and the other scheme was for the improvement of almshouses. In each case the Council have agreed, under the provisions now contained in the Housing Act, 1957 (S.119) to lend to the association the cost of acquisition of property (where appropriate) and/or the cost of works to be carried out. Further under the Housing Act, 1949 (S.31) they have undertaken to pay to the associations a sum equivalent to the annual grant payable by the Minister of Housing and Local Government and, under S.119 of the 1957 Act, to meet remaining revenue losses themselves.

73. The Council have also used the powers they have under Section 8(4) of the Rating and Valuation (Miscellaneous Provisions) Act, 1955, and in the three cases mentioned they have given absolute relief from rates.

(ii) Loans in aid of house purchase and repair

74. Commencing in 1923, the Council operated the Small Dwellings Acquisition Acts for many years prior to the war and for a period afterwards and in this way they have assisted over 4,000 persons to buy their homes; total advances to date amount to £2,460,440. This activity was at its peak in the year 1927-28 and was a contributory factor to the rapid development of the borough at that time. For financial reasons this form of assistance was recently temporarily suspended but the Council are ready to resume lending when interest rate conditions are favourable.

75. By recent resolution the Council have declared that they are prepared to consider applications for loans for the execution of necessary repairs to properties in private ownership.

(*d*) Regulation of Buildings and Bye-laws

76. The Commission are referred to the evidence given under the heading "Regulation of Buildings and Sanitation of Buildings".

PERSONAL HEALTH AND WELFARE

(*a*) Powers and Duties under the National Health Service Act

77. The responsibility for providing the general public in Surrey with personal health services under the National Health Service Act—which does not alter the County District Councils' responsibility for housing and environmental health services—now rests on three different bodies, namely:

- (i) **the South-West Metropolitan Regional Hospital Board** to provide hospital and specialist services;
- (ii) **the Surrey Executive Council** to provide, by arrangement, general medical and dental services, pharmaceutical services and supplementary ophthalmic services; and
- (iii) **the County Council,** acting as Local Health Authority, to provide through the County Health Committee, services directed to:
  - (*a*) The prevention of illness and the maintenance of health;
  - (*b*) The care of persons suffering from certain long standing or permanent illnesses or defects;
  - (*c*) The supplying of certain medical auxiliary services.

78. In addition, the County Council are responsible for providing health centres (to be used not only for their own health services but also for the services provided by the Regional Hospital Board and the Executive Council) and the registration and supervision of private nursing homes, the licensing and supervision of nursing

employment agencies, and the registration and supervision of private day nurseries and child-minders.

79. **The duties carried out by the Local Health Authority (Surrey County Council)** are dealt with centrally, divisionally or by a combination of both as set out below.

80. In this connection it is important to point out that the three constituents of the North-Eastern Division—Mitcham, Wimbledon, and Merton and Morden, each have a Divisional Medical Officer.

81. The plans of the Surrey County Council had envisaged that the whole of this division would eventually come under the control of one Divisional Medical Officer. The three local Councils each thought it essential that the services should be administered locally and that it was desirable that the Medical Officer of Health should also be the Divisional Medical Officer, and that was in fact the final arrangement. Thus services otherwise controlled from a central divisional office are, in Mitcham, already being exercised from a centre in the Council's own offices with, of course, considerable advantage to the Mitcham public.

(i) Services administered centrally in their entirety

82. It is in the nature of things that certain services gain by central administration over a large area such as that of a County Council, either because a massing of reserves is possible, or because public call on the services is comparatively limited even over a wide area. Among such services are the ambulance, mental health, anti-tuberculosis and geriatric services, and, it is claimed by the County Council, the setting up and administration of health centres.

83. The County Council also retain central control of policy and finance, thus determining policy in such matters as the capital building programmes and major adaptations, the recruitment and training of such professional staff as health visitors and district nurses (exceptionally, day nursery staff are recruited under the divisional organisation), and the provision of in-service and refresher training of certain others. All establishment matters such as grading, payment of salaries and wages and provision of transport are dealt with centrally, as is the assessment of charges to users of the services (again, other than day nurseries).

84. Apart from the general services and administration set out in the two preceding paragraphs, certain services to the individual are carried out directly by the County Council from County Hall. These include the care of unmarried mothers and their children, providing where appropriate hostel accommodation, and dental services.

85. With regard to midwifery and home nursing the County Council exercise, from the County Hall at Kingston, the duties of the local supervising authority and are responsible for the housing of district nurses and midwives.

86. The reception and distribution of poliomyelitis vaccine and B.C.G. and P.P.D. as issued by the Ministry is carried out by the County Council. Fortunately the administrative and clinical work involved in the use of the vaccines is carried out in the borough, as the personal enquiries and telephone enquiries by the public are very considerable.

87. In connection with the prevention of illness, care and after-care, the County Council, through their central administration at County Hall, supply all medical comforts, control recuperative holidays for adults, and deal with the domiciliary welfare service relating to the blind, deaf and dumb and other handicapped classes.

(ii) Services and Duties dealt with through the Divisional Sub-Committee

88. As the Commission will understand these duties are mainly of a detailed nature, and in the main directly relate to the individual benefiting from them. Administration at the level of the alderman and councillor is carried out by a divisional committee, as the elected members appointed to the divisional committee are drawn from the whole area of the division. We are fortunate in Mitcham in having been able to persuade the County Council to administer the service at professional and

officer level within each borough or district in which the beneficiary lives. There is no doubt about the warm satisfaction of the Mitcham ratepayer about the arrangement which enables him or her to get the benefit designed at a building situated a matter of 100 yards or so from the traffic centre (the Mitcham "Fair Green") to which *all* public road transport is routed no matter from what part of the borough it comes. This is of special benefit, e.g., where advice and help are required in cases of home nursing, or in obtaining home help service for mothers who are confined at home, for the aged, for the sick, or for families otherwise in need, and in dealings concerning the prevention of break up of families.

89. The County Council have continued to use the six sub-centres set up by the local Council when these powers were exercised by them in their own right.

90. The services dealt with in the manner described above include:

(i) Care of Mothers and Young Children

All matters relating to the work and maintenance of clinics, centres and day nurseries. All matters relating to the work of assistant medical officers, general health visitors, etc. Recruitment of day nursery staff, notification of births, prematurity, etc., and appropriate action thereon. Convalescent treatment. Supervision of private day nurseries and child-minders. Voluntary inspection of children under five years. Distribution of welfare foods.

(ii) Midwifery and Home Nursing

All matters relating to the work of the staff in the field. Administration and management of nurses' homes.

(iii) Health Visiting

All matters relating to the work of the general health visitors.

(iv) Vaccination and Immunisation

The administration of the scheme for inoculation against diphtheria, whooping cough, smallpox and tetanus is undertaken on the County Council's behalf by the District Councils although much of the practical work is done by county staff, this work being organised at divisional level. B.C.G. vaccination, poliomyelitis vaccination.

(v) Prevention of Illness, Care and After-care

(vi) Home Help

All matters relating to the recruitment, work and supervision of home helps.

(*b*) Mental Health Services

91. Hospital treatment of mental cases comes within the province of the Regional Hospital Board who treat in specialised hospitals; the Surrey County Council deal with certification and supervision and the specialised staff of medical officers and others work in very close liaison. Day-to-day work in Mitcham is dealt with by a County Council official who also serves other areas in the county.

92. It is felt that the present set-up is very satisfactory from the point of view of those needing the service, and also of the Mitcham ratepayer who has to meet the cost. The County Council have also set up eight centres providing occupational therapy for the benefit of mentally deficient children.

(*c*) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

93. The Disabled Persons (Employment) Act is dealt with wholly by the Ministry of Labour and National Service and Part II of the National Assistance Act, 1948, is dealt with by the National Assistance Board who assist persons in need. Part III of

the latter Act imposes upon the Surrey County Council the duty to provide residential accommodation for aged and infirm persons and temporary accommodation of persons, regardless of age, who are in urgent need.

94. It is inherent in housing conditions of past years, and even still on occasion today, that Court evictions should result in the need of exercise of this latter power. Whilst ultimately some sort of palliative for persons distressed by urgent need of accommodation has always been found, it has not always been possible to deal with such cases as satisfactorily as any local authority would wish. This imputes no blame to the County Council, nor indeed would the Borough Council accept criticism. The difficulty appears to be one that ultimately it can be expected will pass.

95. As to the provision of residential welfare homes, the County Council govern six such directly provided by themselves, none of which it happens is situated in Mitcham. They (the County Council) are found, however, readily to assist voluntary bodies desiring to carry out work of this kind, and the Mitcham Old People's Housing Association have built a residence for twenty-four persons with the financial aid of the Surrey County Council (capital and revenue) and of public and charitable body subscriptions. There is close liaison between the managing body of this association, the County Council and the Regional Hospital Board. Unhappily, the local Council, apart from the general power to remit rates under the Rating and Valuation (Miscellaneous Provisions) Act, 1955, have no direct power to assist in the work of this body so far as it relates to this residential home.

96. Section 31 of the National Assistance Act, 1948, empowers the Borough Council to make contributions to the funds of any voluntary organisation whose activities consist in, or include the provision of, recreation or meals for old people. The power has been exercised by the Council.

97. They feel, however, they should be empowered to afford the service directly and supported the National Assistance Act, 1948 (Amendment) Bill to this end.

98. Section 47 endows the Borough Council with the power and duty to take action through the Courts to remove to a suitable establishment old persons who prove to be in need of care and attention and this Council whilst not taking interfering action under the power where this can be avoided have found it necessary on occasion to carry out their duties in this respect.

(*d*) Care of Children

99. Apart from the measures so far described which are in the interests of the health and welfare of children in general, there exists a class of children who are homeless or have been deprived of a normal home life.

100. The care of such children is a duty of the Surrey County Council acting through the Children's Committee and Children's Officer. This duty is dealt with in such ways as the provision of foster homes, residential nurseries and children's homes and also includes remand homes and an approved school.

101. The supervision of children who are the subject of adoption proceedings is also a duty of this committee.

102. The supervision of employment of children in entertainment and other spheres comes under the Education Committee as a task of the divisional executive.

(*e*) Registration of Nurseries and Child-Minders

103. These registers are maintained by the County Council at County Hall.

(*f*) Notification of Infectious Diseases

104. The duty to notify falls upon the practitioners in the borough who are required to make their notifications to this Council's Medical Officer of Health. Appropriate records are maintained by the Council who also disburse the fees payable to the practitioners.

(*g*) Health Education

105. Apart from those carried out by official bodies such as the Ministry of Health and independent bodies such as the Central Council for Health Education and the National Association for the Prevention of Tuberculosis, powers and duties are laid upon local authorities and local health authorities.

106. **Public Education in Health** is given by the Surrey County Council as local health authority dealing with personal health services through divisions. The education takes the form of lectures, posters, leaflets, film shows, press advertisements, etc., and advice by workers in the field such as health visitors.

107. **Public Education in Health** is also given by the Mitcham Borough Council under Section 179 of the Public Health Act, 1936. This takes the form of lectures, posters, leaflets, booklets, exhibitions, press advertisements, and work in the field such as by public health inspectors who give advice in the normal course of visits to factories, canteens, restaurants, etc., and by lectures.

108. The Mitcham Borough Council contribute to the Central Council for Health Education.

Defects seen in the present arrangements for Personal Health and Welfare

109. It cannot be said that the present system under which in the main the authority responsible is the Surrey County Council works unsatisfactorily. The public are provided for on the whole in an adequate manner. It cannot be gainsaid, however, that even though there is administration within Mitcham of the Divisional Sub-Committee functions under the supervision of that sub-committee, there could not fail to be administrative improvement were the Borough Council themselves the Local Authority responsible.

110. Much as the Borough Council would wish to acknowledge the service given by the County Council, the remoteness from County Hall must have administrative defects apart from the difficulty of contact by the Mitcham public. This difficulty was absent when the divisional duties were carried out within the borough area (as they were until a decade ago) by this Council as the responsible Local Authority.

TOWN AND COUNTRY PLANNING

(*a*) Town and Country Planning

111. The Local Planning Authority responsible for the area of the borough as well as the rest of the area of the county is the Surrey County Council. That authority was responsible for the promulgation of the Development Plan under the Town and Country Planning Act, 1947, and this plan covering the whole of the area of the county is now operative.

112. Development proposals are, through a delegation agreement, dealt with primarily by the Borough Council but in certain specified cases are referred with recommendations to the Area Sub-Committee (of which a sufficient number to cover the whole county have been appointed by the County Council) advised by a technical panel.

Defects seen in the present arrangements for Town and Country Planning

113. The Development Plan was drawn up by the County Council in full co-operation with the County District Authorities and its provisions, particularly with regard to the town maps, are so comprehensive as to make the implementation of the plan a matter which may well be left to the County District Councils.

114. It will be seen that the development of the town within the close terms laid down in the town map is one which can be adequately controlled by the local Council.

115. In this matter they are very conscious that they have in their hands the moulding of the future character of the town as a whole. Local residents acting through their local representatives upon the local Council will, it seems, best have their planning for the future in respect of town development safeguarded if the duty to safeguard is wholly within the control of the local Council, always provided, of course, that there shall be no unauthorised digression in any circumstances from the Development Plan, which in itself covers the whole of the county area, the town map being an integral part of it. It is certain that time will show that amendments are necessary in the plan and this, of course, will be dealt with at subsequent quinquennial revisions as provided for in the 1947 Act.

116. Whilst the duty to prepare the quinquennial revisions of the plan is one for the Local Planning Authority (the County Council) such revisions should be made on the advice of the County District Council in so far as the area of the county district is concerned.

(*b*) Powers and Duties under the National Parks and Access to the Countryside Act, 1949

117. The part of this Act with which this Council have been concerned is that dealing with public rights of way, and they have used the procedure in the Act for the diversion of a public path, a procedure which is a welcome alternative to the cumbersome and lengthy steps which have to be taken under the Highway Act, 1835.

118. This Council carried out the survey of public paths, etc., on behalf of the County Council.

TRAFFIC

(*a*) Construction, Improvement and Maintenance of Roads and Bridges

119. The Commission will know that trunk roads are the responsibility of the Government; main (i.e. route classified) roads are the responsibility of the County Council and all other roads fall under the aegis of the Borough Council. There are no trunk roads in the area and the classified roads were "claimed" under the Local Government Act, 1929, and accordingly are maintained by the Borough Council through their own staff. The system works very well and generally to the satisfaction of the ratepayers.

120. It is felt right to acknowledge that Mitcham generally obtains a fair share of the money made available by the Ministry of Transport to the County Council for road maintenance purposes.

121. With regard to improvement schemes on classified roads, these are submitted both to the County Council and the Ministry of Transport and where approved the Minister normally contributes 50 per cent to 75 per cent of the cost and the County Council and the Borough Council bear the remainder equally.

122. In the case of improvements of a very minor nature, discussions ensue between the County Council and the Borough Council and in cases of agreement the whole cost is normally borne by the County Council. It has to be admitted that there is insufficient money available in the County's Highways Fund to cover all the minor improvement and maintenance work which this Council regard as desirable.

(*b*) Street Lighting

123. The Borough Council have the power and duty to light all the streets, classified and otherwise, in the borough. All the classified roads are up to the full class "A" standard established in relation to main roads and the Council are at the present time in the course of modernising lighting in the residential roads. The greater proportion

of this latter work has already been done, but unhappily the Minister has under existing financial conditions intimated that he is unable to consent to the borrowing of monies to complete the task at the present time.

(*c*) Naming of Streets and Numbering of Houses

124. Statute imposes this responsibility upon the Borough Council who have unfettered control in the matter.

(*d*) Parking Places

125. Several authorities are concerned with the establishment of parking places and the normal procedure is for the Borough Council to make recommendations to the Traffic Commissioners after they have had prior discussions with the Minister of Transport and the Police.

(*e*) Road Safety

126. Duties have been imposed upon the Borough Council under this head and they have met the situation by the appointment of a sub-committee of the Highways Committee on which are co-opted a number of members representing all types of road users. They have also set up a Junior Accident Prevention Council and through the officer in their employ designated Road Safety Officer, various exercises are organised to interest children at the earliest age. Suggestions and recommendations from the road using public are very much encouraged and where approved are acted upon.

127. The Council have been disappointed to find that whilst they, the Local Authority, with committees set up in the form shewn above, must be assumed to have a full knowledge of the traffic use made of their area and the nature of road dangers, they can be presented with *faits accomplis* in certain circumstances. Thus, as an example, the Traffic Commissioners are in a position to determine certain omnibus stands without the approval of the Council responsible for the highway. The Council feel that although they themselves urge "Safety First", it is sometimes the fact that other authorities regard the swift passage of traffic as a primary objective. Further it is found that proposals aimed at increasing safe passage by all users of the highway are held up by higher authority, unless, for example, fatalities can be shewn to have occurred.

(*f*) Bus Shelters

128. London Transport have provided some shelters in the borough, but it has to be said that they are of generally poor design and this appears to be because they have little or no funds for the improvement of existing shelters or the setting up of new ones. This Council were given authority to provide bus shelters under the Local Government (Miscellaneous Provisions) Act, 1953, and immediately acting upon this, 16 shelters at strategic points in the borough have been provided by them.

(*g*) Private Street Works

129. The local Council adopted the Private Street Works Act, 1892, many years ago and the extensive making-up of residential roads in the district after the growth of the 1920's was carried out under those powers by the Borough Council, who have also made up the remaining one or two roads necessary under those powers since the war.

130. It should be mentioned also that in a large number of cases streets have been made up by the owners by agreement with the Council under Section 146 of the Public Health Act, 1875.

131. In view of the substantially developed nature of the district the New Streets Act, 1951, has very little application to the borough.

GENERAL OBSERVATIONS

132. The Commission ask for attention to be drawn specifically to defects observed. In this evidence such defects have been set out, and where in respect of any service no mention is made under this heading, it is because it is not found that defects of any moment have arisen.

133. The Council do not advance any suggestion that the County Council's maintenance of their own buildings in each of the county districts throughout the county area is known to fall short of reasonable standard. It is pointed out, however, that this Council maintain a highly efficient building maintenance section within the department of the Borough Engineer and Surveyor. It seems clear that the maintenance and repair of buildings belonging to the County Council but within this area could be carried out with speedy attention to work and probably a lowering of cost if carried out by this Council on an agency or delegation basis. If the principle be acknowledged then there is little doubt that the benefits can be multiplied by the endowment of all the county districts with the task.

134. The view is held and without doubt is not unknown to the Commission that towns that go to make up Greater London—and, of course, Mitcham, with a history that goes back to Domesday, is one of these—are in quite different case from provincial centres. Community of interest in the case of periphery towns like Mitcham is more closely drawn than is apparent on the face of it. Thus, within the Mitcham boundary the inhabitants have become accustomed to going to their own Town Hall set up more than seventy years ago to seek help in regard to local services. It is within reach (owing to its centralised position) of all within the borough without change of transport if public road transport is being used. Any changes, therefore, which led to a change in the centre of administration of local services would rudely disturb the ease of personal communication that the Mitcham ratepayers at present enjoy. The value of this ease of access could be much enhanced were certain services, now carried out from some remote civic centre, transferred instead to the Borough Council. This Council accordingly find themselves well pleased with the general trend in this direction set out in the Government White Paper on Functions of County Councils and County District Councils in England and Wales, and whilst the evidence which has been set out in the preceding pages aims at providing the answers to the questions so far posed by the Commission and are not, therefore, to be regarded as exhaustive of all that the Council would wish to represent to the Commission on this question of Local Government organisation, at the same time they seek to take this early opportunity of pressing a case that the inhabitants of this borough are best served in general when they are being served locally. The Council are very conscious of the fact that the general public will readily come to their Town Hall when needing assistance. Usually in a close-knit community such as Mitcham, the public in any case know one or more of their borough councillors intimately and thus have a further avenue of approach to the local services or even, if need be, a means of ventilating a complaint.

135. Unhappily, the same cannot be said of services over a wider area. It does not often enter the head of a ratepayer to travel out of Mitcham in respect of, for example, a service administered centrally by the County Council.

136. In these circumstances there must be a tendency for any representations to be made only to officers of the County Council, and at that by post. It is thought that the Surrey County Council deal as well with such circumstances as one could expect, nevertheless, a close and intimate relationship between borough councillor and ratepayer must, it is represented, foster greater public interest in public services, and certainly lead to more efficient administration for the public, of services the public want, in the way that the public need those services to be administered.

Supplementary Evidence submitted by the Mitcham Borough Council

Levying and Collection of Rates

In order to collect the income chargeable on a rating value basis, the Metropolitan Water Board it appears must maintain records of property, their rating values, changes of occupancy and empty periods, these being the basis on which accounts to occupiers or owners are rendered and collection procedure maintained.

It appears that economies would follow, therefore, if, like the Surrey County Council, Metropolitan Police and other such authorities, the Metropolitan Water Board were to collect their income through the local rating authority who already maintain exactly similar records and have collecting machinery. That the whole of the Water Board's revenues are not collected on a rating basis is known, but this applies also to the other authorities mentioned who have direct billing arrangements for such other revenues.

Evidence Submitted by the Richmond (Surrey) Borough Council

PRELIMINARY

The Richmond (Surrey) Borough Council are pleased to have the opportunity to submit an outline of evidence to the Commission.

Before dealing with the matter under the heads suggested in the Chairman's letter of 17th February, they would say that their views can be summarised thus:

> " Richmond wishes to stay as it is, as part of the administrative and geographical County of Surrey, the function of local government in its area already being satisfactorily operated, seeing no defects of such a nature that any change would resolve."

FACTUAL INFORMATION ABOUT RICHMOND

Richmond is a non-county borough within the administrative County of Surrey.

It has a population of 42,450; and area of 4,243 acres of which 2,717 acres comprises parks and other open space including rather more than half of Richmond Park, the Royal Botanic Gardens at Kew and Richmond and Kew Greens, apart from the substantial areas owned by them as parks and pleasure grounds.

The rateable value is £944,270 and the product of a penny rate is £3,788, the present poundage being 17s. 9d. in Richmond and Kew and 18s. 0d. in North Sheen, Petersham and Ham. Specimen rate demand notes are attached.

Richmond is bounded on the whole of its western and northern sides by the River Thames on the further side of which lies the County of Middlesex. The greater part of its eastern boundary passes through Richmond Park. It has urban development joining that of the Borough of Barnes in the north-east and the Royal Borough of Kingston-upon-Thames in the south.

While in large measure a dormitory town (since large numbers of residents travel to the city and various parts of the Greater London area daily) it is very much more also, both in character and historical development. Richmond is an inland resort, attracting very large numbers of visitors all the year and with a daytime population in the summer of the order of 150,000.

THE INVITED HEADS OF EVIDENCE

A description of the Present Arrangements within the Council's Area

This is fully contained in Appendix 3 of the preliminary memorandum of evidence by the Surrey County Council and the Richmond Council have merely the following additional observations to make:

Education

The Council have been pleased to receive the recent report of the alterations in the operation of divisional executives which are designed to improve the part which the divisional executives play in the working of this service. The Council note with appreciation that the revised scheme is to be reviewed in 12 months time when county districts will be given opportunities to comment thereon.

Environmental Health

With the exception of the following all the functions named are performed by the Borough Council and they have found no defects in their organisation:

Refuse collection and disposal

Collection by Richmond Council. Disposal by the Boroughs of Barnes and Richmond under joint arrangements but with a day-to-day control by the Barnes Council.

Sewerage and sewage disposal

Sewerage except certain main sewers by Richmond Council. Sewage disposal and the main sewers therefore by Richmond Main Sewerage Board which consists of equal representation from the Boroughs of Richmond and Barnes.

Crematoria

The Richmond Council is a constituent member with the Boroughs of Acton, Barnes, Brentford and Chiswick and Hammersmith of the Mortlake Crematorium Board.

River Pollution

The Port of London Authority.

Without dealing in detail with those functions performed wholly by the Council reference should perhaps be made to:

The baths establishment built in 1882 and the replacement of which is now under consideration;

The parks and pleasure grounds on which very large sums have been spent in acquisitions and on maintenance; those acquisitions forming part of a continuing policy which has led in recent years to further acquisitions of land at Ham House Avenues, Walnut Tree Meadow and Petersham Common;

The well respected and much used library;

The water undertaking;

The Queen's Road Estate of 21 acres held for its income on trust for the benefit of the rate of the Parish of Richmond and now about to be redeveloped.

Housing

The functions are performed by the Richmond Council within the framework of existing legislation.

The following is an analysis of houses provided by the Local Authority.

Pre 1914	195 houses and flats.
Between the two wars	771 houses and flats.
Since 1946	732 permanent houses and flats. 179 EFM bungalows now reduced to 124 (*).
Requisitioned	92 houses accommodating 216 families as at 1st January, 1956, now reduced by release to 39 houses accommodating 87 families.
Now in course of erection	120.
Plans in preparation	336.

(* the difference being the number of those removed to allow redevelopment of sites.)

Personal Health and Welfare

While, as will be seen from the County Council's memorandum, most of these functions are exercised by the County Council, the County Divisional Medical Officer is the Borough's Medical Officer of Health and such successful liaison exists between the two authorities that no difficulty can be remembered as arising. Mutual assistance is common as can be evidenced by the scheme in the borough for the laundering of bed-linen for the incontinent ill and aged, which while financed (so far as it is not self supporting) by the County Council, is operated by the Corporation's Baths Laundry and its Health Department staff.

Another instance is in the field of Health Education where local initiative often supplements the County Council's activities.

Town and Country Planning

The delegated powers under which the Richmond Council work have proved adequate and they recognise the need for Development Plans to be prepared on the basis of areas larger than their own.

Traffic

The Richmond Council as the authority for all the functions named except county roads (other than as agents for the county) and certain bridges have found no defects arising from their constitution. They do, however, confirm the comments in sections VIII under Traffic on pages 237 and 238 of Appendix 3 of the Surrey memorandum.

An Analysis of any Defects

Such defects as there may be have seemed easily capable of resolution by the friendly co-operation which exists between authorities in this area of Surrey.

One major liability of the Council which even the powers of both authorities acting together have not been able satisfactorily to meet is that for the care and preservation of the islands in this nationally famous stretch of the Thames most of which are owned by the Richmond Council. The subject of the danger from flooding of the River Thames in the tidal reaches upstream of the London County Council's area needs vigorous and early attention, and the Council recommend that the proposals of the Waverley Committee (please see paragraphs 76-112 of the Report of the Departmental Committee on Coastal Flooding Cmd. 9165—May, 1954) be implemented.

The Council feel that increased powers with regard to Health and Welfare Services could well be given to the Divisional Health and Welfare Sub-Committees of the appropriate County Council Committees either by more extensive delegation of power or by increased authority.

Finance and Administration

All the functions described are financed out of the rate and other income of the Council and those matters which are financed by precepts on that income are administered by bodies whereon the Council has representation.

They are satisfied that the control they exercise in their own administration and in their representation on other administrations is effective and sufficient.

The Richmond Council's functions are administered by a Council of 10 aldermen and 30 councillors. That work is performed through committees of 12-18 members, each controlling groups of functions.

Their permanent staff are professionally or otherwise appropriately qualified and are sufficient in number (except that difficulty has from time to time occurred in filling certain technical posts—a difficulty experienced by every other authority in the country) but in their view the minimum needed for the effective performance of the powers and duties entrusted to them.

Conclusions

The Council would not wish at this stage to add to their views as expressed in Part A of this memorandum.

They note that an outline only is asked for at this stage and that the Commission propose to regard such an outline as being of a preliminary nature only, which the Council would be free to enlarge upon at a later stage. They are grateful for that opportunity and will do all they can to assist the Commission in any way within their power.

Dated this nineteenth day of June, 1958.

C. HEYWORTH,
Town Clerk.

TOWN HALL,
RICHMOND,
SURREY.

Evidence submitted by the Surbiton Borough Council

Table of Contents

PART I

Outline Description of Present Arrangements

Page

(*a*) **General Statistics and Information**

(i) Geographical Situation, Population, Area, etc.
(ii) Short History of Local Administration
(iii) Rateable Value, Product of Penny Rate 344
(iv) Constitution of Town Council
(v) The Staff and Workpeople of the Corporation 345
(vi) Parliamentary Division
(vii) County Electoral Divisions
(viii) Police 346
(ix) Economic and Industrial Characteristics
(x) Record of Administration

(*b*) **Education**

(i) Present System of Administrative Control:
  (*a*) Surrey Education Committee
  (*b*) Divisional Executives 347
  (*c*) Managers and Governors
(ii) Proposed Amendment of Divisional Administration
(iii) Youth Employment Service 348
(iv) Youth Service

(*c*) **Environmental Health**

(i) Baths, Wash-houses and Bathing Places
(ii) Control of Watercourses, Ditches and Ponds
(iii) Disinfestation of Premises and Articles 349
(iv) Drainage of Trade Premises
(v) Mortuaries and Post-mortem Rooms
(vi) Public Conveniences
(vii) Refuse Collection and Disposal: 350
  (*a*) Refuse Collection
  (*b*) Disposal

Page

Environmental Health—*continued*

(viii) Regulation of Buildings and Sanitation of Buildings . . . 350
(ix) Sewerage and Sewage Disposal:
    (*a*) Sewerage
    (*b*) Sewage Disposal
(x) Street Cleansing . . . 351
(xi) Burial Grounds, Cemeteries and Crematoria
(xii) Parks and Open Spaces
(xiii) Physical Training and Recreation Act, 1937: . . . 352
    (*a*) Community Centres
    (*b*) Provision of Sites for Youth and other Local Organisations . . . 353

(*d*) **Housing**

(i) Provision of Houses:
    (*a*) Existing Housing Accommodation
    (*b*) State of Waiting List . . . 354
    (*c*) Proposed New Dwellings
    (*d*) Availability of Land
    (*e*) Release of Requisitioned Properties
    (*f*) Housing Management
(ii) Assistance to other bodies or persons to facilitate the acquisition, etc. of houses: . . . 355
    (*a*) Loans under the Housing Acts
    (*b*) Improvement Grants
(iii) Regulation of Buildings and Bye-laws . . . 356
(iv) Slum Clearance

(*e*) **Personal Health and Welfare**

(i) Powers and Duties under National Health Service Acts:
    (*a*) S.W. Metropolitan Regional Hospital Board
    (*b*) Surrey Executive Council . . . 356
    (*c*) Surrey County Council
(ii) Mental Health Services . . . 357
(iii) Powers and Duties under National Assistance Acts, etc.:
    (*a*) Functions of the County Council
    (*b*) Functions of Surbiton Borough Council . . . 358
(iv) Care of Children
(v) Registration of Nurseries and Child-Minders . . . 359

(*f*) **Town and Country Planning**

(i) Town Planning . . . 359
(ii) National Parks and Access to the Countryside Act, 1949:
    (*a*) Duties under Part IV . . . 360
    (*b*) Survey and preparation of Map and Statement . . . 361
    (*c*) Diversion and Closure of Public Paths

Page

(*g*) **Traffic**

- (i) Construction, Improvement and Maintenance of Roads and Bridges 362
- (ii) Street Lighting 362
- (iii) Naming of Streets and Numbering of Houses 362
- (iv) Parking Places 362
- (v) Road Safety 362
- (vi) 'Bus Shelters 363
- (vii) Private Street Works 363

PART II

Defects in the present arrangements and suggested remedies

(*b*) **Education** 363

(*e*) **Personal Health and Welfare** 363

(*f*) **Town and Country Planning** 363

(*g*) **Traffic**

- (i) Construction, etc. of Roads and Bridges (Kingston By-Pass) . . 364
- (ii) Street Lighting—Through Routes 364
- (iii) Traffic Regulation 364

PART III

General Observations

A. **Post-War Developments in Local Policy**

- (*a*) Proposed Amalgamation 365
- (*b*) Local Government (Boundary Commission) Act, 1945 . . . 365
- (*c*) Reorganisation of Local Government 366
- (*d*) White Paper. Areas and Status 366
- (*e*) White Paper. Functions 367
- (*f*) Local Government. Greater London 367

B. **General observations upon certain matters where changes may be considered desirable**

1. Areas of Administration 367
2. Arrangements with the County Council 368
3. Co-ordination of Services at Local Level 369
4. Conclusion 369

PART I

An outline description of the present arrangements within the Borough of Surbiton for carrying out the functions specified in paragraph 3 of the letter received from the Chairman of The Royal Commission, dated the 17th February, 1958, irrespective of whether or not the Council is responsible for the service either alone or jointly with others.

(a) General Statistics and Information

(i) Geographical Situation, Population, Area, etc.

Surbiton is situated in the northern part of the County of Surrey; it is bounded on the north by the Royal Borough of Kingston-upon-Thames; on the south by the Borough of Epsom and Ewell; on the east by the Borough of Malden and Coombe and on the west by the Urban District of Esher.

The population of Surbiton is 63,110 (Registrar General's estimate, June, 1957); the area is 4,709 acres. The borough is five miles long by one and three-quarter miles wide at the northern end, and a little over a mile wide towards the southern end.

(ii) Short History of Local Administration

The real history of Surbiton dates from 1855, when the inhabitants promoted a Bill which was passed into law under the title of "The Surbiton Improvement Act, 1855". Under this Act, a body known as The Surbiton Improvement Commissioners was set up for the Local Government of the area. The Commissioners continued their activities under that title until 1894, when the Local Government Act, 1894, was passed; section 21 of that Act established the Surbiton Urban District Council, whose district included the Parishes of Surbiton, Hook and Tolworth. By the Surrey Review Order, 1933, the Parish of Chessington, comprising 1,702 acres, was, with other areas, added to the district.

In 1936, Surbiton obtained its Municipal Charter.

(iii) Rateable Value, Product of Penny Rate

(*a*)	Rateable value of the Borough as at 31st March, 1958	£1,103,544
(*b*)	Rate in the pound to be levied in the year 1958/59	16s.
(*c*)	Estimated net product of penny rate 1958/59	£4,450
(*d*)	Estimated population	63,110
(*e*)	Rateable value per head of population	£17 9s. 8d.
(*f*)	Rates per head of population	£13 10s. 9d.

(iv) Constitution of Town Council

The Town Council comprises nine aldermen and twenty-seven councillors.

The borough is divided into the following nine wards, each ward being represented by three members:

Ward	*Area* (*Acres*)	*Local Government Electorate* (1958 *Register*)
Berrylands	458	6,327
Chessington	1,702	7,035
Hook and Southborough	703	7,197
St. Mark's	244	4,351
Seething Wells	115	2,668
Surbiton Hill	350	4,640
Tolworth East	453	4,690
Tolworth South	548	4,608
Tolworth West	136	3,795
		45,311

There are ten Standing Committees as follows, each comprising fourteen members, including *ex officio* members:

Allotments
Assembly Rooms
Buildings and Town Planning
Establishment
Finance and General Purposes
Highway
Housing
Library
Open Spaces and Swimming Bath
Public Health.

The Allotments Committee includes five co-opted members representative of horticultural associations in the borough.

There are also special committees, including Civil Defence Committee, Local Safety Committee, Whitley (Manual Workers) Committee and Whitley (Salaried Staff) Committee.

(v) The Staff and Workpeople of the Corporation

The number of staff (including Chief, Deputy Chief and Senior Officers) employed by the Town Council is 129 allocated to the following departments:

	Whole-time	*Part-time*
Town Clerk's including Fuel Office . .	26	2
Borough Engineer's	38	—
Borough Treasurer's	27	—
Public Health	10	—
Housing	6	1
Public Library	17	2
Total . .	124	5

The estimated total salaries for the year 1958/59 is £93,050.

The total number of workpeople employed by the Corporation is 252, as follows:

Cemetery	14	
Cleansing	92	
Highway	54	
Housing	14	
Disposal Works	5	
Assembly Rooms	4	
Lagoon	2	(increased to approximately 20 in summer season.)
Parks and Recreation Grounds .	50	
Public Health	2	
Public Offices	15	
	252	

The estimated wage bill for the year 1958/59 is £134,450.

A firm of Organisation and Methods Consultants have recently undertaken a review of the Town Council's administration and an extract from the consultants' report is set out below:

"11. There can be no doubt at all that the Council's administration is efficient and in general it is economical. It satisfied most tests that I have been able to apply, extremely well, a fact that is evidenced by the relatively few matters to which I find it necessary to draw attention. Indeed, I find that the number of matters dealt with in this report are few and their nature rather more trivial than my partner and I have found it necessary to deal with in similar reports of several other local authorities. This is indeed satisfactory even if it does imply that the review has produced no spectacular results.

12. Particular influences and facts that contribute to this satisfactory state of affairs are in my view the following:
    (1) A satisfactory committee system;
    (2) Good relationships between departments and an efficient division of functions between them;
    (3) High calibre of the Council's chief officers and their deputies."

(vi) Parliamentary Division

The borough comprises the Parliamentary Borough Constituency of Surbiton. Electorate 45,311.

(vii) County Electoral Divisions

There are three County Electoral Divisions as follows:

Surbiton East (Chessington, Tolworth East and Tolworth South Wards).
Electorate: 16,333.
Surbiton North (Berrylands, St. Mark's and Seething Wells Wards).
Electorate: 13,346.
Surbiton West (Hook and Southborough, Surbiton Hill and Tolworth West Wards).
Electorate: 15,632.

(viii) Police

The borough is policed by the Metropolitan Police.

(ix) Economic and Industrial Characteristics

Surbiton is mainly a dormitory town, but in recent years there has been a large influx of light industrial undertakings. A large proportion of the working population find their employment in London and other business areas in Greater London. The principal industries are situated along and to the south of the Kingston By-Pass Road. In all, there are some 260 factories within the meaning of the Factories Act, varying from those employing two or three hands to those with a staff of several hundreds. There are extensive Government temporary office buildings at Hook Rise and Leatherhead Road in which a considerable number of civil servants are employed.

(x) Record of Administration

The Town Council claim to be a progressive authority and believe that their services will bear comparison with those of any other local authority. The Town Council have taken every opportunity of exercising permissive powers under the adoptive Acts, and have assiduously performed the duties delegated to them by other authorities. Further details appear under the headings which follow.

The Town Council have a very efficient library service. The Central Library incorporates a Reference Library and a Children's Library, and a fine post-war building at Chessington houses the Branch Library for that area. There is also a Branch Library at Hook and another branch will be opened this year at Tolworth.

Prior to the establishment of the National Fire Service, Surbiton administered an efficient Fire Brigade; they also provided an Ambulance Service prior to the assumption of this responsibility by the County Council.

(b) Education

(i) Present System of Administrative Control

The Surrey County Council, as the Local Education Authority, are responsible for the provision of a comprehensive educational service.

In general, the tiers of administrative control for this service are as follows (in descending order):

- (*a*) The Surrey Education Committee
- (*b*) Divisional Executives
- (*c*) School Managers and Governors.

The constitution and functions of these various bodies are briefly as follows:

(*a*) **The Surrey Education Committee.** This is the largest of the committees of the County Council, comprising 41 members of the County Council and 18 co-opted members representing various educational, religious and industrial interests.

The principal work of the committee consists in administering on behalf of the County Council the three successive stages of education—Primary, Secondary and Further. These responsibilities include the School Health Service and special educational provision for backward children, and the related functions concerning employment of school children and young persons, youth employment and physical training and recreation.

The central Education Department at County Hall, under the direction of the Chief Education Officer, comprises a staff of about 131, and the staff of the 9 divisional executives number in all about 159. With teachers, school helpers, library assistants, caretakers, groundsmen, cleaners and school meals workers, some 13,800 staff are engaged in the work of the Education Service in Surrey. This figure does not include the staff engaged under the County Medical Officer in administering the School Health Service.

NOTE: The figures of staff are taken from the General Reference Book of the County Council for 1956.

(*b*) **Divisional Executives.** The County is divided into 9 divisional areas for education purposes, and the Borough of Surbiton, together with the Boroughs of Kingston and Malden and Coombe and the Urban District of Esher comprise the area of the North Central Divisional Executive. From the point of view of population, this is one of the largest of the divisional areas; the estimated total population exceeds 200,000.

The total membership of the North Central Divisional Executive is 36; six members are appointed by each of the four county district authorities whose areas comprise the division and twelve by the County Council; the ratio of County Council and County District Council appointed members is therefore one to two.

Subject to the powers of the local bodies of managers and governors (see (*c*)), the functions of the divisional executive range in varying degrees over practically the entire field of the educational service so far as matters of day-to-day administration are concerned. The executive advise the County Education Committee on local considerations affecting policy issues, including the Development Plan for Primary and Secondary Education and the Scheme for Further Education.

The executive have power to order items of revenue expenditure (e.g. replacement of furniture, repairs to school buildings) up to an amount of £300, and items of capital expenditure up to an amount of £100, provided the amounts have been included in the approved annual estimates of the County Education Committee. The offices of the North Central Divisional Executive are at "Cranhurst," Surbiton Hill Road, Surbiton.

(*c*) **Managers and Governors.** Each body of managers or governors is directly associated with the work of a particular school or group of schools. Managers and governors of schools have certain statutory functions which vary as between county and voluntary schools, but in both types of school they are responsible for the general direction of the conduct and curriculum of schools and for other matters of internal organisation and discipline. Their annual estimates are submitted to the County Education Committee through the divisional executive.

In Surbiton nine bodies of managers and governors are responsible for a total of twenty-two voluntary and county schools, and on each of these bodies the Town Council have direct representation varying from one to three members.

(ii) Amendment of Divisional Administration

The County Council, at their meeting on 29th April, 1958, approved the proposals of the County Education Committee for effecting reforms in the relationship between the County Council and the divisional executives, with the main objects of:

(*a*) Improving the liaison between the County Council, the Education Committee and the executives;

(*b*) Extending the delegation of functions already entrusted to the executives, particularly in the sphere of finance.

Briefly the revised arrangements (to operate for a trial period of one year from 1st July, 1958) are:

(1) That there shall be direct representation on the County Education Committee of certain divisional executives;

(2) That all representatives on the divisional executives appointed by county district authorities can, if the authority so desire, be members of that authority. [Formerly there was a requirement that certain representatives should not be representatives of the appointing county district authority and should represent education, industry and agriculture.]

(3) That the whole programme of maintenance and minor works of school premises shall be the responsibility and under the control of the divisional executives;

(4) That the divisional executives shall appoint their own clerical and administrative staff;

(5) That there shall be improved liaison between the divisional executives and the youth service and youth employment service.

(iii) Youth Employment Service

In accordance with the provisions of the Employment and Training Act, 1948, the County Council are responsible for the youth employment service in all parts of the Administrative County of Surrey to ensure that boys and girls about to leave school are given an opportunity of receiving vocational guidance. The District Youth Employment Officers and their staffs help young people and their parents with information, advice and assistance in matters relating to careers, employment and training.

The divisional executives recommend the names of persons to serve on the youth employment committees for their areas.

The Boroughs of Surbiton, Kingston and Malden and Coombe comprise the area covered by the Kingston Youth Employment Bureau, whose offices are at 8 Penrhyn Road, Kingston-upon-Thames.

(iv) Youth Service

The County Education Committee are responsible for the youth service in all parts of the Administrative County, and make grants to a considerable number of voluntary youth organisations.

The youth work is organised on a district basis under the co-ordination of District Youth Committees, and there are full-time District Youth Officers and a large number of full-time and part-time club leaders.

The Surbiton Youth Committee have as their president the Mayor of Surbiton and the Town Council appoint one other representative on the Youth Committee, which also comprises nominees of the Church and other bodies known for their interest in youth, together with one representative of each registered youth organisation.

Two whole-time District Youth Officers serve the areas of Surbiton, Kingston and Malden and Coombe.

(c) Environmental Health

(i) Baths, Wash-houses and Bathing Places

There are very few properties in Surbiton without bathrooms and means of doing the washing and, therefore, there has been no need to provide public baths and wash-houses.

Many baths have been installed in recent years and the Town Council are encouraging the provision of bathrooms by offering improvement grants.

Some of the families without such facilities go to the public baths at Epsom or Kingston, but it is believed that by far the greater number go to friends or relatives or "make do" at home.

Facilities for the cleansing of verminous persons are rarely needed, but an arrangement exists with the Royal Borough of Kensington for the use of their cleansing station when required, on payment.

Normal laundry facilities are adequate, but the cleansing and washing of foul linen from sick persons nursed at home calls for special provision, especially now that so many people live in flats without gardens or drying rooms.

In 1934, the Council built an outdoor swimming pool in Raeburn Avenue on part of an open space. The pool is 165 feet long by 90 feet wide, with varying depths from 3 feet to 9 feet. The bath water is continually filtered and cleansed by means of a modern plant, and there is adequate changing accommodation. Car parking and cycle parking facilities and cafe are also provided. The premises are used in the winter for indoor cricket practice, weight-lifting and table tennis. All these facilities have proved very popular.

(ii) Control of Watercourses, Ditches and Ponds

The borough is drained by the Hogsmill River and its tributaries, which river is a tributary of the Thames.

The Surrey County Council, by Order, took over the maintenance and improvement of the Hogsmill River and the greater portion of the tributaries, and as the works of improvement are completed the responsibility for the completed sections is handed over to the Thames Conservancy. Payment for the maintenance and construction already referred to is met as to 50 per cent. by the County Council, and 50 per cent. by the authorities draining thereto on a water-shed area basis.

These arrangements still leave the upper reaches of the tributaries and the local ditches to be dealt with by the Town Council, and they have from time to time carried out schemes of piping-in.

(iii) Disinfestation of Premises and Articles

Problems of this nature do not arise very frequently, but when they do are readily dealt with by the use of suitable insecticides.

There is no difficulty about this; Surbiton can well undertake any of this work though it need not be done directly but some could be the subject of contracting.

(iv) Drainage of Trade Premises

The control of trade wastes rests with the Town Council, and steps are taken when new factories are built, or new processes commenced, to ensure a neutral effluent. There have been cases in the past where trade wastes have found their way into the sewers without the Town Council's knowledge, and a considerable amount of work has been done in tracing these wastes to particular factories and, thereafter, arranging with the owners for suitable neutralising plants to be installed to ensure that the factory waste is suitable for treatment at the Disposal Works and not harmful to sewers.

Similar action is also taken to prevent oil discharge into the rivers and watercourses.

(v) Mortuaries and Post-mortem Rooms

A mortuary and post-mortem room, including refrigeration facilities, is provided. It was modernised just before the war and has had more up-to-date equipment installed in recent years.

It is well maintained and adequate for the district.

The number of bodies received is about 75 per annum.

Reciprocal arrangements have been made with neighbouring authorities as the mortuary has to be closed when the part-time attendant is on leave or ill. This has been found a satisfactory way to cover temporary absences as it is difficult to find a "stand-in" for this type of work.

(vi) Public Conveniences

The Town Council have provided seven public conveniences within the borough, and eight conveniences on recreation grounds available to the public when the grounds are open. In addition, they have arranged for facilities for men adjoining five public houses. They have schemes for providing a further three conveniences, one of which will be constructed at Chessington shortly.

The conveniences are provided with one free W.C. for each sex, and cold water washing facilities, except at Tolworth Broadway, where there are full washing facilities at certain times of the day. None of the conveniences is fully manned, and the whole of the cleansing is done daily by visiting staff.

When the Town Council's programme for new conveniences is completed, the whole district will be quite adequately served.

(vii) Refuse Collection and Disposal

(*a*) **Refuse Collection.** A weekly system of refuse collection obtains, salvage being collected at the same time. Refuse is collected from individual premises, and there is no kerbside collection.

Thirty-eight men are employed in gangs varying from two to six men, with nine refuse collection vehicles each hauling a large salvage trailer. There is one spare vehicle.

(*b*) **Disposal.** Surbiton have joined with Kingston and Malden in providing for joint refuse disposal facilities. The collection vehicles discharge at a specially built transfer point in Kingston, from whence the refuse is taken in bulk vehicles to a disused gravel pit at Egham, some 14 miles away.

Salvage is discharged at the old Surbiton Disposal Works where it is sorted, baled and sold.

This service is under the control of the Borough Engineer though the enforcement of the provision of dustbins is dealt with in the Public Health Department. Here reference might be made to the ambiguity of section 75 of the Public Health Act, 1936, which empowers the Town Council to require either the owner *or* occupier of buildings to provide dustbins, a situation which calls for administrative action out of all proportion to what should be necessary to get defective bins replaced.

(viii) Regulation of Buildings and Sanitation of Buildings

From the time a new building is completed it comes under the supervision of the Public Health Department so far as its future condition is concerned.

For more than sixty years the Council have vigorously administered the various Housing and Public Health Acts to secure proper maintenance of property, not hesitating to have recourse to statutory procedure and where necessary carrying out works of repair in default of owners.

The effect of this is clearly shown in the paragraph under Slum Clearance.

The number of houses made fit for occupation as a result of action by the Council was:

	1930 *to* 1945	1946 *to* 1957	*Total*
By statutory action . . .	1,457	45	1,502
By informal action . . .	4,178	2,789	6,967
	5,635	2,834	8,469

The number of houses and other premises which have had old drains removed and new installed during the past sixty years is some 2,250 and a plan of each system is recorded in the Public Health Department.

(ix) Sewerage and Sewage Disposal

(*a*) **Sewerage.** The whole of the town, except for a few cesspools in the rural areas, is main-drained and on a separate system. In recent years, a large sewer has been constructed through the town with a two-fold object: firstly, to drain the whole of Epsom to the new works of the Hogsmill Valley Joint Sewerage Board at Malden and secondly to provide adequate sewerage for a large part of Surbiton.

A branch sewer is now being constructed from this joint sewer along the Kingston By-Pass Road to the Hook Road, which will relieve minor flooding in the Hook area, and enable two existing pumping stations to be dispensed with.

Owing to the configuration of the town there will still remain five pumping stations to lift the sewage to such a height that it can gravitate to the sewage works.

(*b*) **Sewage Disposal.** Until the 8th June, 1957, Surbiton owned the Disposal Works at Lower Marsh Lane, which Works were heavily overloaded.

In 1940, an order was made by the Ministry of Health setting up the Hogsmill Valley Joint Sewerage Board, whose duty it is to dispose of the sewage of Epsom, Kingston, Malden and Surbiton, and on the 8th June, 1957, the Board's Works having been constructed, the Board took over the disposal of the sewage of the town and the Surbiton Works.

The Town Council are constructing a small works near the borough boundary at Chessington to deal with the sewage of an isolated public house and six cottages.

(x) Street Cleansing

Street cleansing is carried out by individual street sweepers, each of whom is provided with a suitable street orderly truck.

A lorry, into which the sweepings from the trucks are loaded, tours the district. In addition, the Town Council have a mechanical street sweeper loader which deals daily with the 'bus routes and shopping areas, and then proceeds to cleanse the carriageways of the district roads.

The Town Council have provided a large number of litter bins throughout the town, and a number of sand bins near the hills, so that sand is immediately available in frosty weather.

A system of automatic turnout is organised each Winter for the complete sanding of the main roads and 'bus routes as may be necessary, night or day.

(xi) Burial Grounds, Cemeteries and Crematoria

The Town Council own 22·9 acres of land in Lower Marsh Lane for cemetery purposes and, of this area, 8·5 acres are laid out as an ordinary cemetery, and 2·4 acres as a lawn cemetery.

Provision is made for Church of England, Roman Catholic and Nonconformist burials, and a chapel is provided which has been both consecrated and dedicated.

The Town Council are also responsible for the maintenance of the disused burial ground attached to the Parish Church of St. Mark, and the War Memorial in Ewell Road.

A crematorium has been built in the adjoining Borough of Kingston, so that up to the present time it has not been felt necessary to build one in Surbiton.

(xii) Parks and Open Spaces

The population of the town (June, 1957) is 63,110, the area being 4,709 acres. Of this latter figure, no less than 1,952 acres approximately are shown in the Surrey Development Plan as either Green Belt or Green Wedge.

The Town Council own six recreation grounds and one children's play-field, all of which are laid out, and total 101·43 acres. In addition, they own a further 15·60 acres which are not yet laid out, together with an area of 10·5 acres let on long lease.

Upon these recreation grounds the Town Council have provided 5 bowling greens, 11 cricket tables, 6 practice cricket wickets, 17 football pitches (one of which is a junior pitch), a netball pitch, a hockey pitch, 2 putting greens and 36 tennis courts, of which 18 are hard. They have also provided 6 children's playgrounds (with equipment) upon recreation grounds, and 1·7 acres of play-field on a housing estate. They are in the process of acquiring a further 4 acres near the Kingston By-Pass at Cranborne Avenue, for another children's play-field.

The Town Council own three estates, totalling 51·04 acres, let on long lease, the Riverhill Estate to the Surbiton Town Sports Club Limited, the Surbiton Lawn Tennis Ground to the Club, and part of the Sir Francis Barker Recreation Ground to a farmer.

They also own some 82·86 acres of open space land, mostly bordering the rivers and streams and, in addition, there are 28·68 acres of open spaces at road junctions and roadside commons.

As to parks, they will very shortly be laying out the Fishponds Estate which they own, some 13·22 acres in extent and, in addition, have three other small park areas and a part of Queens Promenade, totalling 6·45 acres. Additionally, they own 5·45 acres used for the propagation of turf.

The total area of recreation grounds, open spaces, parks and turf nursery is 315·22 acres.

As to private sports grounds, there are five in the borough totalling 38·07 acres, and detached school playing fields amounting to 9·86 acres.

The London County Council and the Surrey County Council have proposals for providing a further 175·88 acres of detached playing fields within the borough, all in the Green Wedge.

A number of the roadside gardens are planted out with bedding plants twice a year and, upon one, a carpet bedding motif is planted in the summer.

The Corporation contribute towards the upkeep of that portion of Queens Promenade which is owned by the Kingston Corporation but situated in the borough. They have in mind the development of the remainder of the water front in the town as and when the Metropolitan Water Board no longer require their filter beds.

The Town Council own and maintain propagating nurseries for the production of bedding out plants.

(xiii) Physical Training and Recreation Act, 1937

(*a*) **Community Centres.** Two community associations came into existence in the borough in the immediate post-war period, namely the Chessington Community Association and the Hook and Southborough Community Association.

Each association's area of activities lay in the southerly part of the borough where a considerable amount of housing development (both private enterprise and municipal) took place before and after the last war. That part of Surbiton is not served with cinemas, theatres and similar forms of entertainment, neither are there adequate facilities for social life. Both community associations approached the Town Council for assistance in providing community centre sites and buildings and received favourable and sympathetic response.

In 1948, the Town Council set aside a site on the Church Fields Recreation Ground fronting Church Lane, Chessington, for a community centre for the Chessington Community Association. Later, they acquired a site suitable for the Hook and Southborough Community Association fronting on the Hook Road (junction with Elm Road) in pursuance of the Hook Community Centre (Compulsory Purchase) Order, 1950.

It became apparent at an early stage that the building of two centres could not be undertaken simultaneously, mainly for financial reasons, and after many vicissitudes, very much affected by the country's economic situation, it was decided to give priority to the Hook project.

An application to the County Council and the Ministry of Education for a grant towards a scheme drawn up and approved by all parties was recently turned down by the Minister for grant and loan purposes solely on economic grounds. Undeterred by this, the Hook and Southborough Community Association, who have built up substantial funds, are now making a direct application to the Ministry to proceed with a modified scheme which has the support of the Town Council, financially and otherwise. The Education Authority (the Surrey County Council) are not joined in this modified scheme.

The Chessington Community Association have not yet formulated a scheme, and are not active at the present time largely because of lack of premises. They have been promised certain facilities in the new Hook Centre until their own scheme can be prepared and carried into effect.

(*b*) **Provision of Sites for Youth and Other Local Organisations.** The Town Council have leased for terms varying from 7 to 21 years, at nominal rents, sites for various youth and other organisations in the borough. These are mainly in suitable positions on public recreation grounds or land held for public open space and not yet thrown open to public user. The necessity for this action arises from the severe shortage of suitable land in the borough.

Strictly this facility is not provided under section 4 of the Act of 1937; but it is the kind of action which is contemplated by that section, the Corporation already owning the land.

Particulars of sites so provided are as under:

Site	*Organisation*
Land forming part of car park at King George's Field (Tolworth).	The 1034 Squadron, The Air Training Corps.
Land forming part of car park at King George's Field (Tolworth).	The Surbiton Junior Cadet Corps and the Tolworth Boys' Club Joint Headquarters.
Land forming part of car park at King George's Field (Tolworth).	The Middleton Boys' Club.
Land at Raeburn Avenue Open Space.	Surbiton Cadet and Boys' Clubs Management Committee.
Land at Raeburn Avenue Open Space.	The Surbiton Pet Club.
Land at Raeburn Avenue Open Space.	The 3rd Tolworth Scout Group.
Land at end of Elm Close, Tolworth.	The 6th Tolworth Scout Group.
Land forming part of car park at rear of 187 to 195 Ewell Road.	The Surbiton Girl Guides.
Part of the Hook Civil Defence Depot, Hereford Way.	Leased to County Council for use as a Youth Centre.

(d) Housing

(i) Provision of Houses

(*a*) **Existing Housing Accommodation.** The existing pool of housing accommodation in the borough is comprised as under:

Pre-war estates	313 houses.
Post-war estates	657 houses.
	274 flats.
	102 bungalows, including temporary bungalows.
	1,346

Properties still under requisition for housing purposes—29 houses accommodating 45 families.

Halfway houses—5 (accommodating 28 families).

All pre-war and new post-war houses have been used to meet general housing needs in the borough except for the Fairmead and Hartfield Road Estates, where 28 housing units have been provided to meet the needs of old people on the housing waiting list.

(*b*) **State of Waiting List.** Notwithstanding the building which has been undertaken by the Corporation since the war, the housing waiting list stands today at 826, of which 380 are considered by the Housing Committee to be in urgent need of rehousing.

To meet the needs of those families who do not necessarily have to be housed in the borough, the Town Council have participated in the former Industrial Selection Scheme, are recognised by the Ministry of Housing and Local Government as an exporting area under section 9 of the Housing Subsidies Act, 1956; and also participate in Town Development, having been provisionally allocated 71 houses in the Frimley and Camberley Town Development Scheme.

(*c*) **Proposed New Dwellings.** The Town Council have in hand (or are preparing) the following schemes:

(1) "Alfriston," Berrylands Road—28 old people's flats.
(2) Raeburn Avenue Estate—32 old people's flats.
(3) 119 Maple Road—4 two-bedroom maisonettes.
(4) Former car-breaker's site, Church Lane—A site of 0·68 of an acre is being acquired and will be developed in due course by the erection of approximately 17 dwellings.
(5) Land fronting Old Ewell Road, Broadway—Negotiations are now proceeding with the owners of this site for its development (*inter alia*) for housing purposes.
(6) Redevelopment of temporary bungalow site—This is a scheme for replacing the 90 temporary bungalows on the Middleton Estate with 109 permanent houses. The scheme is in four phases, and Phase I (25 houses) is nearing completion.

Because of the need to restrict capital expenditure, the Ministry of Housing and Local Government have drastically reduced the Town Council's building programme for 1958. It had been intended to proceed this year with the erection of all the dwellings in schemes (1), (2) and (3) above, and the second phase of scheme (6), a total of 87 dwellings, but the maximum number of dwellings which the Ministry would allow the Town Council to proceed with this year was 50, and accordingly it is proposed to construct the 28 old people's flats in scheme (1) (work now proceeding) and 22 of the old people's flats in scheme (2).

(*d*) **Availability of Land.** Because of the green belt provisions of the Surrey Development Plan no further sizeable sites are available for housing development, the development area being substantially built up. Future development by the local authority and private enterprise must of necessity be confined to infilling and the redevelopment of existing properties involving in many cases the demolition of large and uneconomic houses.

(*e*) **Release of Requisitioned Properties.** The powers of local authorities to retain requisitioned properties will expire on 31st March, 1960, and the Town Council are progressively releasing properties as and when they can find other accommodation for licensees. Over the past two years some 30 properties (housing 53 families) have been released.

In order to continue the halfway houses or intermediate provision when requisitioning powers cease in 1960, the Town Council are negotiating for a seven-year lease of three large properties for use as halfway houses. Families admitted to halfway houses are now advised in writing at the time of admission that they are expected to seek other accommodation for themselves as soon as possible, and in any event within twelve months of the date of their admittance.

(*f*) **Housing Management.** The management of the council houses and requisitioned properties is undertaken by the Housing Department under the direction of the Housing Officer.

The day-to-day repair and maintenance of council dwellings is undertaken by direct labour, although in isolated cases (for instance where the work is of a major or urgent nature) local building contractors are called in. The decorating programme provides for the external painting of council dwellings approximately every five years and the partial internal decoration of dwellings every seven years.

100 lock-up garages have been provided on the various housing estates.

Since 4th April, 1955, a Council House Rents Scheme has been in operation, under which every tenant is asked to pay the maximum rent which is the economic (unsubsidised) rent, but if he feels this is more than he can afford to pay, he can apply for a rent rebate. The first step in assessing the rebate is to calculate the family income, and the scheme sets out what receipts will be included for this purpose. The rent payable is then arrived at on the basis of one-sixth of the family income, with additions for other members of the family with an income and deductions for dependent children.

(ii) **Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses.**

(*a*) **Loans under the Housing Acts.** The Town Council have made advances under the Small Dwellings Acquisition Acts and the Housing Acts; the number of current advances is 434 and the total principal outstanding is £526,000.

For the past two years, there has been a general suspension of advances under the Housing Acts, because of credit restrictions, but the Town Council have now decided to resume advances for a trial period and the approval of the Minister is being sought to certain revisions of the scheme of advances.

(*b*) **Improvement Grants.** The Town Council have recognised that owners of the older type of property can be encouraged to bring those properties up to a better standard, and so prolong their useful life, by making improvement grants under the Housing Act, 1949.

To date, 47 grants have been made, totalling £4,680.

The types of cases in which improvement grants are made by the Town Council are:

(1) Where new housing accommodation is provided by the conversion of an existing building;

(2) Where additional accommodation to meet the requirements of the family occupying the house is provided;

(3) Where improved sanitary arrangements or a system of water heating, or both, are installed.

Cases which do not fall within the above categories are considered on their merits.

As a general principle, the Town Council have decided to limit grants for improvement works to a maximum of £100, save in exceptional circumstances, and grants for works of conversion to £200 for each unit of accommodation provided.

(iii) Regulation of Buildings and Bye-laws

As provided by section 61 of the Public Health Act, 1936, the Town Council have made Bye-laws as to new buildings. The current Bye-laws were confirmed by the Minister of Housing and Local Government, and came into operation on 15th February, 1954. These Bye-laws, which are based on Model Bye-laws, Series IV, regulate such matters as (*a*) the construction of buildings, materials to be used, the space about buildings, their lighting and ventilation, the dimensions of rooms, height of buildings and chimneys, and (*b*) the sanitation of buildings, including the drainage of roofs, communication between drains and sewers and construction of private sewers.

(iv) Slum Clearance

The borough is entirely free from slum areas, and the return to the Ministry under the 1954 Act showed only six individual houses out of a total 18,466 permanent dwellings listed for demolition or closing procedure.

This is no doubt due to the active policy of the Council during the past sixty years not only in relation to the elimination of worn out property but in enforcing the proper maintenance of houses under the repairs sections of the Housing and Public Health Acts.

Before the last war, eleven clearance areas were represented under Housing Act, 1930, and eight confirmed, as a result of which 58 houses were demolished and 144 persons rehoused by the Town Council.

Since 1935, 49 individual houses were dealt with by Demolition Orders and 110 persons rehoused whilst 18 Closing Orders were made on parts of buildings involving 44 persons who were found other accommodation by the Town Council.

(e) Personal Health and Welfare

(i) Powers and Duties under the National Health Service Acts

The responsibility for providing the general public in Surrey with personal health services under the National Health Service Acts (which does not alter the responsibility of the county district councils for housing and environmental health services) rests on three different bodies, namely:

(*a*) **On the South-west Metropolitan Regional Hospital Board** to provide hospital and specialist services;

(*b*) **On the Surrey Executive Council** to provide, by arrangement, general medical and dental services, pharmaceutical services and supplementary ophthalmic services;

(*c*) **On the Surrey County Council,** as Local Health Authority, to provide through the County Health Committee services directed to:

(1) The prevention of illness and the maintenance of health:
Care of Mothers and Young Children
Midwifery
Health Visiting
Immunisation and Vaccination
Prevention of Illness; Care and After-Care of the Sick;

(2) The care of persons suffering from certain long standing or permanent illnesses or defects:
   Tuberculosis
   Mental Illness and Mental Deficiency;

(3) The supplying of certain medical auxiliary services:
   Ambulance Service
   Home Nursing
   Home Helps

The School Health Service is administered by the Education Committee and the divisional executives.

For County Health purposes the county is divided into the same nine divisions as those selected for County Education purposes. The County Health Divisional Sub-Committee for the North Central Division comprises the Boroughs of Surbiton, Kingston and Malden and Coombe and the Urban District of Esher. Each of the four county district authorities appoint annually four representatives on the sub-committee, and eight members are appointed by the Surrey County Council.

The divisional sub-committees are responsible for the day-to-day administration of the domiciliary and clinic services, advise the County Health Committee on local considerations affecting health policy matters generally and co-operate with the County Committee on matters of senior divisional staffing. The sub-committees are also responsible for the registration and supervision of the private day nurseries and child-minders in their divisions.

The sub-committees are entrusted by the County Health Committee with "a measure of financial autonomy, they being authorised to spend on any one item up to £50 on equipment and up to £100 on upkeep of buildings. These amounts must have first been included in the approved annual estimates." (Surrey—General Reference Book, 1956).

(ii) Mental Health Services

These specialised services are at present under active review nationally following the recently published report of a Royal Commission.

At present, although mental hospitals and mental deficiency institutions are administered by the Regional Hospital Board, the County Health Committee have substantial responsibilities, including the taking of proceedings for the care of persons of unsound mind and the duty of ascertaining what persons are mentally defective, as well as the supervision of such persons while they are living in the community. The general medical administration of the service rests with a Senior Medical Officer on the central staff of the County Health Department and the day-to-day lay administration lies with the mental health section of the County Health Department. For mental deficiency purposes there is also on the central staff an Assistant Superintendent Health Visitor with mental health experience and qualifications.

For the purpose of the mental health service, the county is divided into eleven areas, each in charge of a duly authorised officer, who is responsible for the initial care, certification, and conveyance to hospital of persons of unsound mind; for visiting male defectives over the age of 16 years who are under voluntary or statutory supervision or on licence; and for the taking of any steps which may be necessary to further the mental welfare of persons in his area. Each officer works from a local office. The visiting of female defectives and of male defectives under the age of 16 years is undertaken by the health visitors.

The County Council control a number of occupation and training centres for mentally defective children which provide for the day training of defective children excluded from school by reason of mental disability, but who are capable of making a reasonable response to training which is suited to their special needs.

(iii) Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944.

(*a*) **Functions of the County Council.** The County Welfare Committee was first set up in July, 1948, under the National Assistance Act of that year and the following two important social services are now the principal functions of the Committee:

(1) The care of the aged and infirm according to need; and

(2) The welfare of the handicapped.

These last include the blind, the deaf and dumb, and the crippled and the epileptic.

Other responsibilities of the committee include the provision of temporary accommodation for persons rendered homeless through fire, flood and other unforeseen circumstances and the registration and inspection of private accommodation for aged and handicapped persons.

The county is divided into the same nine divisions for local administration as with the county health services, and the same county district authority clerks who act as secretaries to the health divisional sub-committees deal with the secretarial work of the welfare divisional sub-committees.

Whilst major policy and finance are dealt with by the county welfare committee itself, the divisional sub-committees advise on all local considerations and, in respect of buildings and equipment, enjoy the same financial powers as the health sub-committees. The making of staffing appointments in the division, with the exception of principal officers, is also within the purview of the divisional sub-committee.

(*b*) **Functions of the Surbiton Borough Council.** The Town Council are responsible under section 47 of the National Assistance Act, 1948 (as amended) for the compulsory removal to suitable premises of persons in need of care and attention.

Whilst potential cases are often under consideration they have hitherto always been dealt with by some means short of application for a Court Order.

There is natural reluctance to use compulsory powers except as a last resort and "suitable premises" are not readily available, as request has to be made to the County Welfare Department or the Regional Hospital Board.

It is felt that if the authority responsible for such action also had control of suitable homes for which many such cases are suitable rather than hospital, the administration would be enormously simplified because persuasive measures could be adopted with undoubted success in the majority of cases.

The Town Council are also responsible under section 50 for disposal of the dead where no suitable arrangements have been made by anyone else.

Seven bodies have been buried since the Act came into force and no particular difficulties have arisen.

Section 31 of the Act of 1948 enables a local authority to make contributions to the funds of any voluntary organisation whose activities consist in or include the provision of recreation or meals for old people. The Town Council make annual grants to the Surbiton branch of the British Red Cross Society towards the cost of the "Meals on Wheels" service operated by the branch, which delivers hot meals to elderly people.

The Town Council have recently made a grant of £300 to the Surbiton Housing Association towards the cost of administering the old people's hostel which the association have established at 10 Langley Avenue, Surbiton.

A large house owned by the Corporation, known as "Alfriston," Berrylands Road, is being leased to the Surbiton Old People's Welfare Committee, to be used for the welfare of aged people. The Town Council will make a grant towards the cost of adapting the property and towards the association's expenses in administering it, and an annual grant to meet the rent of the property.

(iv) Care of Children

The Children's Committee of the Surrey County Council, established under the

Children Act, have the responsibility for all children and young persons deprived of a normal home life who are received into the County Council's care, and also have important functions in connection with child life protection and adoption. The committee also administers an approved school and remand home. The 1,500 or so children for whom the committee has temporarily or permanently a direct responsibility are cared for in three main ways: in private foster homes, in small residential nurseries, children's homes and in boarding schools and other accommodation maintained by voluntary organisations or other public authorities.

(v) Registration of Nurseries and Child-Minders

This function is undertaken by the divisional health sub-committees on behalf of the county health committee. Appropriate conditions are imposed on registration including conditions with regard to such matters as accommodation, equipment and staffing; registration may be cancelled where these conditions are not complied with.

(f) Town and Country Planning

(i) Town Planning

The Town Council prepared a draft planning scheme for the borough prior to the 1939/1945 war which, although submitted to the then Minister of Health, was never confirmed by him, owing to the war. Together with the proposals relating to Surbiton contained in the Greater London Plan, 1944, this draft scheme eventually formed the basis of the Surrey Development Plan, 1953, prepared pursuant to the Town and Country Planning Act, 1947, by the Surrey County Council (the local planning authority) in conjunction with all the county districts in the County. This Development Plan has now been approved by the Minister of Housing and Local Government.

In accordance with section 34 of the Town and Country Planning Act, 1947, the Surrey County Council have delegated, with certain reservations, most of their powers under the Act. As a consequence, all applications for development in the borough (including applications for consent to display advertisements) are made to the Town Council in triplicate, on forms provided (2 copies are required for use by the Town Council and the other copy is despatched to the County Council for record purposes). Applications for determination under section 17 of the Act are also dealt with by the local authority, and a register is kept of all applications in accordance with section 14 of the Act.

A representative of a firm of planning consultants engaged by the County Council inspects every application before it is submitted to the monthly meeting of the appropriate committee of the Town Council (this committee have power to make decisions on applications without reference to the full Town Council) and "schedules" those applications which he, in accordance with directions received from the County Council, decides should be considered by the Surrey Town and Country Planning Committee or a sub-committee thereof (so far as Surbition is concerned, the Riverside Area Sub-Committee, who also deal with similar matters for the Boroughs of Barnes, Kingston and Richmond and the Urban District of Esher). Some applications are automatically scheduled, i.e. (*a*) Applications for advertisements and petroleum stations outside the area of development, e.g. in the Green Belt; (*b*) Applications for development by local authorities; (*c*) Applications for new industries; (*d*) Applications to develop large estates; and (*e*) Proposals which conflict with the Development Plan, in particular development within the Green Belt.

All applications, including "scheduled" applications, are considered by a committee of the Town Council; whilst this committee are able to make decisions on those applications which are not scheduled and so enable immediate notice of those decisions to be given to the applicants, in the case of scheduled applications their comments and suggestions only are required in the first instance. These comments, which usually take the form of a suggested decision (giving detailed reasons for conditional permissions and refusals) are made known to the County Council's Planning Consultants who report their own views as well as the views of the local authority to a technical panel (the Riverside Area Technical Sub-Committee), comprising the County Planning Officer and certain officers of the constituent authorities, who in turn report to the Riverside Area Sub-Committee, comprising members of the County Council and of the constituent authorities. Except in the cases referred to at (*a*) and (*b*) above (where the application is decided by the County Planning Committee) the Area Sub-Committee in turn make a recommendation back to the local authority and the latter normally pass a formal resolution in accordance with this recommendation. It sometimes happens that this recommendation of the Area Sub-Committee is not in accord with the original views of the local authority, and in such cases if the local authority are still inclined to adhere to their original view, the application is submitted for final decision to the County Planning Committee. In the case of all applications, including those which are decided by the County Planning Committee, the local authority (Surbiton) prepare and despatch a notice of the decision and a copy of this decision is sent to the County Council for record purposes.

One other type of development is the concern of the local authority, and that is development by government departments; in these cases details of the proposals are submitted to the Town Council and the County Council for observations and the final decision rests with the Minister of Housing and Local Government.

There are other planning matters which are dealt with by the Town Council directly, in accordance with regulations made under the Town and Country Planning Acts, 1947 and 1954, such as purchase notices and claims for compensation. Although building preservation orders and tree preservation orders are made by the local authority if necessary, it is normal to obtain the approval of the County Council as in most cases the local authority would require the County Council to contribute towards any compensation which might be payable as a result of such orders.

From 1st July, 1948 (the date of the coming into force of the Town and Country Planning Act, 1947) until 31st March, 1958, 3,379 applications have been considered by the Town Council, of these 521 applications were scheduled and of those which were scheduled 104 were decided by the County Council. Over the same period 55 appeals against decisions were made and except in a few cases where consent to display advertisements was refused, in each case an inquiry into the appeal was held before an inspector of the Ministry of Housing and Local Government. Of these appeals 10 were allowed, 13 were allowed on conditions, and 32 were dismissed. Except in one or two exceptional cases where the Town Council could not support the decision of the County Council, the local planning authority's case at local inquiries has been prepared and put by officers of the Town Council with the help, in some cases, of evidence given by the County Council's Planning Consultants. Another aspect of town planning control which is the entire responsibility of the local authority, is to discover and take appropriate enforcement action in all cases where development takes place without permission. The Town Council's officers have conducted any litigation arising out of these enforcement actions.

Whilst the present delegation arrangements work well, within their limitations, those limitations are thought to be unduly restrictive and to be the cause of considerable delay in dealing with applications (see Parts II and III of this Evidence).

(ii) National Parks and Access to the Countryside Act, 1949

(*a*) **Duties under Part IV.** The Council of this borough are directly concerned with the provisions of Part IV of the Act of 1949 (Public Rights of Way); in particular those dealing with the creation of new public rights of way and the diversion and closure of public paths. In connection with the survey of rights of way they have co-operated with the surveying authority (the Surrey County Council) as indicated in the following paragraph.

(*b*) **Survey and preparation of Map and Statement (Sections 27 to 33).** In 1950, at the request of the surveying authority (the Surrey County Council) this authority reviewed all public rights of way in the borough, and supplied the information required to enable the draft map and statement referred to in section 27 of the Act to be prepared. The draft map and statement were approved and placed on deposit in April, 1952, representations and objections subsequently being dealt with by the surveying authority. The provisional map and statement were prepared and placed on deposit in May, 1957; applications to Quarter Sessions by objectors have nearly all been disposed of, and the definitive map and statement will shortly be prepared.

In connection with both the draft map and statement and the provisional map and statement, local information and evidence was prepared and submitted to the surveying authority, as necessary, by this authority.

Thirty-seven public paths are delineated and described in the map and statement; thirty being footpaths and seven bridleways. The majority subsist in the southerly part of the Borough lying within the Metropolitan Green Belt.

(*c*) **Diversion and Closure of Public Paths.** The borough is almost fully developed in the north; a substantial portion of the southerly part lies in the Metropolitan Green Belt where further building development is precluded. Such diversions of public paths as are normally necessitated by extensive building development mostly took place before the Act of 1949 came into force. In 1954, however, public footpath No. 21 (Church Lane to Bridge Road) was diverted by Order under the Act; diversion of public footpath No. 33 at Barwell Court, Chessington, skirting the Government Office buildings, is being dealt with at the present time. No public paths have been closed except as to part, in conjunction with a diversion.

(*d*) **Obstructions.** Such cases of obstruction of public paths as have taken place have been dealt with satisfactorily without recourse to action in the Courts.

(g) Traffic

(i) Construction, Improvement and Maintenance of Roads and Bridges

There are within the borough 2·13 miles of trunk road (A.3—Kingston By-Pass), 14·99 miles of claimed county roads and 62 miles of district roads.

The trunk road is maintained by the Surrey County Council as agents of the Ministry of Transport and Civil Aviation. The Town Council maintain the claimed county roads, the district roads and bridges, the expenditure on the former being fully reimbursed by the County Council. The difficulties which have arisen in this connection are indicated in Part II.

The Town Council have always had in mind the necessity to improve their roads and, as opportunity presents itself, have done so.

With regard to claimed county roads, improvements are much more difficult because so little money has been available since the war. The major works carried out have been the introduction of three sets of traffic lights, the acquisition of land for a future roundabout, and the widening of a short length of the Leatherhead Road (A.243).

On the question of county main road maintenance, whilst it has not been possible to secure from the county all the money desirable, the Town Council have been able to improve the running surfaces of several roads although a number are still too narrow for modern traffic.

As to district roads, the Town Council have for some years adopted a policy of repaving the footpaths with slab paving, which had progressed very satisfactorily until two years ago, when loan sanctions were no longer available for this work.

With regard to carriageways, they have been pursuing a policy of modernising the camber and laying ¾″ bitmac carpet, thus eliminating surface dressing.

The town has been developed particularly since the 1920's with roads having grass verges and street trees, all of which are regularly maintained by the Town Council.

(ii) Street Lighting

The whole of the repairable roads in the built-up area of the town, with the exception of the main carriageway of the trunk road, are lit electrically. There are 2,057 Tungsten lamps, 194 Mercury Vapour lamps, and 11 Sodium Vapour lamps. A gradual improvement to the lighting of the through and 'bus routes was commenced before the war, and carried on since with Class 'A' lighting, mainly with Mercury Vapour, but with a short length of Sodium. Further work of this nature has been included in the estimates for the current financial year.

As to district roads which are at present lit with Tungsten lamps, the Town Council considered commencing a scheme of improving them up to Class 'B' lighting standard, with the introduction of modern equipment, but found themselves unable to finance such a scheme in this financial year.

Opportunity is being taken where new estates are being developed for Class 'B' lighting of modern standards to be introduced.

The question of the uniform lighting of through routes is mentioned in Part II.

(iii) Naming of Streets and Numbering of Houses

The Town Council control the naming of streets and the numbering of houses, but invite developers to suggest names before passing a resolution. Where necessary, the re-numbering of streets is carried out, but only if there is no alternative but, on new estates, the Town Council prescribe the numbering to be used by the developers.

(iv) Parking Places

The Town Council are fully alive to the necessity of providing parking places and, to this extent, have set up a car parking sub-committee of the Highway Committee to consider and report on this subject.

As to street parking places, they have provided 9 with provision for 145 cars.

With regard to off-street parking places, they have provided these for Broadway, Tolworth, Hook Road by Clayton Road, and Ewell Road (near Browns Road) with a total accommodation for 89 cars. They are in the process of acquiring land near Surbiton Station and at Broadway for this purpose.

In addition to parking places, unilateral waiting has been introduced in a number of streets in the town, and 'No Waiting' restrictions have been recommended for a certain length of Ewell Road.

The necessity for parking space in connection with new development of factories and offices is well considered when dealing with planning applications.

Observations on general questions of traffic regulation are contained in Part II.

(v) Road Safety

The Town Council have had for many years past a Local Safety Committee with a part-time Road Safety Organiser. This committee comprises not only members of the Town Council but also representatives from transport organisations, police, road users and local associations.

The committee consider suggestions for improvements to the highways, which are forwarded to the Highway Committee for further consideration and implementation.

They also carry out schemes of propaganda and advertising, and generally support to the fullest extent all schemes for road safety, particularly amongst children.

The Town Council support the Safe Driving Competition of the Royal Society for the Prevention of Accidents, and it is interesting to note that they have in their employ one driver with 30 years' safe driving, 7 with 10 years and over safe driving, a further 8 with medals and 4 with certificates, making a total of 20 drivers who have received safe driving awards.

(vi) 'Bus Shelters

In the past, 'bus shelters at strategic points have been provided by the London Transport Executive, but the Town Council have been refused 'bus shelters at a number of points at which they feel such a shelter is necessary. Further, the type of shelter provided is not in keeping with the town.

One shelter at the Red Lion 'bus stop (Ewell Road) was provided before the war by a private individual.

Under the provisions of section 4 of the Local Government (Miscellaneous Provisions) Act, 1953, the Town Council have decided to provide one shelter at Chessington crossroads which they consider essential.

(vii) Private Street Works

The Town Council, for a great many years, have adopted the principle that developers must lay out and complete new streets as the estates are developed so that the roads are adopted as highways repairable by the inhabitants at large upon completion.

Before the war, this was purely a verbal arrangement, but with the introduction of the New Streets Act, 1951, the Town Council insist upon the completion of agreements under section 146 of the Public Health Act, 1875. There are, therefore, only three private front streets in the town not covered by such an agreement. These are very old, and do not amount to an eighth of a mile in length, and, whilst not up to the standard required for adoption, are in sufficiently good condition to justify the Town Council not proceeding under the Private Street Works Act, 1892. Also in this category are 5·88 miles of back streets and, here again, the Town Council have felt that expenditure upon improving them to repairable standard would not be justified except in one case where the back street has become the principal means of access to flats, and action is being taken accordingly.

The Town Council have made New Streets Bye-laws which came into force on 1st March, 1937, but relaxations are permitted in accordance with Circular 19 of the then Ministry of Local Government and Planning, dated 25th April, 1951.

PART II

Defects in the present arrangements and suggested remedies

(b) Education

The Town Council's general observations in this connection are contained in Part III.

(e) Personal Health and Welfare

The Town Council's general observations in this connection are contained in Part III.

(f) Town and Country Planning

The present system of delegation seriously restricts the powers of the local authority and considerable delay is experienced with certain applications which are outside these delegated powers. The county policy is of necessity rigid, whereas with varying local circumstances it is sometimes desirable to look upon a proposal in the light of local circumstances and needs.

The Town Council, therefore, feel that they should have wider powers.

(g) Traffic

(i) Construction, Improvement and Maintenance of Roads and Bridges, Trunk Road (A.3) (Kingston By-Pass)

The Town Council feel that they should have more control over the maintenance, improvement and safety measures of the trunk road (Kingston By-Pass). They have, from time to time, submitted to the Ministry schemes of this nature, a number of which have been carried out and some refused. They feel very strongly that they have a duty to the ratepayers to see that all possible steps are taken to make the By-Pass safe, but are frustrated because they have no control.

(ii) Street Lighting—Lighting of Through Routes

Opinion has been expressed that the lighting of through routes should be of the same pattern through the different authorities' areas, and to this extent, consultation should take place between those authorities. The Sodium lamps already referred to in Part I were introduced in conformity with this opinion. One way of achieving the desired object would be to set up consultative and advisory committees of the authorities concerned. The Minister of Transport and Civil Aviation has convened a conference of authorities in Greater London with this purpose in view.

(iii) Traffic Regulation

With respect to road traffic generally in the London Traffic Area, the Minister may make regulations for controlling or regulating vehicular and other traffic on roads (London Traffic Act, 1924, Section 10).

The following powers, which in the provinces are exercised by County Borough and District Councils, do not apply to the London Traffic Area:

Section 46 (Power to restrict use of vehicles on specified roads) of the Road Traffic Act, 1930;

Section 29 (Power to prohibit or restrict use of vehicles on certain roads) of the Road and Rail Traffic Act, 1933 (Road Traffic Act, 1956, Section 33);

Section 68 (Power to provide parking places for vehicles) of the Public Health Act, 1925, so far as it relates to street parking.

It will therefore be seen that, as respects the Borough of Surbiton, the Town Council have no voice in the regulation of such matters as street parking, except to make representations to the Minister, to the Metropolitan Police, and to the London and Home Counties Traffic Advisory Committee. On this last-mentioned body, which was set up by the London Traffic Act, 1924, to advise and assist the Minister, Local Government in Surrey is represented by one member (appointed by Surrey County Council). There are altogether 23 local authority representatives on the committee, whose membership was recently increased from 40 to 45 to allow a greater representation of traffic interests (local authority representation being unchanged).

Why this has come about is a matter of history, but the Town Council, in common with their neighbours, would welcome a stronger local influence in this field, e.g. by the representation on the Advisory Committee of small groups of county district authorities in the Metropolitan Area, coupled with the conferment of greater powers upon that committee itself, so as to ensure a greater participation by local government representatives in the regulation of traffic in the metropolis; alternatively, district councils should be given a discretion in the application, to their areas, of general traffic regulations.

PART III

General Observations of the Town Council on the Local Government organisation of their area

A. Post-war Developments in Local Policy

Since the war, the Town Council have considered on a number of occasions questions relating to boundary revisions and Local Government reorganisation, and the following views have been formulated by the Town Council on these matters:

(*a*) **Proposed amalgamation of the Boroughs of Kingston, Malden and Coombe, and Surbiton.** At the meeting of the Town Council on 3rd June, 1946, a letter was received from the Town Clerk of Kingston, inviting the Town Council to appoint representatives to confer with representatives of the Boroughs of Kingston-upon-Thames and Malden and Coombe, in order to explore the possibilities of the amalgamation of the three boroughs with county borough status. After careful consideration the Town Council adopted the under-mentioned resolutions:

"(i) That, in the opinion of this Council (1) current tendencies show a clear conviction that the cure for present day confusion in Local Government arrangements lies in the direction of a simplified and more logical definition of the functions of the greater and lesser local authorities respectively; (2) a separation of some three or four important local authority areas in North East Surrey out from the body of the administrative county (which separation could not logically be confined to those areas) would not be a constructive operation and the creation of a county borough would therefore be a retrograde step; (3) the merging of a community approaching sixty thousand inhabitants in a larger unit would involve a reduction in the total numbers of council members, and a consequent lessened intimacy of contact between representative and constituent as well as some remoteness between citizen and 'town hall', and would therefore in that respect not lead to improved Local Government.

Resolved therefore:

(ii) That the invitation be declined."

(b) **Local Government (Boundary Commission) Act, 1945.** In March, 1947, Lord Merthyr, an Assistant Commissioner of the Local Government Boundary Commission, consulted with members and officers of the Town Council in order to obtain local views on possible revisions of boundaries and status. After the consultation, the Town Clerk expressed in writing to the assistant secretary of the Commission the following views of the Town Council upon possible changes in the local structure:

The Town Council saw no need to interfere with the Borough of Surbiton as at present constituted, but if alterations must be made they had some constructive proposals to put forward which, while leaving Surbiton an entity within its present boundaries, would, the Town Council believed, serve the interests of Local Government in general.

On the suggestion that a county borough comprising the whole of Metropolitan Surrey be established, this involved a choice between an all-purpose authority and two-tier government, and the Town Council expressed themselves in favour of two-tier government.

The Town Council did not favour the formation of four or five county boroughs covering Metropolitan Surrey, of which Croydon would be one, and Barnes, Richmond, Kingston, Malden and Surbiton another.

On the suggestion that a new county comprising the whole of Metropolitan Surrey should be established, the Town Council said that they favoured two-tier government and they also favoured as close contact as was possible between the major and the minor authorities and for these reasons they favoured the division of

Surrey into two counties, i.e. Metropolitan Surrey and Extra-Metropolitan Surrey. This would bring the county towns nearer to the minor local authorities and would involve the disestablishment of Croydon as a county borough.

The Town Council considered that a South London County Council for the areas of Metropolitan Surrey and Metropolitan Kent would be unnecessarily large and they did not favour it.

On the fusion of Kingston, Malden and Surbiton, the Town Council referred to their resolution of 3rd June, 1946, opposing this proposal. The merging of the three authorities into a larger unit would involve a reduction in the total numbers of council members and a consequent lessened intimacy of contact between representative and constituent, as well as some remoteness between citizen and "town hall" and would therefore in that respect not lead to improved Local Government. The County Councils and County District Councils were to a great extent carrying out distinct and separate functions but the Town Council suggested that the County Council should be the local authority for a minimum of major matters of wide significance, while the minor local authorities should by necessary delegation, or otherwise, have secured to them the residue of Local Government powers in all matters which could be reasonably relegated to local control. In order to bring about still further integration, the Town Council suggested the election of county councillors by the minor local authorities, which would secure at once the choice of the persons best fitted for the purpose and (at any rate if members of the minor local authorities were chosen) the regular education of the minor local authorities in the functions and activities of the County Councils.

(*c*) **Reorganisation of Local Government.** In 1953 the Town Council appointed a sub-committee to consider the views of the several local authority associations on the reorganisation of Local Government. On 8th March, 1954, the Town Council approved and adopted the following conclusions of the sub-committee:

"(i) The sub-committee favour a two-tier form of government in which there would be mainly County Councils and County District Councils but in which District Councils would be entrusted with wider powers than at present;

(ii) A review of the powers of County Councils and County District Councils should be undertaken by an independent body and the sub-committee suggest that the Boundary Commission, being eminently suitable for the task, should be set up again with more extensive powers and duties than before. Any decision of the Commission in granting powers to County District Councils would thus be in the nature of an award as distinct from the delegation schemes contemplated by the county memorandum;

*(iii) In order to afford County District Councils some measure of control over the spending by County Councils of the money raised by precept, members of the County Councils should be appointed by the County District Councils instead of being independently elected as at present."

*NOTE: The Town Council, at their meeting on 23rd May, 1958, decided to withdraw as a statement of policy the suggestion contained in paragraph (iii) above, and to urge the Royal Commission to consider the desirability of County District Councils being given some measure of control over expenditure now the subject of precept by County Councils.

(*d*) **White Paper on Local Government Areas and Status (Cmd.9831).** In October, 1956, the Town Council, on consideration of a report in this connection decided that, subject to reconsideration of particular matters in the light of the Government's expected decisions upon Local Government finance and distribution of Local Government functions, the Town Council adhere to the line of policy which they had maintained since 1946.

(*e*) **White Paper on Local Government Functions (Cmd.161).** In July, 1957, the Town Council decided to support the views of the Association of Municipal Corporations expressing dissatisfaction with the proposals contained in the Second White Paper on the following grounds:

(1) The failure to confer powers directly on non-county boroughs and the withdrawal of powers now exercised by direct conferment;

(2) The extension of the system of delegation to a wider range of functions in the face of the well-known objection of non-county boroughs to this device; and

(3) The adoption of a uniform level for automatic delegation (i.e. 60,000) irrespective of the nature and requirements of the services concerned.

(*f*) **Local Government—Greater London.** In October, 1957, the Town Council, after consideration of a general report upon this subject, decided to re-affirm their farmer decisions of policy, and added the following (among other) resolutions:

(1) That this authority is opposed to the partition of the Administrative County of Surrey, or to a merger of Metropolitan Surrey, with any administrative area outside the present boundaries of Surrey;

(2) That, subject and without prejudice to the foregoing, the Town Council would consider on their merits any proposals for wider schemes of co-operation with neighbouring authorities and, where appropriate, with the County Council."

B. General Observations upon certain matters where changes may be considered desirable

1. Areas of Administration

Experience seems to suggest that what is a suitable and effective area of local government administration depends (*inter alia*) upon:

(*a*) The service or services to be provided;

(*b*) The powers to be exercised in order to provide the service or services, such powers being those concerned with:

  (i) planning, co-ordination and financial control;

  (ii) day-to-day administration.

A number of services can be (and are) conveniently and effectively provided, in all their aspects, by large or medium sized County District Councils within their present areas without enlargement. To enlarge the areas would not necessarily make for more effective convenient Local Government for the purposes now being considered; it might merely take Local Government further away from the electorate. There are, however, exceptions, e.g. sewage disposal (a subject electorally neutral, and of its nature susceptible of treatment on broad geographical lines).

In considering the present county services, it is submitted that it is necessary to look at each service to see what is the smallest area of Local Government within which the service, in its various aspects, can be conveniently and effectively provided. The results of all such investigations have tended to show that:

(*a*) There is considerable variation in the matter of suitable areas as between one service and another;

(*b*) A distinction must often be drawn between (i) planning, co-ordination and finance and (ii) day-to-day administration. Where that is so, the relations between the authorities who share these responsibilities should be carefully defined. A "lower-tier" authority should not, it is submitted, be placed in a state of dependence upon a higher. For example, it should be empowered to "contract out' and to act independently, if need be, though in co-operation with other authorities if the service appears to require it. The machinery of such co-operation is well known but is too commonly thought of exclusively in terms of joint boards and joint committees. The following paragraph appeared in the Report of the Association of Municipal Corporations on the Reorganisation of Local Government, published in April, 1954:

"10. The need for joint committees, however, would be limited in scope. The Association prefer that, wherever it is desirable and possible that a service or an institution should serve several areas, it should be owned or managed by one of the units, and should serve the needs of the other areas on a contractual basis, as is indeed the case in many instances at present. The evils of divided responsibility and additional administrative costs would thereby be reduced."

It may be that, in the light of these general considerations, the Town Council, assuming that the present framework of Local Government in Surrey will be largely undisturbed, would seek to review its relationships with the County Council.

Although these relationships are in many respects good, the county district representatives who serve in county divisional administration may sometimes be aware of a sense of frustration which is absent from their ordinary council work. They may feel, rightly or wrongly, that the real control of these county services is in other hands, and that, for lack of the local and personal touch, the needs of the public are not always fully, speedily and humanely met.

2. Arrangements with the County Council

The Town Council has always strongly supported the principle of the direct conferment of major functions upon County District Councils but failing such conferment they would wish the provisions of Part III of the Local Government Bill (now before Parliament) to be applied to Surbiton (as part of the metropolitan area). The Town Council feel perfectly competent to discharge these functions themselves but whether they would in fact claim to exercise them might depend upon the outcome of negotiations with the County Council for the modification of existing arrangements for such exercise. Similar considerations apply to other major functions, e.g. under the Town and Country Planning Acts, with which Parliament may intend to deal in forthcoming legislation. In short, the Town Council would not seek change for the sake of change, but to be given sufficient "reserve" powers which they could use if desirable changes could not be brought about by negotiation. There may be few specific grounds for substantial dissatisfaction, but local independence and initiative should not be unnecessarily sacrificed because of the supposedly greater efficiency and economy of large-scale administration and relations between lower and upper-tier authorities should be periodically reviewed with this consideration in mind. Within certain population limits, the Government has recognised the claim of county districts to exercise major functions, and it is plain that those county districts, whether situate in the metropolitan area or not, should be able to discuss matters with the County Council on fairly equal terms. In this connection, it is significant to note that in 1944 the Surrey County Council, on the advice of its Education Committee, gave an undertaking that they would consider, if occasion arose, an application from a District Council for variation of a scheme of divisional administration; and that, in 1957, the County Council stated that it would be possible "to discuss with county district authorities the areas, constitutions and powers for a continued scheme of divisional administration on the basis that in the light of 12 years' experience alterations might be justifiable, particularly perhaps in the direction of delegation of wider powers." Proposals to this end have now been approved by the County Council (see Part I, ante.).

The words last quoted express the least that the Town Council would expect and can perhaps be applied with at least equal force to functions other than education where 'divisional' arrangements now exist, i.e. health and welfare, and even to functions where they do not, e.g. the children's service.

Divisional (or 'area') sub-committees of the County Council exist for town and country planning, but in this field some day-to-day administration is carried out by the district councils themselves, and present arrangements are in fact under further review by the County Council. It may be that there is scope for extending this kind of arrangement, which is working quite well, to the education, health, welfare and children's services.

The need for wider powers at divisional level is illustrated in the following paragraph.

3. Co-ordination of Services at Local Level

The Town Council have recently set up a special sub-committee (including those Council members who serve upon the outside bodies concerned) to consider ways and means of co-ordinating and improving, locally, the personal health and welfare services. In this the Town Council are handicapped, because these powers are vested in the Surrey County Council, although the Town Council has an indirect share in their day-to-day administration, through its representatives upon the County Divisional Sub-Committees. From a policy-making point of view, this situation may tend to create a sense of powerlessness in the Town Council's approach to local organisations.

4. Conclusion

It is submitted that it can be said of Greater London, as was said in connection with the County of London Plan "London's great effectiveness as a city, as a complex political and cultural organism, rests partly on the fact that it has escaped the disease of one-sided centralization and that it has not completely wiped out its constituent boroughs as either political or social entities. London is a federation of historic communities."—Lewis Mumford, City Development (1946).

May, 1958.

FINANCIAL APPENDICES

Table of Contents

Page

Appendix "A" Analysis of Rateable Value 370-371
Appendix "B" General Rate Statistics 372
Appendix "C" Statement of Rateable Values and General Rate Levied . 373
Appendix "D" Housing Provision, Advances for Acquisition and Improvement Grants 374
Appendix "E" Statement Relating to Loan Debt 375
Appendix "F" Rates levied for District Council Purposes . . . 376

July, 1958.

APPENDIX "A"

Borough of Surbiton—Analysis of Rateable Value as at 31st March, 1958 Summary

CLASS	*No. of Hereditaments*		*Rateable Value*	
	Number	*Percentage of Total*	*Amount*	*Percentage of Total*
			£	
DOMESTIC:				
1. Houses and Flats (including garages)				
(*a*) R.V. not exceeding £10	13	·061	101	·009
(*b*) R.V. exceeding £10 but not £13	56	·264	669	·061
(*c*) R.V. exceeding £13 but not £18	223	1·051	3,723	·337
(*d*) R.V. exceeding £18 but not £25	1,404	6·619	32,272	2·925
(*e*) R.V. exceeding £25 but not £30	2,193	10·338	61,609	5·583
(*f*) R.V. exceeding £30 but not £40	7,368	34·733	263,320	23·861
(*g*) R.V. exceeding £40 but not £50	4,650	21·921	211,046	19·124
(*h*) R.V. exceeding £50 but not £60	1,714	8·080	93,459	8·469
(*i*) R.V. exceeding £60 but not £70	502	2·366	32,629	2·957
(*j*) R.V. exceeding £70 but not £80	327	1·542	24,658	2·234
(*k*) R.V. exceeding £80 but not £100	205	·966	18,009	1·632
(*l*) R.V. exceeding £100	78	·368	9,315	·844
Agricultural Dwelling Houses	20	·094	460	·042
	18,753	88·403	751,270	68·078
COMMERCIAL:				
2. Shops assessed with Private Dwelling accommodation	299	1·410	41,131	3·727
3. Shops and Cafes	460	2·169	73,277	6·640
4. Offices	89	·419	9,804	·889
5. Hotels and Boarding Houses	15	·071	2,733	·248
6. Caravan Sites	3	·014	318	·029
7. Warehouses and Stores	99	·467	11,654	1·056
8. Garages (commercial), Petrol Filling Stations and Car Park	29	·137	8,301	·752
9. Lock-up Garages (not assessed with houses)	1,044	4·922	5,787	·524
10. Advertising Stations and Signs	38	·179	1,135	·103
	2,076	9·788	154,140	13·968
ON-LICENSED PREMISES:				
11. Public Houses	37	·174	9,670	·877
12. Restaurants	1	·005	278	·025
	38	·179	9,948	·902
ENTERTAINMENT AND RECREATIONAL:				
13. Cinemas	3	·014	1,889	·171
14. Sports and Recreation Grounds	13	·061	3,694	·335
15. Social Clubs, Public Halls and Community Halls (unlicensed)	27	·127	3,882	·352
16. Swimming Pool	1	·005	1,098	·099
	44	·207	10,563	·957

APPENDIX A *continued*

CLASS	*No. of Hereditaments*		*Rateable Value*	
	Number	*Percentage of Total*	*Amount*	*Percentage of Total*
			£	
17. **PUBLIC UTILITY**	9	·042	22,591	2·047
Educational and Cultural:				
18. Libraries, Museums, Art Galleries, etc.	3	·014	792	·072
19. Schools and Colleges	31	·146	24,053	2·179
	34	·160	24,845	2·251
20. **INDUSTRIAL:**				
Factories and Workshops	133	·627	41,450	3·756
21. **MISCELLANEOUS:**				
Crown Property	35	·165	66,713	6,045
Hospitals, Clinics, etc.	23	·108	2,767	·251
Cemeteries and Crematoria	1	·005	145	·013
Sewage Disposal Works and Refuse Disposal Works	3	·014	5,868	·532
Town Halls and Municipal Offices	1	·005	1,198	·108
Road Transport—Depot and Yards	3	·014	1,483	·134
Hereditaments not otherwise classified	60	·283	10,563	·958
	126	·594	88,737	8·041

Summary

		%	£	%
Domestic	18,753	88·403	751,270	68·078
Commercial	2,076	9·788	154,140	13·968
Licensed Premises	38	·179	9,948	·902
Entertainment and Recreational	44	·207	10,563	·957
Public Utility	9	·042	22,591	2·047
Educational and Cultural	34	·160	24,845	2·251
Industrial	133	·627	41,450	3·756
Miscellaneous	126	·594	88,737	8·041
	21,213	100·000	1,103,544	100·000

APPENDIX "B"

Borough of Surbiton—General Rate Statistics

Year ended 31st March	*Rates Levied*							*Net Rate Income*	*Population (Registrar General Mid Summer Previous Year)*	*Rates per head of Population*	*Rateable Value at 1st April previous year*	*Rateable Value per Head of Population*	*Product of 1d. rate (net)*
	Surrey County Council	*Metropolitan Police*	*Tolworth Joint Hospital Board*	*Thames Conservancy*	*Assessment Committee*	*Corporation Purposes*	*Total*						
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	s. d.	s. d.	d.	d.	d.	s. d.	s. d.	£		£ s. d.	£	£ s. d.	£
1937	5 4·95	11·53	3·02	·21	·19	3 4·10	10 0	226,899	42,610	5 6 6	472,495	11 1 9	1,877
1938	5 4·92	11·64	2·70	·21	·19	3 4·34	10 0	243,177	44,830	5 8 6	494,662	11 0 8	2,011
1939	5 9·32	11·49	2·39	·18	·12	3 0·50	10 0	256,105	46,600	5 9 11	520,644	11 3 5	2,119
1942	5 8·25	1 2·46	3·12	·19	·18	3 3·80	10 6	286,186	48,470	5 18 1	577,790	11 18 5	2,253
1943	5 8·25	1 2·15	3·36	·18	·13	4 1·93	11 4	321,139	50,350	6 7 7	575,104	11 8 5	2,339
1944	5 11·37	1 1·64	2·64	·14	·13	4 0·08	11 4	322,837	51,150	6 6 3	577,737	11 5 11	2,348
1947	8 1·88	1 1·44	3·43	·17	·14	3 10·94	13 6	396,702	56,420	7 0 7	584,826	10 7 4	2,424
1948	8 11·50	1 3·52	3·00	·17	·15	4 11·66	15 6	472,195	58,110	8 2 6	591,303	10 3 6	2,513
1949	9 4·63	1 4·00	Dissolved 5th July, 1948 (Nat. Health Service Act 1946)	·16	·16	4 5·05	15 2	473,231	58,870	8 0 9	613,617	10 8 6	2,566
1950	9 6·00	1 9·00		·15	·16	4 10·69	16 2	516,281	60,110	8 11 9	624,650	10 7 10	2,635
1951	9 6·00	1 8·00		·15	Dissolved 31st Jan. 1950 (Local Govt. Act, 1948)	4 7·85	15 10	515,882	61,230	8 8 6	651,586	10 12 10	2,685
1952	9 9·00	1 8·00		Now charged as " General County Purposes"		5 1·00	16 6	556,822	61,090	9 2 4	662,359	10 16 10	2,779
1953	10 0·00	1 10·00				4 10·00	16 8	570,138	61,590	9 5 2	681,294	11 1 3	2,817
1954	11 6·00	2 0·50				5 1·50	18 8	639,889	62,230	10 5 8	693,505	11 2 11	2,827
1955	11 8·00	2 0·00		Hogsmill Valley Joint Sewerage Board *		5 6·00	19 2	670,073	63,320	10 11 8	701,488	11 1 7	2,882
1956	11 8·00	1 11·00				5 11·00	19 6	692,170	62,570	11 1 3	707,851	11 6 3	2,925
1957	8 2·00	1 5·25		s. d.		4 2·75	13 10	778,287	62,610	12 8 7	1,097,650	17 10 8	4,638
1958	9 6·00	1 7·25		11·44		3 11·31	16 0	864,308	63,110	13 13 11	1,082,620	17 3 1	4,455
1959	9 6·00	1 6·25		1 2·69		3 9·06	16 0				1,103,544		

* Works in operation from 8th July, 1957. Earlier expenses (administration and debt servicing) charged as Corporation purposes

APPENDIX "C"

Borough of Surbiton—Statement of Rateable Values and General Rate Levied

Year	*RATEABLE VALUE*					*General Rate in the £*
	Surbiton	*Tolworth*	*Hook*	*Chessing-ton*	*Total*	
1938-39	341,181	143,142	15,377	20,944	520,644	10s. 0d.
1939-40	353,290	148,434	21,741	30,866	554,331	10s. 2d.
1940-41	357,790	152,522	26,592	39,918	576,822	10s. 2d.
1941-42	355,738	152,972	27,636	41,444	577,790	10s. 0d.
1942-43	353,062	151,853	28,079	42,110	575,104	11s. 4d.
1943-44	354,803	152,391	27,950	42,593	577,737	11s. 4d.
1944-45	353,302	153,836	28,169	43,685	578,992	11s. 4d.
1945-46	352,547	153,690	28,197	44,514	578,948	12s. 0d.
1946-47	355,952	155,273	28,588	45,013	584,826	13s. 6d.
1947-48	357,993	156,022	29,925	47,363	592,303	15s. 6d.
1948-49	362,921	167,836	32,771	50,089	613,617	15s. 2d.
1949-50	361,466	164,091	39,543	59,550	624,650	16s. 2d.
1950-51	364,882	176,514	44,110	66,080	651,586	15s. 10d.
1951-52	367,112	177,894	45,518	71,835	662,359	16s. 6d.
1952-53	370,745	181,424	48,620	80,505	681,294	16s. 8d.
1953-54	373,217	183,123	51,612	85,553	693,505	18s. 8d.
1954-55	371,880	183,447	54,262	91,899	701,488	19s. 2d.
1955-56	373,821	186,184	55,139	92,707	707,851	19s. 6d.
*1956-57	538,733	326,348	87,717	144,852	1,097,650	13s. 10d.
1957-58	516,934	321,310	92,018	152,358	1,082,620	16s. 0d.
1958-59	524,900	331,450	92,645	154,549	1,103,544	16s. 0d.

* Rateable value after revaluation at 1st April, 1956.

APPENDIX "D"

Borough of Surbiton—Housing Provision, Advances for Acquisition and Improvement Grants

		Capital Cost	*Outstanding Debt* 31/3/58
		£	£
Pre-war Estates			
313 Houses		223,221	141,997
Post-war Estates			
684 Houses	£		
less 27 (sold) . .	49,943		1,556,200
657 Houses			
274 Flats			
102 Bungalows (Temporary and Permanent)			
1,033	1,653,796	1,703,739	
1,373 Dwellings (incl. 27 sold) .		£1,926,960*	£1,698,197

*May be liable to minor adjustments on receipt of Final Accounts for two schemes.

Weekly Rents (Exclusive of Rates)

Pre-war houses—Ranging from 18s. 3d. (2 bedrooms) to £1 5s. 3d. (4 bedrooms)
Post-war houses and flats—2 bedrooms £1 10s. 3d.
3 ,, £1 13s. 3d.
4 ,, £1 16s. 3d.

All the above accommodation (except 6 of the pre-war houses) is subject to the provisions of the Council Houses rent scheme and the figures quoted are maximum rents.

Temporary Bungalows (90)—17s. 5d.

Old Persons' Dwellings (inclusive Rents)

1 Bedroom Accommodation . .	16s.
2 Bedroom Accommodation . .	20s.

Development in Progress at 31st March, 1958

60 Old People's Flats at "Alfriston" and Raeburn Avenue—Capital Expenditure to 31/3/58	£13,654
25 houses (Phase 1 of the redevelopment of the Temporary Bungalow Site—Capital Expediture to 31/3/58	£29,779

Loans made for the Acquisition, Construction, Altering, Enlarging etc. of Houses

Advances for the above purposes have been made by the Town Council under the Small Dwellings Acquisition Acts and the Housing Act 1949 (Section 4).

The number of "live" accounts in May, 1958 was **434** and the total balance of loans outstanding in such cases was approximately **£526,000.**

Housing Improvement Grants

Number of Grants made .	47 (May, 1958).
Total amount of Grants .	£4,680

APPENDIX "E"

Borough of Surbiton—Statement relating to Loan Debt

	Year ended 31st March				
	1954	1955	1956	1957	1958
	£	£	£	£	£
Non-Trading Services					
Street Improvements	55,433	54,301	52,128	57,903	57,032
Public Conveniences	6,483	8,797	8,565	8,328	8,086
Offices	1,529	1,205	3,505	2,993	2,481
Depot	389	370	952	873	795
Recreation Grounds and Open Spaces	65,422	70,627	70,271	67,204	64,447
Public Libraries	7,143	5,965	4,788	3,611	2,649
Allotments	22,336	23,179	22,746	22,305	23,788
Surface Water Drainage	4,555	4,073	3,590	3,108	5,229
Sewerage	11,092	84,302	128,829	125,314	121,772
Lagoon	7,158	6,518	5,854	5,164	4,449
Sewage Disposal, etc.	21,281	19,647	17,847	16,195	14,682
Refuse Disposal	—	—	4,140	3,864	3,588
	202,821	278,984	323,215	316,862	308,998
Trading Services					
Cemetery	9,737	9,199	8,942	8,678	8,408
Assembly Rooms	11,015	10,454	9,895	9,335	8,775
	20,752	19,653	18,837	18,013	17,183
Housing					
Housing Advances	300,761	483,415	609,808	584,768	558,818
Housing Schemes (pre-war) 313 dwellings	156,223	152,560	150,932	146,892	141,997
Post-War Housing:					
Middleton (90 temporary bungalows)—Land, Roads and Sewers only	25,062	24,353	23,624	22,876	22,109
Mansfield 372 dwellings	607,712	602,031	598,560	592,530	586,325
Gosbury Hill 224 ,,	386,641	383,167	379,582	375,884	372,068
Rhodrons 16 ,,	26,548	26,433	27,454	27,289	27,117
Chessington Court 228 ,,	337,311	335,055	335,713	333,196	334,182
Lovelace 32 ,,	48,665	48,375	49,658	49,291	48,909
Fullers Way 46 ,,	81,696	82,741	82,241	81,723	81,184
Fairoak Lane 4 ,,	8,724	8,693	8,659	8,624	8,588
Hartfield Road 18 ,,	24,460	25,225	25,442	25,298	25,149
Fishponds House 2 ,,	3,445	3,377	3,307	3,236	3,162
Fairmead 20 ,,	—	—	14,939	14,873	14,806
Garages (100)	—	—	—	9,783	7,477
Leatherhead Road 8 ,,	—	—	—	—	1,030
	2,007,248	2,175,425	2,309,919	2,276,263	2,232,921
Aggregate	2,230,821	2,474,062	2,651,971	2,611,138	2,559,102

APPENDIX "F"

Borough of Surbiton—Rates Levied for District Council Purposes

Purpose or Service	*GENERAL RATE LEVIED*									
	1954/55		1955/56		1956/57		1957/58		1958/59	
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.
Public Health		1·863		1·989		1·378		1·496		1·633
Highways		11·598	1	0·841		9·447		10·218		11·097
Recreation Grounds and Open Spaces		10·542		11·612		8·150		8·804		9·114
Cemetery		2·189		2·275		1·655		1·761		2·071
Swimming Bath		1·226		1·480		1·230		1·182		1·152
Public Library		5·313		5·958		4·305		4·253		4·934
Allotments		·674		·496		·233		·462		·546
Public Lighting		3·727		4·771		3·733		3·893		3·989
Sewerage and Sewage Disposal	1	1·248	1	4·777	1	1·594†		6·907		6·244
Refuse and Salvage Collection and Disposal	1	1·896	1	3·105		10·489		11·219		11·479
Housing		3·634		3·392		·526		·533		·235
Administration	2	1·804	1	10·671	1	3·301	1	4·317	1	5·213
Other Services and Expenses		2·051		2·110		2·043		1·676		1·527
TOTAL	7	11·765	8	5·477	6	0·084	5	8·721	5	11·234
DEDUCT:										
Receipts under Local Government Act, 1948 (Borough Council only)	2	2·400	2	3·602	1	5·491	1	8·895	1	9·864
	5	9·365	6	1·875	4	6·593	3	11·826	4	1·370
Reduction of balance		3·365		2·875		3·843		·516		4·310
Local share of General Rate	5	6·000	5	11·000	4	2·750	3	11·310	3	9·060
Precepting Authorities	13	8·000	13	7·000	9	7·250	12	0·690	12	2·940
GENERAL RATE LEVIED	19	2	19	6	13	10	16	0	16	0
Estimated 1d. rate product for rate levy purposes	£ 2,875		£ 2,910		£ 4,510*		£ 4,430		£ 4,450	

* The Rateable Value at 1st April, 1956 (as a consequence of revaluation) showed an increase of 55 per cent over the previous 1st April.

† Sewage Disposal expenses responsibility of Joint Board from 8th July, 1957.

Evidence submitted by the Sutton and Cheam Borough Council

PART I

Factual Statement

(1) Statistics

Incorporation—The Borough of Sutton and Cheam was incorporated in 1934 and for Parliamentary purposes is a Borough Constituency.

Area—4,338 acres.

Population—78,960.

Rateable Value—over £1½m.

Rateable Hereditaments—27,000, comprising 67 per cent domestic properties, 23 per cent commercial premises and 10 per cent miscellaneous classes.

Rate in the £ 1958/1959—(unchanged from previous year), 15s. 6d. (4s. 4d. for Borough services, 9s. 6d. for Surrey County services, balance for Metropolitan Police and other Bodies).

Product of 1*d. Rate*—£6,270.

(2) General Administration

The borough, which is largely residential in character and comprises the largest county district in the Administrative County of Surrey, is divided into nine wards and the Borough Council consists of twenty-seven councillors and nine aldermen.

The work of the Council is carried out by nine Standing Committees and the Council and its committees meet regularly monthly except during August.

Various special committees and sub-committees are appointed from time to time as required. In order to deal expeditiously with certain matters of urgency, the Borough Council delegates a number of its powers to the various committees. Where permitted by statute and where appropriate, the Council co-opts to committees persons who are not members of the committee.

The Standing Orders which regulate the business of the Council and its committees permit a summary of all important transactions and recommendations of committees to be communicated to the Press prior to the consideration of the committee reports by the Borough Council.

The general administrative work of the Council is under the control of the Town Clerk as Chief Executive and Administrative Officer and his department comprises the following:

Town Clerk and Solicitor	1
Deputy Town Clerk and Solicitor	1
Legal Assistants	4
Secretaries	3
Administrative Assistants	6
Shorthand Typists	4
General Clerical Assistants and Telephonists	11
	30

The Town Clerk's department provides the secretarial staff for Council and committee meetings and deals with the administrative work in connection therewith. The legal work of the Council is also dealt with by the department and comprises such matters as advising and reporting to committees on legislation and legal matters, the sale and purchase of Corporation property, litigation, Police Court prosecutions, mortgage advances, local land charges, electoral registration, etc.

(3) Finance

Owing to the scarcity of building land in the borough, expansion of rateable value is largely restricted to that arising from conversion of existing buildings, development on sites of older houses, new garages, etc. Nevertheless, rateable value totalling £6,000 was added to the Valuation List in 1956-57 and £25,000 in 1957-58. This trend is likely to continue but to a lesser extent.

The rate collection is considered good and normally falls little short of the total amount collectible.

The net outstanding loan debt of the borough at the 31st March, 1958, was just over £2½m. of which under £½m. was for rate fund services, the remainder being remunerative debt on housing and re-chargeable works. The total loan debt, which consists of 82 per cent mortgage loans, 6½ per cent advances from internal resources and 11½ per cent temporary borrowings, is equivalent to about £33 per head of population, which is one of the lowest figures among the larger districts of Surrey.

The gross annual revenue expenditure of the Borough Council (including payments to precepting authorities) is now over £1½m. Expenditure on capital account which reached over £½m. in each of the years 1954-55 and 1955-56 has, however, been restricted by economic conditions to an average of about £200,000 a year over the last two financial years. The provision of local services by the Council requires an establishment of about 500 employees and their salaries and wages total £300,000 a year.

Financial administration is based on an integrated system involving the responsibility of the Finance, Law and Parliamentary Committee for the management and control of the accounts and finances of the Corporation, the operation of financial standing orders and the use of the annual budget as an instrument of financial control.

The Council's Finance Department has an establishment of forty including four members of the Institute of Municipal Treasurers and Accountants and the work of the department is carried out by modern methods including a punched-card accounting installation. Accounting and statistical information is published promptly in the annual abstract of accounts.

The Borough Council took additional statutory powers in the Sutton and Cheam Corporation Act, 1951, to enable them to set up certain special funds and as a result a consolidated loans fund, a capital fund and a renewal and repairs fund are now operating with considerable advantage to the borough.

All the accounts of the Council are subject to annual audit by the district auditor and to continuous audit by the internal audit staff of the Finance Department.

Attached hereto is a schedule showing the estimated net cost to the borough in 1958/1959 of the services listed in Appendix B enclosed with the letter dated 17th February, 1958.

(4) Health

The Council administers the services listed in Appendix B under Environmental Health and Housing in accordance with the relevant Acts, Orders and Regulations and through the officers appropriate to each service.

In conjunction with the Borough of Battersea and the Urban Districts of Merton and Morden and Carshalton a Crematorium Board was set up under statutory authority to construct and administer a crematorium in the Battersea Cemetery at Lower Morden Lane, Morden.

Of the personal health services listed in Appendix B, the Council deals with notification of infectious diseases and exercises powers under the National Assistance Acts related to burial (Sec. 50) and the care of the aged and infirm (Sec. 47).

Otherwise the personal health services are controlled by the Surrey County Council under a divisional scheme of administration. This borough is situated in the Central Division which also includes the Borough of Epsom and Ewell, the Urban District of Leatherhead, the greater part of the Urban District of Banstead, part of the Dorking and Horley Rural District and part of the Guildford Rural District.

The Borough Medical Officer of Health holds a joint appointment with the Banstead Urban District Council. The combined districts form the catchment area for the wells of the Sutton District Water Company which supplies a population of over 300,000.

The staff of the Public Health Department is composed of six Public Health Inspectors, five clerks and two workmen.

The local arrangements for sanitary supervision and the control of infectious diseases have been satisfactory.

(5) **Housing**

(*a*) *Provision of Houses*

The Council at present own 1,184 houses, flats, temporary bungalows and old persons' dwellings. The immediate development programme consists of 55 houses and flats and 17 one-room flatlets for single old persons. This department is responsible for the waiting list, allocations and lettings, collection of rents, repairs and maintenance and welfare of tenants, all of which are undertaken by the following staff:

Housing Manager,
Deputy Housing Manager,
Three Assistant Housing Managers,
Two Clerks, and
One Typist.

The physical provision of accommodation is carried out by the Borough Engineer and Surveyor and the types provided are related to the respective priorities as reflected in the waiting list.

In co-operation with the Urban District of Merton and Morden and the Borough of Mitcham the Council set up a joint committee which built 532 houses and 150 flats on an estate in the Urban District of Banstead.

(*b*) *Slum Clearance*

The preliminaries prior to the making of an Order are undertaken by the Medical Officer of Health and the Town Clerk. Thereafter, the provision of alternative accommodation is carried out by the Borough Engineer and Surveyor and the Housing Department is merely concerned with the re-housing of the dispossessed families.

(*c*) *Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses*

Loans and grants are arranged under the Housing Acts, to persons in respect of houses in the district. This scheme is administered by the Town Clerk and the Borough Engineer and Surveyor.

(6) Parks

The Parks Department Staff comprises:

- One Parks Superintendent.
- One Deputy Parks Superintendent.
- One Clerical Division Clerk (female).
- One Head Gardener.
- One Mobile Foreman.
- 52 to 55 manual workers (including 5 charge-hands, 2 lorry drivers and 3 tractor drivers).

This staff maintain 25 different parks, gardens and recreation grounds, varying in size from 64 acres to 0·25 acre and comprising 283 acres.

Additional duties which are the responsibility of this staff are:

(a) *Allotments*

The supervision and carrying out of certain maintenance work on all the Council's allotments in the borough (21 grounds containing 1,535 plots, totalling 90 acres).

(b) *Housing Areas*

All the grass areas, trees and gardening work surrounding the Corporation's Housing Schemes, in particular blocks of flats, old people's dwellings, etc.

(c) *Highways*

Maintenance of all the street and avenue trees in the borough totalling several thousands.

(d) *Closed Burial Grounds*

St. Nicholas Churchyard, in the centre of the borough.

(e) *Decorations*

The provision and use of decorative and ornamental plants for the embellishment of public buildings and civic functions.

(7) Libraries

(a) *General*

The borough provides library facilities through a Central Library and three branch libraries. The Central Library has separate departments for adult lending, children, reference, periodicals and newspapers and administration. Two of the branches are in quite large buildings, erected just before the war, with special lending, children's and reference departments. The third branch library is in rented premises and is for the use of children only.

(b) *Use of Libraries*

Altogether the libraries contain 98,835 books, 1·3 volumes per head of population, and the lending issues for the year ended 31st March, 1958, were 921,908—11·7 per head of population. The proportion of non-fiction in this last total, 38 per cent is much higher than in many areas. There are 28,798 registered readers, which is 37 per cent of the population.

(c) *Finance*

The library rate is 4·88d. and of the total expenditure of approximately £33,362, 30 per cent is spent on books and binding and roughly 50 per cent on salaries and wages.

(d) *Special Features*

A feature is made in the system of supplying books specially requested and during the last year 11,943 requests of this nature were met from the libraries' own stock and 881 by borrowing books from other libraries.

Deposit collections of books are lent to two residential homes for old people and to adult education classes; sets of plays to dramatic societies and music scores to orchestras and choirs.

The Central Lending Library differs from the branches in that the borrowing of books is recorded by a microfilmer. This library also contains a collection of 2,833 gramophone records including language and long-playing records, which are lent to local societies and schools.

(e) *Reference Libraries*

The reference libraries provide a book and information service to callers and by telephone and correspondence. There is an illustrations file of 3,500 items and a special collection of books, prints, manuscripts and maps relating to Surrey in general and the borough in particular.

(f) *Children's Libraries*

Each children's library has its own club, meeting one evening a week. An annual Children's Book Week is organised which includes an inter-library competition held in public with a trophy for the winning team. At one branch library there is a "Teenagers' Collection".

There is close liaison with local schools, which are visited regularly by the Children's Librarian and many schools send classes of children to the libraries for a lesson and for project work.

(g) *Staff and Committee*

There is a total staff of 25 and, of these, 10 hold professional qualifications.

(8) **Highways, Works, etc.**

The Borough Engineer and Surveyor's Department is responsible for the engineering, surveying and architectural work of the Council and comprises the following staff:

Office Staff	
Borough Engineer and Deputy Borough Engineer	2
Engineering Section	14
Architectural Section	6
Town Planning Section	3
Building Inspector's Section	4
Clerical Section	12
	41
Outdoor and Manual Staff	
Superintendents and Supervisory Staff	14
General maintenance of roads and sewers, etc.	50
Building Trade craftsmen engaged on repairs and maintenance	22
Collection and disposal of house refuse and salvage	61
Maintenance staff at Sewage Disposal Works	27
Public Convenience attendants	23
Maintenance Staff at Cemeteries	14
Maintenance Staff at Public Baths	24
Caretakers at various public buildings	28
	263

The work which is dealt with includes the following:

(*a*) *Highways and Bridges*

Design, construction, repair and maintenance of all classified and district roads (except Sutton By-Pass).

Cleansing of highways.
Private Street Works.
Car Parks and Parking Places.
Street Lighting.
Naming of Streets and Numbering of Houses.

(*b*) *Main Drainage*

Design, construction, repair and maintenance of soil and surface water sewers.

Design, construction, repair and maintenance of pumping stations and sewage disposal works (including reception and treatment of sewage from Banstead U.D.C.).

Control of ditches, watercourses and ponds.

(*c*) *Refuse and salvage*

Collection and disposal of house refuse.
Collection and disposal of salvage.

(*d*) *Public Baths*

Design, construction, repair and maintenance.

(*e*) *Public Conveniences*

Design, construction, repair and maintenance.

(*f*) *Municipal Buildings*

Design, construction, repair and maintenance of Municipal Offices, Public Libraries, Public Halls, Park Buildings, etc., etc.

(*g*) *Cemeteries and Mortuaries*

Design and provision of cemeteries and mortuaries.
Operation of cemeteries and mortuaries.

(*h*) *Housing*

Design, construction and maintenance of Council Housing Schemes.
Inspection for Improvement Grants.
Operation of Building Bye-laws and inspection of work carried out thereunder.
Control of Dangerous Structures.

(*i*) *Town and Country Planning*

Development control (under delegation from Surrey County Council).

(9) Civil Defence

The day-to-day administration of Civil Defence is carried on by the Borough Council under delegation from the Surrey County Council.

PART II

Statement of the Council in reply to the Letter of the Commission, dated 17th February, 1958

In the letter from the Royal Commission, reported in paragraph 1262 of our last report, an invitation was extended to the Borough Council to submit evidence to the Commission under the specified heads.

Accordingly, we considered the following functions entrusted to Local Government, namely:

Education,
Environmental health services,
Housing,
Personal health and welfare,
Town and Country Planning,
Traffic,

and our views are as follows:

A. Education

We favour the continuance of the system of Divisional Administration but feel that hitherto control has been too remote and financial policy too unrealistic on the claims of large populous areas. We are of the opinion that this can best be remedied by conferring complete power on divisional executives, which so far as we are concerned, are representative of large populous areas to deal with the week-to-week and month-to-month management, including financial policy within the county provision.

B. Environmental Health

Sewage.

We feel that this service is most satisfactorily dealt with by larger authorities having the necessary drainage areas.

C. Housing

Our opinion is that housing is purely a local problem which can be most satisfactorily administered by the District Council as at present.

D. Personal Health and Welfare

The personal health services related to the care of mothers and children are administered under the divisional arrangements of the Surrey County Council. The area of the Central Division is large. The boundaries do not conform strictly to those of the county districts involved. Some county districts are served by two divisions.

The main office of the Central Division is situated in Epsom and is not easily accessible to the people of this borough. While the services provided by the County Council have been efficient, it seems reasonable to declare that local administration would provide more intimate personal relationships.

E. Mental Health

This is a service that lends itself to be administered by the County Council but we are of the opinion that the present form of administration tends to be too remote from the control of the District Council.

We, therefore, feel that a valuable contribution could be made at district level, and so make the fullest use of local knowledge.

We suggest that a sub-committee of the District Council should work in conjunction with the County Council and suitable local organisations.

F. Children

Our views are the same as for mental health above, with the addition that we feel that local knowledge and assistance would be particularly valuable in the "boarding out" of children.

G. Welfare

Our views on welfare are the same as for mental health above.

H. Town and Country Planning

Our experience is that the present system works well. We consider that overriding authority must be in the hands of the County Council having regard to general County Planning.

I. Traffic

(a) *Construction*

Sutton and Cheam are a claiming authority and we consider that we are dealing with this function adequately.

(b) *Street Lighting*

We consider that standardisation is essential on classified roads. We suggest that the Ministry of Transport should be the overriding authority for such roads operating through a Lighting Advisory Committee and should make grants available for the purpose of ensuring proper and adequate lighting.

We noted that the Ministry of Transport and Civil Aviation are holding a conference on the 1st May, 1958, on the lighting of traffic routes within the London conurbation.

J. General

In the absence of solid reasons to the contrary, and in line with neighbouring authorities, we are against any proposal to merge a number of authorities with the object of obtaining county borough status with increased powers or to merge any county district with, or to place any such district under the control of, London authorities.

We would, however, place on record that the views we have expressed are subject to the qualification that, should the provisions of Part III of the Local Government Bill be ultimately applied to the borough, then we reserve the right to consider again the question of claiming such powers as may be available to the borough under that Act.

June, 1958.

Borough of Sutton and Cheam

Estimated net cost to the Borough in 1958-59 of the Services listed in Appendix B to the letter dated 17th February, 1958 from the Royal Commission on Local Government in Greater London.

Service (1)	BOROUGH COUNCIL Gross expenditure (2)	Income (3)	Net expenditure (4)	Rate in £ (5)	COUNTY COUNCIL Amount payable (6)	Rate in £ (7)	Remarks (8)
	£	£	£	s. d.	£	s. d.	
EDUCATION							
Education					†		
Agricultural Education					†		
Youth Employment Service . . .					†		
					434,636	5 9·320	
ENVIRONMENTAL HEALTH							
Baths, Washhouses and Bathing Places .	22,603	6,545	16,058	2·561			
Control of Watercourses, Ditches and Ponds	2,953	—	2,953	·471	†		
*Disinfestation of premises and articles .	1,442	598	844	·135			
Drainage of Trade Premises	(no separate cost)						
Mortuaries and Post-Mortem Rooms .	337	30	307	·049			
Public Conveniences	12,274	660	11,614	1·852			
Refuse Collection and Disposal . .	72,322	9,050	63,272	10·091			
Regulation of Buildings and Sanitation of Buildings	(Public Health Dept.—(part cost))						
Sewerage and Sewage Disposal . .	69,074	17,357	51,717	8·248			Col. 3 includes £16,795 recovered from other local authorities.
Street Cleansing	20,110	2,155	17,955	2·864			Col. 3 includes £2,155 proportion of excess on County roads paid by the County Council.
Burial Grounds, Cemeteries and Crematoria	13,170	4,110	9,060	1·445			
Parks and Open Spaces	63,498	3,040	60,458	9·642			
*Powers and Duties under the Physical Training and Recreation Act, 1937 .	308	—	308	·05	†		
Prevention of river pollution . . .	—	—	—	—	†		

Service (1)	BOROUGH COUNCIL Gross expenditure (2)	Income (3)	Net expenditure (4)	Rate in £ (5)	COUNTY COUNCIL Amount payable (6)	Rate in £ (7)	Remarks (8)
	£	£	£	s. d.	£	s. d.	
HOUSING							
*Provision of Houses							
Housing Revenue Account . . .	126,840	126,840	—	—			
Rate Fund	5,215	2,218	2,997	·478			
Slum Clearance	—	—	—	—			
*Assistance to other Bodies or Persons to facilitate the acquisition, construction or improvement of houses . . .	40,500	40,335	165	·026			
Regulation of Buildings and Bye-laws .	3,985	—	3,985	·635			
PERSONAL HEALTH AND WELFARE							
Powers and duties under the National Health Service Acts							
Mental Health Services					50,850	— 8·110	*Public Health (including National Health Service Act, 1946.
Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944	(Public	Health De	pt. — (part	cost))	37,927	— 6·049	*Services for aged, infirm and handicapped persons.
Care of Children							
Registration of Nurseries and Child Minder					14,540	— 2·319	*Care of deprived children
Notification of Infectious Diseases . .							
Health Education							
TOWN AND COUNTRY PLANNING							
Town and Country Planning . . .	3,975	—	3,975	·635	7,066	— 1·127	
Powers and duties under the National Parks and access to the Countryside Act, 1949.							
TRAFFIC							
*Construction, improvement and maintenance of Roads and Bridges . . .	75,794	34,141	41,653	6·643	56,618	— 9·030	Col. 3 includes £32,944 from the County Council and £954 from the Ministry of Transport.
Street Lighting	29,330	300	29,030	4·630			
Naming of streets and numbering of houses	600	—	600	·096			
Parking Places	4,302	40	4,262	·680			
*Road Safety	800	400	400	·064			Col. 3 £400 Grant from Ministry of Transport.
Bus Shelters							
Private Street Works	1,760	1,550	210	·033			

* The net expenditure in these cases is after allowing for specific Government grants towards the expense of the services marked.
† Our contributions to the cost of these County services is not readily available but the information can be obtained if required.
N.B.—The estimated net expenditure on Borough Services does not include any apportionment of central administrative charges. *18/3/1958*

Evidence submitted by the Wimbledon Borough Council

Contents

Education

Para. No.
Education 1–9
Agricultural Education 10
Youth Employment Service 11–13

Environmental Health

Baths, Washhouses and Bathing Places 14–19
Control of Watercourses, Ditches and Ponds 20–21
Disinfestation of Premises and Articles 22–24
Drainage of Trade Premises 25
Mortuaries and Post-Mortem Rooms 26–27
Public Conveniences 28–30
Refuse Collection and Disposal 31–33
Regulation of Buildings and Sanitation of Buildings 34–36
Sewerage and Sewage Disposal 37
Street Cleansing 38
Burial Grounds, Cemeteries and Crematoria 39–41
Parks and Open Spaces, including Allotments 42–53
Powers and Duties under the Physical Training and Recreation Act, 1937 54
Prevention of River Pollution 55

Housing

Provision of Houses 56–65
Slum Clearance 66–69
Assistance to other Bodies or Persons to facilitate the acquisition, construction or improvement of houses 70–77
Regulation of Buildings and Bye-laws 78

Personal Health and Welfare

Powers and Duties under the National Health Service Acts . . 79–83
Mental Health Services 84
Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944 85–87
Care of Children 88
Registration of Nurseries and Child Minders 89–90
Notification of Infectious Diseases 91–92
Health Education 93
General Comments upon the Personal Health Services . . . 94–97
General Comments upon the Welfare Service 98–100

Town and Country Planning

Town and Country Planning 101–107
Powers and Duties under the National Parks and Access to the Countryside Act, 1949 108

Traffic

Construction, Improvement and Maintenance of Roads and Bridges 109–111
Street Lighting 112
Naming of Streets and Numbering of Houses 113
Parking Places 114–116
Road Safety 117–120
Bus Shelters 121
Private Street Works 122–123
General Aspects of Administration and Finance 124–152
Statement of Establishment as at 1/4/58 . . . . . . —

Education

(i) Education

1. Wimbledon forms part of the Surrey North-Eastern Divisional Executive for Education set up by the Surrey County Council, who are the Education Authority under the provisions of the Education Act, 1944. In addition to the Borough of Wimbledon the divisional executive also comprises the Borough of Mitcham and the Urban District of Merton and Morden. The scheme ultimately approved, which has remained in force until the present time, provides that the executive shall consist of thirty-six members. Of these Wimbledon appoints five representatives, Mitcham six and Merton and Morden seven. In addition each Council appoints two representatives not being members of the local authority, who are selected for their special interest in education, industry or agriculture. The remaining members are appointed or selected by the County Council. The members serve for a period of three years. The offices of the divisional executive are situated within the Merton and Morden district. However, by reason of its central position and the facilities available, a greater number of meetings of the executive and its committees are held in the Wimbledon Town Hall than elsewhere.

2. The functions of the divisional executive range in varying degrees over practically the entire field of the education service, so far as matters of day-to-day administration are concerned. The divisional executive also advises the Surrey County Council Education Committee on local considerations affecting policy issues, including the development plans for primary and secondary education and the scheme for further education.

3. The County Education Committee is responsible for providing free medical and dental inspection and treatment for all pupils attending county maintained schools or colleges. The areas of the divisional sub-committees of the County Health Committee were made to coincide with those of the divisional executives for education, particularly bearing in mind the importance of the close integration of the two services. The Borough Medical Officer of Health also holds the dual appointment of County Divisional Medical Officer and County Divisional School Medical Officer. It is considered that this system and the dual appointment maintain the close liaison which is necessary.

4. The divisional executive is firmly persuaded, and has so recorded the fact, that from experience in the administration of education on a divisional basis for the past twelve years, it would be to the educational advantage of the three districts, and in the interests of the children, if education continues to be administered under some form of divisional administration. The executive also considers that, in any new scheme of divisional administration, there is a justification for a greater measure of delegation by the County Council to the divisional body, including greater financial delegation.

5. The Borough Council feels that whilst the provision of primary schools and voluntary aided schools is naturally self-contained within the borough boundary, the provision of secondary education and further education establishments must necessarily overlap with the neighbouring district of Merton and Morden. Many children from Wimbledon attend schools in Merton and the opposite applies.

6. As an example of this the following list is given showing the schools and establishments in the two areas which receive children from both districts.

Wimbledon

Wimbledon County School for Girls.
Wimbledon Technical College and School.
Wimbledon School of Art.

Merton and Morden

Rutlish School (a Public Secondary School).
Raynes Park County School for Boys.

7. The Technical College and School of Art also receive students from the Borough of Mitcham, the third authority within the divisional executive's area.

8. Further, the County Council has approved an extensive addition to the County Secondary Boys' School in Pelham Road, Wimbledon, to accommodate some 420 children who will be recruited, not only from Wimbledon, Merton and Morden and Mitcham, but also from as far afield as Beddington and Wallington, Carshalton and Sutton and Cheam.

9. From the above it will be seen that there are obvious advantages to be gained from the continuation of some form of divisional administration for this area. The Borough Council agrees with the views of the divisional executive referred to earlier in this statement and is pleased to note that for an experimental period, commencing on 1st July, 1958, the County Council has agreed to give greater autonomy to the divisional executives, particularly in financial matters. It is also intended to increase the powers of the executive in regard to the appointment of staffs for divisional offices, which has previously been under direct central control from County Hall.

(ii) Agricultural Education

10. This is administered by the Education Committee of the Surrey County Council which maintains an Agricultural Training College at Merrist Wood, near Guildford.

(iii) Youth Employment Service

11. In accordance with the provisions of the Employment and Training Act, 1948, the Surrey County Council has accepted responsibility for the Youth Employment Service in all parts of the Administrative County of Surrey including the Borough of Wimbledon. Co-operation with the neighbouring authorities is maintained by means of cross-representation on Youth Employment Committees and also by contact between Employment Bureaux.

12. In the area of the North-eastern Divisional Executive, two Youth Employment Committees have been appointed, one for Merton and Morden and Wimbledon combined, and one for Mitcham.

13. Members of the Youth Employment Committees are appointed by the Ministry of Labour and the Ministry of Education. Local Education Committee members are nominated by the Surrey County Council on the recommendation of the North-eastern Divisional Executive. The members also comprise representatives of teachers, employers, workers and other persons interested. The Borough Council has no direct representation on the committee.

Environmental Health

(i) Baths, Washhouses, Bathing Places

14. The Borough Council's Baths Establishment, comprising two swimming pools, suites of private warm baths and a laundry, is in Latimer Road, which is conveniently situated and easily accessible by public transport.

15. The Council has realised that, although adequate, the facilities available for the Public Baths Establishment must be modernised from time to time to keep abreast with the new developments in this field. A major scheme of modernisation has therefore been provisionally approved by the Baths Committee and the current estimate for the initial stage of the work which has been included in the capital estimates amounts to £9,500. It is hoped to embark upon the scheme of modernisation as soon as possible after the present financial restrictions are eased. Adjoining land has been acquired to provide for future development.

Swimming Pools

16. The two swimming pools are each 100 feet long by 40 feet wide, but their maximum depth (6½ feet) is inadequate by present diving standards. The No. 1 Pool, built in 1929, is open for swimming only during the summer season, May to September. It is boarded over for the winter, thus providing a large well-appointed hall which is used for a variety of purposes including indoor bowls, badminton, dances, animal shows, youth displays and concerts. It is in great demand for these purposes by local and county organisations of all kinds. The No. 2 Pool, built in 1898, is open throughout the year for swimming and is very well patronised, particularly during the winter when neighbouring pools are closed. These two pools not only serve the adjacent districts of Merton and Morden and Mitcham, but are also extensively used by clubs coming from as far afield as Sutton, Epsom and Richmond.

17. By arrangement with the Education Committees of the Surrey and London County Councils respectively, many thousands of school-children are taught to swim in the Wimbledon Pools, by qualified instructors employed by the Borough Council. In addition to providing adequate facilities for the Wimbledon schools, the pools are able to deal with pupils from schools in Merton and Morden, Mitcham, Tooting and Wandsworth.

Private Baths

18. There are two suites of private warm baths, one comprising 40 baths for men and the other 24 baths for women. This facility is well used throughout the week, from 9 a.m. to 7.30 p.m. Old age pensioners are allowed the free use of the baths on Tuesdays and Wednesdays, a concession which is much appreciated.

Laundry

19. The Baths Establishment also includes a small but well equipped "Establishment" (i.e. not public) Laundry, which is capable of dealing, and could operate more economically, with a far greater washing load than is available at present. This is a useful "reserve" asset in the event of the Borough Council becoming responsible for further public services at some future date, such as the care of the aged and infirm.

(ii) Control of Watercourses, Ditches and Ponds

20. The control of watercourses, ditches and ponds is primarily the responsibility of the Borough Council which, through the Engineer and Surveyor, maintains the closest liaison with other authorities including the Surrey County Council with regard to their functions for the prevention of river pollution. A systematic programme of clearing watercourses and ditches each year is carried out by the Borough Engineer and Surveyor's Department. The Borough Health Department is also concerned and there is included annually in the estimates a sum for mosquito control.

21. Certain of the ponds in the borough are on Wimbledon Common and therefore are controlled by the Wimbledon and Putney Commons Conservators. Advice has, however, from time to time been sought by the conservators from the Borough Council's officers, particularly from the point of view of infectious disease prevention.

(iii) Disinfestation of Premises and Articles

22. The need for disinfestation of premises and articles has decreased considerably during recent years. The work is now confined to very infrequent bed bug and flea infestation and to rather more frequent infestations of cockroaches. The Borough Health Department is well equipped to deal with disinfestation work by chemical action, and by arrangement with a neighbouring authority, steam apparatus is available to deal with articles which cannot be dealt with by other means.

23. The Borough Health Department also maintains an organisation adequate to the requirements for efficient rodent control within the borough, and contro measures to cover infestations in dwelling houses, business premises and other premises. Treatment for rodent infestation in private dwelling houses is provided free, but a charge to cover the cost of the work is made in respect of all other premises.

24. By agreement, the department deals with rodent treatment and disinfestation work in Surrey County Council owned property within the borough, including schools, school canteens, and river banks.

(iv) Drainage of Trade Premises

25. Where required the Borough Council has taken action and has entered into agreements with the owners or users of trade premises to ensure the satisfactory discharge of trade effluent into the sewers from time to time.

(v) Mortuaries and Post-Mortem Rooms

26. A Mortuary is maintained by the Borough Council and is situated in the Gap Road Cemetery adjacent to the offices of the Open Spaces and Cemetery Superintendent which enables enquiries to be made and dealt with expeditiously. In addition to providing a service for the borough, arrangements have been made with the Merton and Morden Urban District Council to accept bodies from that district.

27. The Mortuary contains an up-to-date Post-Mortem Room, Refrigeration Chamber and a properly equipped Chapel of Rest. This last facility is becoming more and more important as relatives now prefer to use such chapels rather than keep bodies in their homes pending burial. This service is capable of being expanded so as to provide for other areas in the county.

(vi) Public Conveniences

28. The Borough Council has provided public conveniences at five focal points within the district, and shared equally with a neighbouring authority the cost of providing a further convenience at the common boundary, in respect of which it also pays one half of the annual maintenance cost.

29. Free washing facilities are available at three of these six points.

30. These conveniences are, of course, in addition to those which the Borough Council has provided for the use of the public in its parks and open spaces.

(vii) Refuse Collection and Disposal

31. A weekly collection of house and trade refuse is maintained by the Borough Council. Fortunately this collection can be carried out economically with short hauls, due to the availability of land within the district at the Sewage Disposal Works for a transfer station. Arrangements are also made for special additional collections as required, particularly in the case of trade premises.

32. Until comparatively recently, a refuse destructor was maintained by the Borough Council adjacent to the Sewage Disposal Works, but as this had reached the end of its useful life, it was closed. A transfer station has been formed in close proximity to the old destructor from which the refuse is now removed, by arrangement, to a depot outside the borough boundary.

33. It is possible that, should there be some relaxation in the stringent financial controls at present in force, the Borough Council would consider constructing a new modern disposal plant which would allow for all the refuse collection and disposal work to be carried out within the borough boundary.

(viii) Regulations of Buildings and Sanitation of Buildings

34. The Borough Council has made regulations for securing the proper ventilation and lighting of rooms to which section 18 (1) of the Housing Act, 1925, applied, and to ensure the protection of such properties against dampness, effluvia and exhalation. These regulations have been revised from time to time in order to comply with subsequent amendments of the Housing Act.

35. It is estimated that there are between 200 and 300 families living in underground rooms, and inspections of these premises have been commenced. Where necessary closing orders are made, and in certain cases the occupants have been rehoused by the Borough Council, but the difficulty in finding alternative accommodation often restricts the Borough Council's action in relation to this type of dwelling.

36. In the early 1930's the Borough Council realised that its powers for controlling the sanitary condition of houses and buildings were insufficient and accordingly in the Wimbledon Corporation Act, 1933, provision was made for more strict control than was otherwise available. Although the Public Health Act, 1936, gave all authorities similar powers to those already in force in the borough, the Council has found from experience that the provisions of the local Act generally are preferable for local needs and requirements.

(ix) Sewerage and Sewage Disposal

37. The Borough Council carries out the functions relating to sewerage and sewage disposal. Wise planning has made fifty acres of land available around the sewage disposal works which can provide for any future expansion and provision has been made in the capital estimates for expenditure on works of modernisation and extension amounting to £240,000. All the possible needs of this service can be met locally.

(x) Street Cleansing

38. A regular service of manual street cleansing is maintained by the Borough Council. The large shopping areas are cleansed daily and the majority of other roads are dealt with on a twice weekly basis dependent upon the availability of road orderlies.

(xi) Burial Grounds, Cemeteries and Crematoria

39. Wimbledon is the Burial Authority under the Burial Acts and maintains two cemeteries, one at Gap Road, Wimbledon, and the other a Lawn Cemetery at Randalls Park, Leatherhead, Surrey, which was acquired under special provisions contained in the Wimbledon Corporation Act, 1933, as Gap Road was rapidly becoming full. Bye-laws with respect to the management of these cemeteries and the charges for their use have been made by the Council under the Public Health (Interments) Act, 1879.

40. The area of land available at Leatherhead is 112 acres, and the Borough Council is at the moment engaged in completing its plans for the erection of a crematorium on part of the land which will eventually serve an area containing some 150,000 persons. General approval has been received to this proposal from the Minister of Housing and Local Government and Surrey County Council as local planning authority, but the loan consent in respect of the works has not yet been received.

41. A defect which could usefully be mentioned is that the Burial Acts contain many obsolete and inadequate provisions and are complex and unwieldy. Their revision in a consolidating enactment is very desirable and would make for easier administration.

(xii) Parks and Open Spaces

42. The Borough Council has over the years provided some 466 acres of public open space, of which 149 and 94 acres respectively are leased to the Royal Wimbledon and Wimbledon Park Golf Clubs. The following list shows the total number of sports facilities made available to the public:

29 soccer pitches.
6 rugby pitches.
11 cricket pitches.
4 hockey pitches.
33 hard tennis courts.
3 grass tennis courts.
2 putting greens.
6 bowling greens.
1 athletic track.

43. Arrangements have been made with the Education Authorities of the London and the Surrey County Councils for their local schools to use the Borough Council's playing field facilities.

44. The Borough Council purchased Wimbledon Park, part of which is situated within the Metropolitan Borough of Wandsworth, in 1914 for the sum of £65,000. The eighteen-hole golf course was included and is now leased to the Wimbledon Park Golf Club at a rental of nearly £1,800 per annum.

45. In order to preserve the general amenity of the area, and to prevent the land being used for building, in 1938 the Borough Council purchased the Royal Wimbledon Golf Course and Clubhouse, comprising some 149 acres, and 35 acres of the Beverley Meads Estate, which adjoins the Common and Golf Club, for the sum of £151,000. The Golf Course is leased by the Borough Council to the Royal Wimbledon Golf Club at an annual rental of £2,300.

46. In 1948, again in order to prevent indiscriminate building and to preserve a unique estate within the outer London area, the large mansion and thirty-three acres of garden and parkland at Cannizaro, adjoining Wimbledon Common, was purchased for £40,000.

47. Bye-laws have been made by the Borough Council relating to the management of pleasure grounds and are at the moment being revised to cover all open spaces and playing fields, which have been extensively developed since the war.

48. Three nurseries are maintained, two within the borough and one at Leatherhead on the Randalls Park Estate, providing the Borough Council with all the necessary trees, shrubs and flowering plants that are required in the ornamental gardens, roadside verges and parks.

49. The Borough Council has provided 36 acres of allotment grounds, of these four grounds, containing some 19 acres, were acquired or appropriated as permanent allotment sites. The administration of all allotments is carried out by a Statutory Committee set up in accordance with the provisions of the Allotments Acts. One-third of the members of the committee are non-members of the local authority, co-opted for their special knowledge and experience in the management and cultivation of allotment gardens.

50. The Borough Council is also most fortunate in having a very large area of common land within its boundaries comprising 603 acres. This is administered by eight conservators, known as the Wimbledon and Putney Commons Conservators who were constituted under the provisions of the Wimbledon and Putney Commons Act of 1871.

51. Thirty-three acres of land adjoining the Wimbledon Common, but outside the borough boundary, has been purchased by the Borough Council in order to preserve the rural amenities surrounding the common and has been devoted to public open space. The land is within the area of the Borough of Malden and Coombe and the action was taken with their agreement.

52. The Borough Council considers that the parks system which has been developed within the borough ensuring that every local resident is living within 600 yards of a public open space, together with the allied responsibility relating to street trees, roadside gardens and other horticultural maintenance services, satisfactorily meets the needs of the district, and from information available it would appear to attract many persons living outside the borough.

53. In regard to school playing fields it has been found that in certain instances these adjoin open spaces managed by the Council and therefore maintenance work could be carried out more economically by the Borough Council.

(xiii) Powers and Duties under the Physical Training and Recreation Act, 1937

54. The Borough Council has not had the opportunity to operate its powers under the Physical Training and Recreation Act, 1937, on many occasions, but in 1948 the Wimbledon Football Club Ground in Plough Lane was purchased under the provisions of the Act for the sum of £12,000. This action was taken in order to preserve the amenity to the borough and to ensure the continued existence of the Wimbledon Football Club which competes in the Isthmian League and is recognised as one of the Senior Amateur Clubs in the country. In addition to this the Borough Council has arranged for a 30 per cent grant under this Act from the Ministry of Education in respect of the purchase and adaptation of the Wimbledon Community Centre and the provision of some equipment therein. The Centre is situated in property vested in the Borough Council and it is governed under a scheme which provides for a governing body composed equally of members of the Surrey County Council, the Borough Council and the Wimbledon Community Association.

(xiv) Prevention of River Pollution

55. Responsibility for ensuring the non-pollution of rivers and streams within the borough rests with the Surrey County Council. The County river inspectors deal with all matters relating to the prevention of pollution and arrange for analysis from time to time of sewage effluents and trade wastes which are discharged into the rivers. The Borough Council and its officers give every assistance and co-operation to the County Council in the discharge of their functions relating to River Pollution.

Housing

(i) Provision of Houses

56. The Borough Council has a total of 1,330 units of accommodation under its control as follows:

Permanent accommodation: 63 pre-war houses.
48 pre-war flats.
63 post-war houses.
403 post-war flats.
22 post-war elderly persons' bungalows.

In addition the Borough Council has recently purchased 84 houses in one estate previously held under requisition which have been converted and adapted to provide 180 units of accommodation. The Council has fully exercised its powers under the Housing Acts to dispose of houses and flats on land acquired or appropriated under the Acts, and since 1953, 83 houses and 4 flats have been sold to the existing tenants, or to other persons entitled to be considered for the purchase of Council dwellings under the scheme adopted by the Borough Council. A further 68 units are under construction or planned.

Prefabricated bungalows

Seventy-one prefabricated bungalows were provided by the Borough Council during 1946. Three of these have been demolished, so that the site could be developed for permanent housing, and one bungalow was destroyed by fire. Arrangements are in hand in the majority of cases to replace the remaining bungalows by the redevelopment of the sites for permanent housing.

Requisitioned premises

226 properties comprising some 477 units of accommodation are still held under requisition. The Borough Council during the war, and immediate post-war, years requisitioned a far greater number of houses for the purpose of providing accommodation than any other authority in Surrey and indeed to assist other authorities. The highest number of properties held at one time was 497 providing some 979 units of accommodation. Action has since been taken to purchase a number of these properties or to de-requisition them as and when alternative accommodation became available for the licensees, and it is anticipated that the remaining properties will be purchased or released by the required date of 31st March, 1960.

57. In addition to the properties referred to above, the Council also holds by agreement with the owners three properties comprising five flats.

58. A number of cottages under the control of the Highways and Sewerage and Open Space Committees, and also three flats in Council buildings, i.e. Town Hall, Public Library and Public Baths, are let on service tenancies to employees.

59. The main difficulty which the Council experiences in the provision of housing accommodation is the shortage of available land within the borough on which to build, and for this reason the Council has had to look elsewhere for suitable sites.

60. The Borough Council quickly realised the opportunities which they were given under the provisions of the Town Development Act, and they took the lead in preparing a scheme in collaboration with a number of other authorities in Metropolitan Surrey to develop a site at Frimley and Camberley for the provision of 1,250 houses. Of this number Wimbledon will have the largest individual allocation, some 400 units. Since the inception of the scheme the Borough Council and its officers have accepted the responsibility for the complete administration of the scheme, both for this and the other participating authorities, and it is considered that it is only because of the efforts made by the Borough Council that the scheme is now nearing fruition.

61. The Borough Council also participates in the scheme for the movement of population to the new and expanded towns and to date 185 families have been rehoused under the scheme.

62. The present position in regard to the housing list is that there are 842 applications outstanding. Of these the most urgent cases numbering 129 have been placed in a priority group and as accommodation becomes available it is allocated in accordance with the points scheme to persons on the priority list.

63. The Borough Council has pioneered a scheme for the erection of a purpose-built half-way house which would provide temporary housing accommodation. The scheme, as agreed, has been prepared in collaboration with the Surrey County Council Welfare Department, and that authority will also make use of the building for housing persons requiring temporary accommodation for which the County Council accepts responsibility under the provisions of the National Assistance Act. The building as planned would serve immediately as temporary housing accommodation during such time as may be required and could readily be converted for permanent accommodation without excessive cost at a later date.

64. Up to the time of the preparation of this statement 145 families have indicated that they are likely to be dispossessed of their accommodation under the Rent Act, 1957. The Borough Council has decided that in order to help these families premises should be purchased in the borough for either letting or sale to the existing tenants where they are unable to contemplate the purchase despite the willingness of the landlord to sell. In addition the Council has extended its scheme for advancing

money for house purchase under the Housing Acts which is referred to in Paragraph III.

65. The Council has always provided an information service for landlords and tenants upon the operation of the Rents Acts and since the Act of 1957 this service has necessarily had to be extended, the number of enquiries having substantially increased.

(ii) Slum Clearance

66. In accordance with the provisions of the Housing, Repairs and Rents Act, 1954, the Council caused a preliminary survey of its area to be carried out. In consequence of this the Minister of Housing and Local Government was informed that 35 dwelling houses had been found to be unfit for human habitation, and that it was intended that they should be dealt with during the succeeding five years.

67. Progress has been made in regard to this programme, and to date action has been taken or is at the moment in hand in respect of 18 of these houses. The action taken includes, where appropriate, the making of demolition orders, the declaration of a clearance area and by agreement with the owner, the repair and renovation of one house.

68. It is anticipated that the Council will be able satisfactorily to complete its programme within the five year period.

69. The comparatively low number of 35 dwelling houses which were notified to the Ministry of Housing and Local Government as being unfit for human habitation, is due in no small measure to the foresight of the Borough Council in the control of the planning, development and construction of dwelling houses during past years. An efficient system of inspection has also been operated which has had the effect of ensuring the maintenance of large numbers of dwelling houses in a habitable condition.

(iii) Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses

70. In July, 1950, the Borough Council considered their powers under both the Small Dwellings Acquisition Acts and the Housing Acts in regard to the making of advances to enable persons to buy houses for their own occupation. It was considered that the Housing Acts offered a much wider scope and, bearing in mind the obvious administrative advantage in operating exclusively under one or other of the Acts, it was decided to make advances only under the Housing Acts.

71. Advances are limited to 90 per cent of the Borough Surveyor's valuation, and application for advances will be considered up to the statutory limit of properties valued at not more than £5,000. Since the inception of the scheme in 1950, the Council has loaned almost half a million pounds.

72. Under the terms of the Housing Act the Council is prepared to give guarantees on building societies' mortgages where the Societies are not prepared to grant a full 90 per cent or 95 per cent mortgage.

73. In order to reduce to a minimum the time taken in considering applications for advances, the Chairman and Vice-Chairman of the Council's Housing, Town Planning and Buildings Committee have been given executive powers to authorise advances, subject to a satisfactory report and valuation.

74. In addition to purchasing houses for letting to persons likely to be evicted under the Rent Act, 1957, the Council has decided that facilities should be made available for the tenants to obtain loans to assist in purchasing houses (not only within the borough) but in other areas where it is considered that the loan facilities offered by the local authority concerned are not adequate. In all other respects the Borough Council's scheme for advancing money for house purchase under the provisions of the Housing Acts will be extended fully to any tenants in the borough likely to be dispossessed because of the Rent Act, 1957.

75. The Council also operates under the provisions of the Housing Acts a scheme for improvement grants in order that the older type of property may be brought to a standard more in keeping with present-day conditions of living accommodation.

76. It would appear that the procedure works extremely well, particularly as the scheme is operated directly from the Town Hall, which is easily accessible to members of the public who may wish to have advice and information on the making of applications.

77. The Borough Council has exercised its powers under the Housing Acts to assist by way of loan the Wimbledon Housing Association to construct flats.

(iv) Regulation of Buildings and Bye-laws

78. The Borough Council has made building bye-laws under the Public Health Act, 1936, and these are subject to periodical revision in order to comply with the Ministry of Housing and Local Government's recommended model bye-laws. The Borough Council has recently carried out a revision and has taken the opportunity of including the bye-law provided for in the Clean Air Act, 1956, which is intended to ensure that new property is provided with a satisfactory means of heating without causing the emission of smoke which might constitute an offence under the provisions of the Act.

Personal Health and Welfare

(i) Powers and Duties under the National Health Service Acts

79. For health purposes the County of Surrey is divided into the same divisions as those selected for county education purposes. The principal factor which leads to these divisions was the importance of securing continuity in the administration of the health services for children under five, and children of school age, by one and the same medical staff.

80. The Boroughs of Wimbledon and Mitcham and the Urban District of Merton and Morden, together with the County Council, are the constituent members of the North-eastern Divisional Health Sub-Committee. The total number of members on the sub-committee is twenty, of which each local authority appoints five.

81. The County Council administers centrally from the County Hall at Kingston-upon-Thames the following services provided under the National Health Service Act, 1946:

Ambulance service.
Anti-Tuberculosis service.
Geriatric service.
Health centres.

82. The undermentioned services required to be provided under the National Health Service Act are administered as follows:

I. Administered on day-to-day basis by Divisional Medical Officer from Town Hall, Wimbledon

II. Administered Centrally by the Surrey County Council from County Hall, Kingston-upon-Thames

Care of Mothers and Young Children

I. All matters relating to the work and maintenance of clinics, centres and day nurseries. All matters relating to the work of assistant medical officers, health visitors, etc. Recruitment of day nursery staff. Notification of births, prematurity, etc., and appropriate action thereon. Convalescent treatment. Supervision of private day nurseries and child minders. Voluntary inspection of children under 5 years. Distribution of welfare and proprietary foods.

II. Care of the unmarried mother and her child, including hostel accommodation. Central Dental Laboratory and Orthodontic Service.

Midwifery and Home Nursing

I. All matters relating to the work of the staff in the field. Administration and management of district nurses home. Returns, statistics, etc.

II. Duties of Local Supervising Authority (appointment of supervisors of midwives, receiving notifications relating to the practice of midwifery, investigations consequent on such notifications, receiving medical aid returns and payments to doctors, etc.). Housing of district nurses and midwives.

Health Visiting

I. All matters relating to the work of the health visitors.

Vaccination and Immunisation

I. The administration of schemes of innoculation against diphtheria, whooping cough, smallpox, tetanus, poliomyelitis and B.C.G. vaccination.

II. Receiving and distributing supplies of poliomyelitis vaccine, B.C.G., and P.P.D. as issued by the Ministry.

Prevention of Illness, Care and After-Care

I. Public Education in health. Prevention of break-up of families.

II. Supply of medical comforts. Recuperative holidays for adults.

Home Helps

I. All matters relating to the recruitment, work and supervision of home helps.

83. The Borough Medical Officer of Health also holds the dual appointment of County Divisional Medical Officer of Health and of School Health, and it is in this way that the essential integration of the environmental health, personal health and school health services is achieved.

(ii) MENTAL HEALTH SERVICES

84. These services are administered wholly by the Surrey County Council from the County Hall, but supervision of some home patients is carried out by the health visitors employed in the division and under the direct control of the Divisional Medical Officer.

(iii) Powers and Duties under the National Assistance Acts and Disabled Persons Employment Act, 1944

85. The duties carried out by the Borough Medical Officer of Health are the removal to suitable premises of persons in need of care and attention, and arrangements for the burial or cremation of the dead where the relatives disclaim responsibility or are unable to be traced.

86. All other functions under the National Assistance Act are the responsibility of the County Welfare Committee and are administered either centrally or through their Divisional Welfare Sub-Committee and the Divisional Welfare Officer whose office is in the borough adjacent to the Town Hall. The latter's chief local functions concern the admission to residential accommodation of aged or infirm persons and the admission to temporary accommodation of persons who are in urgent need of accommodation as defined under part 3 of the National Assistance Act.

87. The Divisional Welfare Sub-Committee's constitution is exactly similar to that of the Divisional Health Sub-Committee referred to in the previous paragraph, although there is not necessarily any direct relationship between them.

(iv) Care of Children

88. The powers and duties under the Children and Young Persons' Act, 1944, and the Children's Act, 1948, are dealt with centrally by the Children's Department of the Surrey County Council. Arrangements for the admission of children into care are dealt with by the Divisional Welfare Officer who acts as the local agent for the Children's Department. At the request of the Children's Department arrangements are made for the local health visitors to carry out the majority of the work of supervision of adopted children living within the borough.

(v) Registration of Nurseries and Child Minders

89. The general supervision of private day nurseries and child minders is carried out by the Divisional Medical Officer of Health.

90. Registration required under the Act is, however, administered by the County Council direct from the County Hall at Kingston.

(vi) Notification of Infectious Diseases

91. The Borough Medical Officer of Health is responsible for receiving notifications of infectious diseases from general medical practitioners and local hospitals, and for ensuring that investigations are carried out to prevent the spread of infection. Payments for notifications of infectious diseases from general practitioners are made by the Borough Council but are recoverable from the County Authorities.

92. In dealing with the maintenance of the tuberculosis register, close liaison is maintained between the Medical Officer of Health and the Chest Physician, appointed jointly by the Surrey County Council and the Regional Hospital Board, who is responsible for both the curative and preventive aspects of tuberculosis.

(vii) Health Education

93. This service is administered primarily on a divisional basis and includes the organisation of mothercraft and parentcraft groups, the dissemination of propaganda relating to immunisation and vaccination and health subjects generally, and where appropriate, arrangements are made for talks, lectures and the showing of films and filmstrips to outside bodies and organisations.

GENERAL COMMENTS UPON THE PERSONAL HEALTH SERVICES

94. The present form of public health administration is adequate and must be considered vastly superior to any form of administration which does not allow for the necessary integration of the environmental health, personal health and school health services. From the point of view of the general public and those responsible for administration and organisation there is a decided advantage in abolishing lines of demarcation between the personal and environmental health services which, from the functional or working aspect, are largely artificial.

95. There is, however, no doubt that the personal health services could be run with greater speed and efficiency if they were wholly administered from the Public Health Department of the Town Hall rather than on the present day-to-day basis. This is particularly so in the case of the care of young mothers and children, home nursing and midwifery, home helps, vaccination and immunisation and health visiting. It is considered that the present scheme with its extensive rules and regulations defining the responsibilities of County District Council and the County Council does involve a great deal of duplication of work within the divisional office and the County Health Department.

96. A further defect which has become apparent in the county administration relates to the maintenance of premises. There is at the moment frequent delay in completing comparatively small works of repair and maintenance to buildings which could be dealt with much more expeditiously by the direct and immediate employment of local builders rather than by having to wait for the county to inspect, report and finally authorise the placing of an order.

97. To summarise, it is true to say that as far as the general public is concerned, the present system appears to be efficient, but it undoubtedly could be even more efficient and economical insofar as Wimbledon is concerned if the services were entirely locally administered.

GENERAL COMMENTS UPON THE WELFARE SERVICES

98. Accommodation for elderly persons is provided within the borough by the Surrey County Council, and also privately by the Wimbledon Guild of Social Welfare, to whom the Council makes an annual financial contribution. The county holds on lease from the borough a large mansion which has been adapted for this purpose. It is, however, used generally for persons within the county and is not restricted to present or former Wimbledon residents.

99. It is considered that this county function is one which could more conveniently and efficiently be carried out by the borough. If the existing accommodation was restricted to local residents, it would be adequate to meet the needs of the district and could be maintained financially and otherwise by the borough without difficulty. At the moment it is known that there are cases of local persons who have had to be accommodated in other parts of Surrey because the home was full, and conversely persons have been brought in from other areas of the county when vacancies have occurred.

100. In connection with the care of children it does appear that some benefits would accrue if the collection of parents' payments for children taken into care by the county authorities were dealt with locally at the Town Hall. Under the present arrangements the payments have to be made at the County Hall at Kingston-upon-Thames, and it has been found that if the parents default, they often get deeply into debt before any action is taken. If this action were dealt with locally it might be easier for the person concerned to call at the Town Hall than it would be for them to travel to the County Hall, or alternatively, a local officer on the spot could visit the home.

Town and Country Planning

(i) Town and Country Planning

101. The Surrey County Council is the Local Planning Authority within the meaning of the Town and Country Planning Act, 1947. They have, however, by agreement, delegated to each County District Authority, including Wimbledon, their powers and duties under Part III of the Act relating to applications for permission to develop. Wimbledon has elected to pay its own expenses relating to the exercise of the delegated powers and also has agreed to act in planning appeals against decisions relating to development in their district given by them under their delegated powers or on the instructions of the County Council.

102. Under the arrangements made for delegation, the County Council are keeping a supervisory control over the planning of the whole county, but have restored to the County District Authorities, either individually or in combination, the exercise of the greater part of the planning functions which they had enjoyed under the previous planning law.

103. In addition Area Sub-Committees were set up by the County Planning Committee who consider applications for planning permission submitted to County

District Authorities where it was felt that the application dealt with matters of more than local interest or fell within certain categories specified in the scheme of delegation.

104. The Area Sub-Committee make recommendations upon these applications which, if not accepted by the County District Authority, are referred to the County Planning Committee for consideration and final decision.

105. It is considered that the organisation for the operation of Town Planning control has worked smoothly between the County Council, the Area Sub-Committee and the Borough Council, the relations between these two authorities being co-operative and harmonious.

106. Wimbledon has always been a forward looking authority in town Planning matters, and in support of this claim it is pointed out that it was one of the few authorities in the country to have an operative town planning scheme under the Town Planning Act of 1925.

107. As a further example of this farsightedness, attention is drawn to the Council's action in purchasing Eagle House, a 17th century house of great historical and architectural interest, in order to secure its preservation. The cost of the acquisition, which had been by agreement, was £10,250. A preservation order was made in October, 1946, and subsequently the building was scheduled in accordance with Section 30 of the Town and Country Planning Act, 1947, as a "building of special architectural and historic interest". The property was sold in 1956, subject to the conditions applying to the preservation order for a sum of £20,000.

(ii) National Parks and Access to the Countryside Act, 1949

108. The provisions of this Act have very little relevance in a fully developed area such as Wimbledon but the Borough Council has given every assistance to the Surrey County Council, whose responsibility it is to prepare the survey of footpaths and bridle ways.

Traffic

(i) Construction, Improvement and Maintenance of Roads and Bridges

109. The total mileage of roads within the borough is as follows:

Class I	4·39 miles, together with 2·46 miles of footpath only (this is a road on the borough boundary where the carriageway is in an adjoining area).
Class II	4·54 miles.
Class III	3 miles.
District Roads	50·41 miles.
Private Streets	4·14 miles.

110. The borough is a claiming authority for classified roads, and subject to financial limits a programme of road improvement works is carried out each year.

111. A well laid out and modern central Highways Works and Stores Depot is maintained by the borough. The total acreage of land occupied by the depot is 4·6 acres, and from the administrative point of view it is most conveniently situated in the centre of the town and within a few minutes walking distance of the Town Hall. Although the building was constructed many years ago, it has been maintained at a high standard and it is considered that the provision of such a depot shows considerable foresight on the part of the Council in its early days.

(ii) Street Lighting

112. The borough is responsible for the provision of street lighting in all roads in the district, and the majority of traffic routes have for many years been lighted to Group "A" standard. This is being progressively extended as circumstances permit.

(iii) Naming of Streets and Numbering of Houses

113. The responsibility for ensuring the appropriate naming of streets and the numbering of houses is carried out by the Borough Council, whose advice has been sought in the past by developers of new roads.

(iv) Parking Places

114. Two free car parks have been provided in the centre of the town by the Borough Council giving parking accommodation for 140 vehicles.

115. Plans are in hand for a free car park at the rear of the Town Hall which, when completed, will provide further accommodation for 70 cars.

116. Bye-laws with respect to parking places have recently been made by the Council in accordance with Section 68 of the Public Health Act, 1925.

(v) Road Safety

117. In 1946 the Council appointed a Road Safety Committee in accordance with the request then made by the Minister of War Transport in his circular of the 2nd November, 1945. The committee acts primarily in an advisory capacity and its terms of reference are as follows:

1. To prepare and conduct a propaganda campaign on road safety;
2. To initiate any proposal or enquiry designed to combat road accidents;
3. To consider any matters referred by the Council or the Highways and Sewerage Committee relative to road safety.

118. The committee comprises twenty-four members, of which five are members of the local authority, the remaining members being representatives of local organisations, the Police and the Royal Society for the Prevention of Accidents.

119. The committee's estimate for the year 1958/59 amounts to £1,632.

120. The Council employs a full-time Road Safety Organiser within the permanent establishment of the Borough Engineer's Department.

(vi) Bus Shelters

121. Although by recent legislation the power to provide bus shelters has been vested in local authorities, it has in the past always been considered that as these structures are for the encouragement of persons using the services provided by the London Transport Executive, it was that authority's responsibility to provide shelters where necessary. In one or two instances this has been done after consultation between the officials of the two authorities as to siting.

(vii) Private Street Works

122. There are 4·14 miles of private streets within the borough. The Borough Council is at the moment carrying out the formalities leading to the making up of Dawlish Avenue and Henfield Road under the provisions of the Private Street Works Act, 1892.

123. The remaining private streets will be dealt with in due course, when the existing financial restrictions are eased.

General Aspects of Administration and Finance

124. Wimbledon was created an urban district in 1894 when the population was some 26,000 and so remained until incorporated by Royal Charter in 1905 with a population of 50,000. Since that time the district has progressed in every way and today within its area of 3,211 acres it houses a population of 58,000. The rapid

growth of the borough can be attributed to the progress made by railways and other means of communication to a district which was already well favoured as a residential area for its natural charms. The development of the railways resulted in the vicinity of the station becoming the administrative centre and focal point in the town instead of the old Wimbledon High Street. In consequence of this the latter has retained much of its old world character and can be compared in many respects to a country village High Street.

125. The Council feels satisfied that the previous paragraphs will give some indication of the farsightedness and civic pride of their predecessors in the development of the borough and the management of the Council's affairs.

126. The Town Hall, of which the Borough Council is justly proud, is situated within the very heart of the town adjacent to the railway station. It was erected in 1931 and officially opened in that year by His Royal Highness the late Duke of Kent. The building was so constructed and designed as to allow for an additional storey to be erected at a future date, thus providing an administrative headquarters for any possible expansion that there may be in the Borough Council's activities.

127. In addition to the Council Chamber and Committee Room Suites, together with the Mayor's Parlour, the building also houses the offices of the Town Clerk and Electoral Registration Officer, Medical Officer of Health, Borough Treasurer and Borough Engineer and Surveyor and their staffs.

128. As has been said, the Town Hall occupies a unique position in the borough and it is surrounded by other buildings of the various public services, including the Fire Station, Police Station, Ambulance Station, Magistrates' Court and Offices, Registrar of Births, Marriages and Deaths as well as the offices of the Metropolitan Water Board and the Surrey County Council Divisional Welfare Officer. Incorporated within the Town Hall curtilage is a large Public Hall with a seating capacity for 1,400 persons. It has a fully equipped stage and orchestra pit containing a three-manual Compton organ. The hall is used extensively by a number of organisations for a variety of purposes and is a widely known centre for the whole of the County of Surrey.

129. In addition to the public hall the Council also owns the Wimbledon Park Hall which, though considerably smaller than the public hall, provides facilities for meetings, dances and similar activities within the Wimbledon Park Ward of the borough. In addition there are a large number of other community halls spread throughout the area which considerably assists the various local societies in their work. A community spirit which has long been alive within the borough has been fostered at every opportunity by the Council. This is borne out by the large number of local organisations at present functioning and providing scope for many diverse and varied forms of interest. Not least of these is the Wimbledon Community Association to whom the Borough Council give every support and encouragement in the task of co-ordinating and fostering the work of individual organisations. The Borough Council, together with the Surrey County Council, comprises the governing body of the association who have, in Council owned property in St. George's Road, provided an excellent social and cultural centre.

130. The general facilities made available in the area cater for a far greater population than actually lives within the borough boundaries, and this claim can be supported at any time by witnessing the number of persons using Wimbledon Common and the Council's parks and open spaces, in addition to the audiences at functions held at the Town Hall, the Repertory Theatre, several cinemas, the All England Lawn Tennis Club and the Stadium.

131. In addition to this the Wimbledon postal areas of S.W 19 and S.W.20 stretch far beyond the Council's boundaries, thereby giving to many thousands of householders an affinity with the borough though they live outside its administrative area.

132. Wimbledon has, of course achieved world-wide renown from the fact that the All England Lawn Tennis Club's Ground is within the borough. The Council has always within its powers given support and advice to the club upon the furthering of the facilities made available to the public during the tennis tournaments.

133. A large stadium has been erected in Plough Lane and is used primarily for greyhound and speedway racing. Here, as with the All England Lawn Tennis Club, the Council has always done its utmost, since its construction, to assist the proprietors in providing a facility which is used, not only by local residents, but by persons coming from a very wide area. The Council has itself often found the stadium most useful for large civic gatherings, particularly during such times as the celebrations in connection with the Coronation of Her Majesty Queen Elizabeth II and the more recent Jubilee Celebrations of the Borough.

134. The borough has excellent travelling facilities provided both by the British Railways (Southern Region) and the London Transport Executive. The main railway station, which is a junction, provides an excellent service to many London termini and to almost all other parts of the county and beyond.

135. The bus and trolley bus services, for which there is a bus depot in Wimbledon, also make for easy travel, not only within the district, but to such places as Epsom, Kingston, Dorking, Putney, Hampton Court, Clapham Common, as well as to many points within the Central London area. Wimbledon is also the southern terminus of the district underground railway line.

136. A station on the Northern Line of the underground railway, situate almost on the borough boundary but actually in the district of Merton and Morden, is known as South Wimbledon and is easily accessible by bus from almost any part of the borough.

137. Wimbledon has long been known as a residential area and over the years many famous people have been its residents. There are a large number of excellent properties in the district and this is reflected in the rateable value.

138. From the financial point of view, Wimbledon can be classed as one of the leading boroughs in the County of Surrey. Its financial resources, which are considerably greater than those of many larger local authorities, are briefly indicated by the following figures:

Rateable value at 1/4/58	£1,219,794
Rateable value per head of population	£21 3s. 4d.
Estimated net product of 1d. rate 1958/59	£4,973

139. Estimated balances in the main General Rate Fund accounts:

(*a*) Renewal and Repairs Fund	£52,887
(*b*) Capital Fund	£37,537
(*c*) General Rate Fund Revenue Account	£35,936

140. In addition to setting up a capital fund to assist in the economical financing of capital expenditure, the Council has on many occasions been able to accelerate the repayment of debt so that the net outstanding loan debt, excluding transferred services at 31st March, 1958, was only £2,258,534 which is equivalent to a debt per head of population of £39 3s. 10d. and many services are indeed completely free of debt.

141. The Council finance their debt through a mortgage pool, the rate of interest charged for the year ended 31st March, 1958 being only 3·8 per cent. The Borough Treasurer is the liaison officer for the Surrey Loans Bureau set up by the Surrey Financial Officers' Association and which is designed to assist local authorities wishing to borrow short term money. The Council's accounts are kept by modern methods including the use of punched card accounting machines. Thus it is possible for accounting information to be produced promptly and the abstract of accounts is generally published within about three months of the end of each financial year.

142. The Borough Council comprises eight aldermen and twenty-four councillors. The district is divided into eight wards and the present members of the Council are as follows—

The Mayor (Alderman N. S. Clarke, J.P.).
Alderman C. W. Black, D.L., J.P., M.P.
Alderman S. Black, O.B.E., J.P.
Alderman P. Corbishley.
Alderman A. W. Hickmott.
Alderman T. H. Metcalf.
Alderman W. H. Thurlow.
Alderman G. Waller.
Councillor A. E. Ayres.
Councillor J. E. V. Campbell.
Councillor W. J. M. Fisher, B.SC.
Councillor E. Shields Forshaw.
Councillor T. A. Frost.
Councillor W. J. Gibson.
Councillor L. C. Grant.
Councillor A. C. W. Holmes.
Councillor F. B. Hughes.
Councillor Miss D. M. Lord.
Councillor P. MacHugh.
Councillor Miss M. K. Paterson.
Councillor Sam Preece.
Councillor W. Reay.
Councillor D. L. Reid, J.P.
Councillor T. W. Scott.
Councillor W. J. Seward, C.B., C.B.E.
Councillor Mrs. M. L. Seys-Phillips.
Councillor A. J. Stringer.
Councillor A. Styles.
Councillor J. A. Watson.
Councillor Miss E. A. Weldon.
Councillor F. T. Whitehead, B.A.
Councillor H. I. Willis, Q.C.

143. The administrative machine set up by the Council has always functioned satisfactorily and is capable of absorbing additional duties without in any way noticeably increasing the costs. The following are the chief officers employed by the Council, and it will be noted that all are fully qualified within the spheres of their work—

F. J. O'Dowd, LL.B. (Hons.) . .	(Town Clerk and Solicitor and Electoral Registration Officer.)
H. Newton, Assoc.M.Inst.C.E., M.I.Mun.E.	(Borough Engineer and Surveyor.)
A. Armitt, F.I.M.T.A., F.S.A.A. . .	(Borough Treasurer.)
Dr. P. J. Doody, M.B., B.CH., B.A.O., D.P.H.	(Medical Officer of Health.)
W. Myson, F.L.A.	(Librarian.)
H. T. Hopper, L.I.P.A., F.INST.B.C.A. (DIP.)	(Open Spaces and Cemeteries Superintendent.)
A. F. Read, M.N.A.B.S.	(Baths Superintendent and Engineer.)

144. From the preceding paragraphs of the report it will be noted that the Council has endeavoured to exercise its statutory powers fully without recourse to joint boards or joint committees. As an example of this, prior to nationalisation, the Borough Council was the electricity authority for an area extending beyond their boundaries, and from records available it can be seen that the number of consumers outside the borough was considerably more than those living in the borough.

145. Prior to the re-organisation made within the Local Government structure at the end of the last war, the Council maintained a Fire Brigade and Ambulance Service, an Isolation Hospital, Maternity and Child Welfare Service and also acted as the Part III Education Authority.

146. The Council is also responsible for other services within the borough other than those upon which the Royal Commission have requested information, including such facilities as libraries, and the administration of the Food and Drugs Acts, Shops Acts, Petroleum Acts and the Diseases of Animals Acts.

147. In regard to public libraries, the Borough Council has provided a large Central Public Library in Hill Road not far from the Town Hall which, in addition to the adult Lending Library contains an attractive Junior Library, an efficient Reference Library service and administrative offices. A branch library has been opened in Arthur Road to serve the Wimbledon Park area.

148. The Wimbledon Borough Council also has delegated powers under section 194 of the Public Health Act, 1936, and is responsible for the registration and supervision of nursing homes in the borough. Only one other county district in Surrey has similar powers.

149. Two establishments within the borough, one a nursing home for unmarried mothers, and the other a maternity hospital with sixty beds are granted exemption from registration on an annual basis.

150. In 1936 an association known as the Surrey County Districts Association was formed comprising all the County District Councils in Surrey and with the object of watching over and generally protecting their interests, rights and privileges.

151. The Council played a most active part in the formation of this body and from the time of its inception the Borough Council's Officers have acted as the hon. officers of the association. All meetings are held in the Town Hall at Wimbledon mainly because of the facilities available and also because it is such a convenient centre for the representatives of the various local authorities to reach both by road and rail. The association has long been responsible for maintaining the closest co-operation with the County Council and the County District Councils and has in every way fostered the harmonious relationship which today exists between the authorities.

152. The Council considers that the services which it directly provides at the moment satisfactorily meet the needs of this area which is a compact and easily administered unit and further, that if the alterations suggested in the earlier part of this report were implemented, it could be an ideal form of Local Government for this area.

FRANCIS J. O'DOWD,
Town Clerk.

TOWN HALL,
WIMBLEDON, S.W.19.
25th June, 1958.

Establishment as at 1st April, 1958

Administrative, Professional, Technical and Clerical Staffs			*Manual Workers*	
1. Baths Department . . .		6	Baths Department . .	20
2. Engineer's Department . .		77	Engineer's Department . (including Highways and Works Sections and Refuse Collectors.)	252
3. Finance Department . . .		45	—	—
4. Health Department . . .		14	Health Department . .	2
5. Library Department . . .		18	Library Department . . (Porter and Cleaners.)	3
6. Open Spaces and Cemeteries Department		8	Open Spaces and Cemeteries Department . . .	112
7. Town Clerk's Department. This figure includes the following:		34	Town Clerk's Department . (Town Hall Porters, Cleaners, etc.)	15
(*a*) Housing Section .	5		Housing Section . . . (Caretakers and Cleaners of blocks of flats, etc.)	10
(*b*) Civil Defence Office .	2			
(*c*) Telephone Operators (common to all departments)	2			
(*d*) Town Hall and Public Hall Staff . .	2			
(*e*) General Typing Pool (used on occasion by all departments)	9			
	20			
Total		202	Total . .	414

Supplementary evidence submitted by the Wimbledon Borough Council

MAYOR'S PARLOUR,
TOWN HALL,
WIMBLEDON, S.W.19.
31*st July*, 1958.

DEAR MR. CHAIRMAN,

Evidence of Wimbledon Borough Council.

Royal Commission.

On reference to my letter of the 30th June, 1958, enclosing the Council's evidence, I find that I omitted to refer to the important question of areas and status which has been most carefully considered by the Borough Council, who have expressed its desire to maintain the existing system of two-tier Local Government within the Administrative County of Surrey. I shall be obliged if this important point can be borne in mind when my previous letter of 30th June is under consideration.

Yours very truly,
(Sgd.) N. S. CLARKE,
Mayor.

SIR EDWIN HERBERT, K.B.E.,
CHAIRMAN,
ROYAL COMMISSION ON LOCAL GOVERNMENT IN GREATER LONDON.

Evidence Submitted by Banstead Urban District Council

I. Present Arrangements

(i) Particulars of urban district and organisation of Urban District Council

(a) Characteristics of the urban district

The urban district was constituted under the Surrey Review Order, 1933. It has an estimated population of 38,680; a rateable value at 1st April, 1958, of £726,262, and an area of 12,821 acres. The urban district is mainly residential, but is partly rural or semi-rural in character.

Ward representation on the Urban District Council is as follows:

Ward	*No. of Representatives*
Chipstead	2
Kingswood	4
Nork	4
North-East	4
South-East	2
Tadworth	3
Tattenhams	3
Walton-on-the-Hill	2
Woodmansterne	3
	27

One-third of the councillors retire each year.

The shape of the urban district is almost oval, approximately six miles in length from north to south and four miles across.

The boundaries of the urban district can be said to be the natural boundaries. Except in the lower part of the Chipstead Valley, practically the whole of the district is above the 400 ft. contour: most of it is above the 500 ft. contour rising to nearly 700 ft. at the escarpment. The whole of the urban district lies on the northern slope of the North Downs. The exception to the high ground is the lower part of the Chipstead Valley on the east side where it adjoins Coulsdon and Purley Urban District. In no other part does continuous building development immediately join that of another county district. Nearly all the urban district is surrounded by open space or land protected as Green Belt under planning proposals.

(b) Number of Employees

The following information on number of employees is given as requested in the letter of 13th May, 1958, from the Secretary of the Royal Commission.

No. of Officers employed at 1/4/58	
Clerk's Department	18
Housing Section	9
Engineer and Surveyor's Department	37
Treasurer's Department	23
Public Health Department	12
	99

No. of Manual Workers employed at 1/4/58		
Engineer and Surveyor's Dept.	138	males
	9	females
Housing Section	10	males
	1	female
	158	

(c) *Committee Arrangements*

The Council organise their work through a number of Standing Committees. Attached as Appendix B* is a printed statement of Terms of Reference of Committees adopted by the Council on 1st May, 1956.

(d) *Finance*

Attached as Appendix A is a statement prepared by the Council's Treasurer giving financial information. A copy of the Treasurer's Financial Statement for the year ended 31st March, 1957 (corresponding to an abstract of accounts), has been supplied to the Secretary of the Royal Commission.

(ii) **Education**

Particulars of the Education Service (for which the Surrey County Council are the responsible authority) are given in the Memorandum of Evidence submitted by the Surrey County Council.

Officers of the Public Health Department carry out routine public health visits to schools (including private schools) regarding sanitary conditions, food hygiene, milk sampling, infectious disease, pest control, etc. The County Council employ the disinfestation service of the Council for their schools, canteens and other County Council premises.

A number of County Council Schools use sports and games facilities in the District Council's recreation grounds.

(iii) **Environmental Health Services**

A copy of the annual report of the Medical Officer of Health for the year 1957 is attached (Appendix C)* for the purpose of giving a general description and extent of the operation of the Public Health Department, not only in relation to specific duties but also in respect of matters which are primarily under the control of other departments of the Council, such as sewerage, refuse collection and disposal, provision and administration of Council houses, etc.

Staff of Public Health Department

The County Council's scheme under Section 111 of the Local Government Act, 1933, provides for a whole-time Medical Officer of Health acting jointly for the adjoining Borough of Sutton and Cheam and the Urban District of Banstead.

The Public Health Inspectors number five. For routine administrative purposes the urban district is divided into three areas, and one inspector operates in each of the three areas. The Deputy Chief Public Health Inspector acts in a supervisory capacity and as necessary operates in any part of the district.

The Chief Public Health Inspector supervises, under the general direction of the Medical Officer of Health, the whole of the administration of the department.

There is a rodent officer and a sanitary assistant, who cover such matters as pest destruction, disinfestation, drainage works and the many other miscellaneous duties which arise.

A trained nurse, who is employed part-time as a clerk, carries out duties in respect of records of diphtheria, whooping cough and tetanus immunisation and vaccination against smallpox and poliomyelitis: these are all matters under the control of the Surrey County Council, who re-imburse the Urban Council her salary and travelling allowance. Her services are also utilized by the District Council for the Cleansing of Persons—scabies and head lice—for which services the District Council pay on a sessional basis.

Clerical staff consists of a chief clerk, a clerk and a shorthand typist. The services of a senior and junior clerk in the employ of the Sutton and Cheam Borough Council are shared with that authority in relation to the joint appointment of the Medical Officer of Health.

---

* Not reproduced in this publication.

Services

The specific duties of the department relate to inspections, investigations and such action as may be found necessary under the Public Health and other Acts, Bye-laws, Regulations, etc., in respect of:

Swimming pools, both those available to members of the public and those at institutions and private premises.
Control of watercourses, ditches and ponds.
Disinfestation of premises and articles.
Mortuary service insofar as the clerical duties necessary in respect of the use of the mortuary of the Epsom and Ewell Corporation.
Sanitation of existing buildings.

In conjunction with the Engineer and Surveyor's Department:

Drainage of trade premises.
Public conveniences.
Refuse collection and disposal.
Drainage of existing premises.
Sewerage and sewage disposal.
Street cleansing—principally in respect of disposal of street sweepings.

In the case of:

(1) Burial grounds, cemeteries and crematoria.

There are no such services administered by the Council. The needs of the district are met by local church graveyards and crematoria in other districts. The duties have so far been of an advisory nature in respect of future needs. In 1938 the Council purchased land reserved for a cemetery site.

(2) Prevention of river pollution, and
(3) Port health functions.

(There are no rivers in the urban district and no shipping or airports.)

(*l*) *Other duties specific to the Public Health Department are:*

Agricultural Workers (Safety, Health and Welfare Provisions) Act, 1956.
Alkali, etc. Works Regulation Act, 1906.
Celluloid and Cinematograph Film Act, 1922.
Civil Defence—The Medical Officer of Health is the head of the local ambulance section, and the Chief Public Health Inspector the head of the local welfare section and also in charge of the emergency mortuary service.
Factories Act, 1937.
Food and Drugs Act, 1955—food hygiene, meat inspection, food poisoning, sampling duties of a food and drugs authority, milk and other food sampling, registration of premises for the storage and sale of ice-cream and preserved foods, licensing the use of special milk designations, slaughter-houses and slaughtermen.
Heating Appliances (Fireguards) Act, 1952.
Merchandise Marks Act, 1926.
Pet Animals Act, 1951.
Petroleum (Consolidation) Act, 1928.
Pharmacy and Medicines Act, 1941.
Prevention of Damage by Pests Act, 1949. In addition to enforcement duties the Council operate a rat and mice destruction service which is available to residents on a charge basis.

Public Health Acts:

Abatement of public health nuisances.
Cleansing of persons—primarily relates to scabies and lice—the treatment clinic forms part of the offices of the department.
Maintenance of private sewage disposal installations.
Marine store dealers registration.

Movable dwellings—also duties under Surrey County Council Act, 1931.
Rag, Flock and other Filling Materials Act, 1951.
Smoke Control—also Clean Air Act, 1956.
Water Supply—The Sutton District Water Co. and The East Surrey Water Co. supply the urban district with water. The Sutton Company have deep wells and several reservoirs in the district, which is an important catchment area. The control exercised by the Public Health Department relates primarily to routine sampling and the prevention of contamination of the underground water supplies in close co-operation with the officers of the two water companies.
Shops Act, 1950, and Young Persons (Employment) Act, 1938—The Council is the Shops Act Authority for the Urban District.
Surrey County Council Acts, 1925 and 1931.
Employment agencies and massage premises—Inspections for registration and licensing by the Surrey County Council.
Staff and workmen—Medical examinations—a duty performed by the Medical Officer of Health.

(2) *In co-operation with the Engineer and Surveyor's Department*:

The Council's cesspool and pail closet emptying services are operated under the control of the Engineer and Surveyor in collaboration with the Public Health Department.

The Council intend to bring main drainage throughout the district to all except isolated properties. Consulting Engineers (Messrs. Kershaw & Kaufman) were engaged before the war. A major scheme, the subject of Public Inquiry in 1939 and deferred by the war, was commenced at Kingswood in 1951. Other smaller schemes have followed. When national financial restrictions ease, the Council will complete the main drainage proposals on schemes currently being revised by the consulting engineers.

Public Health Act. Dangerous structures are normally dealt with by the Engineer and Surveyor in consultation with the Chief Public Health Inspector.

Public conveniences throughout the urban district have been sited primarily in recreation grounds. In addition some conveniences at licensed premises are available to the public by agreement between the Council and the licensees.

So far as the Public Health Department is concerned it is considered that after 25 years experience the Local Government organisation in the area is very satisfactory, operates efficiently and adequately meets the needs of the population in the district. The area of the district and the size of population provides a county district of convenient size for local authority public health administration.

(3) *Parks and Open Spaces*

In the urban district there are some 2,200 acres of common land. Mostly these are Metropolitan commons under control of Commons Conservators. The Council have majority representation on this body and contribute most of the expense of management and maintenance. The Council are currently negotiating for purchase of the Manors of Banstead and Tadworth; the freehold of Park Downs became vested in the Council some years ago.

The public open spaces include two substantial areas: Banstead Wood Estate, including adjoining Green Belt land, comprises 406 acres; Nork Park is approximately 107 acres. Considerable parts of both these estates are at the moment under agricultural tenancies. There are, in addition, eight main recreation grounds disposed throughout the district having a total area of 95 acres.

(4) *Physical Training and Recreation Act*, 1937

Under this Act the Council purchased the Merland Rise Recreation Ground which now includes the football ground, let to the Banstead Athletic Football Club on an annual tenancy.

This Act was also one of the enabling statutes in the acquisition of Nork Park and The Park, Woodmansterne.

(5) *Allotments*

The Council have provided ten separate permanent allotment gardens amounting in all to 30 acres.

The Council consider that practically all the services and duties of the Public Health Department are of such a personal character to residents as to need efficient "decentralised" local administration, as is provided by the present Local Government system. Centralised administration, or in other words a larger authority, would tend to take away the personal touch. An illustration can be taken from the pre-war (1939) administration of the Rats and Mice Destruction Act, 1919, under the control of the County Council. A much more efficient service has operated to the satisfaction of the residents since these powers were transferred to county district control in 1944. Further, the recent decision to end the rat and mice destruction service operated by the Ministry of Agriculture, Fisheries and Food in respect of agricultural premises will no doubt similarly make for more efficient and economic service, particularly in regard to enforcement duties of the District Council under the Act.

(iv) **Housing**

Special consideration has always been given to the local housing needs: the very nature of the urban district requires a personal knowledge of the housing requirements of each part of the district to ensure that redevelopment will not only provide suitable accommodation for families needing re-housing but will blend with existing development.

The following are details of Council dwellings provided and acquired within the urban district.

Pre-1945 *properties*			
Council Houses and Flats	309	(of which 220 were taken over on constitution of Urban District in 1933)	
Temporary accommodation including Conversion (leasehold)	8	units	
Properties acquired in connection with Slum Clearance and still tenanted	36		
			353
Post 1945 *properties*			
Temporary Bungalows 300 (1 demolished)	299		
Council Houses and Flats (including 8 dwellings sold to Police, 1 dwelling sold to S.C.C., 71 dwellings sold to tenants)	1,118		
			1,417
		Total	1,770

Provision of accommodation pre-1945

During the pre-war years the housing need within the district was comparatively small, nevertheless in 1939 to implement the Slum Clearance Programme under the Housing Act, 1936, the Council provided 91 dwellings at Kingswood and Walton-on-the-Hill in which the families occupying slum clearance properties were re-housed.

These schemes were designed by Mr. A. W. Kenyon, C.B.E., F.R.I.B.A., Dis.T.P., M.T.P. Although the Council intended to proceed with the erection of further houses to provide accommodation for the remaining occupants of slum clearance properties in the district, their proposals were necessarily curtailed on the outbreak of war.

Provision of Accommodation post 1945

In 1945 it was apparent that there was an urgent need for the provision of housing accommodation in this district and the Council proceeded immediately to provide accommodation suitable for applicants included on the Council's housing waiting list.

300 temporary bungalows were erected in different parts of the district, and the layout of estates and the design of houses was proceeded with by both Mr. A. W. Kenyon and the Council's Engineer and Surveyor.

The demand for housing at this period was complicated by the necessity for building licensing, and the appropriate committee held weekly meetings to consider applications for licences and spent many hours considering each individual case to ensure that the licences were granted fairly. During this period it became apparent that due to the restrictions on private house building a number of families in the higher income group were housed in Council accommodation, and post-war development schemes have included 31 higher income group houses to which these particular tenants have been transferred.

Having regard to the nature of the district very careful consideration has been given to the design and elevation of the houses and, particularly in the rural parts of the district, great care has been taken to ensure that the houses blend with the surroundings. The full co-operation of the appropriate Ministry has been received in this policy.

The present position with regard to the housing need of the district is that there are approximately 1,000 families awaiting accommodation on the Council's housing waiting list. Unfortunately, due to the economic situation it has been necessary for the Council to curtail the housing proposals, but as will be seen under the heading "Future Development" the Council have every intention of proceeding with further development as soon as circumstances permit.

Accommodation for Aged Persons

The Council have always had in mind the pressing need for the provision of accommodation for aged persons and have incorporated in the housing schemes 104 flats and bungalows suitable for occupation by this type of applicant.

An interesting feature of this development was the 16 bungalows with communal room and caretaker's flat incorporated in the Horsecroft scheme. This scheme created considerable interest and has been visited by the members of many organisations and delegates to housing conferences. It was designed by Mr. A. W. Kenyon, for which the Council and he received one of the awards by the Ministry of Health for the best local authority housing schemes completed between 1945 and 1949.

It will be noted from the heading "Present Development" that a further 24 one bedroom flats are at present in course of erection.

In addition to the recommendations received from the Ministry in connection with the provision of accommodation for aged persons, the Council have also received the full co-operation of the Surrey County Council, who have agreed to the payment of a subsidy in respect of one-bedroom flats provided for and occupied by aged persons.

The provision of the small flats for old people has permitted the transfer of the aged tenants of under-occupied three bedroom houses to the flats, thus releasing the houses for families awaiting accommodation on the housing waiting list. This policy is to be pursued as and when further suitable flats become available.

Housing for Nurses and Police

Special consideration has been given to the need for housing accommodation for the nurses and police employed in this district. The Council have sold to the Surrey County Council one house at Tadworth for use as a nurses home, and included in the current year's housing programme is a dwelling to provide three flats and office to be sold to the Surrey County Council on completion to provide further accommodation for the nurses. Pending the completion of this building the Council have permitted the Surrey County Council to rent two flats to accommodate the nurses temporarily.

Having regard to the need for housing accommodation to be provided for police officers operating in this district, the Council have sold eight houses to the Metropolitan Police Authorities for this purpose.

Housing for Emergency Cases

During the post-war years the Council acquired under the requisitioning powers 143 properties comprising 268 family units, which have been used to accommodate temporarily emergency and eviction cases. Several of the larger properties were converted to provide self-contained accommodation and semi-conversions were carried out to other properties to provide a "half-way house" type of accommodation.

This type of accommodation has proved invaluable in dealing with the many urgent cases that have arisen but, in accordance with the recommendation of the Ministry followed by the Requisitioned Houses and Housing (Amendment) Act, 1955, the Council have proceeded with a policy of releasing these properties. At the present time only ten properties comprising 26 family units are held under requisition and the Council intend, in accordance with the Act, to release all such properties from requisition by 31st March, 1960.

Despite the policy to release properties held under requisition the necessity for the provision of accommodation for emergency cases has not been ignored, and one property previously held under requisition has been acquired by lease, which provides six family units of accommodation for this purpose. A further two units of accommodation is provided by a farmhouse included on a site purchased by the Council for future development. In addition, to meet the need as it arises a limited number of Temporary Bungalows are used for this purpose. The Council are endeavouring to negotiate a lease on a property at present held under requisition, which if successful would provide a further ten family units for emergency cases.

Garages

To deal with the ever growing problem of car parking on housing estates the Council have in several instances provided individual garages to the houses, and on three estates have provided block garages which are available to the tenants on a renting basis. These total 68. In addition, approval has been obtained for the erection of an additional 20 garages.

In the layout of all the major estates sites have been reserved for the erection of garages in order that the Council will be in a position to provide additional garages in accordance with demand.

Slum Clearance

Although this is not a major problem steps are being taken to deal with the slum clearance properties in the district. It has been the policy of the Council to negotiate with the owners for the purchase of the land and houses, and considerable success has resulted.

Progress has also been made in re-housing a number of the occupants of slum clearance properties into existing accommodation as and when suitable vacancies have occurred, this permitting partial re-development of one of the sites to proceed. This scheme is included in the current year's programme. The completion of this development will, of course, facilitate the re-housing of further occupants of slum clearance properties to enable the re-development of the remaining sites to take place.

The Public Health Department has certain duties in connection with the fitness for human habitation of houses under the Housing Act and the Public Health Act (including slum clearance); overcrowding under the Housing Act; the provisions of the Rent Acts in respect of disrepair certificates, and housing improvement grants.

In co-operation with the Council's Housing Manager, investigations of applications for Council houses are carried out by the Public Health Inspectors.

Assistance to other Bodies or Persons

In addition to providing their own accommodation for aged persons, the Council in 1954 co-operated with the Banstead, Carshalton and District Housing Society in the provision of "Roselands" under the provisions of the Housing Act, 1936. On completion, this property provided accommodation for 35 aged persons in the form of bed-sitting rooms with communal dining and recreation rooms, meals and services being provided. The Council have representatives on the management committee.

Assistance has also been provided in making land available to the Banstead Self-Build Association under the provisions of the Housing Act, 1936. This association have a programme for the erection of 40 houses; to date 20 of these houses have been completed and occupied.

To assist applicants with house purchase the Council have operated for a period a scheme for the sale of Council houses under the Housing Acts, 1952 and 1957, and 71 tenants took the opportunity to purchase their own houses. Also, advances have been made under the Small Dwellings Acquisition Act and the Housing Act, 1949, for the purpose of private house purchase. Through difficulties of finance, it has been necessary for both schemes to be suspended for the time being, but the position is to be kept under review.

The Council also co-operated with the nearby authorities of Sutton and Cheam, Merton and Morden and Mitcham when those authorities undertook the erection of properties for the re-housing of their applicants in this district. The Joint Housing Scheme compromises 688 properties. This housing estate is unique in the county as it represents the combined action of three Surrey district authorities towards housing some of their residents who could not be accommodated in their home towns.

Present Development

The Council have under construction at the present time 24 one bedroom flats for occupation by aged persons, and 6 houses of special design having regard to the surrounding development.

As part of a larger scheme tenders have been approved for the redevelopment of a slum clearance site which will comprise 16 flats and 4 houses. Tenders have also been invited for 4 houses, 4 flats for aged persons and for sale to the Surrey County Council on completion a nurses home comprising 3 flats and an office.

Future Development

Although in the present conditions it has been necessary for the Council to curtail their housing programme it is the intention to proceed with further housing development at the earliest opportunity. With this in view the Council have acquired sites within the district for housing development, which will not only provide accommodation for a considerable number of applicants on the housing waiting list but will assist with the re-housing of the occupants of slum clearance properties and permit the replacement of the temporary bungalows to be commenced.

Administration

Generally, housing development is carried out through the Engineer and Surveyor. Works are carried out by contract. There is no direct labour force except for painting (maintenance).

The total management of the Council's properties is under the control of the Housing Manager and his staff, who is responsible for the lettings, rent collection, repairs and maintenance, housing applicants, transfers, welfare and all other matters of management.

The Housing Section of the Council's staff forms part of the establishment of the department of the Clerk of the Council.

The Housing Committee have set up a sub-committee to deal with the allocation of all types of accommodation and the Housing Manager reports periodically on applications to obtain a decision regarding the inclusion of applicants on the priority list, from which allocations are made. The sub-committee spend a considerable time considering the applications individually and also consider such emergency cases as the Housing Manager brings before them from time to time. The Housing List is under continuous review by the members of the Housing Allocation Sub-Committee.

The Housing staff is well organised, and includes three full-time rent collectors. The Senior Housing Assistant also carries out a small amount of rent collection duties. Facilities are available for the payment of rent at the office. Originally all rents of Council properties were collected weekly, but with the increase in the number of properties the Housing Manager, with the approval of the Housing Committee, instituted a fortnightly collection on certain selected housing estates, thus avoiding the necessity for the appointment of additional staff, and this has proved very satisfactory. The staff includes a female rent collector who also carries out considerable welfare work, particularly in connection with the old people. There can be no doubt that this work is greatly appreciated and assists considerably in the relationship between the Council and tenants.

The Housing staff are also responsible for the administration of a Differential Rents Scheme, which was introduced by the Council in 1955. Under this scheme the subsidies were pooled and tenants were required to pay a maximum " economic " rent unless application for a rebate was made. The scheme has run most successfully with a minimum of criticism. It provides for a review every 12 months and it is then necessary for all recipients of rebates to renew their application. It is worthy of note that the Banstead Differential Rents Scheme was selected by the Minister of Housing and Local Government as one of those for publication and circulation to all local authorities as an illustration of a successful scheme in operation (Circular 29/56).

Following the completion of houses the Housing Manager is responsible for the repairs and maintenance and has under his control a direct labour staff of 9 painters and 1 labourer/tradesman. In addition to the work carried out by the direct labour staff the local contractors are employed on repairs and maintenance work. Although the properties are well maintained and repairs carried out efficiently and promptly, every economy is observed, and the Repairs Fund has a very healthy credit balance at the present time.

In addition to the normal works of repairs and maintenance to the pre-war houses, schemes of modernisation have been approved where appropriate and carried out under the direction of the Housing Manager. These works have included in some cases the installation of electricity or the installation of hot water systems.

A section of the Housing Staff deal with the housing applications and the many enquiries received from such applicants, and the Housing Manager sets aside a period each morning for the personal interview of applicants and tenants.

Another important aspect of the work of the Housing Staff is in the transfer of tenants from temporary to permanent accommodation and the transfer of the tenants of under-occupied houses to smaller accommodation. This policy is actively pursued in order that the best use may be made of all available accommodation, both in the re-allocation of vacated properties and the mutual transfer between one tenant and another.

(v) Personal Health and Welfare

These duties are principally under the control of the Surrey County Council, the specific matters administered by the Public Health Department being:—

National Health Service Acts

Clerical duties in respect of records of diphtheria, whooping cough and tetanus immunisation and smallpox and poliomyelitis vaccination and payment of doctors' fees.

These duties are performed in co-operation with the two Divisional Medical Officers of the Surrey County Council.

National Assistance Act, 1948

Section 47 relating to the removal to suitable accommodation of persons in need of care and attention.

Section 50: as to the burial or cremation of the dead where no relatives (or other persons) of the deceased will undertake the disposal of the bodies.

Notification of Infectious Disease

The receipt of notifications, the keeping of necessary records, the investigation and control of infectious disease arising from the notifications. The Medical Officer of Health is actively concerned with the work of Tuberculosis After-care Committees.

Health Education

This is primarily a function of the County Council as health authority through their health visitors and clinics. The Public Health Inspectors contribute in food hygiene and arrangements for the holding of mass X-ray sessions in the urban district.

As regards the powers and duties of the county authority in relation to the above services and also in respect of:

Mental Health Services
Care of children
Registration of Nurseries and Child Minders

there exists a friendly and efficient co-operation between the officers of the Public Health Department and the respective officers of the various departments of the County Council on matters which arise from time to time under these headings. The Council's pest destruction service is employed by the County Council in respect of three county welfare establishments (old people's residential homes) in the urban district. There is constant consultation on the welfare of children, the sick and the aged.

(vi) Town and Country Planning

Before the 1st July, 1948, the District Council were the local planning authority. Exercising powers of interim control, the Council and their predecessors were very active in their endeavours to secure that development had due regard to the natural beauties of the area.

Under the provisions of the Town and Country Planning Act, 1932, a scheme for the whole of the urban district was made by the District Council on the 28th March, 1938, and submitted to the Minister of Health. A public inquiry was held in July, 1939, but the scheme did not receive the approval of the Minister due to the intervention of war. Following the Town and Country Planning (Interim Development) Act, 1943, the Council became the interim development authority for the urban district and also became a constituent member of the North-east Surrey Joint Planning Committee, which comprised a number of neighbouring urban districts.

The Surrey County Council, who are the local planning authority under the Town and Country Planning Act, 1947, delegated to the District Council (by agreement dated 9th July, 1948) the greater part of their powers in relation to the control of development in the urban district.

All planning applications and proposals are submitted to the District Council in the first instance. Under the delegation agreement the Area Planning Officer appointed by the County Council examines all the applications to decide which of these require the consideration of the North Surrey Area Sub-Committee (on which the Council are represented) or of the Surrey Town and Country Planning Committee. All applications are submitted to the District Council's Town Planning Committee for decision or, where appropriate, for recommendation to the Area Sub-Committee or the County Committee.

The District Council's Town Planning Committee meet once a month and the majority of the applicants receive a decision within one month of the submission of the application. Some members of the committee serve as a Plans Sub-Committee. They examine all applications and report to the Town Planning Committee.

The District Council undertake the administrative and legal work involved in (*a*) notifying applicants of the decisions reached by themselves, the Area Sub-Committee or the County Committee; (*b*) keeping the appropriate registers under the Town Planning Act; (*c*) responding on behalf of the local planning authority to appeals against decisions.

Enforcement of planning control is also delegated to the Council. Upon reports being received from the Council's Officers on contravention of planning control, authority is given, if necessary, for the service of enforcement notices and the further action which may be taken under Section 24 of the 1947 Act if notices are not complied with.

The Town Planning Committee, being concerned with the preservation of the amenities of the district, are responsible for the consideration of any proposals for the felling of trees. A number of Tree Preservation Orders have been made by the Council both under the Interim Development Act of 1943 and the Town and Country Planning Act, 1947. The Council have exercised the powers in the Epsom Rural District Council Act, 1930, to preserve trees and a considerable number of them throughout the district have been registered under the terms of that Act, requiring notification by the owners of any proposals by them for felling. In addition to these arrangements, a comprehensive review of trees has been carried out and the co-operation of owners has been sought so that they would consult the Council before undertaking any action to fell, lop or top any of the trees in their property.

The District Council have assisted the County Council in the preparation of the Surrey Development Plan, 1953, which has now received the approval, subject to modifications, of the Minister of Housing and Local Government.

In view of the character of the urban district, the proper exercise of planning powers is most important. The value of local knowledge by the elected representatives cannot be too greatly stressed.

There is co-operation between the Engineer and Surveyor's Department and the Public Health Department on planning matters such as proposed change of use of premises from say residential to shop trading or factory, the use of land by caravan dwellers, redevelopment of land following slum clearance, etc. The Chief Public Health Inspector acts as co-ordinating officer in respect of sanitary and planning matters in relation to the authorised site in the district for 150 caravans.

The National Parks and Access to the Countryside Act, 1949

The District Council have assisted the County Council in undertaking the field survey of the public rights of way in preparation for the making of the draft map and statement and the definitive map under Part IV of the National Parks and Access to the Countryside Act, 1949.

There are in the urban district a considerable number of public footpaths and bridleways and the Council are responsible for the repair of those ways in accordance with the provisions of the 1949 Act. Continual observation of the paths is undertaken and in addition to reports by the Council's officers, the Highways Committee receive representations from time to time from local organisations and other interested persons concerning the condition of paths. Within the monies available in the estimates of expenditure, the Council's Highways Committee arrange for such repairs and maintenance of the paths as are considered necessary.

The Council have, by representation to the Surrey County Council, secured the application of a bye-law with respect to cycling to 18 footpaths. The Council give consideration to (and, in appropriate cases, concur in) proposals for the making or orders for the stopping up or diversion of rights of way under Sections 42 and 43 of the 1949 Act.

(vii) **Traffic**

Construction, improvement and maintenance of roads and bridges

The Council's Highways Committee have delegated to them by the Council the majority of the highway functions of the District Council. This committee meet once a month except in August. The District Council exercise the functions of maintenance, repair and improvement of county roads and bridges repairable by the inhabitants at large which carry county roads, under the terms of an agreement for co-operation in administration of highway functions entered into between the District Council and the Surrey County Council dated 20th March, 1936; supplemental agreements have since been entered into. The mileage of Class I, II and III roads, the subject of these agreements is forty. There are two sections of classified roads, amounting to ·79 of a mile, which are directly maintained by the Surrey County Council; they are the section of the Sutton By-Pass (A.217) within the urban district, ·06 of a mile and Winkworth Road, Banstead by-Pass (B.280), ·73 of a mile. There is (at 31st March, 1957) a total of 43·87 miles of district roads repairable by the inhabitants at large, for which the District Council are the highway authority and responsible for scavenging, maintenance and repair. The Highways Committee consider each year a programme of works of maintenance, repair and improvement to these roads and estimates of expenditure are formulated to meet the requirements of that programme for the year.

The Highways Committee also administer the provision of Acts of Parliament relating to obstructions to highways, the provision of street signs, seats and other highway furniture, and the street works code under the Public Utilities Street Works Act, 1950. On a number of occasions in the past the Council operated the provisions of the Highways Act, 1835, relating to the diversion and stopping up of highways. The provisions of the New Streets Act, 1951, are also exercised by the Council and a number of streets have been made up under the provisions of that Act.

The Highways Committee are responsible on behalf of the Council, for the consideration of routes for passenger transport services. The urban district is within the Metropolitan Police Area and certain proposals for the regulation of traffic under the Road Traffic Acts are subject to the approval of the Minister of Transport and Civil Aviation after prior submission to the London and Home Counties Traffic Advisory Committee.

Street Lighting

The District Council are the street lighting authority for the urban district and the major parts of the built-up areas have street lighting. Part of the district was lit before the war and two major schemes have been introduced since the war covering a considerable part of the urban district. The District Council have co-operated in sending representatives to the conference recently held by the Minister of Transport and Civil Aviation where it was proposed to set up a Consultative Committee to consider the lighting of main traffic routes in an area having the same boundaries as that of the Royal Commission. The District Council support the setting up of such a Consultative Committee.

Naming of Streets and Numbering of Streets

The provisions of the Public Health Act, 1925, for the naming of streets are in force in the urban district. The District Council after laying out their own streets and considering the names to be given to them, have had regard to the field names and place names in order that associations which may have otherwise been lost as a result of development, are preserved in the street names. Where private developers have laid out roads the Council have received their co-operation in following a similar practice in the naming of roads. The Council's Highways Committee carry out the statutory provision with regard to street numbering and schemes are prepared from time to time for the renumbering of roads where as a result of new development or change in the development of the road, the old numbering is obsolete.

Parking Places

The Council's Highways Committee review from time to time the need for parking places. There is one street parking place within the urban district and a system of unilateral parking is about to be instituted in the district main shopping centre (Banstead High Street). The Council's Town Planning Committee have regard to the need for the provision of off street car parking in respect of applications submitted for development under the Town and Country Planning Act, 1947.

Road Safety

The Council's Highways Committee have sponsored a local Road Safety Committee which comprises representatives of the District Council, the Police, the Education Authority, Local Teachers' Association, School Organisations, Youth Committee, Local Organisations, the London Transport Executive and the Royal Society for the Prevention of Accidents.

The Banstead Road Safety Committee has proved to be a vigorous and active body concerned primarily with the training and instruction of children in road safety. It has co-operated with the National Schemes in this behalf and has sponsored a number of individual local schemes.

Private Streets

Considerable estate development in the 1930's and since the war has provided a major problem, namely a large number of unmade private streets. The intervention of the war and the financial restrictions which have been imposed upon local authorities since the war have resulted in considerable delay in the making up of these private streets.

Since the war a limited programme of works for the making up of private streets has been promoted but the continual financial restrictions have caused considerable delay. During the latter part of 1957 a comprehensive review of all the private streets was undertaken and a programme formulated, which had regard to the resources available, to complete the making up of a number of these streets, and this programme is now being followed. The Council, being authorised to do so, use the powers contained in the Private Street Works Act, 1892.

Bye-laws as to New Streets

The Council made bye-laws with respect to new streets in the urban district on 7th April, 1936, which were confirmed by the Minister of Health on 21st May, 1936.

The Council's Town Planning Committee administer the provisions of these bye-laws and plans are deposited with the Council and considered in similar manner to plans submitted under the building bye-laws.

Major Roads

The District Council are consulted by the Surrey County Council concerning the outline proposals for major roads.

Pedestrian Crossings

The Council's Highways Committee have recently undertaken a review of pedestrian crossings throughout the district, in which none exist at the present time, and have submitted a scheme for the provision of 12 crossings at various points throughout the district. This scheme is under review by the Divisional Road Engineer of the Ministry of Transport.

II. Analysis of Defects

In the opinion of the District Council there are no fundamental defects in the two-tier system of Local Government as applied to the urban district.

In the light of experience and as circumstances change, some adjustments are appropriate in such matters as autonomy of divisional executives for a number of services for which the County Council are responsible. This is recognised by the County Council and, for their part, the District Council believe that the existing machinery will, subject to comparatively minor adaptations, continue satisfactorily to meet requirements.

III. Outline of Views to Remedy Defects

The Council have no observations to make.

General Views

Formed under the provisions of the Surrey Review Order, 1933, the urban district has been in existence for 25 years. It is unique in the county as an area which, hitherto served by Rural and Parish Councils in the component parts (except for some fringe boundary adjustments), was constituted under the 1933 Review Order as an urban district.

The Banstead Urban District is not a town in the accepted sense. It is a group of communities some of which are quite small. The largest community is Banstead, coupled with Nork and possibly Tattenhams. The other communities are Chipstead and Woodmansterne; Burgh Heath, Tadworth, Walton-on-the-Hill and Kingswood. Except for the northern area, no separate community is large enough to be an urban district on its own. Each community has its own loyalties; it must, in addition, develop loyalties to a Local Government unit and these take a long time to form and are not easily restored once they have been disturbed.

Since the formation of the urban district a wider sense of community interests has developed throughout the urban district. These local and district interests were developed under emergency conditions during the 1939/45 war. During the autumn and early winter of 1945 the Council held a series of ten meetings, in the several centres within the urban district, of representatives of local organisations and members of the public. These meetings, under the general theme of post-war reconstruction brought council members and residents together in a close expression of community of interest.

The members of the Council throughout its existence have been conscious of the desirability of encouraging among the residents in the several parts of the area interest and pride in the urban district as a whole.

The size of the urban district (only exceeded by Esher in Metropolitan Surrey) and the location within its boundaries of distinctive communities which hitherto had few, if any, interests in common confronted the Council with a problem of building up a cohesive unit of administration.

Of the five parishes forming the urban district two (with the larger populations) had been part of the former Epsom Rural District, the others having been part of the former Reigate Rural District.

Due in part to variations in the earlier administration and in part to the difference in character and stages reached in development of the component parishes and sections of parishes, fundamental services available in some parts of the urban district were lacking in other parts.

It has been the Council's task to seek to discharge its various functions in a manner satisfactory to the whole urban district. In this area the population increased from 18,734 in 1931 to 33,529 in 1951; to 38,680 in June, 1957, and is continuing to grow. There is still a good deal to do in the development of services but the Council's administration is prepared to meet future requirements and plans are laid to this end.

The process of unifying the several communities (in a number of which the spirit of community is very marked) has been advanced in a number of ways, among which should be particularly mentioned Civil Defence, the Women's Voluntary Services, Youth Service, Road Safety and the twinning of Banstead with Etampes under the auspices of the United Towns Organisation (Le Monde Bilingue).

Each of these enterprises has a district-wide appeal and has undoubtedly been the means of fostering common interests among the residents of the urban district as a whole.

Other influences operate with similar effect. Instances of these are the District Federation of Ratepayers' and Residents' Associations, District Associations of Scouts and Guides, the District's Rotary Club and political party organisations.

Close contact is kept with all local associations by attendance of local councillors at their committee meetings, and by the councillors' readiness to meet local residents at public meetings. The Council believe that Banstead is second to none in this aspect of local government.

It has always been the Council's policy to develop co-partnership with the residents in the interest of the district as a whole.

The Council believe that there is no desire for a form of Local Government in the area differing from the present Urban District Council in the Administrative County of Surrey. In fact the feeling in the district is that local government should remain *local*.

The Urban District Council fully accept their position as a local authority in two-tier administration. They want to continue with the Surrey County Council as the other tier. There is no evidence of a desire among residents for any different form of local government.

The Council wish to repeat their desire to be of assistance to the Royal Commission and their willingness to receive members as advised in the letter from the Chairman of the Council dated 22nd February, 1958.

The Urban District Council are in complete accord with the Surrey County Council in expressing the opinion that the interests of the inhabitants are best served by the maintenance of the two-tier system of administration which has worked so efficiently and harmoniously in the past.

Copies of Statement

Thirty copies of this statement are submitted for the use of the Royal Commission as requested in the letter addressed to the Chairman of the Council by the Chairman of the Royal Commission.

A copy of the statement is being sent to the Urban District Councils' Association, the Surrey County Districts' Association and the Surrey County Council.

LESLIE J. SMITH,
Chairman of the Council.

F. L. SHAW,
Clerk of the Council.

26th June, 1958.

APPENDIX A

Financial Statement

1. Finance Committee

Within the terms of reference of committees adopted by the Council on the 1st May, 1956, the finances of the Urban District Council are controlled by the Finance Committee, which consists of nine members together with the Chairman and Vice-Chairman of the Council.

2. Passing of Accounts for Payment

The Finance Committee appoint an Accounts Sub-Committee charged with the duties of examining and passing for payment all accounts payable by the Council and generally supervising where necessary, the day-to-day financial administration.

3. Estimates

Estimates of annual expenditure which are submitted to all spending committees in January, are then passed on to the Finance Committee, which submits the estimates, revised as necessary, to the Council with a recommendation as to the rate to be levied.

4. Control of Expenditure

Spending committees periodically review expenditure compared with estimates.

5. Mechanisation

The accounting systems are fully mechanised where it is considered that such methods are of benefit.

6. Statement of Estimated Revenue Expenditure and Income for 1958/59

Service	*Expenditure*	*Income*	*Amount to be met from Rates*
	£	£	£
Allotments	1,255	222	1,033
Civil Defence	8,380	8,380	—
General Administration (including Public Offices)	54,937	5,250	49,687
Highways and Bridges: County	63,600	60,500	3,100
District	43,513	3,527	39,986
Housing	177,980	170,195	7,785
Library	3,273	3,273	—
Parks and Open Spaces	28,558	2,054	26,504
Public Health Services	10,835	4,630	6,205
Public Lighting	18,882	—	18,882
Refuse Collection and Disposal	38,615	4,100	34,515
Sewerage and Sewage Disposal	44,590	1,485	43,105
Town and Country Planning	3,703	—	3,703
Other Services, etc.	17,878	5,875	12,003
Services Controlled by Banstead U.D.C.	515,999	269,491	246,508
Precepts: Surrey County Council	354,769	—	354,769
Metropolitan Police	54,294	—	54,294
TOTAL	925,062	269,491	655,571
LESS: Amount receivable under Section 9 L.G. Act, 1948		50,402	
Amount receivable under Section 100 L.G. Act, 1948		9,891	
Reduction in balances of Banstead U.D.C.		18,128	
			78,421
Amount to be raised by levy of a rate of 16s. 2d. in the £			577,150

7. Capital Expenditure

The estimated capital expenditure for 1958/59 is as follows:

General Rate Fund:

	£	£
Offices—extension	6,375	
Site for controlled tipping—Central Land Board payment	12,033	
Highways:		
Surface water drainage	16,000	
Private Street Works	44,414	
Sewerage	25,250	
Vehicles	3,060	
		107,132
Housing		60,540
		167,672

8. Loan Debt

The Loan debt of the Council at 31st March, 1958, was £2,687,134 made up
follows:

Productive or Recoverable

	£
Housing	2,203,331
Housing Advances	169,753
Private Street Works	76,067
	2,449,151

Debt Falling Directly on Rates

Parks and Open Spaces	68,902
Sewerage and Sewage Disposal	66,097
Other Rate Fund Services	102,984
	237,983

Statistics re Debt Falling Directly on Rates

(*a*) per head of population	£6 3s. 1
(*b*) in terms of rate in £	£0 6s. 8
(*c*) estimated loan charges in revenue estimates 1958/59	£33,621

The mortgage loans pool technique is a feature of Banstead U.D.C. capital fina

9. Housing Finance

(*a*) *Council Housing*

The Council annually at estimate time review rents of Council houses, but si
the introduction of a Differential Rents Scheme in October, 1955, it has not b
found necessary to revise rents generally. It is estimated that a rate fund contribu
of £7,610 will be made to the Housing Revenue Account in 1958/59, and the e
mated balance on the Housing Repairs Fund on the 31st March, 1959, is £34,
71 houses have been sold to tenants.

(*b*) *Council Assistance to other Housing Development*

The Council have advanced the sum of £29,000 to the Banstead, Carshalton
District Housing Society to enable an Old People's Home to be erected, and
advancing sums to enable the Banstead Self-Build Housing Association to buil
houses within the urban district. Advances have been made to private persons
house purchase.

10. Relevant Financial Statistics

The estimated product of a penny rate 1958/59	£2,975
Rateable Value at 1st April, 1958	£726,443
Rateable Value per Head of Population	£18 15s.

The Council wish to suggest that these figures are important in that they indi
the ability of the Council easily to meet any financial obligations likely to aris
providing all the necessary services in the district which are under the Coun
direct control.

R. C. MATTHEWS,
Treasure

23*rd May*, 1958.

Evidence Submitted by the Carshalton Urban District Council

THE GROVE,
CARSHALTON,
SURREY.

25th April, 1958.

SIR,

Royal Commission on Local Government in Greater London

With reference to my letter of the 21st February, I write to inform you that th Council's General Purposes Committee (which comprises all the members of th District Council) has now received and adopted a report submitted by the Loca Government Re-organisation Sub-Committee dealing with the matters raised in you letter of the 17th February last addressed to the Chairman of the Council. As result, I have been instructed to submit the observations contained in the Appendi to this letter as this authority's evidence to the Commission in accordance with th request contained in the fourth paragraph of your letter. At the same time, I hav been instructed to indicate:

(*a*) That, although the Council's observations refer to what are deemed to b defects in the present administrative arrangements, the Council are still i favour of the two-tier system of Local Government for this area provide there is a greater degree of delegation; and

(*b*) That the Council's relations with the Surrey County Council have always bee conducted on the basis of mutual co-operation, with consequential advantag to the ratepayers of both administrative areas; therefore the Council woul prefer that the urban district should remain, if possible, within the Administrative County of Surrey.

With regard to Paragraph 8 of your letter, I have been directed to state that th Council would be happy to co-operate, and for their principal officers to co-operate in a visit of the kind suggested.

As requested, I am forwarding 30 copies of this letter and its Appendix.

I am, Sir,
Your obedient Servant,
C. H. DURRANT,
Clerk of the Council.

Sir EDWIN HERBERT, K.B.E.,
Chairman,
Royal Commission on Local Government in Greater London.

APPENDIX

Suggested Observations

I—Present Arrangements. II—Defects in present arrangements. III—Suggested remedies (where applicable).

EDUCATION

Education

I. Wholly administered by County Council as local education authority. Som delegation of routine administration to divisional executive covering areas o Carshalton Urban District and Beddington and Wallington Borough.

II. (i) The system of delegation to divisional executives works unsatisfactorily in practice, as the powers delegated relate only to routine and comparatively unimportant issues, and financial control is retained by the County Education Committee to a far greater extent than is necessary.

(ii) Because of the lack of grammar school places, particularly in girls' schools, a zoning system is in operation in this area and the County Council are not attempting to make more places available for Carshalton children (although the problem will continue to exist for an appreciable period) except by employing the expedient of providing a grammar school "stream" in certain Secondary Modern Schools.

(iii) The School Medical Service is at present controlled centrally by the County Council, although routine administration is delegated to the divisional executive. This leads to excessive standardisation, and the production of a rigid system which does not give adequate weight to the individual needs of the particular locality and the children therein.

III. (i) The sub-committee feel that the present system of divisional executives should be abolished, and, while the County Council should remain the local education authority there should be compulsory delegation of certain powers in connection with administration and finance (within prescribed limits) to a Local Education Committee appointed by the District Council. It is envisaged that such a local committee would consist mainly of elected representatives but would also co-opt members representing special interests.

(ii) The provision of additional grammar schools to provide places for Carshalton children. It is recognised that it might be difficult to apply this remedy until the Government relax their present financial controls on new building.

(iii) This service should be administered at local level concurrently with the personal health services. It is believed that this would result in a considerable increase in efficiency and economy in administration.

Youth Employment Service

I. At present administered by County Council.

II. Present arrangements satisfactory.

Agricultural Education

I. Wholly administered by the County Council as the local education authority.

II. None have been encountered.

ENVIRONMENTAL HEALTH

Baths, Wash-houses and Bathing Places

I. Powers vested in the District Council, but only exercised to limited extent.

II. Present arrangements quite adequate.

Control of Watercourses, Ditches and Ponds

I. At present exercised as to part by the County Council and part by the District Council. It is considered desirable that the County Council should remain responsible for the control of watercourses which pass through several county districts.

II. Present arrangements satisfactory.

Disinfestation of Premises and Articles

I. Powers at present exercised by District Council.

II. Present arrangements quite satisfactory.

Drainage of Trade Premises

I. Powers at present exercised by District Council.
II. Present arrangements quite satisfactory.

Mortuaries and Post-mortem Rooms

I. Powers at present exercised by District Council.
II. As regards mortuaries, a district like Carshalton, which has provided a properly equipped building, has no power to prevent the Coroner from directing that bodies from other areas should be brought there, and are advised that they cannot recover any proportion of the cost of providing and maintaining the building by charging for the reception of bodies from outside areas.
III. If necessary, amending legislation should be introduced to permit of such a charge being made.

Public Conveniences

I. Powers at present exercised by District Council.
II. Present arrangements quite satisfactory.

Refuse Collection and Disposal

I. Powers at present exercised by District Council.
II. Present arrangements quite satisfactory, but a future possible defect may be the lack of tipping space.
III. The County Council should allocate suitable areas in the Development Plan for use by local authorities whose areas are deficient in tipping facilities.

Regulation of Buildings and Sanitation of Buildings

I. Powers at present exercised by District Council.
II. Present arrangements quite satisfactory.

Sewerage and Sewage Disposal

I. Powers at present exercised by District Council. Whole of sewage drained to Beddington Works of Croydon Corporation.
II. Present arrangements quite satisfactory.

Street Cleansing

I. Powers at present exercised by District Council.
II. Present arrangements quite satisfactory.

Burial Grounds, Cemeteries and Crematoria

I. Powers at present exercised as to Cemeteries, by a Joint Board (with Merton & Morden U.D.C.). Crematoria, by a Joint Board (with Battersea M.B.C., Sutton and Cheam B.C., and Merton and Morden U.D.C.).
II. Present arrangements quite satisfactory.

Parks and Open Spaces

I. Powers at present exercised by District Council.
II. Present arrangements quite satisfactory.

Powers and Duties under Physical Training and Recreation Act, 1937

I. Powers at present exercised by the County Council as the local education authority and, to a limited extent, by the District Council.
II. Local powers are extremely limited.

III. If this authority's proposals with respect to education were implemented, such powers and duties would come under a much greater degree of local control.

Prevention of River Pollution

I. At present the function of River Boards and County Councils.

II. Present arrangements quite satisfactory.

HOUSING

Provision of Houses

I. Powers at present exercised by the District Council.

II. Present arrangements quite satisfactory.

Slum Clearance

I. Powers at present exercised by the District Council.

II. Present arrangements quite satisfactory.

Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses

I. Powers at present exercised by the District Council.

II. Present arrangements quite satisfactory.

Regulation of buildings and Bye-laws

I. Powers at present exercised by the District Council.

II. Present arrangements quite satisfactory.

PERSONAL HEALTH AND WELFARE

Powers and duties under the National Health Service Acts

I. Powers at present exercised by the County Council, with some delegation to Divisional Health Sub-Committee.

II. This system is open to the same objections as have been advanced in the case of the School Medical Service, namely, excessive standardisation and the production of a rigid system which does not give adequate weight to the individual needs of the locality and the persons using the service.

III. Administration of these services should be transferred to the District Council.

Mental Health Service

I. At present administered by the County Council.

II. None have been encountered.

Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

I. Powers at present exercised as to part by the County Council and part by the District Council. The County Council delegate certain of their welfare functions to a Divisional Welfare Sub-Committee.

II. The system of delegation does not always work satisfactorily, and the central administration of important sections of the work means that the service as a whole is not being administered by local people alive to local needs.

III. Transfer of welfare functions to the District Council.

Care of Children

I. Powers at present exercised by the County Council through their Children's Committee.

II. It is felt that this system has never operated satisfactorily, and that centralised administration of a service of this very intimate nature inevitably leads to difficulties.

III. Responsibility for this service should be transferred to the District Council.

Registration of Nurseries and Child-minders

I. At present administered by the County Council.

II. It is felt that the same considerations apply in the case of this service as have already been mentioned in relation to powers and duties under the National Health Service Acts.

III. Responsibility for this service should be transferred to the District Council.

Notification of Infectious Diseases

I. Powers at present exercised by the District Council.

II. Present arrangements quite satisfactory.

Health Education

I. Powers at present exercised as to part by the County Council (as the Local Health Authority) and part by the District Council (as the Local Sanitary Authority).

II. Dual responsibility is unnecessary and confusing.

III. Responsibility for this service should be transferred to the District Council.

TOWN AND COUNTRY PLANNING

Town and Country Planning

I. The County Council are the Local Planning Authority but have delegated to the District Council their functions under Part III of the 1947 Act relating to the control of development.

II. Under the county scheme of organisation and administration arrangements, Area Planning Sub-Committees have been established and these sub-committees have in turn appointed Technical Sub-Committees. "Scheduled" applications under the scheme of delegation are referred to these sub-committees. In the view of the District Council the Area Sub-Committees serve no useful purpose and their existence tends to create considerable delay in giving decisions on planning applications. It has also been the experience of the District Council that when local authority applications are scheduled, the County Council have tended to delay issuing approvals until they have satisfied themselves that the land the subject of the application is not required for some county purpose. This would appear to be a misuse of planning powers.

III. The District Council feel that the proposals originally included in the White Paper (Cmnd 161) on Functions of County Councils and County Districts in England and Wales should be implemented, i.e. the District Council should have an automatic right to delegation of functions under part III of the 1947 Act, and an automatic right to delegation of functions in connection with the preparation of town maps.

Powers and duties under the National Parks and Access to the Countryside Act, 1949

I. At present exercised as to part by the County Council and part by the District Council.

II. Present arrangements satisfactory.

TRAFFIC

Construction, improvement and maintenance of roads and bridges

I. Powers at present exercised as to part by the County Council and part by the District Council. The District Council are a "claiming" authority in respect of maintenance of county roads.

II. Present arrangements operate quite satisfactorily, except in relation to the prescription of improvement lines and the purchase of land in advance of requirements.

III. Revocation of appropriate provisions of Ministry of Transport and Civil Aviation Circular No. 696 of 1954.

Street Lighting

I. At present the responsibility of the District Council.

II. Present arrangements satisfactory. It is considered, however, inequitable that the District Council should have to bear the whole cost of lighting of county roads when it is borne in mind that the Minister of Transport meets the cost in relation to trunk roads.

III. The policy of shared costs, which operates in the case of maintenance and improvement of classified roads, should be extended to include the cost of lighting such roads.

Naming of streets and numbering of houses

I. At present the responsibility of the District Council.

II. Present arrangement works satisfactorily.

Parking Places

I. At present the responsibility of the District Council.

II. Present arrangement works satisfactorily.

Road Safety

I. At present the responsibility of the District Council.

II. Present arrangement works satisfactorily.

Provision of bus shelters

I. At present the responsibility of the District Council in conjunction with London Transport Executive.

II. Present arrangement works satisfactorily.

Private Street Works

I. At present the responsibility of the District Council.

II. Present arrangement works satisfactorily.

Supplementary Evidence submitted by the Carshalton Urban District Council

THE GROVE,
CARSHALTON,
SURREY.

24th July, 1958.

DEAR SIR,

I refer to the preliminary evidence which I submitted to the Commission on behalf of this authority on the 25th April last.

Since this preliminary evidence was adopted by the Council the Local Government Reorganisation Sub-Committee appointed by the General Purposes Committee have had an opportunity of re-examining that evidence with a view to deciding whether any amendments would appear to be desirable. A report by the sub-committee recommending certain reservations to or amendments of the evidence already submitted was adopted by the General Purposes Committee at their meeting held yesterday, and I am enclosing a copy of this report for the information of the Commission. If you require further copies, please let me know.

Yours faithfully,

C. H. DURRANT,
Clerk of the Council.

J. R. NIVEN, Esq.,
SECRETARY,
ROYAL COMMISSION ON LOCAL GOVERNMENT IN GREATER LONDON.

Local Government Reorganisation

Your sub-committee have given detailed consideration to the documents set out below, with the results indicated:

(*a*) Surrey County Council—Draft Memorandum of Evidence. Your sub-committee are in general agreement with the views expressed in this very comprehensive and detailed document, except where those views conflict with the evidence which the Council have already submitted, or are now being recommended to submit, to the Royal Commission.

(*b*) County Conference, 3rd June, 1958. Verbatim Note of Proceedings. Your sub-committee have noted the views expressed by representatives of the County Council and the County District Authorities at this conference, but do not feel it necessary to direct the attention of the committee to any specific points.

(*c*) Surrey County Districts Association—Meeting 19th June, 1958. The Chairman of the Council has reported to your sub-committee upon the proceedings at this meeting, and they have considered a rough analysis prepared by the Honorary Secretary of the Association of the Draft Evidence submitted to the Royal Commission by this authority and the Epsom and Ewell, Mitcham, Surbiton and Sutton and Cheam Borough Councils.

(*d*) Outer London Standing Joint Committee—Draft Memorandum of Evidence. It will be remembered that, at the last meeting of the General Purposes Committee, consideration of this draft was referred to your sub-committee. They have perused the draft in detail, and consider that when it is submitted to the annual meeting of the Standing Joint Committee on the 16th July, 1958, for adoption, the Council's representatives on the association should be asked to move the deletion of paragraph 11 and the necessary minor consequential amendments in paragraphs 12 and 13. This has been done, as a matter of urgency, and your sub-committee recommend:

(1) That this action be approved and confirmed.

(*e*) Beddington and Wallington Borough Council—Preliminary Outline of Evidence. Your sub-committee have noted the views expressed in this document, which are of particular interest having regard to the fact that the Borough Council is, under existing arrangements, associated with this authority in the schemes for the divisional administration of education, health and welfare services.

After completing their examination of these documents, your sub-committee re-examined the evidence which has already been submitted to the Royal Commission on behalf of this authority, with a view to deciding whether any amendments to this evidence would appear to be desirable in the light of the views now expressed by other authorities in Surrey. In this connection they have borne in mind that the Council's comments upon education functions under the headings, "Defects in Present Arrangements" and "Suggested Remedies", were formulated before there had been an opportunity for detailed examination of the revised scheme of Education Divisional Administration which was adopted by the Surrey County Council on the 29th April last to operate for a trial period of one year from the 1st July, 1958. While, therefore, your sub-committee are not recommending any alteration, at the present time, in the Council's evidence as regards these functions, they do suggest that the Royal Commission should be informed that, having regard to the action which the County Council have now taken to amend the scheme of divisional administration, this authority would now wish to reserve their position pending the expiry of the one year trial period next July. As regards functions relating to the care of children, your sub-committee have reconsidered this issue and are now convinced that this is a service which could best be administered by the County Council. They accordingly consider that the Commission should be informed that it is now the view of the Council that the present arrangements are quite satisfactory, and that responsibility for the service should not be transferred to the District Council.

As regards functions relating to the construction, improvement and maintenance of roads and bridges, it will be remembered that the Highways and Works and Town Planning Committee are now satisfied that defects believed to exist under the existing arrangements in relation to the prescription of improvement lines can be satisfactorily overcome by the exercise of planning powers. Your sub-committee therefore suggest that the Council's evidence under this head should be amended by the deletion of the words "the prescription of improvement lines and" under the heading "Defects in Present Arrangements" and by the deletion of the suggested remedy. No other amendments would appear to be called for at this stage.

Your sub-committee recommend:

(2) That the amendments outlined above be adopted for transmission to the Royal Commission.

Supplementary Evidence Submitted by the Carshalton Urban District Council

DETAILED MEMORANDUM OF EVIDENCE

A. Preliminary

1. On the 25th April, 1958, the District Council submitted to the Royal Commission a Preliminary Memorandum of Evidence dealing with the specific Local Government functions specified in paragraph 4 of a letter from the Chairman of the Commission to the Chairman of the Council dated 17th February, 1958.

2. On the 23rd July, 1958, the General Purposes Committee of the Council adopted a report of their Local Government Reorganisation Sub-Committee which recommended certain reservations to or amendments of the evidence contained in the preliminary memorandum. The contents of this report were conveyed to the Commission on the 24th July.

3. On the 10th November, 1958, two members of the Royal Commission (Miss A. C. Johnston, C.B.E., and Sir John Wrigley, K.B.E., C.B.) visited the district for an informal meeting with members of the Council and the principal officers. During their visit the members of the Commission were shown something of the work of the authority and were taken on a tour of the urban district.

4. When the Council were invited to submit their preliminary evidence it was made clear that they would be given an opportunity at a later stage of amplifying that brief initial statement, and the information contained in the following paragraphs of this statement will, it is hoped, together with any evidence taken by the Commission orally, provide such amplification as is thought necessary and desirable.

B. Brief History of the District

5. Carshalton has a long history, and there are indications of human occupation in prehistoric times. From the Norman conquest until the reign of King John the parish was known successively as "Aultone" and "Cross Aulton", but then assumed the name of "Kersaulton". For more than two centuries now it has been uniformly described as "Carshalton".

6. Prior to the 12th June, 1883, the parish came under the jurisdiction of the Rural Sanitary Authority of the Epsom Union and the Croydon Highways Board for the respective duties carried out by those authorities. In the early part of 1883 a meeting of owners and ratepayers was held at which a resolution was passed declaring that it was "expedient that the Parish of Carshalton should be constituted a Local Government District". A public inquiry was held in May of that year by an inspector of the Local Government Board, and on the 8th June, 1883, the Board issued an Order constituting the parish a Local Government District as from the 12th June, 1883.

7. In the year 1894, under the provisions of the Local Government Act, 1894, the district was created an urban district.

8. With the exception of one small alteration between the Parishes of Carshalton and Wallington made in the year 1927, the area and boundaries of the district remained unchanged until the coming into operation, on the 1st April, 1933, of the Surrey Review Order, 1933. By that Order certain parts of the parish and urban district were transferred to the adjoining districts of Sutton and Cheam, Beddington and Wallington, Coulsdon and Purley, and Merton and Morden, and certain parts of those districts and of the Parishes of Banstead and Woodmansterne in the Rural District of Epsom were transferred to this district. The effect of these alterations was to increase the area of the urban district from 2,926 acres to 3,346 acres.

9. The growth of population of the district since the beginning of this century has been phenomenal. Detailed statistics are given in a subsequent paragraph (paragraph 17) and it will be sufficient at this stage to point out that the population at the 1901 Census was 6,746, while that at the 1951 Census was 62,721. The district is largely a dormitory area, there being few local industries, and the rapid rise in population can be attributed to the outward spread of families from the inner Metropolitan region, coupled with intensive building development which took place between the two world wars in a district which has inherent attractions as a residential area, both by reason of its natural beauty and its relatively close proximity to the centre of London.

10. In the year 1937 the Council submitted a Petition to His Majesty for the grant of a Charter of Incorporation as a Municipal Borough. After a public local inquiry held in February, 1938, at which opposition was advanced on behalf of certain residents by the Carshalton Municipal League, the Council received a communication from the Privy Council Office stating that, after careful consideration, the Lords of the Council had found themselves unable to recommend His Majesty to grant a Municipal Charter of Incorporation to the district.

11. In August, 1953, the Council submitted a second Petition to Her Majesty with the same object in view. A public local inquiry was held in May, 1954, but, although there was virtually no opposition on that occasion and the Council's Petition had the warm support of the Surrey County Council and the London County Council (the latter authority being the largest individual ratepayer in the district), an intimation was received in August, 1956, that the Privy Council had felt themselves unable to recommend Her Majesty to grant the Charter prayed for. It would seem reasonable to assume that the rejection of this second Petition was due to the desire of Her Majesty's Government to preserve the *status quo* pending the report of the Royal Commission, rather than to any inherent failure of the urban district in terms of area, population or standard of administration and services to measure up to the criteria required to establish a case for incorporation.

C. Physical Features

12. The urban district has an area of 3,346 acres, a width from east to west of slightly more than 1½ miles and a length from north to south of approximately 5 miles. It is situated on the northern slopes of the North Downs and varies in height above sea level from 470 feet at the southern end of the district to 100 feet at the northern end.

13. The southern part of the district is very largely agricultural in nature. Of the 1,040 acres which serve as Metropolitan Green Belt, 788 acres are used for agricultural purposes. The latter includes 276 acres of Surrey County Council smallholdings.

14. Geologically, the northern part of the district has a clay sub-soil and the southern part a chalk sub-soil. In the centre of the district there is a mixture of soils and gravel, and it is in this area that a number of springs rise forming the head waters of part of the River Wandle and also providing considerable natural beauty in this part of the district.

15. The district is well served by railway facilities; details of these and bus services are given in paragraph 89.

D. Population

16. The growth in the population of the district is shown in the following table:

Census Year	*Number of Inhabited Houses*	*Population*
1911	2,381	11,634
1921	2,914	14,023
1931	6,879	28,763
1951	16,592	62,721

17. It will be noted that, during the intercensal period 1921 to 1931, the increase in population was 106·1 per cent, and that the increase during the intercensal period 1931 to 1951 was even more marked, amounting to 119·4 per cent (the highest increase for any Local Government area in Surrey).

E. Financial Statistics

18. Appended to this evidence are five statements prepared by the Council's Treasurer containing the following information:

Statement No. 1.—Population, rateable value, rates and loan debt.
Statement No. 2.—Number of hereditaments and rateable value statistics, 1st April, 1959.
Statement No. 3.—Progress of rate collection.
Statement No. 4.—Loan position as at 31st March, 1959.
Statement No. 5.—Analysis of rate levy for year 1959/60.

F. Economic and Industrial Characteristics

19. A limited amount of industrial development within the district occupies approximately 30 acres of land and comprises 132 workshops and factories employing some 1,300 people. Apart from public undertakings such as the laundry of the South Metropolitan Regional Hospital Board and the District Council's Highways Depot, the principal industries in the district are:

Industry	*Number of Persons Employed*	*Estimated Employment Capacity*
Vinyl Products, Mill Lane, Carshalton. Plastic Manufacturers. 4·41 acres.	410	Approximate increase of 5 per cent per annum.
Distillers Co. Ltd. (Chemical Division), Mill Lane, Carshalton. 4·56 acres.	220	Approximate ultimate increase of 25 per cent.
The Paper Goods Manufacturing Co. Ltd., Westmead Road, Carshalton. 1·22 acres.	260	Approximate increase of 10 per cent.

20. Approximately 35 acres are shown for industrial use on the town map of the Surrey Development Plan in respect of the urban district. This area includes all existing industrial undertakings, together with a limited amount of adjoining land at present developed for other purposes, to allow for slight expansion of the existing firms and general re-accommodation of wrongly sited small industrial firms within the district.

G. Record of Administration

21. The Council desire to submit as forcefully as they can that the general record of administration of the district under existing arrangements has been efficient and economical. An excellent relationship has always existed between the District Council and the Surrey County Council, and the administrative machinery available has proved adequate to deal with the problems created by the very large rise in population referred to in Section D. The Council have also maintained the principle of co-operation with neighbouring authorities with a consequent mutual advantage.

22. For the information of the Royal Commission, the Council's evidence under this heading will be sub-divided into four sections, namely, services provided by the District Council, services administered by the County Council, services rendered by Joint Boards, and services rendered by nationalised undertakings.

(a) SERVICES PROVIDED BY THE COUNCIL

(i) Housing

23. **Waiting List.** The Council's waiting list for municipal housing has recently been divided into three parts, as follows:

'A': The 'A' List comprises those persons in the top strata of the waiting list who can reasonably expect assistance to be forthcoming from the Council in the foreseeable future.

'B': The 'B' List comprises applicants whose points assessment is below those on the 'A' List and who cannot expect an offer of accommodation within the urban district to be forthcoming unless a change of circumstances affecting pointing promotes their applications to the 'A' List.

'C': The 'C' List comprises applicants with the lowest points assessment for whom the Council will not, so far as can be foreseen, be able to provide accommodation within the urban district and who have been advised to endeavour to make their own arrangements.

At the present time the numbers in the respective sections are:

'A': 92.
'B': 58.
'C': Approximately 800.

24. **Pre-War Building.** 624 new dwellings were provided by the Council prior to the outbreak of the 1939/1945 war. The following schedule shows each site separately but grouped under the appropriate operative Act:

Operative Act	*No. of Dwellings on Site*	*Type and Size of Dwelling*	*No. of Dwellings occupied each year*
1919	199	3-bedroom houses	
	4	3- ,, ,,	10—1920
	2	2- ,, ,,	92—1921
	5	3- ,, flats	108—1922
1923	6	2- ,, houses	6—1924
	4	2- ,, ,,	4—1924
	4	2- ,, ,,	4—1924
	4	1- ,, flats	4—1924
	10	2- ,, houses	10—1925
	16	4 1- ,, flats	8—1925
		4 2- ,, ,,	8—1927
		8 3- ,, houses	
	4	3- ,, ,,	4—1926
1924	168	56 2-bedroom flats	64—1928
		112 3- ,, houses	104—1929
1925-1930 (Slum Clearance)	14	2 2- ,, ,,	14—1934
		12 3- ,, ,,	
	28	24 3- ,, ,,	24—1934
		4 4- ,, ,,	4—1935
	34	20 2- ,, flats	
		2 2- ,, houses	14—1934
		6 3- ,, ,,	20—1935
		6 4- ,, ,,	
	8	3- ,, ,,	8—1935
	2	3- ,, ,,	2—1935
1936	102	18 2- ,, ,,	95—1937
		60 3- ,, ,,	7—1938
		24 4- ,, ,,	
1938	2	2- ,, ,,	2—1939
	8	2- ,, ,,	8—1939

25. In addition to these new dwellings, the Council took over 26 houses in cases in which owners failed to maintain their mortgage repayments under the Small Dwellings Acquisition Acts, and 8 houses in similar circumstances under the Housing Act, 1925. The grand total of pre-war dwellings under the Council's control thus amounted to 658.

26. **Post-War Construction.** Since 1939 housing accommodation has been provided by the Council as follows:

Operative Act	*No. of Dwellings on Site*	*Type of Dwelling*	*No. of Dwellings occupied each year*
1944	103	Arcon prefabricated temporary 2-bedroom bungalows	103—1946
1936-1957	4	2-storey traditional 3-bedroom houses	2—1947 2—1948
,,	24	2-storey "Orlit" 3-bedroom houses	16—1947 8—1948
,,	10	2-storey "Orlit" 3-bedroom houses	10—1948
,,	8	2-storey "Orlit" 3-bedroom houses	8—1948
,,	16	2-storey "Orlit" 3-bedroom houses	16—1948
,,	6	2-storey "Orlit" 3-bedroom houses	6—1948

Operative Act	*No. of Dwellings on Site*	*Type of Dwelling*	*No. of Dwellings occupied each year*
1936-1957	96	2-storey "Unity" 3-bedroom houses	14—1947 60—1948 22—1949
,,	24	2- ,, traditional 3-bedroom flats	24—1948
,,	38	2- ,, ,, 3- ,, houses	17—1950 21—1951
,,	9	6 3- ,, ,, 2- ,, flats 3 3- ,, ,, 3- ,, ,,	9—1950
,,	6	2- ,, ,, 2- ,, ,,	6—1950
,,	6	5 2- ,, ,, 2- ,, ,, 1 2- ,, ,, 3- ,, ,,	6—1950
,,	72	20 3- ,, ,, 1- ,, ,, 52 3- ,, ,, 2- ,, ,,	72—1951
,,	10	1 2- ,, ,, 1- ,, ,, 6 2- ,, ,, 2- ,, ,, 3 2- ,, ,, 3- ,, ,,	10—1951
,,	30	6 3- ,, ,, 1- ,, ,, 24 3- ,, ,, 2- ,, ,,	30—1952
,,	8	3 2- ,, ,, 1- ,, ,, 4 2- ,, ,, 2- ,, ,, 1 2- ,, ,, 3- ,, ,,	8—1952
,,	4	3 2- ,, ,, 1- ,, ,, 1 2- ,, ,, 2- ,, ,,	4—1952

Operative Act	*No. of Dwellings on Site*	*Type of Dwelling*	*No. of Dwellings Occupied each year*
1936-1957	28	5 2-storey traditional 1-bedroom flats	28—1952
		16 2- ,, ,, 2- ,, ,,	
		7 2- ,, ,, 3- ,, ,,	
,,	20	2 2- ,, ,, 1- ,, ,,	20—1952
		12 2- ,, ,, 2- ,, ,,	
		6 2- ,, ,, 3- ,, ,,	
,,	84	8 2- ,, ,, 1- ,, ,,	78—1952 6—1953
		58 2- ,, ,, 2- ,, ,,	
		18 2- ,, ,, 3- ,, ,,	
,,	11	4 3- ,, ,, 2- ,, ,,	11—1953
		7 4- ,, ,, 3- ,, ,,	
,,	10	1 2- ,, ,, 1- ,, ,,	10—1953
		8 2- ,, ,, 2- ,, ,,	
		1 2- ,, ,, 3- ,, ,,	
,,	70	19 5- ,, ,, 2- ,, ,,	23—1954
		4 5- ,, ,, 3- ,, ,,	
		39 5- ,, ,, 2- ,, ,,	47—1955
		8 5- ,, ,, 3- ,, ,,	
,,	24	2- ,, ,, 2- ,, ,,	24—1955
,,	32	2 4- ,, ,, 1- ,, ,,	32—1957
		26 4- ,, ,, 2- ,, ,,	
		4 4- ,, ,, 3- ,, ,,	
,,	19	2 4- ,, ,, 1-bed/sitting room flats	19—1958
		12 4- ,, ,, 2-bedroom flats	
		3 4- ,, ,, 3- ,, ,,	
		2 4- ,, ,, 4- ,, ,,	
,,	14	13 1- ,, ,, 1- ,, bungalows	14—1959
		1 2- ,, ,, 2- ,, flat	

27. **Purchase of Existing Dwellings.** Seventeen properties have been purchased by the Council and provide accommodation for seventeen families.

28. **Emergency Accommodation.** In addition to the properties referred to in the preceding paragraph, the Council have acquired six large houses which have been converted for use as emergency accommodation. Two other properties are held under requisition for a similar purpose. These properties can accommodate 53 family units.

29. **Requisitioned Properties.** The maximum number of properties held by the Council under requisition for housing purposes at any one time since 1939 was 161. In addition to the two houses used as emergency accommodation, the Council at present control eight requisitioned properties which accommodate fifteen families. It is confidently expected that these remaining properties will be released from requisition by 31st March, 1960.

30. **Further Dwellings to be provided.** In view of the acute shortage of building sites in the urban district, most of the potential sites available to the Council have been earmarked for development in connection with the slum clearance programme to which reference is made below. The only proposals at present under discussion for the erection of new houses to serve general housing needs are:

Site	*Estimated No. of dwellings*
Denmark Road	34
Fryston Avenue/The Mount . .	28

31. **Housing Development outside the District.** As the building land available within the district is totally inadequate to meet the demand for housing accommodation, the Council have agreed to participate in the Frimley and Camberley Town Development Scheme as an exporting authority, and have been granted an initial allocation of sixty dwellings. They also participate in the Industrial Selection Scheme for the allocation of accommodation in the new towns, and to date 304 families on the Council's waiting list have been re-housed by this means. In addition, the Minister has decided that other families who have been accommodated in new towns must be regarded as having moved from this district, and that the Council must accept responsibility for payment of the appropriate contribution for ten years.

32. **Accommodation for Aged Persons.** In an effort to meet the needs of the ageing population, and with a view to securing the better occupation of existing Council dwellings, the District Council have embarked upon schemes for the provision of accommodation specially designed for use by aged persons. They have recently provided sixteen bungalows together with a warden's flat and communal meeting room for this purpose on a site at Nightingale Road, Carshalton. Plans are now in hand for the conversion of two large houses owned by the Council in Ruskin Road, Carshalton, into ten flatlets for the accommodation of elderly persons, and a further eight bungalows for the same purpose will be provided in the garden of the houses in question. Other schemes for housing the older residents are being investigated.

33. **Sale of Council Houses.** In accordance with the general authority given by the Minister of Housing and Local Government, the Council prepared a scheme for the sale of Council houses to sitting tenants. By 30th June, 1959, ninety-four such properties had been sold and offers to purchase are under consideration in another twenty-two cases.

34. **Sale of other Premises.** A scheme for the sale to occupiers of houses taken over by the Council on default of mortgages under the Small Dwellings Acquisition Acts and the Housing Act, 1925, has also been prepared, and to date eight such houses have been sold.

(ii) Slum Clearance

35. **Pre-War.** Prior to the 1939/45 war the Council embarked upon a programme of slum clearance involving the declaration of six clearance areas and the demolition of sixty-four properties. It was not until 1954 that they were able to resume their activities in this connection, and a preliminary survey of the district undertaken for purposes of the Housing Rents and Repairs Act, 1954, indicated that it would probably be necessary for the Council to undertake action within a five year period in respect of 208 dwellings, and a five year phased programme of clearance was subsequently approved by the Council. Due to the difficulty in obtaining sites, to which reference has already been made, it has not proved possible for the Council to adhere strictly to this programme, but to date four clearance areas have been declared affecting a total of seventy-eight properties. In order to provide accommodation for persons displaced under the slum clearance programme, the following new schemes have been completed:

Site	*Number of dwellings*
Stanley Road	16 maisonettes and 3 flats.
Wrythe Lane	26 maisonettes and 6 flats.

36. The following further schemes are now in course of erection:

Site	*Number of dwellings*
Stanley Road	18 maisonettes and 2 flats.
Muschamp Road . . .	30 maisonettes and 12 flats.

(iii) Sewerage

37. Practically the whole of the district is served with efficient soil sewers and only fifteen cesspools remain. Of these, nine will be eliminated by a scheme now in hand. Apart from certain small areas draining to adjoining districts, the sewage from the whole urban district is pumped from the Council's pumping station in Buckhurst Avenue to the Beddington Sewage Works of the Croydon County Borough Council. The pumping plant at the Council's pumping station consists of six centrifugal pumps, each set being capable of delivering sewage at the rate of two million gallons per day. The three pumps discharge into each of the 21″ pumping mains and are so designed that the two pumps working together will raise four million gallons per day, or half the calculated maximum rate of flow, the third pump in each case being a standby. The pumping mains from the station to the point of discharge at the sewage works are two miles in length.

38. The whole of the northern area of the district, where the sub-soil is clay, is provided with surface water sewers, but in the southern part, where the sub-soil is chalk, a greater amount of the surface water is dealt with by means of soakaways. There are, however, in the south a number of surface water sewers which follow the valley lines, and their provision has reduced to a minimum the incidences of flooding following heavy rain. One major scheme and a number of minor schemes are now being prepared to relieve the small amount of flooding which still occurs locally during particularly heavy storms. All the surface water sewers in the district discharge into the River Wandle, with the exception of those serving a part of the northern area, which discharge into the Pyl Brook.

(iv) Municipal Offices

39. The administrative offices of the Council are situated centrally at The Grove and The Lodge, Carshalton. The Clerk of the Council's Department, Council Chamber and committee rooms are housed in The Grove; the Engineer and Surveyor's Department is accommodated in a building within the same curtilage known as Stone Court; while the departments of the Medical Officer of Health and the Treasurer are housed in a nearby building known as The Lodge. Whilst these buildings are in close proximity and are linked by an efficient internal telephone system, some disadvantages ensue from the housing of administrative staff in this way, and the Council's long term plans envisage the erection of a new block of municipal buildings in the administrative centre of the area.

(v) Public Pleasure Grounds and Open Spaces

40. The Council own and maintain some 377 acres of open space. These range from 180 acres at The Oaks (of which 80 acres are available to the public and a large proportion of the remainder is leased to a farmer) to very small areas less than an acre in extent. A list of these open spaces is set out below:

Bramblehaw	0·142 acres
Carshalton Park	22·638 acres
Carshalton Place	1·015 acres
The Grove	20·50 acres
War Memorial Gardens	0·27 acres
War Memorial Sports Ground	4·00 acres
The Oaks	180·95 acres
Phoenix Playground	1·00 acres
Poulter Park	20·00 acres
Royston Park	8·25 acres
Stanley Park	8·845 acres
Upper Pool and other Manor wastes	2·00 acres
Wrythe Green	3·00 acres
Warren Park	3·03 acres
Wrythe Recreation Ground	6·895 acres
Carshalton Playing Fields	87·25 acres
Dale Park Recreation Ground	3·00 acres
Limes Green	3·00 acres
Love Lane	1·25 acres

41. Also provided are the following sports facilities:

Football Pitches	10
Cricket Pitches	8
Concrete Practice Wickets	3
Tennis Courts	17
Bowling Green	1
Running Track and Sports Arena	1

42. The Council have also provided eleven children's playgrounds at suitable points throughout the district.

(vi) Public Cleansing

43. **Refuse Collection.** The storage of refuse in private dwellings is by means of dustbins except in the case of certain multi-storey flats where 13 cu. ft. containers are used. A weekly collection of refuse is maintained throughout the district except on the smallholdings in the south of the district where a fortnightly service is found to be adequate. The collection of trade refuse at fixed charges is also undertaken. All the vehicles employed are modern and specially designed for refuse collection, and all are fitted with hydraulic tipping gear and cabs to accommodate up to five loaders in addition to the driver. One vehicle is fitted with a mechanical hoist for use in emptying the 13 cu. ft. containers.

44. **Refuse Disposal.** The disposal of refuse is carried out in the first instance by incineration, and the plant was originally designed with a capacity of 60 tons per day. This has been increased by modification to 70 tons per day, a figure which is reached regularly during the winter months. The plant includes a power operated paper baling press, electro-magnetic separator and picking belt which enable many forms of salvage to be extracted from the refuse and sold, thereby providing a substantial revenue.

45. A scheme is in hand for providing a dust extraction plant, improved facilities and mechanisation of the arrangements for feeding refuse to the burning cells, and a new magnetic separator, all of which should help to make the plant more efficient and improve working conditions.

46. For some time the Council have, with the Merton and Morden Urban District Council, utilised for the tipping of clinker and screenings land in the ownership of the Carshalton and Merton and Morden Joint Cemetery Board with a view to the site being levelled and utilised for school playing fields until such time as it is required for burial purposes. This user will probably cease early next year. Arrangements have accordingly also been made to lease for tipping purposes land at present in the ownership of the Surrey County Council and eventually intended to be used by them for playing fields. It is proposed to strip the top soil and tip clinker and screenings in such a way as to provide level playing fields and then respread and seed the top soil.

(vii) Highways

47. The total mileage of public roads in the district is 63·85, made up as follows:

Class I	1·91
Class II	7·62
Class III	6·13
Unclassified	48·19
	63·85

48. With the exception of the portion of the Sutton By-pass (0·29 of a mile in length in the northern part of the district) which is maintained by the Surrey County Council the whole of the public highways in the district are maintained by the District Council. Maintenance of the highways is generally undertaken by direct labour with modern plant and equipment, but certain improvement works, extensive resurfacing of the carriageways and surface dressings are carried out by the employment of contractors. The amount of expenditure sanctioned by the Surrey County Council for the maintenance of classified roads during the financial year 1958/59 was:

Class I	£3,875
Class II	£9,810
Class III	£8,230
	(excluding scavenging)

49. The cost of maintaining district roads during the same period was £25,850. This figure includes £4,144 for maintenance and/or improvement of trees and verges, and £2,456 for surface water drainage.

50. **Street Scavenging.** This is carried out partly mechanically and partly by hand. In the principal shopping areas four sweepers with hand barrows are used. Some of these areas are swept daily, others twice weekly and all at least once weekly. The remainder of the roads are swept by a mechanical broom which is followed by two gangs of hand sweepers each with an electric truck. These roads are swept approximately once each fortnight.

51. **Street Lighting.** The Council are in the process of converting their existing gas street lighting into an up-to-date electric system in compliance with (*a*) the recommendations of the Ministry of Transport Departmental Committee Report, 1937, and (*b*) the Code of Practice—Traffic Routes, of 1952. They have completed these improvements in so far as their major and minor traffic routes are concerned, and are commencing this year to deal with the district roads. This stage of the work will involve the erection of some 900 Class B type lamps.

(viii) Environmental Health Services

52. These services are administered by the District Council through their Public Health Department and certain sections of the Engineer and Surveyor's Department. The functions exercised by the Public Health Department include the following:

Control of the spread of infectious disease;
Suppression of sanitary nuisances;
Housing inspection;
Remedying of housing defects; and
Abatement of overcrowding.
Administration of:
(*a*) Food and Drugs Act and its associated regulations (the Council is a Food and Drugs Authority);
(*b*) Factories Act in relation to sanitation;
(*c*) Prevention of Damage by Pests Act. (Two rodent operatives are employed on this work);
(*d*) Shops Acts;
(*e*) Clean Air Act. (The Council maintain apparatus at selected sites for measuring atmospheric grit, smoke intensity and sulphur dioxide concentration);
(*f*) Rag Flock and other Filling Materials Act, 1951;
(*g*) Heating Appliances (Fire Guard Regulations, 1953);
Provision of Mortuary facilities. (The Council maintain a fully equipped mortuary in Mill Lane with refrigeration, storage and post-mortem facilities;

by agreement, these facilities are also available to the Borough of Beddington and Wallington and the Urban District of Coulsdon and Purley);

Cleansing of verminous persons and premises. (Arrangements include a cleansing station.)

(ix) Libraries

53. During the years 1930 to 1935 library facilities in the district were provided by means of the establishment of a branch of the Surrey County Council Library Service in former Council Offices at The Square, Carshalton. As from the 1st August, 1935, the District Council became the library authority for the district which was operated from a Central Library at The Square and a part-time branch library at Wrythe Lane Hall in the northern part of the district.

54. Due to a rapid expansion in the demand for the service, plans were prepared for a full-sized branch library and clinic (the former to replace the Wrythe Lane Branch) to serve the densely populated St. Helier Estate. This new building was to have been situated at Middleton Circle, and by 1939 the Council had reached the stage of accepting a tender for its erection. Owing to the outbreak of war and the complete suspension of building operations, the project had to be abandoned, and as the site in question was subsequently transferred to the County Council, an alternative had to be found. The new site is also at Middleton Circle and tenders are about to be invited for the erection of a new purpose-designed branch library to replace the Wrythe Lane Branch.

55. A new branch library to serve the southern part of the district was opened in adapted premises in January, 1949. The existing library points are as follows:

Description	*Basic book stock*	*Number of registered readers*
Central Library, The Square .	44,000	9,200
Stanley Park Road Branch Library	15,000	3,600
Wrythe Lane Branch Library .	11,000	3,600

56. The following table shows the expansion of the service in the district since its inception in 1935:

	1935	1958/59
Registered readers	10,500	16,034
Annual issues	228,000	416,261
Book stock	14,000	69,806

57. In addition to the normal categories of fiction and non-fiction books, the library contains a substantial collection of music scores of all kinds and a stock of standard "quick reference" works. Special attention to the needs of children is regarded as an important part of the service and fully-equipped self-contained children's departments are provided at each of the three libraries under the general supervision of a fully qualified Children's Librarian. The Carshalton Library system plays an active part in the inter-lending scheme operated through the South-Eastern Regional Library Bureau and the National Central Library. Reciprocal lending facilities are also in being between Carshalton and the neighbouring library authorities of Croydon, Mitcham and Merton and Morden.

58. Since the Subject Specialisation Scheme operated by the South-Eastern Regional Library Bureau was inaugurated in 1950, Carshalton has played a full part in contributing to the successful operation of the scheme. The subjects allocated to this district are Food and Confectionery, Food Commodities in general, Canning, and

History of Europe (excluding World War II). Since 1948 the Council have co-operated with the National Library for the Blind in the matter of supply of Braille books to blind Carshalton readers. The Council are institutional members of the Library Association and have also supported the work of the National Book League by entering into institutional membership.

(x) Road Safety

59. The Council have for many years been active in promoting road safety in the locality. To this end they have secured the formation of the Carshalton Accident Prevention Council, to which body they appoint representatives. The activities of this organisation were extended some two years ago to include the promotion of safety in the home. The Council grant financial assistance towards the cost of the activities promoted by the Accident Prevention Council and pay the salary of a part-time secretary.

(*b*) SERVICES ADMINISTERED BY THE COUNTY COUNCIL

(i) Education

60. Under the provisions of the Education Act, 1944, the Surrey County Council, which became the local education authority for all forms of education as from the 1st April, 1945, made a scheme providing for the partitioning of the county area into divisions and for constituting divisional executives for the purpose of exercising specified functions relating to primary and secondary education. The District Council decided not to exercise their right under the Act to claim to be excepted from any such scheme of divisional administration, and the urban district, together with the Borough of Beddington and Wallington, was scheduled to form the Mid-Eastern Division. A further scheme made in 1945 gave divisional executives responsibility for dealing under specified delegated powers with day and evening institutes and technical colleges and art schools. The executive for this division has a total membership of eighteen, of which the Surrey County Council appoint six members, the District Council eight members and the Beddington and Wallington Borough Council four.

61. The various Primary Junior Mixed and Infants' Schools in the district provide accommodation for approximately 5,200 pupils, whilst Secondary School accommodation is available for 2,430 pupils. The Wallington County Grammar School for Girls with provision for 570 is situated within the urban district. In addition to the schools provided by the local education authority, there are a number of independent and voluntary schools.

62. The local administration of the School Health Service is in the hands of the Council's Medical Officer of Health in his capacity as Divisional Medical Officer to the County Council.

(ii) Town Planning

63. In pursuance of the Town and Country Planning Act, 1947, the Surrey County Council became the local planning authority as from 1st July, 1948. Under a scheme approved by the Minister of Housing and Local Government, County District Councils in the county continue to exercise a substantial measure of direct control over development and shared in the preparation of the Development Plan for Surrey. The scheme provides for the establishment of Area Planning Sub-Committees and also for direct delegation to the County District Councils of a large share of the day-to-day work of controlling development and issuing permissions to develop and use land. Applications for permission to develop within the urban district continue to be made to the District Council who deal with most of the applications direct.

Certain other applications and proposals are referred for consideration to an Area Sub-Committee, and in one or two instances direct to the County Planning Committee.

64. The urban district is within the North-East Surrey Planning Area which also includes the Borough of Beddington and Wallington and the Urban Districts of Caterham and Warlingham and Coulsdon and Purley. The Area Sub-Committee consists of twelve members, of whom four are appointed by the County Council and two by each of the Councils of the four districts. The sub-committee nominates one of its members for appointment to the County Planning Committee.

65. The Surrey Development Plan has been approved by the Minister. The estimated capital cost of the various works proposed to be carried out in the urban district under the plan within the first five years is approximately one million pounds, and from the sixth to the twentieth years approximately £350,000. There are certain works not shown on the Development Plan which it is envisaged will ultimately be carried out but not until after the expiration of twenty years. Capital expenditure on these items totals approximately £500,000 and includes the erection of new offices, the laying out of sports and pleasure grounds and considerable road works.

(iii) Fire Protection Service

66. A volunteer fire brigade was formed in Carshalton in 1867 when a fire engine house was built. Subsequently, the Fire Protection Service in this and the adjoining borough (then the urban district) of Beddington and Wallington was administered by a joint committee consisting of four members of each authority. On the termination of the joint arrangement in 1938, the whole of the fire brigade equipment was taken over by the Carshalton Council. During the period 1st July, 1941, to 31st March, 1948, the service was administered by the Central Government as part of the National Fire Service, and on the 1st April, 1948, under the provisions of the Fire Services Act, 1947, the County Council became the fire service authority.

67. For purposes of management, the County Council have made a scheme which has been confirmed by the Home Office providing for the establishment of a Fire Brigade Committee consisting of sixteen members of the County Council and nine members appointed by or on behalf of the County District Councils, three members from each of three groups. For this purpose the Carshalton Urban District is in Group "A" (Wimbledon Area) which also includes the following districts: Barnes, Beddington and Wallington, Epsom and Ewell, Esher, Kingston, Malden and Coombe, Merton and Morden, Mitcham, Richmond, Surbiton, Sutton and Cheam, and Wimbledon.

(iv) Ambulance Service

68. The ambulance service was taken over from the Carshalton, Beddington and Wallington District (War Memorial) Hospital Committee by the Joint Fire Protection and Ambulance Committee in the year 1929 and was handed over to the Carshalton Council in 1938. With effect from the 5th July, 1948, this service was transferred to the Surrey County Council under the provisions of the National Health Service Act, 1946. In an approved scheme under Section 27 of the Act, provision is made in respect of Carshalton and certain adjoining districts for the service to be operated from a main station at Bishopsford Road, Carshalton, with a sub-station at The Grove, Carshalton.

(v) Personal Health Services

69. These are provided by the Surrey County Council under Part III of the National Health Service Act, 1946, and the Education Act, 1944. Prior to 5th July, 1948, the maternity and child welfare, midwifery and day nursery services in Carshalton were administered by the District Council. The District Council were proud to be able

to hand over a highly developed organisation which provided five welfare centres in the district. They derived justifiable satisfaction from the fact that during the last year of their responsibility for these services, infant mortality stood at 14·5 per thousand births (the lowest figure ever recorded and a record which still stands) and that there had been no maternal deaths for the fourth consecutive year.

70. A scheme of divisional administration has been adopted by the County Council involving the division of the county into nine divisions. Carshalton and Beddington and Wallington together form the Mid-Eastern Division. The Mid-Eastern Divisional Sub-Committee of the County Health Committee consists of fifteen members, of whom five each are appointed by the County Health Committee, the Beddington and Wallington Borough Council and the District Council. The chairman of the sub-committee is an *ex-officio* member of the County Health Committee. The Clerk of the District Council acts as secretary of the Divisional Sub-Committee.

71. **Care of Mothers and Young Children.** Arrangements include four welfare centres at The Mount, Coulsdon; Alexandra Gardens, Stanley Road (a newly-built centre opened in August, 1958); Rochester Road; and Green Wrythe Lane (another newly-built centre brought into use early in 1959). At these centres the following clinics are held: Infant Welfare; Ante-and Post-Natal; Special Toddler; Dental; Eye; Ante-Natal Relaxation and Massage.

72. **Midwifery.** A staff of four domiciliary midwives is employed for attendance upon women in their own homes.

73. **Health Visiting.** A staff of ten health visitors is employed for visiting persons in their homes for the purpose of giving advice as to the care of young children, persons suffering from illness and expectant and nursing mothers, and as to measures necessary to prevent the spread of infection.

74. **Home Nursing.** Nursing in the home is provided by a staff of ten district nurses.

75. **Immunisation and Vaccination.** The arrangements made by the County Council include vaccination or immunisation against smallpox, diphtheria, whooping-cough, tetanus, tuberculosis and poliomyelitis. The work is carried out at special clinics in the welfare centres, at the infant welfare and school clinics and in the schools of the district.

76. **Prevention of Illness, Care and After-Care.** The scheme formulated under Section 28 of the National Health Service Act provides for diagnosing work in respect of tuberculosis, exercised by a Chest Physician based at the St. Helier Hospital, and for the care and after-care of tuberculous patients and their contacts to be exercised by two specialist health visitors and by an active voluntary Care Committee. Other arrangements provide for recuperative holidays, hostel accommodation for the tuberculous, and geriatric services.

77. **Domestic Help.** A staff of home helps equivalent to fourteen full-time are employed in supplying domestic assistance in cases of illness, confinements and infirmity.

78. **School Health Services.** Clinics for schoolchildren are held at three of the welfare centres in the district. They are of the following nature: General Medical; Dental; Eye; Massage. Other special clinics, e.g. Child Guidance, Speech Therapy, are provided outside the district boundary. Other arrangements include periodical medical inspection in schools, and special educational treatment for handicapped pupils, etc. The number of pupils coming within the scope of the school health service in Carshalton is approximately 7,800.

(vi) Welfare

79. A scheme of divisional organisation on lines similar to those for the County Health Services has been formulated by the County Council under which Carshalton and Beddington and Wallington form the Mid-Eastern Division. The Mid-Eastern Divisional Sub-Committee of the County Welfare Committee comprises fifteen members, of whom five each are appointed by the County Council, the Beddington

and Wallington Borough Council and the District Council. The chairman of this sub-committee is an *ex-officio* member of the County Welfare Committee, and the Clerk of the District Council also acts as secretary of this sub-committee.

(vii) Civil Defence

80. During the Second World War the District Council were responsible with the Surrey County Council for the administration and operation of Civil Defence. The urban district suffered considerably as a result of enemy action, as is evidenced by the fact that 15,120 properties were damaged, many on more than one occasion.

81. In addition to the functions directly conferred upon them as a County District Council by the Civil Defence Act, 1948, and the regulations made thereunder, the District Council have accepted from the Surrey County Council the delegation of the following Civil Defence functions:

(i) The organising in the district of a unit of the County Division of the Civil Defence Corps;

(ii) (*a*) The collection and distribution of intelligence;
   (*b*) The control and co-ordination at a place of attack;
   (*c*) Rescue operations;
   (*d*) Protection against toxic effects of attack (subject to possible exception of certain functions);
   (*e*) Instruction of and advice to the public in connection with these matters.

82. Carshalton possesses a small but virile Civil Defence Unit. The present strength of the unit is 357, and between 100 and 150 members take part in weekly training sessions. A full-time Civil Defence Officer has been appointed, and a disused Church of England primary school has been acquired and adapted for use as a training and recreational centre. The greater part of the training of recruits takes place at this centre, and classes are held every night of the week except Saturdays and Sundays. In addition, many operational exercises are held over the weekends.

83. The urban district forms Sub-Area 53C(3) of Area 53C.

(*c*) SERVICES RENDERED BY JOINT BOARDS

84. **Burial Grounds.** The churchyard adjoining the Carshalton Parish Church is not now normally available for burials except where existing graves are reopened, and no further grave space can be secured in the vicinity. For some time before the war the question of the provision of alternative burial accommodation was under consideration by the Council, and in 1943, on the application of the two authorities, the Minister of Health made an Order under Section 6 of the Public Health Act, 1936, entitled "The Merton and Morden and Carshalton Joint Cemetery Order, 1943", constituting a united district of the Urban Districts of Carshalton and Merton and Morden for the purposes of the acquisition, construction and maintenance of a cemetery or cemeteries for the two urban districts. Certain amending Orders have since been made dealing with matters of an administrative nature and changing the name of the Board set up under the Order of 1943 to "The Carshalton and Merton and Morden Joint Cemetery Board". The Board consists of ten members, five being appointed by each of the two authorities. It has under its control a cemetery at Lower Morden with a total area of 33·67 acres. This will provide for a total of 27,900 grave spaces, and approximately 4,500 burials have taken place up to 30th June, 1959. Adjoining the cemetery is an area of land 24·94 acres in extent which is at present in use as school playing fields but which will be available for expansion of the cemetery when required.

85. **Crematorium.** The District Council have been in negotiation with other local authorities in Surrey for some years in regard to the joint provision of a crematorium. Agreement was eventually reached that a site should be provided by the Battersea Borough Council on land in Grand Drive, Morden, in close proximity to the cemetery owned by the Carshalton and Merton and Morden Joint Cemetery Board,

and for conversion of the existing Chapel thereon for use as a crematorium. The North-East Surrey Crematorium Board Act, 1956, came into force on the 1st October, 1956, and made provision for the control of the crematorium to be vested in a Board consisting of members appointed on a population basis by the Battersea Borough Council, the Sutton and Cheam Borough Council and the Carshalton and Merton and Morden Urban District Councils. The conversion of the chapel and the provision of a garden of remembrance was completed, and the crematorium was formally opened and dedicated on 1st May, 1958.

(*d*) SERVICES RENDERED BY NATIONALISED UNDERTAKINGS AND OTHER BODIES

(i) Electricity and Gas

86. These services are supplied to premises in the district by the South-Eastern Electricity Board and the South-Eastern Gas Board respectively.

(ii) Water

87. The supply of water throughout the area (with the exception of a very small area in the northern portion which comes within the area of the Metropolitan Water Board) is undertaken by a private company, the Sutton District Water Company.

(iii) Transport Facilities

88. Public transport facilities in the area are provided by the British Transport Commission. The railway services form part of the Commission's Southern Region. There are two stations—Carshalton in the centre of the district on the Mitcham Junction to Sutton line, and Carshalton Beeches in the south of the district on the West Croydon to Sutton line. Both these stations provide a frequent service of electric trains to Victoria and London Bridge. The town and country services and Green Line service of the Commission's London Transport Executive provide omnibus travelling facilities on the main roads throughout the district.

(iv) Hospital Service

89. The whole of the urban district lies within the area of the South-West Metropolitan Regional Hospital Board, and there are four hospitals in the district, brief details of which are as follows:

Name	*Name of responsible Management Committee*	*No. of beds*	*Type of Hospital*
St. Helier . . .	St. Helier Group Hospital Management Committee	741	General
Wandle Valley . .	St. Helier Group Hospital Management Committee	152	Fever and Long Stay
Queen Mary's Hospital for Children	Group 15 Carshalton Hospital Management Committee	1,080	Children
Carshalton, Beddington and Wallington District War Memorial	St. Helier Group Hospital Management Committee	61	General

90. Before the coming into operation of the National Health Service Act, 1946, the St. Helier Hospital, which is one of the largest and most up-to-date in the country, was provided and maintained by the Surrey County Council; Queen Mary's Hospital for Children, reputed to be the largest hospital of its kind in the world, was formerly controlled by the London County Council; the War Memorial Hospital by a local voluntary body; and the Wandle Valley Isolation Hospital by a joint committee set up by certain adjoining local authorities.

91. The District Council was formerly a constituent member of the Cuddington Joint Hospital Board which maintained in the Borough of Sutton and Cheam a hospital for the treatment of infectious diseases.

(v) Police Services

92. The whole of the area is included in the Metropolitan Police District, part being served by 'Z' Division and the remainder by 'W' Division.

(vi) Quarter and Petty Sessional Divisions

93. The district is within the area of the Surrey Quarter Sessions and the Wallington Petty Sessional Division. Petty Sessional Courts are held at Wallington and Mitcham.

(vii) County Court

94. The urban district forms part of the Croydon County Court district.

H. Community of Interest

95. It is believed that the information given in the sub-paragraphs which follow under this head (which includes a description of the Urban District Council and its personnel) will assist members of the Royal Commission in reaching the conclusion that the urban district is already a satisfactory unit for Local Government purposes.

(*a*) CARSHALTON URBAN DISTRICT COUNCIL

(i) Number of Members and Wards

96. The district is administered by an Urban District Council composed of twenty-four members. Up to the year 1932 the district was not divided into wards. As from the 29th June, 1932, under an Order made by the Surrey County Council, the district was divided into five wards, and the fifteen members then holding office were apportioned equally between such wards. As a result of the making of subsequent Orders, the ward organisation is now as follows:

Name of Ward	*Area in acres*	*Number of Councillors*	*Number of Local Government Electors*
St. Helier West . . .	250	3	5,072
St. Helier North . . .	215	3	5,244
St. Helier South . . .	119	3	4,345
North East	350	3	6,521
North-West	257	3	5,134
Central	319	3	4,152
South-East	1,386	3	5,919
South-West	450	3	5,080

97. The St. Helier West, North-West and South-East Wards are each divided into three polling districts, whilst the remaining wards, with the exception of St. Helier South, are each divided into two polling districts. One-third of the number of members of the Council retires annually.

(ii) Principal Officers

98. The following table gives particulars of the existing Principal, Deputy and Chief Officers of the Council:

Officer	*Name*	*Appointed*
Clerk of the Council . .	C. H. Durrant . . .	1/10/52 (Appointed Assistant Clerk 1/1/29)
Deputy Clerk of the Council .	P. W. Goddard . . .	1/10/52
Engineer and Surveyor . .	F. J. Kennedy, A.M.I.C.E., A.R.I.C.S., M.I.MUN.E.	1/7/59
Deputy Engineer and Surveyor	G. E. Brownjohn, A.M.I.C.E., M.I.MUN.E., A.M.I.STRUCT.E., M.R.S.H.	1/7/59
Treasurer and Rating Officer .	H. A. Slade	26/9/57
Deputy Treasurer . . .	R. C. Parr	24/10/57
Medical Officer of Health .	F. Lawrence Smith, M.B., CH.B., D.P.H. (Also acts as Divisional Medical Officer)	1/3/34
Chief Public Health Inspector .	H. J. Spicer, C.R.S.H., F.A.P.H.I.	15/6/25
Chief Librarian . . .	S. W. Anderson, F.L.A. . .	1/7/48

(iii) Staff

99. Statement No. 6 is appended showing the present authorised establishment of each department, together with a note (where appropriate) as to the professional qualifications held by the present holders of the posts.

(iv) Standing Committees of the Council

100. Standing Committees are appointed by the Council annually as follows:

> Civil Defence; Community Centres; Establishment; Finance and Rating; General Purposes; Highways and Works and Town Planning; Housing; Public Health; Public Pleasure Grounds and Allotments; Public Relations and Library.

Each of these committees, with the exception of that for General Purposes, consists of eight members of the Council together with the chairman of the Council as an *ex-officio* member. The General Purposes Committee consists of all the members of the Council.

101. A Horticultural Show Committee, consisting of seven members with power to co-opt, is appointed annually to deal with the organisation of the Carshalton Horticultural Show.

102. The Standing Committees appoint sub-committees as and when necessary, and the following is a list of the Standing Sub-Committees appointed for the ensuing Municipal Year:

Standing Committee	*Name of Sub-Committee*	*Number of Members*
Establishment	Appointments	The chairman and 2 members (with 2 deputy members)
Finance and Rating	Bills	The chairman of the committee and 2 other members on a rota basis
General Purposes	The Oaks	8 members
	Sunday Entertainments (Allocation of Proceeds)	5 members
	Museum Collection	5 members
	Athletics Meeting Advisory	3 members (with power to co-opt)
	Local Government Reorganisation	5 members
Housing	Lettings, etc.	The chairman of the committee and 2 members
Public Pleasure Grounds and Allotments	Allotments	All members of the main committee together with 4 co-opted members

103. The Council also appoint representatives to serve on a Council and Staff Joint Committee which deals with matters relating to conditions of service of the official staff, and on a Works Committee which performs a similar function in respect of the Council's manual employees.

104. A scheme for the purpose of defining the powers and duties of the Standing Committees and the delegation to them of powers to deal with routine matters of detail has been adopted by the Council.

105. Meetings of the Council and of its Standing Committees are held in each month of the year with the exception of May and August. Members of the public are admitted to, and are encouraged to attend, public meetings of the Council, but are not admitted to meetings of committees.

(v) Political Composition of Council

106. Candidates for election as members of the Council are sponsored by the local organisations of all the main political parties. The present membership of the Council is made up of twelve members whose candidature was sponsored by the Carshalton and Banstead Conservative Association, and twelve sponsored by the Carshalton Labour Party.

(*b*) COUNTY COUNCIL REPRESENTATION

107. The area of the urban district is divided into three County Electoral Divisions, each of which is comprised of a number of wards as follows:

Electoral Division	*Wards*
Carshalton North East . .	St. Helier North St. Helier South St. Helier West
Carshalton Central . . .	North-West North-East
Carshalton South . . .	South-East South-West Central

108. The present representation of these divisions on the Surrey County Council is as follows:

Carshalton North-East Electoral Division .	Mr. J. V. Strudwick, J.P.
Carshalton Central Electoral Division .	Mr. R. M. Lewis
Carshalton South Electoral Division . .	Lt.-Col. H. J. Wells, C.B.E., M.C., J.P., C.C.

(*c*) PARLIAMENTARY REPRESENTATION

109. The urban district together with the adjoining Urban District of Banstead forms the Parliamentary Division of Carshalton. The area of the division is 15,627 acres, and the number of electors on the Parliamentary Register is 68,391. The Member of Parliament for the division is The Right Hon. A. H. Head, C.B.E., M.C. The Clerk of the District Council acts as Deputy Electoral Registration Officer for the division.

(*d*) REPRESENTATION ON OTHER BODIES

110. The District Council are represented on the following bodies by members appointed or nominated by them:

Outer London Standing Joint Committee.
Surrey County Districts Association.
Carshalton and Merton and Morden Joint Cemetery Board.
County Divisional Sub-Committees:
  North-East Planning.
  Mid-Eastern Health.
  Mid-Eastern Welfare.
Surrey (Mid-Eastern) Divisional Executive (Education).
Carshalton Further Education Committee.
Trustees of National Schools (including Beynon's Endowment).
Board of School Managers.
Managing/Governing Bodies of County Schools.
Carshalton Youth Committee.
Carshalton Cricket Club.
Carshalton Accident Prevention Council.
Carshalton Home Safety Committee.
Royal Society for the Prevention of Accidents (London Council).
Southern Home Counties Joint Industrial Council for Local Authorities:
  Non-Trading Services (Manual Workers).
South Metropolitan District Council.
Local Charity Trustees.
Carshalton Tuberculosis Care Committee.
Carshalton Cancer Research and Relief Committee.
River Wandle Advisory Committee.
St. Helier Community Association.
Governing Bodies of Rosehill House and Clock House Community Centres.
Carshalton Savings Committee.
Carshalton Arts Council.
Local Valuation Panel (Mid-Eastern Area) (Division I).
South-Eastern Gas Consultative Council—East Surrey District Committee.
South-Eastern Electricity Consultative Council—Surrey District Committee.
Croydon Disablement Advisory Committee.
No. 350 (Carshalton and Wallington) Squadron Air Training Corps.
Carshalton, Sutton and Wallington Unit (No. 70) The Sea Cadet Corps.

(*e*) LOCAL ORGANISATIONS

(i) General

111. There are very many active cultural, recreational and other bodies in the urban district, and with a large number of these the Council are in constant touch. Many of them owe much to the encouragement and help they have received from the local authority. Indeed, several were brought into existence by reason of action taken by chairmen of the Council or the Council itself, notably (*a*) the Carshalton Arts Council; (*b*) the Carshalton Accident Prevention Council; (*c*) the Carshalton Youth Committee; (*d*) the Carshalton Civil Defence Association; (*e*) the Carshalton Carnival Committee which organises a local annual carnival in one of the Council's parks; (*f*) the Carshalton Chamber of Commerce; and (*g*) the Carshalton Harriers Athletics Club. The organisations referred to above comprise the following:

Allotments and Horticultural	8
Cultural and Educational	7
Medical	7
Music and Drama	9
Political	8
Residents, etc.	5
Social and Service	63
Sports	60
Trade Union Branches	7
Youth Committee	1
Youth Organisations (Scouts, Guides, Cadets, Youth Clubs, etc.)	73
Poultry, Rabbit, Bee-keepers, etc.	4
Miscellaneous Bodies	10

(ii) Social Service

112. As indicated in the preceding paragraph, many of the local organisations devote their efforts to social service. These include branches of various national organisations as well as the following:

Rotary Club of Carshalton.
Carshalton Inner Wheel.
Women's Voluntary Services.
Darby and Joan Clubs (five).
Carshalton Youth Committee.
Carshalton Old People's Welfare Committee.
Beddington, Wallington and Carshalton Women Citizen's Association.
Carshalton Citizens' Fellowship.
Carshalton Women's Fellowship.
Carshalton Branch of Toc H (Men's and Women's).
Carshalton (Afternoon) Townswomen's Guild.
Carshalton (Evening) Townswomen's Guild.
Soroptimist Club of Carshalton.
St. Helier Women's Co-operative Guild.
Society of St. Vincent de Paul.
Carshalton Tuberculosis Care Committee.
Carshalton Cancer Research and Relief Committee.
Citizens' Advice Bureaux.
British Legion (Men's and Women's Branches).

(*f*) SHOPPING FACILITIES

113. The district has three main shopping areas situate in High Street, Banstead Road and at Rose Hill. Several other smaller centres meet the day-to-day needs of the population. The pattern of shop distribution gives most residents good accessibility to shops.

(*g*) PLACES OF WORSHIP

114. Places of worship are situated in the Urban District as follows:

Church of England

All Saints' Parish Church, High Street.
Bishop Andrewes Church, Wigmore Road.
Church of the Good Shepherd, Queen Mary's Avenue.
Emmanuel Church, Park Lane.
St. Andrew's Mission Church, Wrythe Lane.
St. Peter's Church, Bishopsford Road.

Roman Catholic

Holy Cross Church, North Street.
St. Margaret's Church, Fir Tree Grove.

Nonconformist

Carshalton Beeches Baptist Free Church, Banstead Road.
Methodist Central Hall, Green Lane.
Methodist Church, Whitethorn Avenue.
Mission Hall, Hill Road.
Salvation Army Hall, Green Wrythe Lane.
Stanley Park Evangelical Free Church, Stanley Road.
United Methodist Church, Ruskin Road.
West Street Hall, West Street.

(*h*) POSTAL FACILITIES

115. There are three Crown Post Offices in the district—in High Street, Wrythe Lane and Green Wrythe Lane. In the remainder of the district postal facilities are provided by means of sub-post offices.

(*i*) BANKING FACILITIES

116. The following banks provide banking facilities:

Barclays (two branches).
Midland (one branch).
Lloyds (two branches).
Westminster (one branch).
Surrey Trustee Savings (one branch).

(*j*) LOCAL NEWSPAPERS

117. The district is well supplied with local newspapers, the *Wallington and Carshalton Times*, the *Wallington and Carshalton Advertiser*, and the *Wallington and Carshalton Herald* being published weekly in the district. All of these are series publications circulating over wide areas of the county.

(*k*) GENERAL

118. In spite of its close proximity to London, one of the district's most remarkable characteristics is its well developed community life. This is amply illustrated by the large number of local voluntary organisations representing all sections of the community who are engaged in cultural, educational, social and sports activities as referred to above. A high degree of co-operation between these organisations has been achieved, which, having regard to the rapid development of the district, is

worthy of the highest commendation. Enthusiastic support is given to any project which has the wellbeing of the residents as its object, and in particular to a variety of annual events organised by local bodies either jointly or individually. The Carshalton Arts Council are responsible for staging each year a Drama Festival and an Exhibition of Art and Handicrafts, while mention has already been made of the Carnival and Horticultural Show which annually attract many thousands of spectators.

I. Anticipated Development of the District

119. Mention has already been made of the fact that the County Development Plan for Surrey has been approved by the Minister of Housing and Local Government, and members of the Royal Commission will no doubt be familiar with its main provisions. Of the 3,346 acres comprising the urban district, approximately one-third lies within the Metropolitan Green Belt whilst the remainder is for all practical purposes fully developed. No large-scale development of new land is therefore envisaged in the future. The following schemes are, however, likely to be undertaken during the next twenty years:

120. **Carshalton Playing Fields, St. Helier Estate.** With assistance from the National Playing Fields Association, the Council in 1952 acquired from the London County Council approximately 56 acres of open space in the northern part of the district in order to provide further recreational and sports facilities primarily for the residents of the London County Council St. Helier Estate. In addition to the provision of changing accommodation to serve the sports arena already provided on part of the land, development now in hand consists of considerable work to level, drain and fence the remaining land. It is envisaged that the site will ultimately provide additional tennis courts, a cafe, netball court, children's playground, yacht pond and bowling green.

121. **Public Library Service**

(*a*) Central Area—Provision of new Central Library with Reference Library and Reading Room. No site has yet been earmarked for this purpose. At one time the Council had in mind the possibility that The Grove might be adapted for use as a Central Library and Museum when the Municipal Offices at present housed there had been moved to newly erected premises, but this suggestion was subsequently abandoned in favour of having a new purpose-built library structure.

122. (*b*) South-Western Area—Provision of new Branch Library at Barrow Hedges. A site on the corner of Harbury and Staplehurst Roads is already reserved for this purpose. It adjoins the grounds of the newly built and rapidly expanding Barrow Hedges County Primary School.

J. Future Local Government Status

123. As will be seen from observations contained in the earlier part of this memorandum, it has always been the view of the District Council that the next logical development of the area from a local administration point of view should be the incorporation of the district as a municipal borough. This view was shared by the Surrey County Council at the time of the District Council's last application for the conferment of borough status.

K. General Statement on Local Government Reorganisation

124. The Council have already submitted to the Royal Commission in their Preliminary Memorandum of Evidence observations upon the existing arrangements for the discharge of certain specialised functions, the defects which in their view exist in the present arrangements and their suggested remedies. It is not proposed to

repeat this evidence in the present memorandum. The District Council, however, would wish to take this opportunity of emphasising in broad general terms their attitude towards the problem of Local Government Reorganisation in the Greater London Area of which their district forms part.

125. The Council can fully appreciate the considerations which have led Her Majesty's Government to conclude that some review of the existing arrangements is desirable, both as regards the present structure and the allocation of functions. They have also always been very strongly of the opinion that detailed consideration should be given to the financial structure upon which Local Government now rests prior to, or certainly not later than, the submission of proposals for the reorganisation of the structure and functions of local authorities. Although the provisions of the Local Government Act of 1958 relating to the substitution of a block grant for most of the existing percentage grants have dealt to some extent with the financial aspect, the Council still feel that there is scope for an enquiry into the practicability of raising a larger proportion of the revenues of local authorities from sources other than the National Exchequer and the levying of a rate on the inhabitants of the area.

126. As regards future structure, the Council have naturally given some thought to other possibilities, but have reached the conclusion that, whatever may be the position in other parts of the Greater London Area, the Metropolitan portion of the County of Surrey is ideally suited to a continuation of the two-tier system of Local Government. It is their sincere belief that the relationship between the Surrey County Council and the County District Councils in Metropolitan Surrey has always been a highly satisfactory one, and this view is supported by information obtained as a result of consultations with the other authorities concerned.

127. While, as has been said, the Council feel it unnecessary to reproduce at length the comments which they have already supplied to the Royal Commission regarding defects which in their opinion exist in the present administrative arrangements for the discharge of certain functions, it would seem appropriate that they should enlarge upon their suggested remedies.

128. **Education.** It will be remembered that it was the Council's view in the first instance that the existing system of divisional executives in the county should be abolished and that, while the County Council should remain the Local Education Authority, there should be compulsory delegation of certain powers to a Local Education Committee appointed by the District Council. As a result of subsequent action taken by the County Council to amend their scheme of divisional administration, the Council reached the conclusion that, while they were not prepared at that stage to alter their previously expressed opinion, they ought in fairness to reserve the right to modify that opinion if, as a result of experience gained during the operation of the new scheme during the trial period, they felt justified in doing so. Although the Council clearly welcome any action on the part of the County Council to increase the degree of delegation of functions to divisional executives, it is still too early for them to assess whether the new arrangements have gone to the root of their previous objection.

129. **Mortuaries and Post-Mortem Rooms.** It has now been possible, within the framework of the existing statutory powers, to reach agreement with neighbouring local authorities for the recovery of a proportion of the charge of providing and maintaining the Council's Mortuary. The Council's suggestion that amending legislation on this question might prove to be necessary and desirable need not therefore be pressed.

130. **Personal Health and Welfare.** It was suggested in the Preliminary Memorandum of Evidence that many of the specific functions falling within this general category which are at present administered by the County Council should be transferred to the District Council. The Council would urge that the urban district has a sufficiently large population, and the financial resources of the Council are adequate to enable them to discharge the functions which it is suggested should be transferred back to

them. They would submit that, prior to the passing of the National Health Service Act, they had experienced no difficulty in providing an effective service (*vide* paragraph 69 *ante*), and that the very nature of the services in question provides a strong case for their administration at local level.

131. **Town and Country Planning.** The District Council are satisfied that the Surrey County Council have in the past taken a reasonably enlightened view of the desirability of delegating planning functions to the County District Authorities. Nevertheless, the District Council have pointed out certain disadvantages which exist under the present arrangements, and they adhere to their views in this respect, despite the fact that it is known that the County Council are contemplating some modification of their existing delegation arrangements. The District Council would agree that the County Council should remain the ultimate authority responsible for planning functions, but consider that the more substantial degree of obligatory delegation suggested by them would create no administrative problems in the case of an authority the size of Carshalton, but would on the contrary result in a better administration of this particular function.

132. The Council's views may be summarised by saying that, with some adjustments of functions, they would prefer that the urban district should remain as a separate entity within the Administrative County of Surrey, but that its ultimate status should be that of a municipal borough. They believe that they are entitled to these aspirations by reason of the long history of the district, the Council's past and present record of administration, their financial stability and the evident community of interest within the area.

DISTRICT COUNCIL OFFICES,
THE GROVE, CARSHALTON.
31*st July*, 1959.

Statement of Population, Rateable Value, Rates and Loan Debt

STATEMENT No. 1

Year	Population (Registrar General's Estimate)	Rateable Value at 1st April	Gross Product of 1d. Rate to nearest £	Rates in £	Actual Rate Yield (Gross)	LOAN DEBT at Year End		PER HEAD OF POPULATION		
						Repro-ductive	Non-Repro-ductive	Rateable Value	Gross Yield	Loan Debt Non-Repro-ductive
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
		£	£	s. d.	£	£	£	£ s. d.	£ s. d.	£ s. d.
1924–25	15,050	105,086	423	9 8	49,028	402,964	61,907	6 19 8	3 5 2	4 2 3
1925–26	15,660	116,871	467	9 8	54,121	541,118	68,431	7 9 3	3 9 1	4 7 5
1926–27	17,040	128,351	552	9 5	62,338	711,653	74,176	7 10 8	3 13 2	4 7 1
1927–28	18,450	166,372	669	8 6	68,240	991,722	88,007	9 0 4	3 13 11	4 15 5
1928–29	21,910	190,042	771	8 11	82,542	1,123,370	86,975	8 13 6	3 15 4	3 19 5
1929–30	23,470	200,896	873	9 6	98,250	1,215,554	93,382	8 11 2	4 3 9	3 19 7
1930–31	25,500	214,922	936	9 6	106,663	1,253,441	93,387	8 8 7	4 3 8	3 13 3
1931–32	28,763	246,585	1,038	9 1	113,181	1,218,096	89,909	8 11 5	3 18 8	3 2 6
1932–33	32,280	272,424	1,117	8 11	119,540	1,190,013	148,576	8 8 9	3 14 1	4 12 1
1933–34	35,260	289,423	1,222	8 11	130,708	1,106,485	191,251	8 4 2	3 14 2	5 8 6
1934–35	38,110	316,819	1,436	9 0	155,062	1,035,720	203,886	8 6 3	4 1 5	5 7 0
1935–36	51,000	377,011	1,613	9 4	180,634	914,559	209,569	7 7 10	3 10 10	4 2 2
1936–37	57,000	417,203	1,722	10 2	210,044	792,052	206,272	7 6 5	3 13 8	3 12 5
1937–38	58,030	435,703	1,773	10 3	218,044	575,669	231,515	7 10 2	3 15 2	3 19 9
1938–39	58,730	451,547	1,830	10 10	237,938	523,301	226,742	7 13 9	4 1 0	3 17 3
1939–40	59,510	464,429	1,895	10 11	248,209	497,291	237,058	7 16 1	4 3 5	3 19 8
1940–41	58,340	472,297	1,864	11 3½	252,591	480,910	238,955	8 1 11	4 6 7	4 1 11
1941–42	56,840	471,406	1,878	11 6	259,198	474,368	227,364	8 5 10	4 11 3	4 0 0
1942–43	57,120	468,962	1,924	11 3	259,730	456,852	216,862	8 4 2	4 10 11	3 15 11
1943–44	56,600	479,615	1,983	11 3	267,676	445,721	207,664	8 9 6	4 14 7	3 13 5
1944–45	52,300	486,853	1,946	11 9	274,324	427,966	189,897	9 6 2	5 4 11	3 12 7
1945–46	54,230	481,413	1,949	12 6	292,324	418,393	165,847	8 17 6	5 7 10	3 1 2
1946–47	60,040	481,820	1,969	14 8	346,468	457,057	157,089	8 0 6	5 15 5	2 12 4
1947–48	61,270	488,728	2,032	15 5	375,997	588,715	156,003	7 19 6	6 2 9	2 10 11
1948–49	62,030	495,263	2,071	15 5	383,191	691,101	154,320	7 19 8	6 3 7	2 9 9
1949–50	62,310	502,720	2,076	18 2	452,537	750,645	161,263	8 1 4	7 5 3	2 11 9
1950–51	62,150	503,634	2,090	17 10	447,172	914,716	152,193	8 2 1	7 3 11	2 9 0
1951–52	61,730	508,311	2,105	17 10	450,551	1,180,863	151,726	8 4 8	7 6 0	2 9 2
1952–53	61,630	512,264	2,131	17 10	455,959	1,338,428	158,490	8 6 6	7 8 0	2 11 5
1953–54	61,680	520,949	2,148	21 0	541,381	1,490,196	176,731	8 8 11	8 15 6	2 17 4
1954–55	61,610	523,537	2,175	21 0	547,998	1,648,327	187,637	8 10 0	8 17 11	3 0 11
1955–56	61,330	531,113	2,174	20 11	545,602	1,754,387	218,498	8 13 2	8 17 11	3 11 3
1956–57	60,975	853,205	3,564	14 8	627,262	1,800,833	222,944	13 19 10	10 5 9	3 13 2
1957–58	60,440	826,831	3,390	16 7	674,528	1,973,920	231,927	13 13 7	11 3 3	3 16 9
1958–59	60,300	828,153	3,388	16 2	657,290	2,059,354	223,635	13 14 8	10 18 0	3 14 2
1959–60	60,300	856,374	*3,536	17 6	*742,560	—	—	14 4 0	*12 6 3	—

*Estimated

STATEMENT No. 2

Number of Hereditaments and Rateable Value Statistics—1st April, 1959

TYPE OF HEREDITAMENT	*TOTALS*		*WARD TOTALS*															
	No. of hereditaments	*Total Rateable Value*	*St. Helier North*		*St. Helier West*		*St. Helier South*		*North-East*		*North-West*		*Central*		*South-West*		*South-East*	
			No.	*R.V.*	*No.*	*R.V.*	*No.*	*R.V.*	*No.*	*R.V.*	*No.*	*R.V.*	*No.*	*R.V.*	*No.*	*R.V.*	*No.*	*R.V.*
Domestic—Rateable Value:																		
£1 to £10	95	636	2	2	29	29			25	246			37	339			2	20
£11 to £13	57	659							31	354			21	249	4	44	1	12
£14 to £18	253	4078	10	170			8	128	113	1815	10	170	107	1713	3	50	2	32
£19 to £25	4046	98163	1759	42955	887	21649	716	17418	145	3469	151	3476	145	3225	10	243	233	5728
£26 to £30	2926	81687	328	9330	985	27535	955	26148	296	8469	163	4605	76	2127	20	577	103	2896
£31 to £40	4452	158005	47	1700	169	5750	17	544	1823	64241	974	35769	481	17240	205	7361	736	25400
£41 to £50	2564	115272	21	883	36	1528			292	12703	683	30135	453	20456	541	24570	538	24997
£51 to £60	1752	96605							18	956	141	7652	241	13387	703	39317	649	35293
£61 to £70	515	33538					2	130	7	465	9	584	91	5871	335	21899	71	4589
£71 to £80	344	25800	1	75					10	756	10	763	17	1287	285	21327	21	1592
£81 to £100	120	10583	2	180	1	93			1	93	2	193	10	887	93	8158	11	979
Over £100	21	2465									2	210	2	269	14	1642	3	344
Agricultural dwellings .	69	1646															69	1646
*TOTAL DOMESTIC . .	17214	629137	2170	55295	2107	56584	1698	44368	2761	93567	2145	83557	1681	67050	2213	125188	2439	103528

Shops with dwellings	222	25232	6	811	15	3427			37	3587	49	4971	72	7217	23	3275	20	1944
Shops (incl. banks) and cafés	279	46366	13	2593	90	27811			22	1899	21	1355	73	7031	29	3259	31	2418
Offices	22	1828			1	170	2	129			1	58	16	1308	2	163		
Hotels	—	—																
Warehouses, stores and workshops	52	3741	3	365			2	181	12	890	10	1367	18	565	1	39	6	334
Commercial garages and car parks	18	3131			1	130			1	247	3	282	8	1543	3	633	2	296
Lock-up garages	442	2763	5	25	77	369			29	178	98	550	134	982	59	434	40	225
Advertising stations	32	348	2	18	1	10			6	60	9	85	9	117	4	49	1	9
Public houses	14	8049	1	2081	1	2289			3	1272			7	1587	1	490	1	330
Cinemas	1	1214			1	1214												
Sports Grounds, Golf Clubs, etc.	10	2745			1	600					3	1000			4	320	2	825
Social clubs, public halls, etc.	19	2137			4	321			1	15	1	110	8	857	3	560	2	274
Other places of entertainment	1	13											1	13				
Public Utilities	8	26425							1	110			1	170				
Libraries	3	392							1	64			1	230			1	98
Schools and Colleges (local authority)	14	25507	2	4477	2	4980	1	2857	5	5358	1	2674			1	979	2	4182
Private schools, etc.	8	2976											4	2633	3	278	1	65
Crown property (including hospitals)	14	51376																
Nursing homes and clinics	11	2171							2	256	1	121	3	363	1	147	4	1284
Refuse disposal works	1	1300							1	1300								
Municipal Offices	3	2058											3	2058				
Hereditaments not classified	17	3557	1	210	1	830			4	1791			8	555	2	71	1	100
Industrial premises (Part II)	48	13908																
GRAND TOTALS	18453	856374	2203	65875	2302	98735	1703	47535	2886	110594	2342	96130	2047	94279	2349	135885	2553	115912
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
*Domestic as percentage of Grand Total	93·28	73·46	11·75	6·45	11·42	6·60	9·20	5·18	14·96	10·93	11·62	9·76	9·11	7·83	12·00	14·62	13·22	12·09

STATEMENT No. 3

Progress of Rate Collection

Comparative Statement showing the Monthly Progress of Rate Collection in respect of each half-yearly instalment for the years ended 31st March 1952 to 1959

	Year 1951–52	*Year* 1952–53	*Year* 1953–54	*Year* 1954–55	*Year* 1955–56	*Year* 1956–57	*Year* 1957–58	*Year* 1958–59
1*st Instalment six months ended* 30*th Sept.*	*Per cent*	*Per cent*	*Per cent*	*Per cent*	*Per cent*	*Per cent*	*Per cent*	*Per cent*
1st month .	21	21	19	18	13	12	17	18
2nd month .	39	41	38	40	*55	29	*54	36
3rd month .	*81	*79	*80	*80	82	*76	75	*75
4th month .	95	95	95	97	95	94	95	96
5th month .	99	99	99	99	99	98	99	99
6th month .	100	100	100	100	100	100	100	100
2*nd Instalment six months ended* 31*st March*								
1st month .	27	22	31	20	22	20	21	23
2nd month .	*71	45	*69	*62	*63	*59	39	42
3rd month .	85	*81	83	84	82	79	*71	*77
4th month .	97	95	96	98	95	95	96	95
5th month .	99	98	99	99	99	99	99	99
6th month .	100	100	100	100	100	100	100	100

Notes:

1. All Rate Demand Notes are in the hands of ratepayers on the 1st day of each half-year viz. 1st April and 1st October. This desired objective has been achieved for many years, even before the installation of Powers-Samas Machine Accounting.

2. * It will be observed that there is a big increase in the percentage collected at these points. This is due to the payment of rates by the London County Council in respect of the St. Helier Estate (approximately 17 per cent of the total rate collectable).

STATEMENT No. 4

Loan Position as at 31st March, 1959

Service	*Total Borrowed*	*Total Discharged*	*Balance Outstanding*
	£	£	£
1. Sewers and Sewage Disposal	148,967	126,923	22,044
2. House Refuse, etc., Collection and Disposal	36,533	29,521	7,012
3. Public Conveniences	5,510	932	4,578
4. Mortuary	1,690	856	834
5. Maternity and Child Welfare	2,035	995	1,040*
6. Highways (Widenings, Improvements, etc.)	131,834	107,639	24,195
7. Highways (Surface Water Sewers)	31,442	21,812	9,630
8. Street Lighting	39,706	3,020	36,686
9. Highways Depot	8,983	5,701	3,282
10. Vehicles—(*a*) Rollers	1,714	1,714	—
(*b*) Lorries	1,993	1,993	—
11. Private Street Works	82,554	76,554	6,000†
12. Parks and Pleasure Grounds	132,553	56,479	76,074
13. Allotments	9,416	4,219	5,197
14. Housing—(*a*) Council Housing Schemes	1,867,279	216,640	1,650,639†
(*b*) Subsidies to Builders	25,715	25,715	—
(*c*) Small Dwellings Acq. Acts	1,154,853	1,020,084	134,769†
(*d*) Housing Act, 1925, Sec. 92	90,000	90,000	—
(*e*) Housing Act, 1949, Sec. 4	300,191	32,245	267,946†
15. Public Library—(*a*) Books	2,500	2,500	—
(*b*) Branch Libraries	3,189	1,162	2,027
16. Fire Protection—(*a*) Fire Engines	2,789	2,789	—
(*b*) Fire Alarm System	1,270	1,270	—
(*c*) Hydrants	400	400	—
17. Ambulances	1,397	1,397	—
18. Cemetery Site	10,801	2,769	8,032
19. Public Halls	27,433	6,576	20,857
20. Public Offices	12,511	10,404	2,107
21. Machine Accounting Installation	6,040	6,040	—
22. Municipal Institute and Clinic	4,100	4,100	—
23. Wrythe Lane Hall Site	50	10	40
24. Purchase of " Queenswell "	1,845	1,845	—
25. Civil Defence Shelters	12,957	12,957	—
26. A.R.P. Shelters—Advances	2,999	2,999	—
	4,163,249	1,880,260	2,282,989

*Now transferred to the Surrey County Council.

			Per head of Population			*Per £ of Rateable Value*		
			£	s.	d.	£	s.	d.
†Reproductive Debt	2,059,354	=	34	3	0	2	9	8
Non-Reproductive Debt	223,635	=	3	14	2	0	5	5
	2,282,989		37	17	2	2	15	1

Population—Registrar General's Estimate—Midsummer, 1958—60,300.
Rateable Value at 31st March, 1959—£829,156.

STATEMENT No. 5

Analysis of Rate Levy for Year 1959-60

I. **Services administered by Carshalton U.D.C.**

The estimated product of a penny rate in the Urban District for the period of the rate is £3,503.

	Rate			
	s.	d.	s.	d.
Highways and Bridges		8·370		
Town Planning		0·354		
Street Scavenging		1·984		
Public Street Lighting		8·974		
Sewage Disposal and Sewerage		10·635		
Refuse and Salvage Collection		8·637		
Refuse and Salvage Disposal		3·032		
Public Health General Expenses		2·422		
Public Pleasure Grounds and Open Spaces	1	0·925		
Allotments		0·314		
*Housing		8·707		
Public Library		6·188		
Establishment, Administration, and Offices	2	5·613		
Other Services and Expenses		1·542		
			8	7·697
Deduct in respect of:				
*Contributions by the County Council under Section 56 of the Local Government Act, 1958		0·133		
*Housing subsidies		7·283		
Other Government grants		5·135		
Decrease in Working Balance		0·494		
Surplus in hands of District Council		1·342		
			1	2·387
Rate required for Urban District purposes			7	5·310

*The net Rate Charge for Housing is 1·291d.

II. **Services administered by Surrey County Council**

(1) *General County Purposes*

The estimated product of a penny rate in the County for the period of the rate is £109,981.

	Rate			
	s.	d.	s.	d.
Education	14	0·215		
Public Health (including services under the National Health Service Act, 1946)	1	3·259		
Services for aged, infirm and handicapped persons		5·749		
Care of deprived children		4·430		
Fire service		8·151		
Highways and Bridges	1	4·295		
Town Planning		1·247		
Contributions to district councils under Section 56 of the Local Government Act, 1958		0·136		
Other services and expenses		8·291		
			18	11·773
Deduct in respect of:				
The proceeds of Local Taxation Licences		0·318		
Government grants	9	10·227		
Decrease in Working Balance		1·228		
			9	11·773
Rate required for general county purposes		(*a*)	9	0·000
(2) *Special County Purposes*				
Registration of Electors				0·479
Increase of Working Balance				0·021
Rate required for special county purposes		(*b*)		0·500
Total rate required for County purposes (i.e. total of (*a*) and (*b*))			9	0·500

III. Metropolitan Police Fund expenses

The estimated product of a penny rate in the Metropolitan Police District for the period of the rate is £751,500.

	Rate s.	Rate d.
Expenses	3	0·670
Deduct in respect of:		
Government Grants	1	6·170
Amount required for Metropolitan Police Fund	1	6·500

IV. Carshalton and Merton and Morden Joint Cemetery Board

	Rate d.
Expenses	1·044

V. North-East Surrey Crematorium Board

	Rate d.
Expenses	0·594

VI. Transitional receipt

	Rate d.
(Local Government Act, 1958)	7·948

SUMMARY

	s.	d.
I. Urban District purposes	7	5·310
II. County purposes	9	0·500
III. Metropolitan Police Fund expenses	1	6·500
IV. Joint Cemetery Board expenses		1·044
V. Crematorium Board expenses		0·594
	18	1·948
VI. *Less* transitional receipt		7·948
Total	17	6·000

STATEMENT No. 6

Staff—Authorised Establishment

Post	*Qualifications of present holder*	*Post*	*Qualifications of present holder*
Clerk's Department			
Chief Assistant	Solicitor, LL.B.	*Typing Pool*	
		One Senior Shorthand Typist	—
Committee Section			
Four Committee Clerks	—	Four Shorthand Typists	—
General Office			
Six Clerical Assistants	—	*Printing and Stationery Pool*	
One Telephone Operator	—	One Clerk in charge	—
		One Machine Operator	—
Registration		One Junior Assistant	—
One Assistant	—		
		Civil Defence	
Housing Section		Civil Defence Officer	—
Housing Manager	A.R.San.I. A.I.Hsg.	One part-time Clerk	—
Chief Housing Assistant	—		
Three Housing Assistants	—		
Three Rent Collectors (One acts as Bailiff)	—		

Engineer and Surveyor's Department

Post	Qualifications of present holder
Engineering Section	
One Chief Engineering Assistant (Vacant)	—
Senior Engineering Assistant	A.M.I.C.E. A.M.I.Mun.E.
One Engineering Assistant	B.Sc.
One Engineering Assistant (Vacant)	—
Junior Engineering Assistant	—
Two Junior Engineering Assistants (Vacant)	—
Two Engineering Learners	—
Engineering Assistant (Street Lighting)	—
Town Planning Section	
Town Planning Assistant	A.R.I.C.S.
Building Inspection Section	
Chief Building Inspector	O.N.C. (Building) B.I.Cert. M.I.Mun.E. B.S.Cert. R.I.B.A.
Asst. Building Inspector	—
Asst. Building Inspector (Vacant)	—
Trainee Draughtsman	—
Clerk	—
Superintendents, Depot and Stores Staff, Clerks of Works	
Highways Superintendent	A.M.I. Highways E.
Assistant Highways Superintendent (Vacant)	—
Parks Superintendent	F.I.P.A.
Assistant Parks Superintendent	A.I.P.A.
Cleansing Superintendent	A.M.I.P.C.

Post	Qualifications of present holder
Architectural Section	
One Chief Architectural Assistant	A.R.I.B.A. A.R.I.C.S. A.M.I.Mun.E.
Senior Architectural Assistant	A.R.I.B.A.
First Architectural Assistant	A.R.I.B.A.
Architectural Assistant	Final A.R.I.B.A.
Architectural Assistant	Inter. A.R.I.B.A.
Architectural Assistant (Vacant)	—
Trainee Architect	—
Estates and Housing Section	
Housing Maintenance Officer	A.I.Hsg.
Housing Inspector	—
Building Maintenance Works Superintendent	—
Accounting and Clerical Section	
Chief Administrative Assistant	A.C.W.A. Final C.C.S.
Chief Cost Clerk	A.C.W.A.
Cost Clerk	—
Seven Clerks	—
Senior Clerk	—
Junior Clerk (Vacant)	—
Senior Shorthand Typist	—
Three Shorthand Typists	—
Filing Clerk	—
Assistant Cleansing Superintendent	A.M.I.P.C.
Mechanical Engineer	—
Storekeeper	—
Assistant Storekeeper	—
Stores Clerk / Weighbridge Operator	—
Timekeeper	—
Two Clerks of Works	—

Manual Staff

The manual staff of the Department as at May, 1959, numbered 231 employees. The sectional strengths are as follows:

Highways	68
Cleansing and Sewage Pumping	52
Public Pleasure Grounds	69
Estates and Housing Maintenance	37
Canteen Staff and Caretakers	5

Treasurer's Department

Post	*Qualifications of present holder*
Chief Accountancy Assistant	A.I.M.T.A.
Accountancy Section	
Thirteen Accountancy Assistants	One A.R.V.A. Two Intermed. R.V.A.
Junior Clerk	—
Machine Operator	—
Internal Audit Section	
Chief Assistant	A.I.M.T.A.
Two Audit Assistants	One Intermed. I.M.T.A.
Establishment Section	
Chief Assistant	Intermed. I.M.T.A.
Three Clerical Assistants	—
Mechanised Accounting Section (*Powers-Samas*)	
Supervisor	—
Three Machine Operators	—
Typing Pool (which also serves the Public Health Department)	
Senior Shorthand Typist	—
Three Shorthand Typists	—

Public Health Department

Post	*Qualifications of present holder*
Sanitary Services and General Health Sections	
Deputy Chief Public Health Inspector	C.R.S.H. M.A.P.H.I.
Three District Public Health Inspectors	C.R.S.H. M.A.P.H.I.
Public Health Nurse (half-time)	—
Chief Clerk (40 per cent)	—
Senior Sanitary Clerk	—
Three Clerks	—

Public Library

Post	*Qualifications of present holder*
Deputy Librarian	B.A., F.L.A.
Chief Assistant	A.L.A.
Two Librarians-in-Charge	One A.L.A. One B.A.
Eleven Library Assistants	One B.A.
One Senior Library Assistant (Vacant)	—
One Children's Librarian	A.L.A.
One Shorthand Typist	—

Evidence Submitted by the Caterham and Warlingham Urban District Council

Index

Page
INTRODUCTION
A. EDUCATION
  1. Education . . . 472
  2. Agricultural Education
  3. Youth Employment Service
B. ENVIRONMENTAL HEALTH . . . 473
  1. Baths, Wash-houses and Bathing Places
  2. Control of Watercourses, Ditches and Ponds
  3. Disinfestation of Premises and Articles
  4. Drainage of Trade Premises . . . 474
  5. Mortuaries and Post-Mortem Rooms
  6. Public Conveniences
  7. Refuse Collection and Disposal . . . 475
  8. Regulation of Buildings and Sanitation of Buildings
  9. Sewerage and Sewage Disposal
  10. Street Cleansing . . . 476
  11. Burial Grounds, Cemeteries and Crematoria
  12. Parks and Open Spaces
  13. Powers and Duties under the Physical Training and Recreation Act, 1937 . . . 477
  14. Prevention of River Pollution
C. HOUSING
  1. Provision of Houses
  2. Slum Clearance . . . 478
  3. Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses
  4. Regulation of Buildings and Bye-laws
D. PERSONAL HEALTH AND WELFARE . . . 479
  1. Powers and Duties under the National Health Service Acts
  2. Mental Health Services
  3. Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944 . . . 481
  4. Care of Children
  5. Registration of Nurseries and Child Minders
  6. Notification of Infectious Diseases
  7. Health Education . . . 482
E. TOWN AND COUNTRY PLANNING
  1. Town and Country Planning
  2. Powers and Duties under the National Parks and Access to the Countryside Act, 1949 . . . 483
F. TRAFFIC
  1. Construction, Improvement and Maintenance of Roads and Bridges . . . 484
  2. Street Lighting
  3. Naming of Streets and Numbering of Houses
  4. Parking Places
  5. Road Safety . . . 485
  6. Bus Shelters
  7. Private Street Works . . . 486

Preliminary Statement of Evidence

The Council are pleased to furnish in the Appendix hereto a preliminary statement of evidence under the heads specified in paragraph 3 of the letter dated 17th February, 1958, from the Chairman of the Commission, and assume that they will be given the opportunity of amplifying such statement before the Commission at a later stage, and also the submissions made later in this introduction, particularly those relating to the Council's financial record.

The Council feel it may assist the Commission at this stage to have in addition the following brief details of the history and growth of the urban district.

The Caterham Urban District Council was constituted by Order of the Local Government Board on the 1st April, 1899.

The urban district was first extended on the 1st October, 1929, when by the Surrey (Caterham Urban District) Confirmation Order, 1929, the greater portion of the Parish of Warlingham, formerly within the Godstone Rural District, was added. The district thus became the Caterham and Warlingham Urban District.

The district was further extended as a result of the Surrey Review Order, 1933, to include, *inter alia*, the Parish of Woldingham, previously within the Godstone Rural District, and part of the Parish of Chaldon, previously within the Reigate Rural District.

The area of the district is 8,250 acres. The population, which in 1939 was estimated at 28,000 (representing an increase of some 9,000 since the census of 1931), has grown since the war, and the Registrar-General's estimate for mid-1957 shows the figure at 34,030.

The district is divided into ten wards, and the constitution of the Council is as follows:

Ward	*No. of Councillors*
Caterham East	3
,, North-East	3
,, North-West	3
,, South	3
,, West	3
Chaldon	1
Warlingham East	3
,, West	3
Whyteleafe	3
Woldingham	2
Total	27

In the abovementioned letter from the Chairman of the Royal Commission it is stated in paragraph 4 that the Council are free to deal in their evidence with matters other than those referred to in heads I, II and III.

As the Commission are doubtless already aware, the Council were given an opportunity of submitting observations to the Minister of Housing and Local Government concerning the area proposed to be regarded as the Greater London Area for purposes of the Commission's review, and strong representations were made by them against the proposal to include this urban district within that area. These representations were strongly supported by the Surrey County Council, and by the Member of Parliament for East Surrey, Mr. Charles Doughty, Q.C.

In the reply dated 21st November, 1957, which the member received from the Parliamentary Secretary to the Ministry of Housing and Local Government, it was stated that "The Government have considered whether or not to include these districts (i.e., Caterham and Warlingham) in the area under review and, on balance, have decided to include them. The Minister felt that it should be for the Commission themselves, following their examination, to decide whether any particular area should, or should not, be treated as being in Greater London. The Caterham and

Warlingham Council will, of course, have every opportunity of representing their views to the Royal Commission."

The urban district having been so included, the Council appreciate that it must now come within the scope of the Commission's review. They do submit, however, particularly having regard to the terms of the Parliamentary Secretary's letter, that the inclusion of this district does not and should not necessarily mean that a *prima facie* case has been made out for it to be treated as part of the Greater London Area in any re-organisation which may be proposed. They therefore wish at this early stage to bring to the Commission's attention the following main reasons why, in their opinion, this district, which is outside the Metropolitan Police District and thus only on the fringe of the London area, can truly be said to be more in character with the other districts in extra-Metropolitan Surrey than with those districts situate nearer to London and within the Metropolitan Police District:

(i) The district is still semi-rural in character, and is quite unlike the more closely built-up areas lying within the Metropolitan Police District. This is clearly evidenced by the following factors:

(*a*) The population density for this urban district shows a figure of four persons per acre, whereas with only two exceptions, the densities for the other county districts in Surrey within the Metropolitan Police District are much higher, and range from six to nearly twenty-eight persons per acre;

(*b*) For rating assessments this urban district is linked with Reigate Borough, Godstone and Dorking and Horley Rural Districts and the Dorking and Leatherhead Urban Districts—there being a marked difference in rental levels in these districts as compared with levels in districts within the Metropolitan Police District.

It follows from this that any proposal to merge this district with any other Local Government Area within Greater London could not fail to have serious repercussions on the level of the rating assessments in this District.

(*c*) The cost of local services in densely built-up areas, e.g. Education, Police, Highways, Housing, Public Health and Fire Brigade, is higher than in more rural areas, like this urban district. This is demonstrated by the fact that the services left in the hands of this Council result in a general rate in the £ far below that levied in the Metropolitan part of Surrey.

(*d*) This low general rate in the £ is not due (as is the case in many authorities) to higher rateable values in this district. In fact the reverse is the case. Not only is this Council's rate in the £ less than the rates in the £ levied in Metropolitan Surrey, but its level of assessments is lower also.

Rates levied	*Rate in the £* s.	d.
Average Rate in Metropolitan Surrey . . .	16	2
Rate in Caterham and Warlingham Urban District	14	10

(*e*) The lower level of assessments makes this difference more marked when the burden of local rates is measured in rates paid per head of population.

	Rate paid per head of population £	s.	d.
Metropolitan Surrey (average of Authorities) .	15	2	0
Caterham and Warlingham Urban District . .	9	16	0

When it is remembered that the General County Rate of 9s. 6d. is common to this district and Metropolitan Surrey it can obviously be claimed that a substantial part of the lower rates in this district is due to efficient administration and to the successful financial policy which has been pursued.

(*f*) Main methods of communication (rail and road) from London outwards do not pass through Caterham, thereby tending to preserve its present distinctly rural characteristics.

(ii) As recently as 1946, the boundaries of the Metropolitan Police District were rectified, and whereas previously part of the urban district came within the Police district, it was then considered appropriate not to add the remainder of the district, but to exclude the whole of the urban district from the Metropolitan Police District. The Police Act, 1946, gave effect to this change, which, it is submitted, must have had some regard to the different characteristics already mentioned. So far as the Council are aware the reasons which prompted that decision still obtain.

(iii) The late Professor Sir Patrick Abercrombie in his Greater London Plan, 1944, regarded the urban district as coming not in the suburban ring (which in this part of Surrey extended as far as Coulsdon and Purley U.D.) but in the Green Belt Ring.

(iv) The Surrey County Development Plan, which has only recently received the approval of the Minister of Housing and Local Government with certain modifications, confirms that from the planning aspect it is considered appropriate that this urban district should retain its present character, and that there should be no appreciable increase in the present population, which exceeds 34,000. Whereas the urban district comprises 8,250 acres, over 6,000 acres have been included within the Metropolitan Green Belt, and extensive areas of this belt are shown to exist on and adjacent to the northern boundary of the urban district which divides the district from the adjacent area of Coulsdon and Purley, thereby seeking to preserve a green wedge between the two districts and arrest the outward spread of development.

The Council earnestly submit that these important factors merit special consideration by the Commission when reviewing this urban district.

The Council also wish to express to the Commission at this stage their firm belief that the present two-tier system under the Administrative County of Surrey operates satisfactorily and efficiently, and to indicate their strong wish that this arrangement should be allowed to continue.

They also firmly believe that this district, lying on the fringe of the Metropolitan area and having a population of over 34,000, can justifiably claim to be an efficient and economic Local Government unit, and that apart possibly from minor adjustments, its boundaries should remain unchanged.

The dominating characteristic of the district is that of a wide-spread area of steep hills and valleys, with six distinct communities (Caterham Valley, Caterham-on-the-Hill, Chaldon, Whyteleafe, Woldingham and Warlingham), and this in itself creates special problems of organisation of local services and, in the Council's view, necessarily restricts the practicability of any substantial extension of the area.

The present area is, however, small enough to enable the various built-up parts to be adequately represented on the Council and effectively to express the views and individual needs of each particular area. Bearing in mind the hilly nature of the district, the Council Offices are as central as practicable and are reasonably accessible from all parts. In the Council's view any material increase in area would necessarily make administration too remote, and the personal contact between Council and individual ratepayer would tend to be lost.

The description given in the Appendix of Local Government services does, it is submitted, show that the Council have pursued a progressive role over the years, and have effectively moulded those services for which they are responsible to fit the special needs of the district.

The Council Offices accommodate all departments with the exception of the Public Health Department, which is located only a short distance from the main office building. An extension of that building is shortly to be erected to accommodate this department, and the offices will then be adequate for the Council's requirements for many years to come.

The district is sufficiently large to justify the Council providing an adequately staffed and equipped Works Department for all services, and introducing progressive mechanisation of such services as highways, refuse collection and parks.

The major service, other than the General Rate Fund services, rendered by the Council is Housing, and the Council wish particularly to stress their activities in this field.

The Council's housing accounts are financially strong necessitating no contribution from the General Rate Fund while at the same time charging rents which compare favourably with neighbouring authorities. The current estimated surplus is £8,620.

Post-war rents were finally fixed in 1950 and so successful has the financial policy been that despite inflation only one review of rents has been necessary since then, in 1957.

The Housing Repairs Fund is also financially sound with a current estimated surplus of £19,465.

The Council were probably the first in England to introduce the charging of economic rents as a result of which loan debt has been redeemed in excess of normal requirements, thereby making the financial position unique.

The Council are confident that their financial record—both General Rate Fund and Housing—demonstrates their ability to maintain satisfactory local services at costs which are less than neighbouring areas in the Greater London area and therefore justifies the retention of the district as a separate Local Government unit.

For these reasons, the Council claim that the district as it stands is of optimum size, and that it is therefore neither desirable nor practicable to make any substantial alteration if it is to remain a convenient and effective unit.

APPENDIX

DESCRIPTION OF EXISTING ARRANGEMENTS WITHIN THE URBAN DISTRICT FOR CARRYING OUT THE FUNCTIONS SPECIFIED IN PARAGRAPH 3 OF COMMISSION'S LETTER

A. Education

1. Education

I. The functions, organisation and administration of the Surrey County Council as the Local Education Authority are described fully in the County Reference Book, 1956, at pp. 22-38.

It will be seen from the map opposite p. 22 that the South-Eastern Divisional Executive comprises this district, the Coulsdon and Purley Urban District and a small part of the Banstead Urban District. This Council appoint three representative members and one selected member to serve on the divisional executive.

This Council, in common with other District Councils in Surrey, have regarded the powers of the divisional executives, particularly in relation to matters involving expenditure, as being too limited.

The Surrey County Council have, however, accepted the need for wider delegation to the executives, and have recently decided to amend the Divisional Administration Scheme so that executives will in future have a substantial "block" grant each year in respect of supplies, maintenance and minor capital works, and wider delegation on staff and other matters. These revised arrangements are to be reviewed by the County Council at the end of one year.

As mentioned at p. 24 of the County Reference Book, schools within the division are, where necessary, grouped under one body of managers or governors.

Schools provided by the Surrey County Council in this area, the group number, and the number of representatives appointed by the Council, are as follows:

Schools	*Group No.*	*Number of representative School Managers or Governors appointed by District Council*
Woldingham County Primary School	3	2
Whyteleafe County Primary	8	3
Whyteleafe County Girls (Grammar)		
Caterham Valley County Primary		
Caterham Valley County Secondary		
Caterham Hill County Secondary	9	2
Caterham Hill County Primary Junior Mixed		
Caterham Hill County Primary Infants		
Warlingham County Secondary	10	2
Warlingham County Junior		
Warlingham County Infants		
Hamsey Green County Junior		
Hamsey Green County Infants		
Caterham Valley Church of England	—	1
Chaldon Church of England	—	1
St. Francis Roman Catholic	—	1

The Council also appoint one representative on the governing body for Group 5 which covers the Purley County Grammar Schools for Boys and Girls.

II. No observations beyond those above.

III. The Council welcome the further delegation to divisional executives, and are content to await the effect of these improvements, in the light of the experience to be gained in the first year of their operation.

2. Agricultural Education

I. The Surrey County Council's functions under this heading are described in the County General Reference Book, 1956, at p. 31.

II and III. No observations.

3. Youth Employment Service

I. The organisation and functions of the Surrey County Council Youth Employment Service are described in the General Reference Book, 1956, pp. 32 and 33.

This district is served by the Purley Youth Employment Bureau, which performs a most useful service in advising young people about to leave school on the choice of careers and in finding suitable employment.

The Council, as employers, frequently take advantage of the service, and have recruited a number of junior staff by this means.

II and III. No observations.

B. Environmental Health

1. Baths, Wash-houses and Bathing Places

I. The Council have not provided public baths, wash-houses or public swimming baths. There are four private swimming baths in the district, to one of which the public are admitted upon payment. These baths are used extensively.

The Council are satisfied that in a district of this character, there is no demand for public baths and wash-houses, and although the Council are mindful of the need to provide public swimming facilities, they have of necessity had to defer consideration until such time as the economic restrictions are eased.

II and III. No observations.

2. Control of Watercourses, Ditches and Ponds

I. Owing to the fact that the subsoil of almost the whole of this district, situated in the Surrey Hills, is of chalk, rainwater soaks into the ground and as a result there are no substantial watercourses or even ditches.

Where the topsoil has a clay content, roadside ditches may occur for comparatively short lengths, and there are one or two very small local ponds.

The district has a local phenomenon in the "Caterham Bourne" which is manifested by an occasional flow of water in the form of a fairly substantial watercourse through the otherwise dry bottom of Caterham Valley. This happens when the rainfall over three consecutive months aggregates 14 or 15 inches and is due, of course, to the rising of the underground water table to the level of the bottom of the valley.

Before the last war, conferences were held over a number of years between representatives of this Council and several other authorities, including the Surrey County Council and the Coulsdon and Purley Council, in an endeavour to deal with the disposal of the Caterham and Merstham Bournes as part of the wider problem of improving the drainage of the River Wandle Valley. Pending the solution of this wider issue, the Council in 1938 culverted or improved the existing culverting of those sections of the ditches carrying the Bourne flow which passed under roads or through developed property.

The Bourne flows in recent years have been less serious, and by ensuring that the culverts and watercourses are kept clear of obstruction flooding has been negligible.

One consequence of the absence of ditches, watercourses and rivers is that particularly in the country lanes, surface water from the roads is often drained on to adjacent property through "grips"; and the High Court have upheld the Council in the preservation of such grips as easements.

The wider roads are usually drained by soakage pits sunk into the chalk subsoil.

II and III. No observations.

3. Disinfestation of Premises and Articles

I. The Public Health Department deal with all work of this nature, including the treatment (*a*) of premises to destroy insect pests, and (*b*) of school canteens/kitchens to destroy flies.

II and III. No observations.

4. Drainage of Trade Premises

I. There is very little industry within the district and the Council have not found it necessary to resort to the Public Health (Drainage of Trade Premises) Act, 1937.

II and III. No observations.

5. Mortuaries and Post-Mortem Rooms

I. A mortuary was built in the burial ground in 1900, but it is suitable only for the temporary storage of a body, and is sub-standard according to modern requirements.

The existing building could not be modernised, and if adequate facilities were to be provided locally, an entirely new building on a fresh site would have to be built.

As a consequence, the Council have an arrangement with the Godstone R.D.C. for the use of their mortuary, situated at the rear of the Council Offices at Oxted, for post-mortem examinations.

The Oxted Mortuary is adequate for the needs of both districts, and this arrangement is very much more economical than building and operating an up-to-date mortuary in this district. The Council recognise, however, that the existing arrangement is often inconvenient for both relatives and the police, but in view of the heavy capital cost, they have not felt justified in providing a new building under present economic conditions.

II and III. None which are due to the organisation of Local Government.

6. Public Conveniences

I. The Council have provided modern public conveniences for men and women in the four principal shopping areas.

Conveniences have also been erected in three public parks in the district.

Part-time attendants only are employed.

II and III. No observations.

7. Refuse Collection and Disposal

(*a*) Collection

I. Household refuse is collected weekly from premises within the urban district. In the case of some of the larger premises and institutions two or more collections are made weekly.

Large capacity compression-type vehicles are used for the built-up areas and barrier loading vehicles for the more scattered areas. The present fleet comprises three compression-type and two barrier loaders; with two-barrier loaders as reserve machines in case of break- downs and for part-time use for salvage collection from shops.

Wastepaper is collected separately from shops and business premises and a small quantity is brought in from the normal collection rounds. This material is baled and sold and the employees participate in a bonus scheme.

II and III. No observations.

(*b*) Disposal

The disposal of the house refuse is carried out by tipping, in collaboration with the Central Electricity Generating Board, in valleys and disused pits.

Under this arrangement the Board are able to dispose of a large proportion of the residue from their Croydon B Power Station and the Council the whole of the house refuse, the latter being completely buried under the much greater mass of ash.

The operating costs are borne proportionately to the quantities tipped, and for the last 8½ years the disposal of refuse has been carried out at an extremely low cost to the Council, equal in 1957/58 to about 11d. per ton or a rate of ·324d. in the £.

The existing tipping site is being rapidly filled, but if the Board are successful in a proposal to secure a new site on the east side of the Caterham By-Pass, it will be possible to continue the scheme of joint tipping for at least another ten years. Unless this proposal is approved, the Council will have to revert to independent refuse tipping, and capacity has been reserved at the existing tip which would last for several years if used only for house refuse.

II and III. No observations.

8. Regulation of Buildings and Sanitation of Buildings

I. This heading is presumed to relate to the regulation of existing buildings from the public health aspect and the observations below are concerned with this aspect only. The regulation of new buildings is dealt with under the heading "Regulation of Buildings and Bye-laws" in the "HOUSING" section.

The Chief Public Health Inspector, assisted by the Senior Inspector and District Inspector, is responsible for the administration of the statutory provisions relating to the control of existing buildings, including:

(1) The repair of unfit houses under Part II of the Housing Act, 1957. (see heading "Slum Clearance" in the Housing Section for unfit houses incapable of repair);

(2) Drainage, sanitary conveniences, statutory nuisances, and overcrowding, under the Public Health Act, 1936;

(3) Enforcement of the provisions of the Food Hygiene Regulations made under the Food and Drugs Act, 1955, the regulation of slaughterhouses under Part

IV of that Act and Bye-laws made thereunder, the Shops Acts, the sanitation provisions of the Factories Acts, the Pet Animals Act, 1951, and Bye-laws relating to Hairdressers' and Barbers' Premises.

The Public Health Department made 3,800 inspections of buildings in 1957.

II and III. No observations.

9. Sewerage and Sewage Disposal

I. About 90 per cent of the properties in the district are connected to the soil sewerage system, there being approximately 57 miles of main sewers. Drainage is on the absolute separate system. In view of the chalk sub-soil, surface water drainage generally is to soakaway pits serving individual houses or constructed in the highways, and there are but few surface water sewers.

The village of Woldingham to the east, and part of the village of Chaldon to the west, are not sewered and here the drainage is to cesspools, which are emptied by the use of two cesspool-emptying machines. There are also some isolated cesspools in parts of sewered areas which would be difficult and expensive to eliminate. The number of cesspools in the district is approximately 550.

The Council from time to time (as the need arises and as circumstances permit) construct new lengths of sewer to pick up small groups of property built as "infilling" in the sewered areas.

There is no disposal works, the sewage being carried by gravity to main sewers through the Coulsdon and Purley Urban District to the Sewage Works of the Croydon Corporation at Beddington.

The sewerage system incorporates three small pumping stations dealing with isolated low-lying areas.

In 1954, the Council submitted a scheme to the Ministry of Housing and Local Government for the main drainage of the village of Chaldon at an estimated cost of £28,000, but in view of the serious flooding problem at Purley Corner (see below) the Council have had to postpone this scheme for the time being.

Since 1930 this Council and the Coulsdon and Purley, Banstead and Carshalton Councils have had joint arrangements with the Croydon Corporation for the reception, treatment and disposal of the sewage from the drainage areas which are drained to the Croydon system, and the soil sewers from these areas converge at Purley Corner and connect to the Croydon Corporation's main outfall sewer. This outfall is inadequate to take the increased flow following heavy rain, and the tributary sewers surcharge and flood the highway at the Purley cross-roads. An engineer has been appointed in accordance with the provisions of the Croydon Corporation Act, 1956, to prepare a scheme to remedy the Purley flooding.

II and III. No observations.

10. Street Cleansing

I. Street cleansing is carried out by fifteen street orderlies, equipped with barrows, and one mechanical sweeping lorry.

The shopping areas receive the most attention, and are additionally dealt with on Sundays in order to remove the debris of Saturday.

In addition to the normal sweeping, extra men are used for hedging and siding in the country roads, usually twice a year.

The district does not lend itself to street cleansing by gangs with powered trucks since the built-up areas are not concentrated. The individual sweepers are in fact "lengthmen" whose jobs entail a certain amount of trimming as well as sweeping.

The cost of street cleansing averages £151·5 per mile per annum.

II and III. No observations.

11. Burial Grounds, Cemeteries and Crematoria

I. The Council are the burial authority for the Caterham Burial Ground, which was originally provided by the Caterham Burial Board in 1891, and transferred to the

Council in 1916. The ground has an area of 6 acres, and the Council are now laying out a further extension of more than 2 acres, which is expected to be adequate for at least 20 years. A garden of remembrance is to be laid out for the scattering of cremated remains.

A car park was provided at the burial ground two years ago to accommodate about 20 cars.

The nearest crematorium is at Croydon.

II and III. No observations.

12. Parks and Open Spaces

I. The Council own some 262 acres of parks, recreation grounds and open spaces in the urban district. In the three most closely-populated areas, viz., Caterham, Whyteleafe and Warlingham, facilities are available for the playing of organised games as follows:

Caterham	Cricket, football, tennis, putting, bowls and athletics.
Whyteleafe	Cricket, football, tennis, putting.
Warlingham	Cricket, football.

Dressing accommodation has been provided in five grounds.

Children's playgrounds, with suitable equipment, are also provided in the above areas as follows:

Caterham—3. Whyteleafe—1. Warlingham—3.

Queen's Park, Caterham, is the main recreation ground for the district, and in addition to providing excellent games facilities, this ground also contains two small heated greenhouses, a battery of cold frames, and nursery grounds from which plants and floral decorations are produced for summer flowering in the park, the Council offices and various other points throughout the district.

II and III. No observations.

13. Powers and Duties under the Physical Training and Recreation Act, 1937

I. None of the Council's playing fields (see heading "Parks and Open Spaces") has been acquired under this Act.

The Community Centre, High Street, Caterham, vests in the Council under Section 4 of the 1937 Act, and the Council in conjunction with the Surrey County Council and the Caterham Community Association, recently contributed under the Act towards the cost of providing a new Community building (with a main hall seating 250, with stage) at a cost of £7,241. This new centre is under the control of the Community Association, on which the Council are represented, and provides facilities for a wide range of local organisations.

II and III. No observations.

14. Prevention of River Pollution

This does not arise in this district, as there are no rivers or streams.

C. Housing

1. Provision of Houses

I. Before the last war, the Council owned 260 Council houses, of which 96 were built by the Godstone Rural District Council and transferred to this Council as a result of boundary alterations in 1929 and 1933.

Since 1945, the Council have built 881 houses and flats, and have only been prevented from completing their post-war programme of 1,000 dwellings by the shortage of available building land. This shortage is due to the extensive Green Belt reservations, totalling some three-quarters of the whole area of the district.

The Engineer and Surveyor is the architect for the Council's housing schemes, and is responsible for the repair and maintenance of all Council houses.

The Housing Manager is responsible for the management of all dwellings, including rent collection.

Due primarily to the shortage of land, the Council have now to restrict the erection of new houses to the provision of alternative accommodation for families displaced from slum clearance properties (see heading "Slum Clearance"), and the provision of accommodation for persons on the housing list is of necessity restricted to the existing Council properties which become vacant.

When the Council commenced building after the war, they adopted a policy that the housing accounts should not be subsidised by the General Rate Fund, except so far as the statutory subsidy was concerned, and rents of post-war houses were fixed on an economic basis. The Council took advantage of the Housing Subsidies Act, 1956, to cease making any further contributions from the General Rate Fund to the Housing Revenue Account after 31st March, 1956.

The Council are of opinion that as a general rents policy, increased costs should be spread over all houses and not be restricted to those built in post-war years, and accordingly they decided last year that the rents of both pre-war and post-war dwellings should be fixed on an economic basis by reference to the gross value of the property in the new Valuation List. A scheme for the modernisation of pre-war houses is in progress.

A Rent Rebate Scheme was introduced in 1946 whereby tenants could apply for rebates up to a maximum of 13s. 6d. per week. This scheme—which now applies to tenants of both pre-war and post-war houses—has regard to the income of the tenant and his wife, the number in family, and also whether there are any children who are employed still residing with the tenant.

As regards maintenance, the Council require their tenants (other than pensioners) to be responsible for internal decorations and minor repairs, the Council undertaking structural and other repairs and external decorations.

The Council originally held approximately 120 houses under requisition, but they have pursued a policy of releasing such properties as soon as it has been possible to do so, and at present only seven properties are so held.

The Council encourage the sale of Council houses under the Housing Act, 1952, to their tenants, and provide every assistance to those tenants who wish to acquire their houses by permitting a minimum deposit of £5, and generous mortgage facilities over a maximum period of 30 years. So far, twenty-two tenants have purchased their houses, and a number of other negotiations are being pursued.

II and III. No observations.

2. Slum Clearance

I. The Council's slum clearance programme, prepared under Section 1 of the Housing Repairs and Rents Act, 1954, and approved by the Minister in January, 1956, provided for the demolition of 154 unfit properties in this district over a period of seven years. Of this total, 65 properties have now been demolished or included in Clearance or Demolition Orders.

The Council have sites to provide only about 38 housing units for tenants displaced from the remaining 89 properties, and before the balance of 51 tenants can be rehoused, it will be necessary to acquire and redevelop several further small clearance areas. The Council are, therefore, now negotiating with the owners for the purchase of these sites.

The procedure is for the Public Health Committee, upon the advice of the Chief Public Health Inspector, to decide upon the properties which should be cleared, and for the Housing Committee, on the advice of the Surveyor, to deal with the question of re-development.

Every endeavour is made to acquire by negotiation those sites which after clearance are required for re-development by the Council, but where this fails, compulsory purchase powers are invoked.

The basis of compensation for the acquisition of clearance area sites is proving an obstacle to re-development. The basis of valuation—which was laid down by the Housing Act, 1936, when land values were quite different from what they are today—is the value of the cleared site, and not the current market value of the property as it stands, i.e. subject to the existing tenancy. At the present level of land values, the value of a cleared site is generally considerably greater than the current market value of the site with the tenanted dwelling on it, and this inevitably makes re-development very costly.

In spite of this difficulty, and also the difficulties due to the acute land shortage, the current financial restrictions, and the fact that the unfit properties which remain to be dealt with are scattered in small groups in various parts of the district, the Council are pressing ahead and hope to complete the programme by 1963 at the latest.

II and III. No observations beyond those above.

3. Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses

I. The Council have made many advances for the purchase, construction and improvement of dwellings under the Small Dwellings Acquisition Acts, or Section 4 of the Housing Act, 1949, as appropriate. In view of the difficulty of raising money to finance advances at reasonable rates of interest, the Council decided two years ago to make all future advances under Section 4 only, as this allows more flexibility as regards the rate of interest to be charged to the mortgagor.

There were 495 advances outstanding at 31st March, 1958, viz:

Small Dwellings Acquisition Acts	335
Housing Act, 1949	160

The outstanding loans advanced as at 31st March, 1958, amounted to £685,202.

Since 1954, the Council have made improvement grants in 101 cases under Section 20 of the Housing Act, 1949, but their present policy is to make grants only for the modernisation and improvement of sub-standard properties. This means that grants are restricted to applications relating to the provision of bathrooms and domestic hot water supplies for properties where these facilities do not exist.

The Council pay an annual subsidy under Section 120 of the Housing Act, 1957, to trustees in respect of the erection in 1951 of a block of 22 flats for old people known as the Le Personne Homes.

II and III. No observations.

4. Regulation of Buildings and Bye-laws

I. The Council control the erection of new buildings in the district by means of their powers under the Public Health Acts and the Building Bye-laws.

The Town Planning and Building Inspection section of the Surveyor's Department is responsible for the enforcement of all regulations relating to the erection of private buildings.

II and III. No observations.

D. Personal Health and Welfare

1. Powers and Duties under the National Health Service Acts

I. The Surrey County Council are the local health authority for the purposes of the National Health Service Act, 1946. The main personal health services for which the County Council are responsible are described at pp. 38 and 39 of the County Council's General Reference Book, 1956, as follows:

(*a*) The prevention of illness and the maintenance of health—
  Care of Mothers and Young Children
  Midwifery
  Health Visiting
  Immunisation and Vaccination
  Prevention of Illness; Care and After-Care of the Sick.

(*b*) The care of persons suffering from certain long standing or permanent illnesses or defects—
  Tuberculosis
  Mental Illness and Mental Deficiency.

(*c*) The supplying of certain medical auxiliary services—
  Ambulance Service
  Home Nursing
  Home Helps.

For county health purposes, the county is divided into the same nine divisions as for education, and this district, together with Coulsdon and Purley Urban District and part of Banstead Urban District, form the area of the South-east Divisional Health Sub-Committee of the County Health Committee.

The Scheme of Divisional Administration is described at p. 40 of the General Reference Book. The Council appoint five members each year to represent them on the Divisional Sub-Committee, which is responsible for the day-to-day administration of the Domiciliary and Clinic Services, advises the County Health Committee on local considerations affecting local health matters generally, and co-operates with the Committee on matters of senior divisional staffing.

The Divisional Medical Officer for the South-East Division, who is responsible for the day-to-day administration of all the undermentioned services other than the Ambulance Service, is also Medical Officer of Health for this urban district and for the Urban District of Coulsdon and Purley—an arrangement which ensures co-ordination of the health services in the area.

The services arranged and provided by the County Council in this district are the following:

(1) Ambulances

There are two ambulance stations in the urban district; one is now directly manned by the County Ambulance Service—the other is manned by the Caterham St. John Ambulance Brigade Division under agency arrangements, supplemented by a reserve ambulance directly manned by the county service.

(2) Maternity and Child Welfare

(*a*) *Midwives and District Nurses*

The district is covered by a minimum of 3 full-time general nurses, 2 full-time midwives and general nurses, 1 full-time midwife, and 1 part-time general nurse.

(*b*) *Ante-Natal Clinics*

These are held at three centres in the district several times each month.

(*c*) *Relaxation and Mothercraft Classes*

These are held at two centres several times each month.

(*d*) *Child Welfare Clinics*

These are held at five centres normally once each week.

(*e*) *Family Planning Clinic*

This is held at one centre twice each month.

(*f*) *Home Help Service*

The Divisional Home Help Service can normally meet all the local demands.

(*g*) *Consultant Service*

Consultants are readily available for all special cases.

(*h*) *Health Visitors*

The district is mainly served by 5 full-time health visitors.

(3) School Medical Service

(*a*) *Minor Ailments Sessions* are held weekly at 4 centres, 3 of which precede the infant welfare sessions.

(*b*) *Dental Clinic* (*also available for pre-school children and ante-natal/nursing mothers*)

One full-time dental surgeon is employed, mainly at one centre which is open each week-day, but the proposed centre at Caterham-on-the-Hill, which is top of the Surrey County Council's list of priorities, will provide an additional dental surgery.

(*c*) *Orthodontic Clinic*

One orthodontist attends the present dental clinic at least one session a week.

(*d*) *An Ophthalmic and Refraction Clinic* is held at one centre once or twice weekly.

A Speech Therapy Clinic is also held at this centre for two Sessions weekly.

Physiotherapy Clinics are held weekly at the two main clinics and at one school, thus covering the district adequately.

(4) *Day Nurseries*

There are two day nurseries in the division, both in the Coulsdon and Purley Urban District—but the one chiefly serving this urban district is to be closed before 1st October, 1958.

(5) *Diphtheria and Whooping Cough Immunisation and Vaccination* are carried out at all the immunisation and welfare clinics, the main minor ailment clinic, and by the general practitioners.

II and III. No observations, although the Council would welcome any further delegation of powers by the County Council to the Divisional Sub-Committees.

2. Mental Health Services

I. The services provided by the County Council for the county generally are described at p. 49 of the General Reference Book, 1956.

II and III. No observations.

3. Powers and Duties under the National Assistance Acts and Disabled Persons (Employment) Act, 1944

(*a*) National Assistance Acts

I. The Surrey County Council are the local authority for the purposes of Part III of the National Assistance Act, 1948, and are also registration authority with certain powers under Part IV. The County Council's functions under the Act are summarised at p. 51 of the General Reference Book, 1956.

A Divisional Welfare Sub-Committee similar to that appointed for health purposes carries out the day-to-day administration of the residential establishments provided by the County Council in the South-East Division.

Under the Act, this Council are the authority for exercising the following powers:

- (i) Section 47—the removal to suitable premises of persons in need of care and attention. The Council rarely have to operate this section.
- (ii) Section 50—the burial or cremation of the dead. The Council have arranged a number of burials under this section.
- (iii) Section 31—The Council contribute to the cost of the Meals-on-Wheels Service operated by the W.V.S. in this district for elderly persons.

and III. No observations, although the Council would welcome any further delegation of powers by the County Council to the Divisional Sub-Committees.

(*b*) Disabled Persons (Employment) Act, 1944.

I. The Council are only concerned with the provisions of this Act as Employer, and

since the Act came into operation they have experienced no difficulty in maintaining their quota of registered disabled on the manual and office staffs.
II and III. No observations.

4. Care of Children

I. The organisation are functions of the Surrey County Council relating to the welfare of children and described at pp. 56-60 of the General Reference Book, 1956.
II and III. No observations.

5. Registration of Nurseries and Child Minders

I. This is a County Council function, and the duty of registration and supervising day nurseries and child minders has been delegated to the Divisional Health Sub-Committees, to which reference was made in paragraph 1.
II and III. No observations.

6. Notification of Infectious Diseases

I. All notifications of notifiable diseases are sent to the Council's Medical Officer of Health, who is responsible for all investigations of acute infections and for the taking of necessary preventive measures.
II and III. No observations.

7. Health Education

I. The responsibility for health education is shared with the Surrey County Council. Local arrangements are made for lectures, film demonstrations, and instruction generally on certain aspects of public health, the financial responsibility being borne mainly by the County Council who function through the Divisional Health Sub-Committees.
II and III. No observations.

E. Town and Country Planning

1. Town and Country Planning

I. The Council were the planning authority prior to 1948, and three separate planning schemes covering the whole of the district had been approved by the Minister of Health and were in operation from 1937 and 1938. The provisions of these schemes have now been revoked, with the exception of the provisions relating to the preservation of trees.

The County Council are now the local planning authority under the Town and Country Planning Act, 1947, but under a Delegation Agreement dated 8th July, 1948, control of development under the provisions of Part III of that Act is largely delegated to the District Council.

The Delegation Agreement specifies certain classes of applications in respect of which the County Council require the District Council to advise, but reserve to themselves the right of making the actual decisions. All applications for planning permission are submitted to this Council in the first instance, and are then scrutinised by an officer of the County Council, who decides which applications may be dealt with by the District Council and which should be "scheduled" for consideration by either the County Town and Country Planning Committee or the North-East Surrey Area Sub-Committee.

This Council, the Carshalton and Coulsdon and Purley Urban District Councils and the Beddington and Wallington Borough Council, each appoint two members to serve on the North-East Surrey Area Planning Sub-Committee, and the County Council have four members. The Area Sub-Committee makes recommendations to the District Councils on "scheduled" applications, and in case of disagreement the matter is referred to the County Planning Committee for decision.

The Surrey County Development Plan, 1953, has recently been approved by the Minister.

The Area Sub-Committee are responsible for the preparation of, and amendments to, the County Development Plan, and in the early stages of the preparation of the plan the closest consultation took place with the district authorities, who undertook much of the initial survey work.

The District Council (1) notify all decisions to applicants, (2) keep the statutory register of planning applications, (3) respond to all appeals against planning decisions, except where they do not agree with the local planning authority's decision, and (4) take action to enforce control of development.

All claims for compensation under the Town and Country Planning Act, 1954, are submitted in the first instance to the Council, who forward them to the Ministry, and also transmit copies to the County Council with their observations.

Purchase notices under Section 19 of the 1947 Act are required to be served on the Council, and although the Delegation Agreement provides that the cost of any acquisition of land arising from a purchase notice shall be borne by the District Council, unless some other authority is named in the notice as confirmed by the Minister, it is the practice of the County Council to contribute towards such cost where the planning decision has been taken after consultation with the County Council.

There were approximately 2,000 trees registered for preservation under the former operative planning schemes, but since the coming into force of the 1947 Act, the Council has made further Preservation Orders covering woodlands, groups of trees and certain individual trees. The Council have a concurrent power with the County Council of making Tree Preservation Orders, but where the making of such orders is subsequently approved by the County Council, that authority assume liability for any compensation arising in consequence of the orders. As previously indicated, pending the making of further orders, the provisions of the former schemes are for the time being still in force.

With regard to the control of advertisements, the County Council are responsible for the determination of any areas of special control, but otherwise all duties in this respect are delegated to the District Council.

Under the existing law, the arrangements, including the provisions of the Delegation Agreement, work very satisfactorily.

II and III. No observations.

2. Powers and Duties under the National Parks and Access to the Countryside Act, 1949

I. The Surrey County Council published in 1952 the Draft Rights of Way Map and Statement under Part IV of the Act in respect of claimed public paths in this district, which had been prepared from data provided by the District Council following a detailed survey of all public paths.

The County Council have since dealt with the objections received, and the provisional map and statement were published in 1957.

The District Council have made seven diversions and Extinguishment Orders under the Act.

The Council ensure that the public paths, many of which run in the more rural parts of this district, are kept free from obstruction or other interference with public rights.

II and III. No observations.

F. Traffic

1. Construction, Improvement and Maintenance of Roads and Bridges

(*a*) Roads

I. The lengths of publicly-repairable roads within the urban district are as follows:

Class I	3·88 miles
Class II	9·11 miles
Class III	9·90 miles
District Roads	41·10 miles
Total	63·99 miles

The district roads are maintained by the District Council.

All the classified roads within the district, with the exception of 1·78 miles of Caterham By-Pass, are also maintained by the District Council as "claimed" roads in pursuance of Section 32 of the Local Government Act, 1929.

As regards the maintenance and minor improvement of classified roads, the District Council formulate a programme and estimate annually, which is forwarded to the County Council. The County Council allocate funds according to availability; the funds available are usually less than the amount asked for, and some adjustment of programme has, therefore, to be made.

Major improvements are proposed by the District Council and are subject to the approval of the County Council and to availability of funds allocated by the Ministry of Transport. When a scheme is approved, the County Council indicate the amount of grant to be made by themselves and the Ministry, and the amount to be borne by the District Council.

II and III. No observations.

(*b*) Bridges

I. The only bridges for which the Council are responsible are two footbridges over the railway line in Caterham Valley. The latest bridge, which is of pre-stressed concrete design, was built this year at a cost of £7,305.

The remaining bridges in the district carry roads over railway lines and are maintained by the British Transport Commission.

II and III. No observations.

2. Street Lighting

I. The Council are the street lighting authority for the area and maintain 548 electric and 670 gas lamps.

A major part of the lighting is at lower standards than those contemplated by the latest codes of practice, the general adoption of which would involve high expenditure and high running costs. It is the Council's practice, however, to undertake each year a limited improvement of the existing street lighting, and the gradual conversion of gas to electric lighting as opportunity arises.

The Council bear the whole cost of street lighting on classified roads, district roads and private streets where lamps exist.

The Council employ the South-Eastern Electricity Board as contractors for the maintenance of electric lamps and the South-Eastern Gas Board for the maintenance of gas lamps. With the present number of lamps this is certainly the most economical method of operation.

II and III. No observations.

3. Naming of Streets and Numbering of Houses

I. Any new street requiring a name is dealt with under the procedure laid down by Section 18 of the Public Health Act, 1925. Suggestions for the name are usually made by the Estate Developer and in the majority of cases the Council approve the suggested name, provided it does not clash with an existing street name.

Numbering is dealt with under Section 64 of the Towns Improvement Clauses Act, 1847.

II and III. No observations.

4. Parking Places

I. The Council have provided car parks at Caterham Valley (capacity 63 cars) and at Woldingham Station (capacity 70 cars).

The main parking problem in the district is in Caterham Valley where the main shopping centre and railway station are situated. The Council have proposals under consideration to improve the existing conditions by extending the existing car park to increase its capacity to about 150 cars, and by providing an additional car park with a capacity of about 70 cars.

Last year unilateral waiting restrictions were introduced in the shopping centres in Caterham Valley and Caterham-on-the-Hill.

The Council have recently suggested to the London and Home Counties Traffic Advisory Committee that experimental long-term parking in certain roads should be permitted.

The parking of vehicles without lights has been authorised in parts of certain streets.

II and III. No observations.

5. Road Safety

I. Road conditions generally are the responsibility of the Highways Committee, but a Road Safety Advisory Committee has also been appointed, consisting of members of the Highways Committee and representatives of the Royal Society for the Prevention of Accidents, the Police, London Transport Executive, Residents' Associations, Teachers, Local Organisations etc. There is a part-time Road Safety Officer whose work is particularly concerned with the instruction of children in safety matters, e.g. by regular cycling proficiency tests at the schools, inter-school road safety quizzes, poster competitions, etc.

Recommendations of the Advisory Committee are considered by the Highways Committee.

The Advisory Committee also co-operate in the annual National Road Safety Campaigns, arrange for the display of posters on road safety boards throughout the district, and provide a road safety kiosk at local functions, etc.

II and III. No observations.

6. Bus Shelters

I. The Council have erected shelters under Section 4 of the Local Government (Miscellaneous Provisions) Act, 1953, where the London Transport Executive are either not prepared to provide a shelter or the Council wish to provide in a particular vicinity a superior type of structure with seating. The executive usually make a contribution towards the cost, but have recently indicated that they have now discontinued the provision of shelters on new sites.

II and III. No observations.

7. Private Street Works

I. The Council adopted the Private Street Works Act, 1892, in 1899, but although many roads were made up under these powers before the last war, progress with the making-up and adoption of the remaining private streets has understandably been impeded by the war and the restrictions on capital expenditure which followed.

In consequence, there are at present some 109 unmade private streets (having a total mileage exceeding twenty-four miles). A number are in bad condition, but in some cases the frontagers arrange for regular repairs to be undertaken.

Every effort is made to secure the making-up each year of two or three streets considered to be in most urgent need of repair.

Post-war development has involved the construction of a number of new streets and in all cases the Council arrange for the developer to enter into an agreement under Section 146 of the Public Health Act, 1875, whereby the road-works are carried out at the developer's own expense to the Council's specification and under the supervision of the Engineer and Surveyor. The roads, when completed, are then taken over by the Council. These agreements are supported by a bond or cash deposits to protect the Council in case of default, and they avoid the necessity of operating the cumbersome provisions of the New Streets Act, 1951.

Seventeen agreements have been entered into since the war.

II and III. No observations.

Evidence Submitted by the Coulsdon and Purley Urban District Council

Introduction

The Urban District of Coulsdon and Purley has an estimated population of 67,830 (mid-1957) and is the seventh largest urban district in England and Wales, based on population.

At 1st April, 1958, the average rateable value of all urban districts was £327,740 compared with Coulsdon and Purley's rateable value of £1,296,350, which is the third highest in England and Wales.

The major portion of the urban district was constituted by an Order of the Local Government Board dated 18th November, 1914, and came into existence on 7th April, 1915 (having until that time formed part of the Rural District of Croydon). The urban district was extended on 1st October, 1929, to include a portion of the Parish of Warlingham, under the Coulsdon and Purley Urban District (Extension) Order, 1929. The district was further extended under the Surrey Review Order, 1933, which came into force on 1st April, 1933. The present area of the urban district is 11,142 acres.

The urban district, which, in addition to Coulsdon and Purley, includes Hooley, Sanderstead, Selsdon, Farleigh, Kenley and Old Couldson, is almost entirely residential in character, with the exception of the various shopping centres. At the present time, there are 20,674 domestic and 1,648 other hereditaments in the urban district.

With regard to transport facilities, there are 10 railway stations within the boundaries of the urban district and there are 25 'bus routes operating within the district.

The whole of the urban district is within "Z" Division of the Metropolitan Police district. The eastern part of the district is served by a police station at Kenley and the western part by one at Wallington.

The estimated net product of 1d. rate for 1958/59 is £5,275 (£5,225 for 1957/58), the current rate being 16s. in the £, which compares with an average of 19s. 3d. for all urban districts in the country.

The growth of the population in the last 40 years has been very considerable, being slightly less than 18,000 in 1915, 21,493 at the 1921 Census, 37,666 at the 1931 Census and 63,770 at the 1951 Census.

One of the chief attractions of the urban district is its wealth of open spaces, of which a total area of 1,612 acres is owned by the Council, including 13 recreation grounds and 28 areas of public open space, a municipal golf course and 11 areas of Green Belt land. In addition there are 4 areas of City Corporation Common Lands and 3 private golf courses situate within the urban district.

There are five public libraries in the urban district, the Library Service having been operated by this Council since 1936 as a result of withdrawal from the Surrey County Library Scheme.

The urban district has a good health record which compares very favourably with the remainder of the country. The corrected death rate is well below that of the country as a whole; no maternal deaths have occurred in the last three years and in 1956 the death rate for infants under the age of one year was the lowest on record locally.

The Council are confident that they can discharge such additional duties as may be placed upon them and carry them out efficiently and economically.

Education

1. Education

Present Arrangements. Under the Education Act, 1944, the Surrey County Council as the local education authority made the Surrey (Primary and Secondary Education) Divisional Administration Scheme, 1944, which came into operation on the 1st April, 1945. The South-Eastern Divisional Executive covers the areas of Coulsdon and Purley, Caterham and Warlingham and the parts of the Banstead Urban District comprising the parishes of Chipstead and Woodmansterne. The Couldson and Purley and the Caterham and Warlingham Urban District Councils and the Surrey County Council appoint the members who form the South-Eastern Divisional Education Executive, as follows:

Appointing Authorities	*Representative Members*	*Selected Members*
Coulsdon and Purley	6	2
Caterham and Warlingham . .	3	1
Surrey County Council . . .	4	2
Total .	18	

The above scheme provided that selected members should be persons of experience in education or local industry or agriculture; but selected members should not be members of the County District Councils by which their appointments are made.

Defects. Subject to the observations set out below the Council consider that the present arrangements work satisfactorily. Taking all things into consideration, and assuming the continuance of the present educational arrangements, the Council are of the opinion that it would not be in their interests for this district to become an "excepted district" for education; and they are satisfied with the numbers and proportions of representatives appointed by this Council upon the South-eastern Divisional Executive.

The Council are of the opinion that defects in the present system arise from the fact that divisional executives have limited executive powers in regard to day-to-day administration, particularly as respects matters of finance, e.g. although the County Council approve the inclusion of various provisions in estimates submitted by divisional executives, they are not empowered to authorise expenditure above certain specified figures without further approval from the County Council.

The present arrangements regarding the filling of vacancies for assistant teachers are considered to be cumbersome, and it is suggested that economy would be achieved if the County Council were to authorise divisional executives to approve and issue advertisements, take up references, etc., and to deal with administrative matters leading to the appointment of assistant teachers.

The Council are of the opinion that the control in day-to-day administration in educational and school health service matters, as now exercised from County Hall, is too remote, and that economy and efficiency would be achieved by a greater measure of delegation or co-ordination on the lines indicated above.

2. Agricultural Education

The Council have no observations to offer on this subject.

3. Youth Employment Service

The Youth Employment Bureau deals with the placing in employment of children in attendance at secondary schools, but other arrangements are made by the County Council as respects pupils at the grammar schools. It is considered that the Youth Employment Bureau should deal with all children irrespective of the type of county school which they attend.

Environmental Health

4. Baths, Wash-houses and Bathing Places

The Council have not exercised their powers under Sections 221-230 of the Public Health Act, 1936, to provide any of the above facilities. The matter was last considered in 1948 in connection with the extended use of a war-time cleansing centre in Coulsdon, but in view of the type of residential development forming the major part of this Council's district, it was considered that there would be very little demand or need for public baths and none for wash-houses.

There is no public swimming bath in the district, but two privately owned ones are made available to sections of the public at specified times. The Council have accepted in principle the necessity for providing them and have given the matter consideration since the war, though, owing to the restriction on capital expenditure and the need to economise on capital works, no progress has been made.

5. Control of Watercourses, Ditches and Ponds

The Council control culverts and ditches provided for the purpose of conveying periodic flows of water known as Bourne Flows. These watercourses also serve for the drainage of limited paved surfaces of certain highways. Discharge is into a large soakage pit located at Purley Oaks Depot, South Croydon, and the Council maintain an adequate organisation for the necessary repair, maintenance, and cleansing operation.

Other small ponds located on Council controlled property also receive attention by the same organisation to maintain them in proper condition.

The Council consider the present arrangements to be satisfactory.

6. Disinfestation of Premises and Articles

Any work necessary under this heading is administered by the local Public Health Department, disinfestation of premises being carried out direct by the staff or under the supervision of the staff of the Department.

Cleansing or destruction of filthy or verminous articles is carried out direct by the staff or by arrangement with the St. Helier Group Hospital Management Committee at Wandle Valley Hospital, Mitcham Junction.

The cleansing of verminous persons, which has rarely been necessary, has been carried out under the supervision of the medical staff of the department; no cleansing station has been provided by the Council since the war but facilities are available.

The Council consider the present arrangements to be satisfactory.

7. Drainage of Trade Premises

As the Council's area is largely residential in character with little or no industry this question does not arise.

8. Mortuaries and Post-Mortem Rooms

The Council have not exercised their powers under Section 198 of the Public Health Act, 1936, to provide mortuaries and post-mortem rooms, but facilities are provided at Carshalton which could easily be supplemented if necessary, in emergency, by arrangement with the local hospitals.

The Council could provide a mortuary and did, during the war, but up to the present time under normal conditions there is no need for the Council to provide a mortuary or post-mortem room.

9. Public Conveniences

13 Public conveniences providing accommodation for both sexes, are provided by the Council. They are situated in highways, public parks and recreation grounds and

are maintained to a good standard of repair and cleanliness. The majority of these conveniences have free washing facilities. Attendance is provided at 3, the remainder are unattended.

The Council consider the present arrangements to be satisfactory.

10. Refuse Collection and Disposal

Domestic refuse is collected weekly from all properties (approximately 20,000) in the Council's area. In addition, shopping centres and other premises requiring special treatment are dealt with at more frequent intervals. The annual weight of refuse collected is at present approximately 18,700 tons.

The Council operate a fleet of 12 modern refuse collection vehicles with trailers, and these vehicles are provided with adequate collecting personnel.

The collection arrangements include salvage, from which a substantial income is derived by the Council. A Salvage Bonus Scheme operates amongst the personnel concerned with salvage collection and disposal.

Refuse is disposed of partly by incineration and partly by controlled tipping. The incineration plant, which was provided in 1933, is maintained in good working order, and disposes of approximately one third of the total quantity of refuse collected. The remainder is dealt with at controlled tips within the district, in accordance with good modern controlled tipping practice.

The tips are maintained to a good standard. They are under the control of a trained foreman, and are operated by adequate staff using mechanical plant.

The problem of suitable tipping space for the future is an urgent matter which is engaging the close attention of the Council at the present time.

The Council consider the present arrangements to be satisfactory, with the exception of the problem of future tipping sites.

11. Regulation of Buildings and Sanitation of Buildings

New buildings are regulated by a series of Building Bye-laws which were confirmed by the Minister of Housing and Local Government in 1953. Under the requirements of these Bye-laws, plans are submitted to the Council through the appropriate committee which meets twice a month for the purpose of considering applications made under the Council's Building Bye-laws, and also applications for planning consent to development under the Town and Country Planning Act, 1947.

The Council employ a staff of building inspectors for the purpose of ascertaining, as far as possible, that all building work is carried out in accordance with the approved deposited plans, and that all the various notices and official inspections required by the Bye-laws are made.

The Council have an adequate organisation to deal with the whole of their responsibilities in the regulation of buildings, covering the above-mentioned matters and also the duties laid on them by Section 58 of the Public Health Act, 1936 (Dangerous and Dilapidated Buildings), and Section 34 of the Factories Act, 1937 (Means of Escape in case of Fire).

The Council consider the present arrangements to be satisfactory.

12. Sewerage and Sewage Disposal

The Council's area is provided with a separate soil sewerage system. The district is drained in two directions, the major portion to a point in the north-westerly part of the district where the sewage discharges, under the terms of an agreement, into sewers belonging to the Croydon Corporation. These sewers connect with the Croydon Corporation's Sewage Disposal Works at Beddington, where the sewage is treated. The remaining portion of the Council's area drains to the Treatment Works of the West Kent Main Drainage Board, also under the terms of an Agreement.

The Council employ a proper organisation of labour equipped with plant, and with the necessary supervision, to ensure that the sewerage system is properly maintained and kept in repair.

There are approximately 100 cesspools serving premises in connection with which public sewers are not at present available. The Council possess modern cesspool emptying machines and provide the necessary service for the regular emptying of the cesspools. The Council are gradually abolishing cesspools in the district by way of construction of new sewers and in special circumstances financial assistance is given to owners of properties who are desirous of making expensive arrangements to connect to public sewers beyond the minimum distance of 100 ft. from the property.

Serious flooding from soil sewers occurs from time to time at Purley Corner where sewers from this Council's area, and from adjoining areas, connect to an outfall sewer vested in the Croydon Corporation. Sewage floods road surfaces, causing unhealthy conditions, considerable inconvenience, and sometimes damage to property. The flooding occurs because the Croydon Outfall sewer is inadequate, and by reason of the physical features of the neighbourhood the flooding always takes place in this Council's area.

A remedy is now being sought under provisions contained in the Croydon Corporation Act, 1956.

13. Street Cleansing

The Council employ an adequate organisation for the cleansing of the 109 miles of district, classified and trunk roads within their area. The work is carried out by manual as well as mechanical means.

The scavengers cover their beats once in every ten days. Special arrangements are made for shopping areas, and in certain instances scavenging takes place at more frequent intervals, in some cases daily and over weekends, depending on the requirements for the maintenance of a satisfactory standard of cleanliness.

The Council consider the present arrangements to be satisfactory.

14. Burial Grounds, Cemeteries and Crematoria

With the exception of church burial grounds and private cemeteries at the two mental hospitals in the district, there are no public burial grounds, cemeteries and crematoria in the urban district.

The Bandon Hill Cemetery at Beddington is owned jointly by this Council and the Beddington and Wallington Borough Council and is managed and maintained by the Bandon Hill Cemetery Joint Committee, comprising 5 representatives appointed by this Council and 4 appointed by Beddington and Wallington Council. The Town Clerk of Beddington and Wallington acts as clerk to the joint committee.

The Croydon Crematorium is available to residents of this urban district.

As a result of a decision of the Council in November, 1938, a Compulsory Purchase Order was made under the Public Works Facilities Act, 1930, for the purchase of approximately 30 acres of land off Ditches Lane, (south of Farthing Down) Coulsdon, for use as a cemetery. This order was not confirmed by the Minister of Health who stated that, in his opinion, ample facilities were available at the Bandon Hill Cemetery.

During the post-war years from 1945 to 1948 correspondence took place with the Croydon Corporation concerning the Corporation's proposal to acquire approximately 70 acres of land at Chelsham (situate partly within the Caterham and Warlingham Urban District and partly within the Godstone Rural District) for cemetery purposes, and in February, 1948, the Corporation indicated that, in the event of the Chelsham Scheme being carried out, the charges for the use of the cemetery would be the same for Coulsdon and Purley residents as for Croydon residents. The Ministry of Town and Country Planning, however, upheld decisions of the Caterham and Warlingham U.D.C. and the Godstone R.D.C. refusing planning permission for the use of the land for cemetery purposes.

The Council consider the present arrangements, so far as cremation and burial are concerned, to be satisfactory. The Council have no suitable sites available in the district for cemeteries or a crematorium.

15. Parks and Open Spaces

The Council own a large acreage of Green Belt lands, recreation grounds (including children's playgrounds), woodlands and other open spaces, and a municipal golf course, as summarised below. These lands are well spread throughout the District and are easily accessible to the public:

Green Belt Lands	846	acres
Recreation Grounds and Children's Playgrounds	149	,,
Woodlands	357	,,
Other open spaces	114	,,
Golf Course	146	,,
Total	1,612	,,

In addition to the above, Selsdon Wood (199 acres in extent) is leased jointly to the Council and the Croydon Corporation, and the same is vested, subject to lease, in the National Trust for Places of Historic Interest or Natural Beauty. The greater part of Selsdon Wood lies within the urban district and its care and maintenance is carried out by this Council's staff.

In the recreation grounds, facilities are provided for organised games, including cricket, football, tennis, hockey, lacrosse, bowls, golf and putting. Children's playground equipment is also provided, and in all the larger recreation grounds there are pavilions with changing accommodation. Catering arrangements are provided at the golf course and one of the large recreation grounds.

The Council maintain these lands and the associated buildings to a good standard, with a direct labour organisation provided with a full complement of up-to-date equipment and machinery. The organisation is adequately supervised by qualified staff.

The Council consider the present arrangements to be satisfactory.

16. Powers and Duties under the Physical Training and Recreation Act, 1937

The only section of this Act (parts of which not affecting the powers of the Council were repealed by the Education Act, 1944) with which the Council have been concerned is Section 4 relating (*inter alia*) to the provisions of gymnasiums, playing fields, holiday camps or camping sites, or centres for the use of clubs, societies or organisations having athletic, social or educational objects.

Under Section 4, a community centre has been provided at Hooley, the cost thereof being shared between the Surrey County Council, the Hooley Community Association, the Ministry of Education and this Council.

Under the same section, the Council have provided one recreation ground and extensions to two other existing recreation grounds. The remaining recreation grounds and open spaces were acquired under other statutory powers.

The Council consider the present arrangements to be satisfactory.

17. Prevention of River Pollution

This is the responsibility of the County Council. As no river exists in this district the Local Council has no observation to make on this subject.

Housing

18. Provision of Houses

At the conclusion of the last war the Council owned 364 houses which they had built, and 10 houses which they had acquired, in the inter-war years, and were faced with a housing waiting list of approximately 2,800 families. Since that time the Council have built 1.425 dwellings and have acquired 15 houses of various sizes apart from dwellings the subject of clearance areas which will ultimately be demolished. In the case of the latter properties it is the intention of the Council to rehouse the dispossessed occupiers. Further, dwellings at present in course of erection and in schemes approved in principle by the Council will add a further 393 dwellings to the total provision. In addition one acquired property has already been converted into bed-sitting room flatlets for middle-aged or elderly persons living alone, two other projects of this nature are in hand and the Council are negotiating for the purchase of further properties suitable for this purpose. The Council are also negotiating with a number of private owners for the acquisition of single family dwellings which are at present under requisition. The waiting list at 28th February, 1958, has been reduced to 480 and therefore when the Council have finished their development above mentioned, the housing problem in the urban district will, it is expected, be substantially resolved. In any case, it would be difficult for the Council to undertake any further major developments because suitable sites are no longer available.

The following is a summary of the housing development referred to above:

Dwellings built or acquired prior to 1939	374
Dwellings built or acquired since the war (including temporary bungalows)	1,440
Dwellings in course of erection or in schemes approved in principle by the Council	393
	2,207

Owing to the increasing costs of building during the past ten years it has been necessary for the Council periodically to review housing finance and to make adjustments in rent levels. From 1st April, 1954, the Council commenced to operate a Differential Rents Scheme, as a result of which only those tenants in need of a housing subsidy are in receipt of such assistance.

The Council have provided in proper proportion two, three and four bedroom dwellings and also dwellings for aged people to meet the housing needs of all kinds of applicants at rents which they can afford.

The planning, design and construction of new houses are undertaken in the Engineer and Surveyor's Department, where a qualified staff is employed for this purpose. All new houses are erected by contract and the existing organisation includes adequate supervisory arrangements in connection with the control of house erection by contract.

The Council have a separate Housing Department under the control of a Housing Manager and this officer is responsible to the Council for the management, rent collection, repair, and maintenance and improvement of all dwellings owned by the Council.

The balance carried forward on Housing Revenue Account at 31st March, 1957, was £17,382. During 1956/57 the total expenditure amounted to £166,319 and the total income £181,651, of which £141,766 (or 78 per cent.) was rent income and £10,000 (or 5·5 per cent.) rate fund contribution. It is the present Council's intention to reduce the annual rate fund contribution progressively over a period of years.

The balance carried forward on Housing Repairs Fund at 31st March, 1957, was £6,200, representing £3 11s. per dwelling. Repairs executed during 1956/57 totalled £32,360, the average expenditure per dwelling being £34 11s. on pre-1945 properties and £12 12s. on post-1945 properties; the contribution from Housing Revenue Account was £30,522, an average of £17 6s. per dwelling. It is the Council's policy to maintain all their properties in good repair, so as to warrant the level of rents charged to the tenants.

The Council are of the opinion that the existing arrangements work satisfactorily.

19. Slum Clearance

The provisions of the Housing Act relating to slum clearance are administered by the Public Health Department through the Public Health Committee. The problem in this district is a comparatively minor one but in accordance with the provisions of the Housing Repairs and Rents Act, 1954, the Council have submitted proposals to the Minister of Housing and Local Government for dealing with 27 houses in the current five-years programme. Action has already been instigated in the case of 18 of these houses; four have been demolished and the remaining 14 purchased by the Council by agreement, at site value. It is the intention of the Council to demolish these latter houses and rehouse the dispossessed tenants. From time to time, also, action has been taken as necessary in connection with the repair or demolition or closing of individual unfit houses.

The Council consider the present arrangements to be satisfactory.

20. Assistance to Other Bodies or persons to facilitate the acquisition, construction or improvement of houses

Under the Small Dwellings Acquisition Acts, a total of 765 advances has been made to enable persons to acquire dwelling-houses, the total sum advanced being £1,129,148. Of these advances, 625 amounting to £1,042,123 have been made in the post-war period.

In October, 1956, the Council decided to suspend making advances under these Acts, and to make loans for this purpose only under Section 4 of the Housing Act, 1949.

60 advances have been made under Section 4 of the Housing Act, 1949, 53 of them, totalling £95,875, to enable persons to buy or build houses, and 13, totalling £3,885, for additions and improvements.

Under Section 5 of the Housing Act, 1949, 16 guarantees have been given in respect of the repayment of advances made by building societies, to enable them to acquire or build houses.

Under Section 20 of the Housing Act, 1949, improvement grants have been made for the improvement of accommodation at 11 houses, such grants totalling in all £2,510.

Under Section 93 of the Housing Act, 1936, a loan has been made to the Coulsdon and Purley and District Housing Association, Ltd., in connection with the acquisition of No. 12 Foxley Lane, Purley.

Under Section 79 of the Housing Act, 1936, as extended by the Housing Act, 1952, 11 mortgages have been granted to enable persons to purchase Council houses.

The Council consider the present arrangements to be satisfactory.

21. Regulation of Buildings and Bye-laws

New buildings are regulated by a series of Building Bye-laws which were confirmed by the Minister of Housing and Local Government in 1953. Under the requirements of these Bye-laws, plans are submitted to the Council through the appropriate committee.

Applications for Building Bye-law Consent are considered by the committee at bi-monthly meetings. The number of applications received in the calendar year 1957 was 1,104.

The Council employ a staff of Building Inspectors for the purpose of ascertaining, as far as possible, that all building work is carried out in accordance with the approved deposited plans, and that all the various notices and official inspections required by the Bye-laws are made, and they maintain an adequate organisation to deal with the whole of their responsibilities in the regulation of buildings.

The Council consider the present administrative arrangements to be satisfactory.

Personal Health and Welfare

22. Powers and Duties under the National Health Service Acts

Under Part III of this Act, the County Council is responsible for:

(*a*) The provision of Health Centres;
(*b*) Making arrangements for the care of expectant and nursing mothers and children under 5 years of age;
(*c*) The provision and supervision of an adequate Midwifery Service;
(*d*) A Health Visiting Service;
(*e*) A Home Nursing Service;
(*f*) Making arrangements for the vaccination and immunisation of residents against smallpox, diphtheria, etc.;
(*g*) Providing an adequate Ambulance Service;
(*h*) Making arrangements for the prevention of illness and the care and after-care of persons suffering from illness or mental defectiveness; and
(*i*) For providing domestic help for those who are ill, lying-in, expectant mothers, mentally defective, aged or children below school leaving age.

Prior to August, 1948, the local Council was responsible for (*b*) (*c*) (*d*) (*e*) (*f*) (*g*) (*h*) and (*i*) and, in the words of the Chairman of the County Council at the times of the take over—"provided a service second to none in Surrey."

With the exception of (*a*) which, in general, has not proved practicable, the County Council has implemented the above in this district by the adaptation and in some cases extension of the pre-existing services. With the exception of (*a*) and (*g*) they have adopted a divisional system, but to a very variable extent in the various services (e.g. (*c*) and (*e*) have only been so dealt with to a comparatively slight extent since 1951). In general, the Divisional Sub-Committee and the senior officers concerned are only responsible for day-to-day management and have very little influence on policy.

The Clerk of the Coulsdon and Purley U.D.C. is the secretary of the South-Eastern Divisional Health Sub-Committee of the County Health Committee; the South-Eastern Division comprises the Urban Districts of Coulsdon and Purley, and Caterham and Warlingham and the areas of Chipstead and Woodmansterne in the Banstead Urban District.

The Council consider that the duties referred to in sub-paragraphs (*a*) (*b*) (*c*) (*d*) (*e*) (*f*) and (*i*) should be under the direct control of the district Council, who could carry them out with greater economy and efficiency.

23. Mental Health Services

The County Council are solely responsible and the District Council and its officers are in no way concerned or referred to on this subject.

The Council consider that this service should not be carried out locally.

24. Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

Action under these is the responsibility of the County Council with the following exceptions:

(*a*) **National Assistance Act 1948. S.47.** The District Council through its Medical Officer of Health is responsible for the removal to suitable premises of persons in need of care and attention.

(*b*) **National Assistance Act 1948. S.50.** Similarly the District Council deals with the burials of bodies in cases in which nobody else is making suitable arrangements.

(*c*) **National Assistance Act 1948. S.31.** The District Council finances a Meals-on-Wheels Service for the aged and infirm who need this help and has assisted in the establishment by a voluntary body of a local home for the aged.

The County Council is responsible for the provision of accommodation under Part III of the National Assistance Act, 1948. The control and supervision of homes for old people provided by the County Council are carried out by Divisional Sub-Committees of the County Welfare Committee. The Clerk of the Coulsdon and Purley U.D.C. is the secretary of the South-eastern Divisional Welfare Sub-Committee; the South-Eastern Division comprises the Urban Districts of Coulsdon and Purley and Caterham and Warlingham, and the areas of Chipstead and Woodmansterne in the Banstead Urban District.

The Council consider that these duties should be under the direct control of the District Council, who could carry them out with greater economy and efficiency.

25. Care of Children

The County Council is primarily responsible for implementing the provisions of Children's Acts but the Local Medical Officer of Health as Divisional Medical Officer is responsible for co-ordinating the Health and Welfare Services (official and voluntary) in this division in respect of the care of neglected children and problem families, and the supervision of certain children affected by the Acts.

The Council consider that some at least of these duties should be under the direct control of the District Council.

26. Registration of Nurseries and Child Minders

The County Council is primarily responsible but the Divisional Health Sub-Committee plays an influential part in the registrations and supervision.

The Council consider that these duties should be under the direct control of the District Council, who could carry them out with greater economy and efficiency.

27. Notification of Infectious Diseases

All notifications of notifiable infectious diseases have to be sent initially to the Local Medical Officer of Health who, apart from forwarding this information to the County Medical Officer, takes all the necessary executive action, except in cases of tuberculosis in which the County Council acts by co-ordinating action on the part of the preventive and curative services. In all acute infections the enquiries are made by the Medical Officer of Health or the Public Health Inspectors acting under his instructions and the appropriate preventive measures (including disinfection) are instituted or carried out. When required, the County Council disseminates information with regard to cases of infectious disease which have occurred in other parts of the county.

The Council consider that the present arrangements should continue.

28. Health Education

There is a joint responsibility for the provision of Health Education and the Medical Officer of Health in his joint capacity as Medical Officer of Health and Divisional Medical Officer is responsible for the encouragement and co-ordination of the activities of the officers concerned. Financially, the County Council has made the major contribution, but as in many other spheres this district has acted as pioneers in this and other Health Services.

The Council consider that these duties should be under the direct control of the District Council, who could carry them out with greater economy and efficiency.

The Council consider that the present arrangements for sharing the services of a Medical Officer of Health with the Caterham and Warlingham Urban District Council and the Surrey County Council are not satisfactory, and that, in the event of the Local Government Bill receiving the Royal Assent, the Council should employ their own full-time Medical Officer of Health if they become responsible for the functions referred to in Part III of the Bill.

Town and Country Planning

29. Town and Country Planning

In September, 1923, the Council received the approval of the Minister of Health to the preparation of a planning scheme for the undeveloped part of the urban district, approximately 6.500 acres. The scheme was approved in December, 1930. After the passing of the Town and Country Planning Act, 1932, the Council took the necessary steps for the preparation of schemes for the remainder of the district. These schemes did not reach finality, and all schemes were revoked (with a saving for certain provisions) by the Town and Country Planning Act, 1947. Under this Act the County Council became the local planning authority. By agreements entered into between the County Council and the District Council, the functions of the local planning authority relating to the Control of Development referred to in Part III of the 1947 Act, were delegated to the District Council, as were the functions under Sections 75, 76 and 77 of the Act, in accordance with the working arrangements set forth in the scheme attached to the principal agreement. Under this scheme, the District Council receive all applications for permission to develop and as agents for the local planning authority themselves deal with all applications, with the exception of those which may be of a special character and which are "scheduled" by or on behalf of the County Planning Officer, who inspects all applications. The "scheduled" applications are considered either by the County Planning Committee or, more frequently, by the Area Sub-Committee upon which each of the District Councils of Beddington and Wallington, Caterham and Warlingham, Carshalton, and Coulsdon and Purley have two members, and the Surrey County Council, four members. The Area Sub-Committee cannot make decisions upon applications—they make recommendations to the District Council. In the event of disagreement in any particular case the application stands referred to the County Planning Committee for decision.

From July, 1948, to the end of February, 1958, the District Council received 5,100 applications for planning permission, and of these 600 were "scheduled" by the County Planning Officer.

The District Council respond to all appeals against planning decisions.

The Council consider that the existing arrangements under the Delegation Agreement with the Surrey County Council have operated very well and will continue to do so provided no considerable alterations are made to the status and size of the urban district. If the area were enlarged sufficiently it is considered that the local authority should be its own planning authority.

30. Powers and Duties under the National Parks and Access to the Countryside Act, 1949

The Surrey County Council (as the Surveying Authority) have a duty under Section 27 of the above Act to carry out a survey of public paths in their area, and to prepare a series of maps and statements as specified in the Act, the Definitive Map and Statement to be conclusive evidence of the existence, at the relevant date, of the public paths shown therein. The County District Council have carried out their duty under Section 28 in collecting and furnishing information to the surveying authority in connection with their survey, etc.

The Council have entered into Public Paths Agreements under the Act, Sections 39 to 41 of which, entitled Creation of New Public Rights of Way (in Part IV), deal with the creation of new Public Rights of Way by agreement or otherwise.

The Council have made Diversions and Extinguishment Orders under the provisions of Sections 42 to 45 of the Act (also in Part IV) which come under a general heading of Diversion and Closure of Public Paths.

The Council have been concerned with cases falling under the heading of Liability for Repair of Public Paths (Sections 47 to 50 of the Act), and in at least one case have executed repairs to a public path under the provisions of Section 47.

The Council have taken action by way of representations to land-owners where public paths had been ploughed without notice as required by Section 56 of the Act. In one case proceedings were taken against a farmer and he was convicted and fined.

The Council consider the present arrangements to be satisfactory.

Traffic

31. Construction, Improvement and Maintenance of Roads and Bridges

The highways system in the area consists of 4·8 miles of Trunk Road being part of the main London-Brighton Route (A.23), 4·01 miles of 1st Class County Roads, 12·61 miles of 2nd Class County Roads, 11·35 miles of 3rd Class County Roads, and 76 miles of District Roads.

The Council act as agent for the Minister of Transport and Civil Aviation for the maintenance and improvement of the trunk road, in respect of which they receive an annual allocation which covers the whole cost of the work.

The Council "claim" the county roads and receive a grant from the Surrey County Council which covers a large proportion of the cost of the work of maintenance and highway improvement.

The maintenance of district roads is the direct responsibility of the Council, and is financed entirely by them. Apart from the normal maintenance work the Council are actively engaged in minor improvements.

A heavy programme of expenditure is before the Council as a result of the difficult period which followed the outbreak of the last war.

The maintenance of carriageways and footways throughout the district is largely carried out by a direct labour force, adequately supervised and provided with modern equipment.

Improvements, reconstruction and resurfacing works are usually carried out by contract, and the Council maintain qualified and experienced technical staff, fully equipped to deal with the preparatory works associated with contracts of this nature, and to provide the necessary skilled supervision in the carrying out of the work.

Owing to the absence of streams and rivers in the area, there are no road bridges for which the Council are responsible. There are numerous bridges carrying roads over railways, or railways over roads, which are maintained by the British Transport Commission.

The Council consider the present arrangements to be satisfactory.

32. Street Lighting

The district is lit by electricity, having been converted from gas lighting in 1935.

At the end of December, 1957, 3,488 lamps provided public lighting in all classes of highways, comprising 3,168 Tungsten, 186 Mercury Vapour and 134 Sodium.

The sodium lighting in the district has been installed during the past 4 years, and the Council are engaged in progressively bringing the lighting of the main roads up to Group "A' Lighting Standard, and are about to commence a scheme providing sodium lighting throughout the trunk road, so far as it lies within the district boundaries, on a length of 4·8 miles.

The Council also carry out an annual programme of improving the lighting of the district generally with a view to bringing it up to Group "B" Standard.

At the present time, with the exception of 36 standards which provide all-night lighting, all street lighting is extinguished at 1 a.m. Lighting and extinguishing is effected by means of a time switch fitted in the base of each column.

Comparatively small lighting schemes are carried out by the South-Eastern Electricity Board. The Contract for the Trunk Road Lighting Scheme, however, was put out to competitive tender.

The maintenance of public lighting is satisfactorily carried out by the South-Eastern Electricity Board under an agreement between that Board and the Council.

The Council consider the present arrangements to be satisfactory.

33. Naming of Streets and Numbering of Houses

(*a*) The Council exercise statutory powers through the appropriate committee under Section 17 of the Public Health Act, 1925, in respect of the naming of streets.

Consideration is given to suggestions put forward by developers for the naming of new streets constructed by them. Consultation takes place with the postal and fire authorities, and any objections arising from these consultations are considered and the developer is invited to submit alternatives.

When the Council signify their agreement to street names, notification is given thereof to the following:

(i) Postal Authority,
(ii) Fire Authority,
(iii) The Developer,
(iv) All Statutory Undertakers,
(v) The County Medical Officer,
(vi) The Police.

The Council provide and erect street nameplates of a standard pattern, except in cases where the construction of a new street is covered by an agreement under Section 146 of the Public Health Act, 1875. In these cases the agreements provide that the developer shall supply and erect nameplates of the standard pattern.

(*b*) The Council exercise through the appropriate committee statutory powers under Section 65 of the Towns Improvements Clauses Act, 1847, in respect of the official numbering of premises.

After a numbering scheme has been approved by the Council, notices are served upon occupiers of premises requiring them to mark their houses with the numbers allocated.

Where the Council have decided upon a re-numbering scheme, occupiers of the premises affected are given six months' notice of the Council's intention to require the re-numbering of premises in the street.

All statutory companies and other interested persons are supplied with a plan showing the numbering or re-numbering scheme as approved by the Council.

The Council consider the present arrangements to be satisfactory.

34. Parking Places

The Council control two permanent car parks in the area, one at Purley where a charge is levied, (capacity 160 cars), and the other at Coulsdon where free parking for 45 cars is provided.

An enlargement of the Purley Car Park has recently been carried out.

At Coulsdon the Council are negotiating with the owners of land adjoining the existing car park in order to effect a considerable increase in the area available for parking.

Negotiations are also taking place with the British Transport Commission with a view to leasing an area of land for the establishment of a further public car park in the central area of the district.

In addition, the Council have obtained approval to official car parking in a number of streets adjoining shopping areas, and have recently decided to seek approval to the official appointment of long-term parking places on the highway in the vicinity of Purley Railway Station.

The Council consider the present arrangements to be satisfactory.

35. Road Safety

All matters connected with road and home safety are dealt with by a Standing Committee of the Council, namely the Road and Home Safety Committee.

To assist them to carry out their duties co-opted members from the following bodies serve on the Committee:

(i) The Royal Society for the Prevention of Accidents,
(ii) The Accident Prevention Council,
(iii) The Metropolitan Police,
(iv) The Home Safety Council,
(v) The Divisional (Education) Executive.

To keep in touch with local opinion, to spread road safety propaganda throughout the district, and to reach all classes of road users, an Accident Prevention Council and a Junior Accident Prevention Council have been set up.

The Accident Prevention Council, which is composed of members of the various local organisations, hold monthly meetings, and put forward suggestions on road safety matters for consideration by the Road and Home Safety Committee.

As a result of the powers given to the Council under Section 5 of the Road Traffic Act, 1956, which, with the Second Schedule to the Act, was brought into force on 1st January, 1957, the Road and Home Safety Committee have made arrangements for promoting road safety by disseminating information and advice relating to the use of roads and for giving practical training to road users.

The committee have co-operated with the Ministry of Transport and Civil Aviation and with the Royal Society for the Prevention of Accidents in well-planned and comprehensive campaigns operated throughout the country.

The Road and Home Safety Committee have established poster sites bearing road safety slogans, in conspicuous positions near centres of population and on the principal main roads entering the district. In this connection their efforts have received favourable recognition in the National Press.

Their activities also include:

(i) Press advertising,
(ii) Distribution of other media for general propaganda,
(iii) Organisation of road safety functions and displays, including the hire of halls,
(iv) Demonstrations with dogs,
(v) Cycling training Schemes,
For this purpose and for demonstration purposes the committee have provided model traffic signals, strips for roadways, crossings, belisha beacons, bollards, traffic signs, etc.
(vi) Visits of an instructional nature, including visits to the training centre of the Royal Society for the Prevention of Accidents and to New Scotland Yard.

The Council have recently appointed a full-time Road Safety Organiser.

The Council consider the present arrangements to be satisfactory.

36. Bus Shelters

Bus shelters within the area generally have been provided and are maintained by the London Transport Executive and are of the "queue" type. The Council, however, have three shelters within the district which provide seated waiting accommodation. These latter shelters are maintained by the Council.

The Council consider the present arrangements to be satisfactory.

37. Private Street Works

The Private Street Works Act, 1892, was adopted by the Council on 25th September, 1923.

From the date of adoption up to December, 1939, a total of 211 private streets, representing 42·38 miles had been made up and adopted by the Council. From December, 1939, to date 34 private streets have been made up and adopted representing 6·10 miles. These post-war figures would have been considerably higher but for matters over which the Council had no control, in particular the Governmental restrictions on work of this nature.

The preparatory survey work, etc., for a number of private streets has been completed, and for others this work is in hand. The New Streets Acts, which have had the effect of encouraging agreements under Section 146 of the Public Health Act, 1875, have had the effect of relieving the Council of the necessity of applying the Private Street Works Act procedure in a number of cases, but nevertheless the Council are still faced with many private streets where the Act will have to be applied; in the order of 20 miles. 21 Agreements have been entered into under Section 146 of the Public Health Act, 1875, and these cover 24 streets with a total mileage of 2·8.

The Council consider the present arrangements to be satisfactory.

COUNCIL OFFICES,
PURLEY,
SURREY.
29th April, 1958.

Evidence Submitted by Esher Urban District Council

COUNCIL OFFICES,
ESHER, SURREY.
30th April, 1958.

J. R. NIVEN, Esq.,
Secretary,

ROYAL COMMISSION ON LOCAL GOVERNMENT
IN GREATER LONDON.

DEAR SIR,

I refer to Sir Edwin Herbert's letter of the 17th February last addressed to the Chairman of the Council, and my reply of the 24th *idem*, and have to inform you that the matters referred to therein have now been considered by the Council.

Having fully examined the present relationships between this authority and the Surrey County Council against the background of the three White Papers regarding the proposed reorganisation of Local Government in England and Wales, and the terms of reference of the Royal Commission as set out in Appendix "B" of the aforementioned letter dated 17th February, 1958, the Council are of the opinion that there appear to be no complaints of substantial defects, so far as Esher are concerned, in the Local Government set-up which call for the submission of evidence to the Commission for their preliminary consideration.

I am to state that the Council would wish to co-operate in any way with the Royal Commission should they desire to include this urban district in any proposed visit for the purpose of obtaining some personal knowledge of the way in which the various local authorities do their work.

Yours faithfully,
(Sgd.) F. EDWARDS,
Clerk of the Council.

Supplementary Evidence submitted by the Esher Urban District Council

1. The Esher Urban District is within the Metropolitan part of Surrey and is bounded on the north by the River Thames, on the east by the Borough of Surbiton, on the west by the Urban District of Walton and Weybridge and on the south by the Urban District of Leatherhead and the Rural District of Guildford.

2. The following statistics and general information are submitted:

Population	56,660	(Mid-Summer, 1958)
Rateable Value	£1,268,897	(1st April, 1959)
Product of 1d. rate	£5,200	(Est. 1959/60)
Rate in the pound for year ending 31st March, 1960	15s. 8d.	
Number of rated hereditaments at 1st April, 1959:		
Domestic Premises	17,817	
Other, *i.e.* Shops, Offices, Factories and Miscellaneous	2,436	
Total	20,253	
Outstanding Loan Debt at 31st March, 1959:		
Housing and Advances for House Purchase	£3,408,870	
Other Purposes	371,764	
Total	£3,780,634	
Area	14,847	acres
Wards	9	
Councillors	34	
Number of Council Houses and Flats	2,431	(1st April, 1959)
Council owned Commons, Parks and Open Spaces	1,397	acres
Acreage of Green Belt	7,902	(approx.)

Esher Parliamentary Constituency, also includes the adjoining area of Walton and Weybridge.
There are three County Electoral Divisions.

3. The Council's observations on the various services indicated in the Chairman of the Commission's Letter dated 17th February, 1958, are set out hereunder, a description of the administrative arrangements being omitted as this is fully dealt with in the Surrey County Council Memorandum of Evidence, and in most cases details of the services administered by the Esher Council are included in the booklet "Facts and Figures."

Education

Esher is one of the four county districts which comprise the Surrey North Central Divisional Executive and the Council have expressed their general satisfaction with the present arrangements for the delegation of education functions. The Council approves recent extensions of delegation of functions to divisional executives and improvement in relationship between the County Council and the executives, and would welcome any possible further extended powers or other improvements.

Environmental Health Services

These services are administered by the Esher Council and details thereof are contained in the booklet "Facts and Figures."

Housing

The Council are the housing authority, details of the Council's activities being contained in pages 24, 25, 30 and 31 of booklet "Facts and Figures."

Personal Health and Welfare

The Council approve a continuance of the administration of these services on the present lines by the Surrey County Council, but any proposal to confer further suitable powers on the County Divisional Health and Welfare Sub-Committees would be favourably received.

Town and Country Planning

The present delegation arrangements in connection with Town and Country Planning and the area organisation set up under the Town and Country Planning Act, 1947, are working satisfactorily and could well continue.

Traffic

With regard to the maintenance of classified roads, the present arrangements are satisfactory. The Council feel, however, that consideration could well be given to the transfer to Esher Council of the work of maintenance, other than major improvements, of the Kingston By-Pass and the Hampton Court Way, now directly maintained by the County Council. The variations in the standard of lighting of main thoroughfares is subject to criticism, but it is anticipated that the Consultative Committee recently set up by the Ministry of Transport will be the means of securing greater uniformity. The Council do not agree with the evidence of the Ministry of Transport and Civil Aviation relating to Highway Administration, for the reasons given to the Commission by the Surrey County Districts Association, in their letter dated 17th July, 1959.

4. *Summary of general views expressed by the Council in reports and resolutions on the question of the working of Local Government as it affects this District.*

(*a*) Having examined the present relationships between the Esher Council and the Surrey County Council against the background of the three White Papers on Local Government and the terms of reference of the Royal Commission on Greater London there appears to the Council to be no evidence of substantial defects in the present two-tier administrative arrangements for Local Government so far as this authority are concerned.

(*b*) In not pressing for further specific powers the Council have endeavoured to be realistic and have had regard to the economical and efficient administration of services. In adopting this course, however, the Council wish it to be clearly understood that they have no doubt as to their ability, financially and in other ways, to administer other suitable services, should a transfer of further powers be contemplated.

(*c*) The Council associate themselves with the general agreement which has been expressed in Surrey, that the interests of the inhabitants will be best served by a continuance of the area of the present administrative County of Surrey.

Evidence Submitted by the Merton and Morden District Council

This evidence is submitted by the Merton and Morden Urban District Council in response to the invitation contained in the letter dated the 17th February, 1958, received by the Chairman of the Council from the Chairman of the Royal Commission.

The Council are pleased to submit evidence on this matter and wish to assure the Commission of the Council's utmost co-operation in the matter of the suggested informal visits of the Commission to the Council's area, and to state that the Council and their officers will be pleased to afford at any time all the facilities which the Commission require for any local visit to the area.

The Council have noted that the Commission intend to concentrate their attention in the first instance on the following services, namely, Education, Environmental Health Services, Housing, Personal Health and Welfare, Town and Country Planning and Traffic, and that concurrently with all these, the Commission will consider the general aspects of finance and administration.

As requested in the fourth paragraph of the Commission's letter, the Council submit outline evidence as to (i) present arrangements for carrying out the specified functions; (ii) defects in present arrangements; and (iii) suggested remedies of such defects and other observations thereon; and this outline evidence is set out in the Appendix hereto.

The Council are also grateful for the opportunity of bringing to the notice of the Commission other matters which they consider relevant to the Commission's terms of reference, and wish to submit the following facts and representations to the Commission.

The Council are satisfied that the functions for which they are at present responsible are well and efficiently administered.

The Council consider (and feel that this is also widely acknowledged) that the basic strength of Local Government rests on the principle of local matters being dealt with by local people with the necessary local knowledge of local needs. Consequently the Council wish to emphasise that in their view the fundamental requirement in the structure of Local Government in the London area should be that the basic local authority area should be one in which there is a community of interest and not be so extensive as to make its townspeople who live at or near the perimeter of the district feel that they are too remote from the local civic administration, or so large as to lose the intimate knowledge of the district which members of the Council now have, and yet the district should be sufficiently large in population and rateable value to make an effective unit of sound financial standing.

In this respect the Council feel that the Urban District of Merton and Morden makes an effective and economically sized unit of Local Government in that it has an area of 3,237 acres (no point in the urban district being more than 3·77 miles from any other point in the urban district) and a population (Registrar General's estimate for 1956) of 71,090; the local electorate is 52,901 and the rateable value of the district at 1st April, 1958, was £1,185,363. The product of a penny rate (estimated 1958/59) is £4,725.

The rate levied for 1958/59 was 15s. 4d. in the £ and the rateable value per head of population as at 1st April, 1958, was £16 13s. 7d. The loan debt at 31st March, 1958, was equivalent to £2 14s. 10d. per £1 of Rateable Value, of which only 2s. 6d. is in respect of general loans directly chargeable to the rates.

Merton and Morden is the fifth largest urban district in England and Wales and the largest urban district in Surrey and the second largest county district in Surrey.

Merton and Morden is a Parliamentary Borough Constituency, this constituency having been set up by the Representation of the People Act, 1948, as the result of the work of the Boundary Commission.

The urban district is fully developed as a well-balanced community. Within its boundaries are over 22,200 dwellings, 1,700 commercial properties, including over 600 shops, 16 public houses and on-licensed premises, 58 properties of an educational or recreational character, including 2 cinemas, 24 sports and recreation grounds and 29 social clubs, halls, etc. There are also 21 educational and cultural establishments, including 16 local authority schools. The district is far from being wholly residential and commercial, for it contains 116 industrial factories and workshops, the majority of which are contained in three well-planned industrial areas. The rateable resources of the district are, therefore, quite diversified.

The Council has made extensive use of its powers under the Small Dwellings Acquisition Acts and the Housing Acts for the purpose of advancing money on mortgage to enable residents to purchase their houses. At the 31st March, 1958, advances to an aggregate of £1,357,415 had been made for this purpose, of which the unredeemed advances amount to £470,728.

In the financial administration of the Council, the fullest use has been made of modern mechanised accountancy methods. Considerable benefit has accrued to the ratepayers through the use of an active system of budgeting and cost control, and the use of the powers of the Council in the setting up and management of capital, capital reserve, renewals and repairs and consolidated loans funds.

The Council is the administering authority and manages the Superannuation Fund, which was established on the 1st April, 1930.

The urban district covers an area which rapidly grew in population during the period between the two great wars and this growth is shown in the following population figures:

1901	5,470
1911	14,140
1921	17,532
1931	41,228
1939 (estimated)	72,150
1951	74,730
1956 (estimated)	71,590

During the 1939/46 war years, the civic life of the district and the working and value of local associations gained in strength and in the post-war years much progress has been made in bringing the people of the district together and strengthening the cultural activities of the various local bodies. At the present time a great deal of service is given to the urban district by local people who have an intimate knowledge of the district.

The Council are anxious to retain their entity as a county district authority and would strenuously oppose the division of its area so that any portion or portions of the district would become a part or parts of other districts. Nor are the Council desirous of merging with one or more neighbouring authorities to form a larger area.

The Council are more than content to remain within the Administrative County of Surrey. Further, they support the Surrey County Council in making representations that there should be no severance of the Metropolitan part of the Administrative County of Surrey from the rest of the county. Nor do the Council see any call for an extension of the administrative area of London County Council or the setting up of any new county or higher tier authority for the Greater London area affecting Metropolitan Surrey.

With regard to the functions at present administered by the Surrey County Council in the Merton and Morden Urban District, the Council acknowledge that there are no major defects in the administration of such functions, but having regard to the size of the urban district in terms of area, population and rateable value, it is submitted that additional functions could, with benefit to all, be given to the Urban District Council whether by direct conferment or by delegation. This matter is referred to in the Appendix.

As a general observation it should be pointed out that in services where the County Council are the administrative authority, the committee and administrative machinery tends to produce remoteness of the representatives serving on the committees and sub-committees from the electorate. Matters affecting the urban district may be discussed primarily at Divisional Sub-Committee level, then subsequently at County Committee level and ultimately at County Council level, and as consideration of the matter reaches its final stages, more and more members with less local knowledge of the problem enter into the deliberations.

As requested in subsequent letters of the 13th May and 3rd June, the Clerk of the Council has already supplied to the Commission (i) details of the number of staff on the authorised establishment on 1st April, 1958, by departments and distinguishing between manual and non-manual employees; and (ii) a copy of the Council's Abstract of Accounts for the financial year 1956/57 and a copy of the Council's General Rate Estimates for the year 1958/59 which also set out the items of estimated and probable expenditure for 1957/58.

F. W. WALKER,
Chairman of the Council.

SYDNEY ASTIN,
Clerk of the Council.

June, 1958.

Observations on Present Arrangements as to Functions

I—Present Arrangements. II—Defects in Present Arrangements. III—Suggested Remedies

EDUCATION

Education

I. Wholly administered by County Council as local education authority. Some delegation of routine administration to divisional executive covering areas of Merton and Morden Urban District, Mitcham Borough and Wimbledon Borough. Some delegation to District Council as to staffing and administration of libraries in district.

II. The system of delegation to divisional executives is not wholly satisfactory because there is insufficient delegation of functions from the County Council to the executives; there is insufficient liaison between the County Council and divisional executives; and further, divisional executives themselves are too "remote" from the local electorate. (It is known that the County Council have attempted to meet points of criticism by providing for representation of divisional executives on the Education Committee and by giving executives additional delegated powers. This new reform is to be brought into force for a trial period of twelve months.)

The present system of administration of the Library Service within the urban district, with day-to-day working effected by the District Council and its Library Committee but with county supervision in certain matters has proved irksome, for the Library Service has to conform to the county pattern and individual schemes and ideas for local needs prompted by the District Council have not always been supported. There is also some duplication of effort.

III. The Urban District Council was one of the authorities which had power to become "excepted districts" under the Education Act, 1944, and then decided that it would be to the educational advantage of their district to form part of a larger divisional executive area. The Council considers that in the revision of functions to be recommended by the Royal Commission, a county district authority of sufficient size (say with a population of 60,000 or more as outlined in Part III of the Local Government Bill for County District Authorities outside the Metropolitan Area) should be given an opportunity of applying for a direction constituting the district an "excepted district". The Council, however, acknowledge that in the Metropolitan part of Surrey in which the urban district is situated, it might be considered that educational advantages accrue from the urban district forming part of a larger divisional executive area and at this stage the Council would not wish to be committed to having opted for becoming an "excepted district" or remaining as part of a divisional executive. If divisional executive organisation has to remain for the district, widely increased powers should be given to it. District Council should be given full powers to administer Library Service.

Youth Employment Service

I. At present administered by County Council.

II. No defects known, present arrangements satisfactory but District Council wish to place on record their view that this service should be administered by the District Council if they become an "excepted district".

Agricultural Education

I. Wholly administered by the County Council as the local education authority.

II. No defects known, present arrangements satisfactory.

ENVIRONMENTAL HEALTH

Baths, Washhouses and Bathing Places

I. Powers vested in the District Council.

II. No defects known, present arrangements satisfactory.

Control of Watercourses, Ditches and Ponds

I. At present exercised as to part by the County Council and part by the District Council.

II. and III. Whilst it is considered that main rivers should be dealt with by the County Council, it is felt that smaller streams and tributaries (now dealt with by the County Council) could be more effectively and economically dealt with by the District Council.

Disinfestation of Premises and Articles

I. Powers at present exercised by District Council.

II. No defects known, present arrangements satisfactory.

Drainage of Trade Premises

I. Powers at present exercised by District Council.
II. No defects known, present arrangements satisfactory.

Mortuaries and Post-Mortem Rooms

I. Powers at present exercised by District Council, except for the provision of mortuaries and post-mortem rooms which are now exercised by a Joint Board (with Carshalton Urban District Council).
II. No defects known, present arrangements satisfactory.

Public Conveniences

I. Powers at present exercised by District Council.
II. No defects known, present arrangements satisfactory.

Refuse Collection and Disposal

I. Powers at present exercised by District Council, but County Council (i) as local planning authority have powers to assist in finding disposal sites in the county area; and (ii) as health authority have Local Act powers to control siting of refuse dumps by the District Council outside its own district.
II. Present arrangements are satisfactory, but mention must be made of the serious problem of finding additional tipping sites.
III. The County Council should treat with more urgency the allocation of suitable areas in the Development Plan for use by local authorities whose areas are deficient in tipping facilities.

Regulation of Buildings and Sanitation of Buildings

I. Powers at present exercised by District Council.
II. No defects known, present arrangements satisfactory.

Sewerage and Sewage Disposal

I. Powers as to sewerage at present exercised by District Council. Powers as to sewage disposal at present exercised by a Joint Sewerage Board with Mitcham Borough and Beddington and Wallington Borough.
II. No defects known, present arrangements satisfactory.

Street Cleansing

I. Powers at present exercised by District Council, except cleansing of trunk roads and two Class I roads which are the responsibility of the County Council.
II. and III. No defects known, present arrangements satisfactory, but it is considered that cleansing of the Class I roads referred to could be more economically carried out by the District Council.

Burial Grounds, Cemeteries and Crematoria

I. Powers at present exercised as to Cemeteries, by a Joint Board (with Carshalton Urban District Council) as to a Crematorium, by a Joint Board (with Battersea Municipal Borough Council, Sutton and Cheam Borough Council and Carshalton Urban District Council).
II. No defects known, present arrangements satisfactory.

Parks and Open Spaces

I. Powers at present exercised by District Council.
II. No defects known, present arrangements satisfactory.

Powers and Duties under Physical Training and Recreation Act, 1937

I. Powers at present exercised by the County Council as the local education authority, and also by the District Council.

II. No defects known, present arrangements satisfactory.

Prevention of River Pollution

I. Powers at present exercised by the County Council (where they are river authority) and also by District Council.

II. No defects known, present arrangements satisfactory.

HOUSING

Provision of Houses

I. Powers at present exercised by the District Council.

II. No defects known, present arrangements satisfactory.

Slum Clearance

I. Powers at present exercised by the District Council.

II. No defects known, present arrangements satisfactory.

Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses

I. Powers at present exercised by the District Council.

II. No defects known, present arrangements satisfactory.

Regulations of Buildings and Bye-laws

I. Powers at present exercised by the District Council.

II. No defects known, present arrangements satisfactory.

PERSONAL HEALTH AND WELFARE

Powers and duties under the National Health Service Acts

I. Powers at present exercised by the County Council, with some delegation to Divisional Health Sub-Committee for area of Merton and Morden Urban District, Mitcham Borough and Wimbledon Borough.

II. The District Council have only minority representation on Divisional Sub-Committee which could possibly produce an inimicable administration arrangement for this important local service. The Divisional Committee system is too remote from the local electorate.

III. The District Council should have the opportunity (as set out in Part III of the Local Government Bill for county district authorities of 60,000 or more population outside the Metropolitan Area) to make a delegation scheme for the exercise of these functions if they so desire.

Mental Health Service

I. At present administered by the County Council.

II. No defects known, present arrangements satisfactory.

Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

I. Powers at present exercised as to part by the County Council and part by the District Council. The County Council delegate certain of their welfare functions to a Divisional Welfare Sub-Committee.

II. The District Council have only minority representation on Divisional Sub-Committee which could possibly produce an inimicable administration arrangement for this important local service. The Divisional Committee system is too remote from the local electorate.

III. The District Council should have the opportunity (as set out in Part III of the Local Government Bill for county district authorities of 60,000 or more population outside the Metropolitan area) to make a delegation scheme for the exercise of these functions if they so desire.

Care of Children

I. Powers at present exercised by the County Council through their Children's Committee.

II. and III. Present arrangements reasonably satisfactory but District Council consider that:

(1) If County administration of health and welfare functions is to remain, there should be a similar divisional administration of Child Care Services, which would bring advantages of easier operation and better personal contacts at divisional level between the personnel of Health, Welfare and Children's Departments, who essentially work hand-in-hand; and

(2) If District Council take delegation of health and welfare functions they should also administer functions for Care of Children.

Registration of Nurseries and Child-minders

I. At present administered by the County Council.

II. and III. District Council officers assist in supplying reports as to premises, etc. If District Council take delegation of health and welfare functions this function should also be administered by District Council.

Notification of Infectious Diseases

I. Powers at present exercised by the District Council.

II. No defects known, present arrangements satisfactory.

Health Education

I. Powers at present exercised as to part by the County Council (as the local health authority) and part by the District Council (as the local sanitary authority).

II. There is duplication of work in this sphere.

III. The responsibility for this service should be transferred to the District Council, but only if the District Council take over powers and duties under the National Health Service Acts.

TOWN AND COUNTRY PLANNING

Town and Country Planning

I. The County Council are the local planning authority but have delegated to the District Council their functions under Part III of the 1947 Act relating to the control of development, subject to certain conditions and reservations as to "scheduled" applications, which go forward for consideration by Area Sub-Committee (and if necessary County Planning Committee).

II. Whilst the system of delegation has worked reasonably well, it involves an appreciable amount of duplication of effort in records, consultations and attendances at Area Sub-Committees. In ten years working, of some 2,750 Town Planning Applications, 379 have been scheduled for consideration by the Area Committee, and in only six cases has the final decision been materially different from the District Council's recommendation. The Council consider there has been a wastage of staff effort and also unnecessary additional cost to the Town Planning Service.

III. The delegation of powers to the Council should be so wide as to make the Council responsible for its own development and every-day control within the framework and principles of the Development Plan (now approved by the Minister).

Powers and duties under the National Parks and Access to the Countryside Act, 1949

I. At present exercised as to part by the County Council and part by the District Council.

II. No defects known, present arrangements satisfactory.

TRAFFIC

Construction, improvement and maintenance of roads and bridges

I. Powers at present exercised as to part by the County Council, and part by the District Council. The District Council are a "claiming" authority in respect of improvement and maintenance of county roads (except two unclaimed county roads) and are the highway authority for district roads. The District Council also act as agents for the County Council in respect of bridges on classified roads.

II. and III. District Council consider that the maintenance of the two unclaimed county roads could be more economically carried out by the District Council. Regarding minor traffic matters, such as provision of 'bus stops, 'bus bays, refuges, etc., District Council consider that London Government suffers at present from having too many avenues of joint consultation.

Street Lighting

I. At present the responsibility of the District Council.

II. No defects known, present arrangements satisfactory.

Naming of streets and numbering of houses

I. At present the responsibility of the District Council.

II. No defects known, present arrangements satisfactory.

Parking Places

I. At present the responsibility of the District Council.

II. No defects known, present arrangements satisfactory.

Road Safety

I. At present the responsibility of the District Council.

II. No defects known, present arrangements satisfactory.

Provision of 'bus shelters

I. At present the responsibility of the District Council in conjunction with London Transport Executive.

II. No defects known, present arrangements satisfactory.

Private Street Works

I. At present the responsibility of the District Council.

II. No defects known, present arrangements satisfactory.

Evidence submitted by the Walton and Weybridge Urban District Council

COUNCIL OFFICES,
WALTON-ON-THAMES
28th June, 1958.

SIR,

Royal Commission on Local Government in Greater London

I am directed to refer to your letter of the 7th February, 1958, addressed to the Chairman of the Council, and to forward the attached outline of the present arrangements with regard to the functions specified in that letter, together with the Council's observations in respect of some of the items.

At the same time, the Council have asked me to express the following:

(1) Maintenance of the Metropolitan Green Belt

Following the recommendations of Professor Abercrombie, the whole of this district has for years been regarded as within the Metropolitan Green Belt area, and the Minister has, on appeal, repeatedly supported the Council's efforts to maintain it as such. In the Surrey County Council's Development Plan this district is to remain in the Green Belt area, whilst the town map, which is in an advanced state of preparation, specifically declares the intention to retain the remaining open land outside the limits of development as part of and in character with the Green Belt, and to do everything possible to prevent the present pressure to build here and elsewhere around London, tending towards the coalescence of the district with adjacent built-up areas.

Partly fortuitously and partly by determined adherence to the Green Belt principle, the inner boundary of the belt is already quite clearly defined on this side of London. The first feeling of the spaciousness which one associates with the term "Green Belt" arises in the vicinity of Giggs Hill Green on the Portsmouth Road, adjacent to the offices of the Milk Marketing Board at Thames Ditton.

The Council feel that it is sound policy that the inner edge of the Metropolitan Green Belt should be finally determined now, and that their efforts loyally to observe the principles of the Abercrombie report in this respect should be recognised and strongly supported by the Commission.

(2) Community of Interest

With a density of population averaging approximately 4½ persons to the acre, this district has not the slightest affinity or community of interest with the closely-developed and densely-populated area of London and its environs. Its future expansion is to be restricted to two small areas within the existing limits of development, although some of the larger properties may be converted. There is no suggestion that the limits of development should be extended.

(3) Divisional Administration

For the purposes of the Surrey County Council's Divisional Administration, this district looks naturally to the west for the functions of Education, Health, Welfare, Planning and Civil Defence, being grouped with the Urban Districts of Chertsey, Egham, Frimley and Camberley, and Woking, together with the Rural Districts of

Bagshot and Guildford (part), all working from the Divisional Administrative Centre at Woking. In the Council's opinion this association is very appropriate, and has worked well.

The Council are confident that the best interests of the residents of this area would be adequately served by the retention of the present two-tier structure of Local Government, subject to the relatively minor suggestions contained in the attached outline as to increased delegation of powers by the Surrey County Council, with whom this Council's relations have, particularly during recent years, been most cordial.

Thirty additional copies of this letter and the enclosures are enclosed and I have been instructed to confirm that the Council will co-operate with the Commission to the full and would welcome a visit to the district by the Commission. So far as the Council are concerned this visit could take place at any time, but some of the members and chief officers will be taking their holidays during the next two months, and, if it would not inconvenience the Commission, it would be helpful if any such visit could take place not earlier than September.

I am, Sir,
Your obedient Servant,
(Signed) W. H. HARRIS,
Clerk of the Council.

SIR EDWIN HERBERT, K.B.E.,
Chairman,
ROYAL COMMISSION ON LOCAL GOVERNMENT
IN GREATER LONDON.

Outline of Present Arrangements, with Observations

I—Present Arrangements. II—Defects in Present Arrangements. III—Suggested Remedies. IV—Estimated Expenditure 1958/9—(where no figures are quoted, allocation of expenditure to the head in question is not readily ascertainable).

EDUCATION

Education

I. *County Council* with some delegation to divisional executives. Walton and Weybridge Urban District is within North-Western Division which also includes:

Chertsey Urban District, Egham Urban District, Frimley and Camberley Urban District, Woking Urban District, Bagshot Rural District, Guildford Rural District (part).

Within the Urban District there are the following county schools:

(a) *County Secondary*	4
(b) *Primary*	9
(c) *Technical and Further Education*:	
Technical College	1
Evening Institutes	2

II. Only comparatively routine matters are at present delegated under very strict financial control.

III. The continuation of some form of divisional administration is considered to be desirable, provided the degree of delegation to divisional executives is extended. The County Council have adopted a revised scheme for divisional administration to be operative for a trial period of 1 year from 1st July, 1958. Total of £220,844: Rate in £ of 5s. 9·23d. (County precept).

Agricultural Education

I. *County Council.* No special provision in district, but facilities available to local students in other parts of county.

Youth Employment Service

I. *County Council.* Centre in district serving this and Chertsey Urban Districts.

ENVIRONMENTAL HEALTH

Baths, washhouses and bathing places

I. *District Council.* Powers exercised only in respect of two bathing places on River Thames.
IV. Total of £856: Rate in £ of 0·27d.

Control of Watercourses, ditches and ponds

I. District within Thames Conservancy area except for the rivers for which that authority is responsible, the District Council exercise their powers under the Public Health Acts, including a seasonal mosquito-control service.

Disinfestation of Premises and Articles

I. *District Council.*

Drainage of Trade Premises

I. *District Council.*

Mortuaries and Post-mortem Rooms

I. *District Council.* The Council have two mortuaries, one of which has facilities for post-mortem examinations.
II. Neither mortuary has refrigeration plant.
III. Question of improved accommodation to serve Chertsey, Egham and this district jointly is being considered by the three Councils.

Public Conveniences

I. *District Council.* Apart from conveniences in recreation grounds, the Council have provided three groups of public conveniences, including one at the riverside at Weybridge. A convenience at the riverside near Walton Bridge is under construction.
IV. Total of £2,078: rate in £ of 0·65d.

Refuse Collection

I. *District Council.* Both refuse and salvage collections are made weekly throughout the district. Refuse disposal is effected by controlled tipping, as a result of which several extensive areas of low-lying land have been reclaimed for use for agriculture, horticulture, playing fields and common land.
IV. Total of £31,787: Rate in £ of 10d. (Income from salvage has averaged approx. £4,730 per annum since 1950).

Regulation of Buildings and Sanitation of Buildings

I. *District Council.*

Sewerage and Sewage Disposal

I. *District Council.* Whole of sewage of district is effectively treated at two works:

Area	*Works*	*Outfall*
Weybridge	New Haw	River Wey.
Remainder of District	Weylands, Hersham	River Mole.

IV. Total of £30,687: Rate in £ of 9·65d.

Street Cleansing

I. *District Council.* This service is operated mainly with mechanical street-sweeping vehicles.

IV. Total of £11,464: Rate in £ of 3·62d.

Burial Grounds, Cemeteries and Crematoria

I. *District Council.* The Council own 4 burial grounds, at 2 of which approximately 11 acres of land in total are available for future use, and are likely to be sufficient to meet any foreseeable demand.

IV. Total of £5,072: Rate in £ of 1·59d.

Parks and Open Spaces

I. *District Council.* The Council own:

	Acres
Recreation Grounds and playing fields	136
Open spaces	121
	257

These are well distributed throughout the Urban District and the Council lose no opportunity of acquiring additional land for open spaces when circumstances permit.

IV. Total of £21,107: Rate in £ of 6·62d.

Powers and Duties under Physical Training and Recreation Act, 1937

I. *County Council and District Council.* The District Council have established a sports ground 10 acres in extent at Stompond Lane, incorporating running track and facilities for athletics and a football pitch and tennis courts, which is generally recognised as being one of the best amateur sports grounds in South-East England.

IV. Total of £3,269: Rate in £ of 1·02d.

Prevention of River Pollution

I. *Thames Conservancy.*

HOUSING

Provision of Houses

District Council. No. of permanent dwellings provided:

	Houses	*Flats*	*Total*
Pre-1940	589	—	589
Post-1945	1,144	359	1,503
	1,733	359	2,092

being approximately 16⅔ per cent. of the total dwelling houses in the district. It is the Council's policy not to make rate fund contributions to the Housing Revenue Account, except in respect of the housing of old people.

IV. Total of £1,000: Rate in £ of 0.31d.

Slum Clearance

District Council. The Council expected to deal with about 75 properties in the first five year programme. 53 have already become subject to slum clearance procedure.

Assistance to other bodies or persons to facilitate the acquisition, construction or improvement of houses

District Council. (Surrey County Council do not exercise their concurrent powers). Since 1945 Council have authorised:

Loans	£671,888
Improvement Grants . . .	£2,822
Building Society Guarantees . .	£2,355

Regulation of buildings and Bye-laws

I. *District Council.*

PERSONAL HEALTH AND WELFARE

Powers and duties under the National Health Service Acts

I. *County Council.* Some delegation to North-Western Divisional Health Sub-Committee on which District Council represented.

IV. Total of £25,870: Rate in £ of 8·11d. (County Precept).

Mental Health Service

County Council.

Powers and duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944

I. *County Council and District Council.* Some delegation by County Council to Divisional Welfare Sub-Committee on which District Council represented. The Council have exercised their powers to make grants to old people's organisations under Section 31 of the National Assistance Act, 1948.

II. Local authorities should be in a position to afford direct services to old people.

III. Amendment of Section 31 of 1948 Act.

Care of Children

I. *County Council.*

IV. Total of £7,398: Rate in £ of 2·32d. (County Precept).

Registration of Nurseries and Child-minders

I. *County Council.*

Notification of Infectious Diseases

I. *District Council.*

Health Education

I. *County Council and District Council.*

TOWN AND COUNTRY PLANNING

Town and Country Planning

I. *County Council* who have delegated their powers under Part III of the Town and Country Planning Act, 1947, to the District Council. The delegation agreement provides for certain planning applications to be referred to Area Sub-Committees of the County Planning Committee. The District Council are represented on the North-Western Sub-Committee.

II. The present administrative arrangements, particularly the Area Sub-Committee organisation, are cumbersome and cause delay. When a town map has been adopted the justification for an Area Sub-Committee will be lessened, since a District Council could adequately and satisfactorily control development within the scope allowed by the map.

III. The County Council have already decided to review the scheme of organisation and administration.

IV. **Urban District Council.** Total of £160: Rate in £ of 0·05d.
County Council. Total of £3,595: Rate in £ of 1·13d (Precept).

Powers and duties under the National Parks and Access to the Countryside Act, 1949

I. *County Council and District Council.*

TRAFFIC

Construction, improvement and maintenance of roads and bridges

I. *County Council and District Council.* The District Council are a "claiming" authority in respect of the maintenance of county roads. The District Council maintain all unclassified roads which have been taken over.

The Ministry of Transport is responsible for the small section of the Portsmouth Road (A.3) in this district.

Roads	*Mileage*
Trunk	1·16
Class I	9·77
Class II	10·60
Class III	5·45
District	41·40
	68·38

II. The amount allocated annually by the Minister of Transport to the County Council is totally inadequate for the latter to allot sufficient funds to the District Council.

III. The Minister to approve much higher annual expenditure.

IV. **Urban District Council.** Total of £22,371: Rate in £ of 7·01d.
County Council. Total of £28,806: Rate in £ of 9·03d. (Precept).

Street Lighting

I. *District Council.* A comprehensive scheme of modern street lighting costing approximately £40,000 has recently been completed.

II. Standardisation with adjacent areas desirable.

IV. Total of £13,589: Rate in £ of 4·26d.

Naming of Streets and numbering of houses

I. *District Council*

Parking Places

I. *District Council.* Subject to Minister of Transport's approval in respect of those on the highway.

Road Safety

I. *District Council.* A Road Safety Committee has been set up.
IV. Total of £220: Rate in £ of 0·07d.

Provision of 'bus shelters

I. *District Council* in conjunction with London Transport. 3 Shelters have been provided by the Council.

Private Street Works

I. *District Council.* The Council have a progressive programme for dealing with private streets which are in an unsatisfactory condition.
III. Ministerial control with regard to loan sanction has been too rigid. Private street works legislation requires amendment, particularly with regard to degree of benefit and flank frontage.

General and Statistical Information

The Walton and Weybridge Urban District was created by the Surrey Review Order, 1933.

It is bounded on the north by the River Thames, on the east by the River Mole, on the west by the River Wey, and on the south to a very large extent by the main Portsmouth Road.

Area	9,049 acres
Registrar-General's estimate of population (mid-1957)	42,200
Rateable value (1st April, 1958)	£789,745
Estimated Product of 1d. Rate	£3,190
General Rate for year ending 31st March, 1959	14/6d.

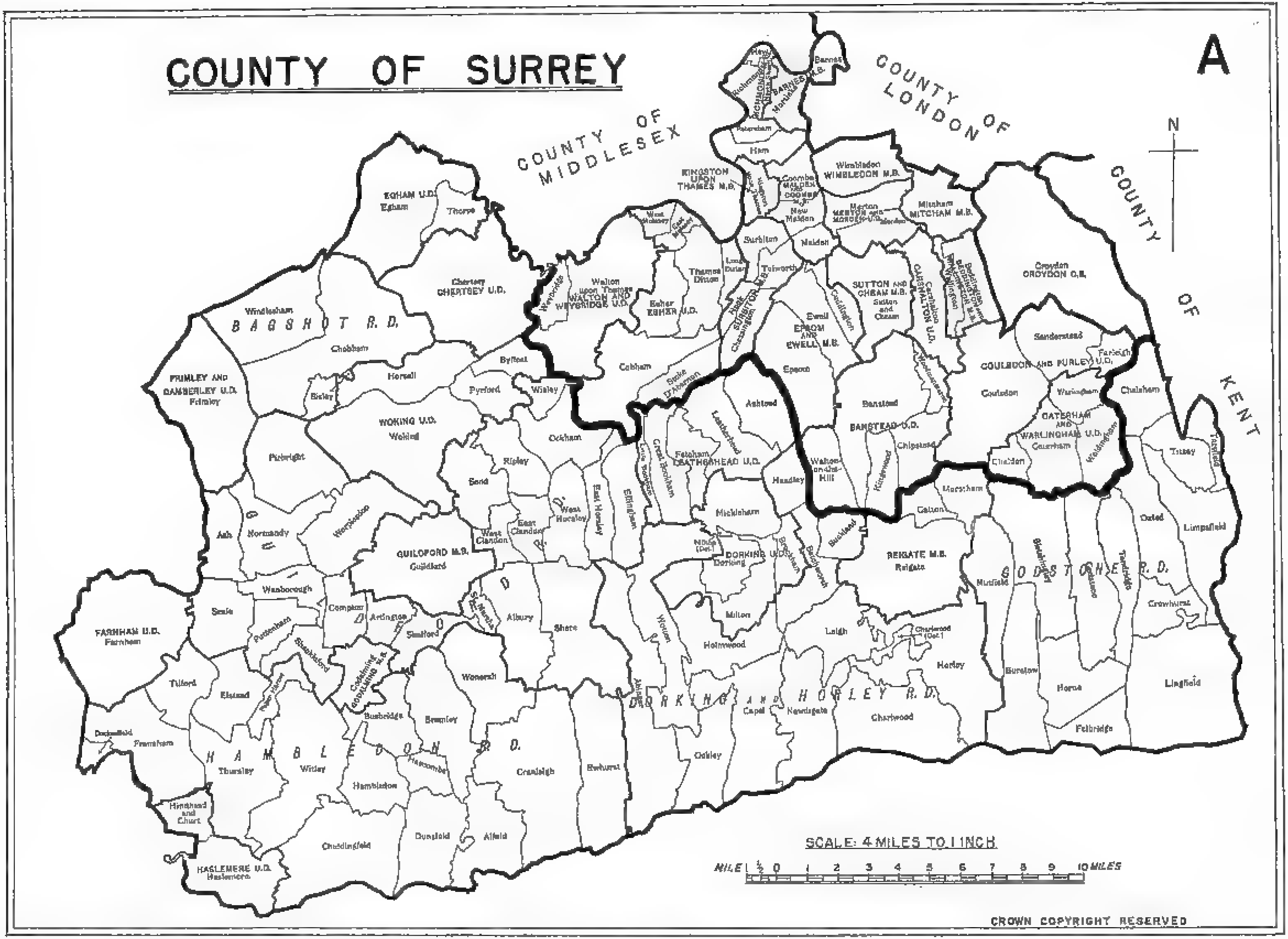
Loans outstanding:

General	£302,854
Housing (including S.D.A.A. and Housing Act advances)	£3,100,301
(At 31st March, 1958) Total:	£3,403,155

Printed in England under the Authority of HER MAJESTY'S STATIONERY OFFICE
by McCorquodale, London, S.E. Wt. 1778. K6.

1962

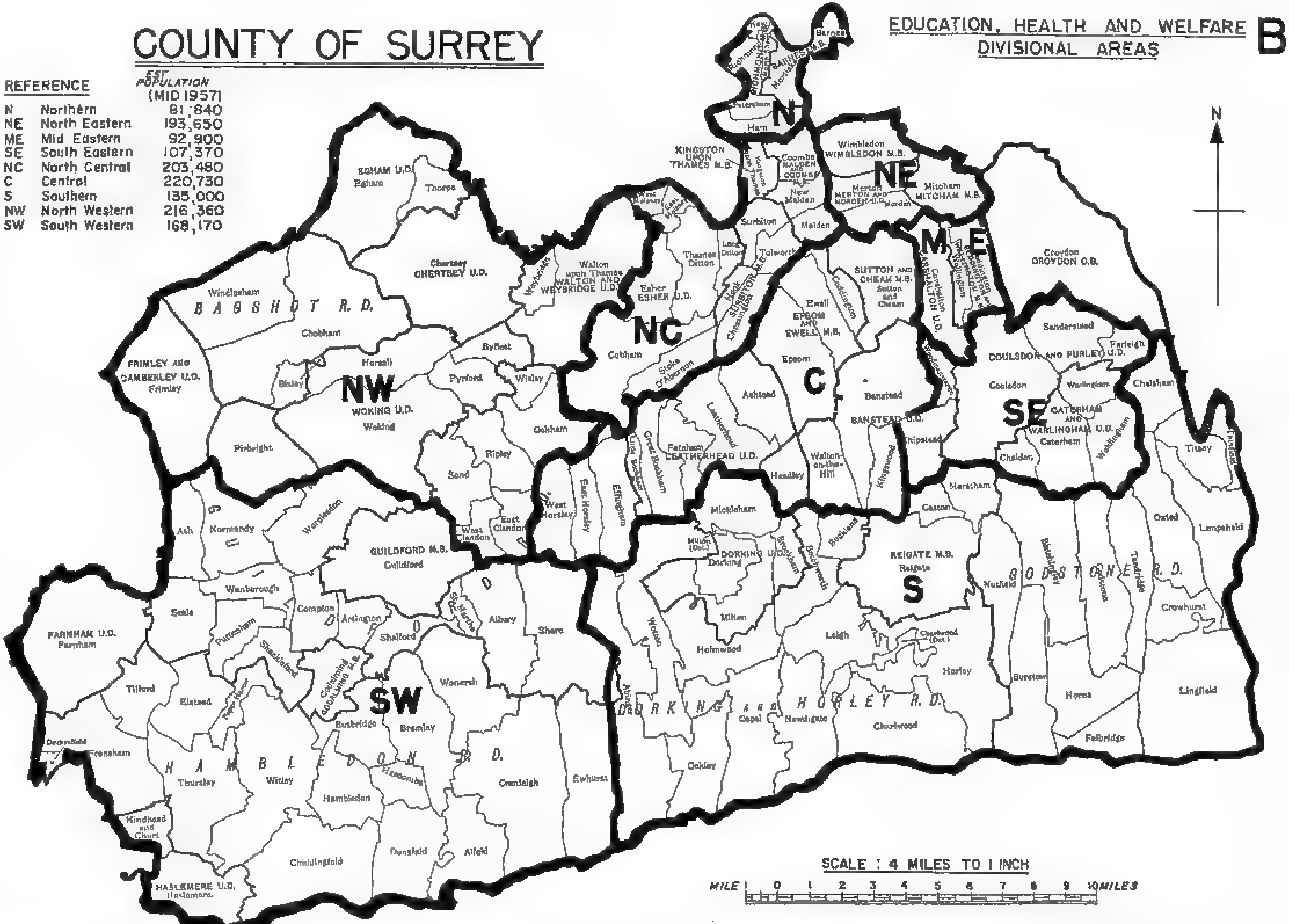
COUNTY OF SURREY



COUNTY OF SURREY

EDUCATION, HEALTH AND WELFARE DIVISIONAL AREAS B

REFERENCE		EST. POPULATION (MID 1957)
N	Northern	81,840
NE	North Eastern	193,650
ME	Mid Eastern	92,900
SE	South Eastern	107,370
NC	North Central	203,480
C	Central	220,730
S	Southern	135,000
NW	North Western	216,360
SW	South Western	168,170



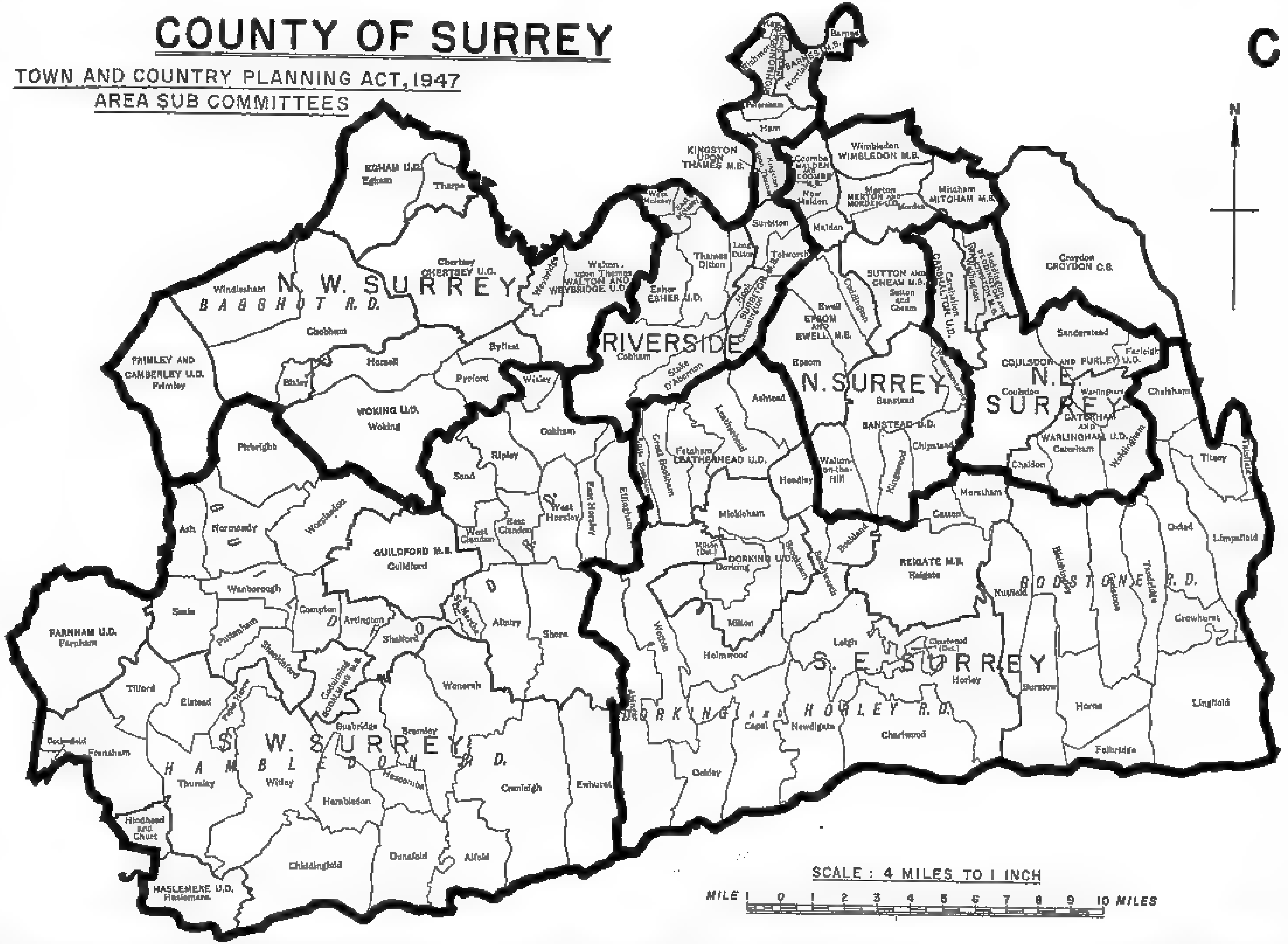
CROWN COPYRIGHT RESERVED

Printed image digitised by the University of Southampton Library Digitisation Unit

COUNTY OF SURREY

TOWN AND COUNTRY PLANNING ACT, 1947
AREA SUB COMMITTEES

C



CROWN COPYRIGHT RESERVED

ROYAL COMMISSION ON
LOCAL GOVERNMENT IN GREATER LONDON

Written Evidence from Local Authorities, Miscellaneous Bodies and Private Individuals

VOLUME V

MISCELLANEOUS BODIES AND PRIVATE INDIVIDUALS

LONDON
HER MAJESTY'S STATIONERY OFFICE
1962

1962

EXPLANATORY NOTE . . .

The evidence submitted to the Royal Commission falls into the following categories:

(1) Written evidence of government departments ;

(2) Written evidence of local authorities and other bodies, e.g. local authority associations, the universities, professional bodies, political parties and groups, societies, and ratepayers' associations ;

(3) Written evidence of private individuals ; and

(4) Oral evidence from all these sources.

The evidence under (1) and (4) above has already been published by Her Majesty's Stationery Office. This further publication of written evidence includes categories (2) and (3) above is in five volumes.

At the beginning of each volume there are reproduced the various letters which were sent by the Commission inviting the submission of written evidence, and the notice which was issued to the Press.

In selecting the evidence in (2) and (3) above for publication, the Commission decided:

(a) that it was not necessary to publish items received in evidence which were themselves already public documents, for example, schemes of delegation of functions, instruments of government of schools, booklets, etc.

(b) to omit any representations which they considered to be outside their terms of reference, and

(c) to limit the publication of representations submitted by private individuals to those which the Commission considered most relevant to their inquiry.

This volume contains the written evidence of miscellaneous bodies and private individuals.

The remainder of the evidence in (2) and (3) above is published in companion volumes.

CONTENTS

Page

Letter of 17th February, 1958, from Chairman of Royal Commission to Local Authorities inviting evidence 7

Letter of 20th February, 1958, from Secretary of Royal Commission to Miscellaneous Bodies inviting evidence 11

Press Notice issued on 20th February, 1958 13

Letter of 24th March, 1958, from Chairman of Royal Commission to the Vice-Chancellors of Universities 14

Letter of 19th August, 1958, from Chairman of Royal Commission to Local Authorities inviting further evidence 15

Miscellaneous Bodies

- Abbots Langley Labour Party 16
- Abbots Langley Residents' Association 22
- Association of Land and Property Owners and The Associated Owners of City Properties 25
- Association of Headmasters, The Incorporated 30
- Association of Assistant Masters, The Incorporated . . . 33
- Association of Headmistresses Incorporated 36
- Association of Assistant Mistresses Incorporated 38
- Association of Technical Institutions and Association of Principals of Technical Institutions 40
- Association of Public Health Inspectors and Guild of Public Health Inspectors 50
- Association of Teachers in Colleges and Departments of Education 56
- Association of Teachers in Technical Institutions 57
- Barnet Division Conservative Association 58
- Beckenham Planning Group 60
- Borough of Bexley Ratepayers' and Residents' Association . . 62
- Bow Group 66
- Bushey Heath Ratepayers' Association 71
- Bushey New Ratepayers' Association 72
- Caterham and District Residents' Association 76
- Catholic Education Council 77
- Chelsea Gardens Guild 78
- Chelsea Society 79
- Chelsham and Woldingham Association Limited 84
- Chorleywood Residents' Association 89
- Cinematograph Exhibitors' Association of Great Britain and Ireland—London and Home Counties Branch 92
- City and Borough Architects Society 94
- Dagenham Divisional Labour Party 97
- District Medical Officers of Health (Greater London) Committee . 99
- District Surveyors' Association 105
- Eastbury Residents' Association 113
- Elstree Rural Preservation and Green Belt Society 115
- Essex Federation of Labour Parties 116
- Essex Local Medical Committee 119

Page

Federation of Ratepayers and Kindred Associations of Middlesex 121
Finchley Ratepayers' Association 126
Friern Barnet Ratepayers' Association 127
Green Belt Council for Greater London 129
Grove Park Tenants' Association 131
Hampstead League of Young Liberals 134
Herts County Teachers' Association 139
Hogsmill Valley Joint Sewerage Board 143
Ilford Central Labour Party and Trades Council 145
Institute of Almoners (Incorporated) 148
Institute of Burial and Cremation Administration 151
Institute of Public Cleansing 154
Institute of Sewage Purification 160
Institute of Shops Acts Administration 162
Institution of Highways Engineers 164
Institution of Municipal Engineers 167
International Centre for Regional Planning and Development . 170
Lee Conservancy Catchment Board 175
Liberal Party Organisation 182
Library Association 184
Local Medical Committee for the County of London . . . 189
London Council of Social Service 218
London County Council Staff Association 224
London District Committee of the Communist Party . . . 234
London and Home Counties Traffic Advisory Committee . . 245
London Labour Party 250
London Municipal Society 255
London Society 269
London Teachers' Association 270
Manorial Society of Great Britain 273
Mental After Care Association 277
Metropolitan Police 278
Middlesex Local Medical Committee 279
Middlesex Touring Club 289
Minority of Members on the Barnes Borough Council . . . 291
Minority of Members on the Fulham Metropolitan Borough Council 294
Minority Party on the London County Council 297
Minority of Members on the Penge Urban District Council . . 305
Minority of Members on the Richmond Borough Council . . 307
Minority of Members on the Ruislip-Northwood Urban District Council 310
Mottingham Residents and Ratepayers' Association . . . 314
National Association of Fire Officers 317
National Association of Head Teachers (South Herts Branch) . 318

Page

National Association of Local Education Authority Youth Service Officers 319
National Chamber of Trade—Greater London Area Council . 320
National Federation of Women's Institutes 327
National Housing and Town Planning Council 329
National League of the Blind—London and Home Counties District Council 332
National Library for the Blind 335
National and Local Government Officers' Association . . . 338
National Union of Conservative and Unionist Associations—Home Counties North Provincial Area 340
New Hampstead Society 345
Northaw and Cuffley Ratepayers' Association 347
Northaw Women's Institute 348
North Mymms Ratepayers' Association 349
Odhams (Watford) Limited 351
Poplar Borough Municipal Alliance 352
Regional Advisory Council for Higher Technological Education—London and Home Counties 354
Residents of Aldersbrook Estate—East Ham 366
Residents of Carpenders Park—Watford Rural Parish . . . 367
Richmond Society 369
Romford Borough Constituency Labour Party 372
Royal College of Midwives 373
Royal College of Nursing 375
Royal Institute of British Architects 377
Royal Institution of Chartered Surveyors 382
Royal National Institute for the Blind 387
St. Marylebone Chamber of Commerce 390
St. Pancras Chamber of Commerce 392
Society of Clerks of Urban District Councils in England and Wales 393
Society of County Librarians 395
Society of Housing Managers 402
Society of Municipal and County Chief Librarians 405
South East Metropolitan Regional Hospital Board 407
South West Herts Teachers' Association 408
Standing Joint Committee of the R.A.C., A.A. and R.A.S.C. . . 410
Stepney Chamber of Commerce 413
Sun Printers Limited 415
Surrey County Teachers' Association 417
Teaching Hospitals Association 419
Thames Conservancy 420
Town and Country Planning Association 423
Town Planning Institute 425
University of Liverpool—
  Department of Civil Design 437

Page

University of London—

London School of Economics and Political Science . . . 440
Centre for Urban Studies, University College London . . 640

University of Southampton—

Dr. Peter G. Richards 700
Violet Melchett Infant Welfare Centre 706
Watford and District Manufacturers' Association 708
West Kent Main Sewerage Board 712
Weybridge and District Young Liberal Association . . . 722
Weybridge Residents' Association 723
Women Public Health Officers' Association 724

Private Individuals—

Mr. D. P. Adkins 726
Mr. C. E. M. Cates 729
Mr. M. P. Collins, B.A. 731
Mr. W. B. Deller 738
Mr. P. E. Dimmock 739
Mr. J. Gardner 744
Rev. Walter Gill 745
Professor J. A. G. Griffith, LL.M. 747
Mr. M. F. Hackett 751
Mr. J. Harley 756
Mr. O. B. Howell 765
Mr. Hugh Jenkins 768
Mr. D. W. Lloyd, B.A., A.M.T.P.I. 771
Mr. J. E. Miller 776
Mr. D. W. Mountain 780
Mr. and Mrs. E. J. Nickson 781
Mr. M. J. O'Hagan 797
Mr. John Parker, M.P. 798
Mr. J. Penney 802
Mr. I. D. Thomson 805
Mr. E. M. Wright 807

Chairman's letter to Local Authorties inviting evidence

Sanctuary Buildings
16 Great Smith Street
London, S.W.1

17th February, 1958

The Royal Commission on Local Government in Greater London, of which I am Chairman, has begun its consideration of the questions referred to it. A statement showing the membership and terms of reference is attached at Appendix A.

2. The Commission hope for the co-operation of the local authorities concerned and, for their part, as far as possible wish to meet the convenience of the authorities.

3. The Commission wish first of all to examine the effectiveness and convenience of the present organisation of local government in the area under review for the purpose of performing the functions entrusted to local government. The Commission intend to concentrate their attention in the first instance on the following services, viz :

Education
Environmental health services
Housing
Personal health and welfare
Town and country planning
Traffiic

Concurrently with all these, the Commission will consider the general aspects of finance and administration. The main functions which are comprised under the above headings are set out in Appendix B.

4. Your Council is therefore invited to submit evidence to the Commission and if it decides to do so, to deal with the matter under the following heads :

I. A description of the present arrangements within the Council's area for carrying out the functions specified in para. 3 above, irrespective of whether or not the Council is responsible for that service (either alone or jointly with others) ; and of any defects which have been encountered.

II. An analysis of any defects which the Council see in the present arrangements and of the extent to which, in the opinion of the Council, these are due to defects in the organisation of the local government in the area.

III. An outline of any views the Council may have on how these defects may be remedied.

An outline only is asked for at this stage. The Commission will afford the Council an opportunity later of supporting and, if desired, elaborating such views. Moreover, the Commission propose to regard such an outline as being of a preliminary nature only, which the Council would be free to enlarge upon at a later stage. If, on the other hand, the Council wish to put forward its fully detailed views at this stage, it is quite free to do so and also to deal with matters other than those referred to above which the Council may wish to bring to the notice of the Commission.

5. There is, of course, no objection from the Commission's point of view to local authorities combining to submit evidence or to their submitting evidence separately or jointly through their Associations.

6. The Commission would be glad if the Council could submit the evidence requested in para. 4 above as soon as possible and in any event not later than 17th May, 1958.

7. It would be appreciated if thirty copies of evidence could be submitted.

8. The Commission feel that they would be greatly helped if they could visit some of the local authority organisations in the area. These visits would be quite informal and their purpose would simply be to give the Commission some personal knowledge of the circumstances in which local authorities do their work. They would not be for the purpose of collecting evidence. While it would not be possible for them to visit every local authority in the area, the Commission would like to know at this stage whether in principle the Council would be willing to co-operate and to have their principal officers co-operate in a visit of this kind.

9. Finally, I might add that the Commission do not propose for the present to decide to what extent they will call for oral evidence or whether oral evidence would be taken in private or in public.

10. The Secretary of the Commission will, of course, give the Council any information and assistance which the Council may wish to have for the purpose of facilitating the preparation of their evidence.

Yours very truly

E. S. HERBERT

Chairman

APPENDIX A

Chairman

Sir Edwin Herbert, K.B.E.

Members

Paul S. Cadbury, Esq., C.B.E.
Miss Alice Johnston, C.B.E.
W. H. Lawson, Esq., C.B.E.
Professor W. J. M. Mackenzie
Sir Charles Morris
Sir John Wrigley, K.B.E., C.B.

Secretary

J. R. Niven, Esq.

TERMS OF REFERENCE

"To examine the present system and working of local government in the Greater London area ; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government ; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District."

APPENDIX B

Education

Education
Agricultural Education
Youth Employment Service

Environmental Health

Baths, Wash-houses and Bathing Places
Control of Water-Courses, Ditches and Ponds
Disinfestation of Premises and Articles
Drainage of Trade Premises
Mortuaries and Post-Mortem Rooms
Public Conveniences
Refuse Collection and Disposal
Regulation of Buildings and Sanitation of Buildings
Sewerage and Sewage Disposal
Street Cleansing

Burial Grounds, Cemeteries and Crematoria
Parks and Open Spaces
Powers and Duties under the Physical Training and Recreation Act, 1937
Prevention of River Pollution

Port Health Functions (where applicable)

Housing

Provision of Houses
Slum Clearance
Assistance to other Bodies or Persons to facilitate the Acquisition, Construction or Improvement of Houses
Regulation of Buildings and Bye-laws

Personal Health and Welfare

Powers and Duties under the National Health Service Acts
Mental Health Services
Powers and Duties under the National Assistance Acts and the Disabled Persons (Employment) Act, 1944
Care of Children
Registration of Nurseries and Child Minders
Notification of Infectious Diseases
Health Education

Town and Country Planning

Town and Country Planning
Powers and Duties under the National Parks and Access to the Countryside Act, 1949

Traffic

Construction, Improvement and Maintenance of Roads and Bridges
Street Lighting
Naming of Streets and Numbering of Houses
Parking Places
Road Safety
Bus Shelters
Private Street Works

Secretary's letter to Miscellaneous Bodies inviting evidence

Sanctuary Buildings
16 Great Smith Street
London, S.W.1

20th February, 1958

I am instructed by the Royal Commission on Local Government in Greater London to inform you that the Royal Commission has begun its consideration of the questions referred to it. A statement showing the membership and the terms of reference is set out overleaf.

2. If your organisation wishes to submit written evidence on all or any part of the terms of reference, the Commission will be happy to have it. It would be greatly appreciated if you could let the Commission have your evidence as soon as possible and in any event not later than 21st April, 1958, and if you could supply thirty copies of it.

3. There is, of course, no objection from the Commission's point of view to your organisation combining with other organisations to submit joint evidence.

4. The Commission's concern is with the organisation of local government within the area under review. Evidence should therefore relate to the effectiveness and convenience of local government machinery as distinct from the policies which individual local authorities may be applying in their various fields of activity.

5. The Commission do not propose to decide yet whether or to what extent they will require to hear oral evidence or whether oral evidence will be taken in private or in public.

I am Sir

Your obedient Servant

J. R. NIVEN
Secretary

ROYAL COMMISSION ON LOCAL GOVERNMENT IN GREATER LONDON

Chairman

Sir Edwin Herbert, K.B.E.

Members

Paul S. Cadbury, Esq., C.B.E.
Miss Alice Johnston, C.B.E.
W. H. Lawson, Esq., C.B.E.
Professor W. J. M. Mackenzie
Sir Charles Morris
Sir John Wrigley, K.B.E., C.B.

Secretary

J. R. Niven, Esq.

TERMS OF REFERENCE

"To examine the present system and working of local government in the Greater London area ; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government ; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District."

Press Notice

Sanctuary Buildings
16 Great Smith Street
London, S.W.1

20th February, 1958

The Royal Commission on Local Government in Greater London have written to all the local authorities in the area, explaining how the Commission propose to begin their investigation and inviting the local authorities to submit evidence. The letter states that the Commission wish first of all to see how the present arrangements are working in some of the main local authority functions such as education, environmental health services, housing, personal health and welfare services, town and country planning, and traffic.

The Commission are also prepared to receive evidence from members of the public. Any person who wishes to do so should send his evidence in writing to the Secretary of the Commission (Mr. J. R. Niven) at Sanctuary Buildings, 16 Great Smith Street, London, S.W.1.

Chairman's letter to the Universities inviting evidence

Sanctuary Buildings
16 Great Smith Street
London, S.W.1

24th March, 1958

I am writing to you as Chairman of the Royal Commission on Local Government in Greater London. (A statement showing the membership and the terms of reference of the Commission is attached).*

The purpose of this letter is to invite you to give the Commission your advice and help. It may well be that you have in the University particular scholars, or groups of scholars, who have made studies which have a special bearing on matters affecting the government of Greater London, evidence from whom would be of great value to us as members of the Commission. Obviously our first task is to assess how the present organisation of local government in Greater London works, what defects have been encountered and how far these defects are traceable to inadequacies in the machinery of government. But in order to do this we shall have to conduct our own enquiries over a wide field covering for instance the physical character of the Greater London area on the one side and the sociological character of the population on the other ; and are also concerned with the studies of specialists in Politics, Public Administration and Economics, who are interested in the affairs of London and other great cities.

While, no doubt, some individual scholars will be inclined to tender evidence to us on their own initiative, it occurs to us that it may be better in some cases to invite evidence from individual scholars and in other cases to invite groups of scholars to submit evidence to us jointly. I should be most grateful if you could consent to give me information about any work of likely concern to us which may be being undertaken in any one or more of the departments of the University ; and in addition it would be of great assistance to us if you could tell us of any group of scholars who might well be approached, not as individuals but as a group.

Any help that you can give us in this matter will be of very great assistance to us and I shall be extremely grateful for it.

E. S. HERBERT
Chairman

---

* Not reproduced—the same as Appendix A to Chairman's letter of 17th February, 1958, to local authorities inviting evidence on page 9.

Chairman's letter to Local Authorities inviting further evidence

Sanctuary Buildings
16 Great Smith Street
London, S.W.1
19th August, 1958

The Royal Commission have now received evidence from nearly all the local authorities to whom I wrote earlier this year. They have studied this evidence, including that submitted by your Council, and I should like to take this opportunity of thanking your Council for the pains that have evidently been taken in its preparation.

In due course we shall be inviting local authorities to meet the Commission for the purpose of giving those who have submitted written evidence an opportunity of discussing with the Commission any question the Commission wish to put and for the purpose of giving to representatives of the local authorities an opportunity of supplementing orally their written evidence. I shall be communicating with you later on upon this matter.

From our reading of the evidence already submitted it is evident that the representations of some local authorities will be of interest to others ; indeed we are aware of instances where copies of such representations have already been exchanged or made available. In instances where the advice of the Royal Commission has been asked we have encouraged this practice.

I am now writing to you to say—

(a) that if your Council wishes to see the representations submitted by any other authority you are perfectly at liberty to approach that other authortiy ;

(b) that if any other authority should approach your Council it would be in accordance with the wishes of the Royal Commission that your Council's representations should be made available to that other local authority ;

(c) that the representations of all local authorities are available at the office of the Royal Commission for inspection by any local authority ; and

(d) that if after such inspection your Council should wish to have copies of the representations of any local authority the Royal Commission will make arrangements for them to be supplied.

I should like also to remind you that the Royal Commission's original request to your Council was for outline evidence confined to what appeared to us to be the major functions of local government. After the Royal Commission have received oral evidence we propose to give each local authority the opportunity, should they then so wish, of filling in the outline in more detail.

Should, however, your Council wish to submit further evidence upon any local government function not covered by my previous letter it would be a convenience if it were in our possession not later than the 1st November, 1958. As before we should like to have thirty copies.

May I repeat that we are most grateful for the co-operation your Council has given to the Royal Commission and I have no doubt that we may continue to rely upon receiving that co-operation during the continuance of our labours.

E. S. HERBERT
Chairman

Evidence submitted by The Abbots Langley Labour Party

I have pleasure in enclosing on behalf of Abbots Langley Labour Party thirty copies of their Outline of Evidence for submission to the Royal Commission. My organisation would appreciate it if an opportunity were given to them to address the Commission orally in due course.

I was instructed to make the following observations on a Memorandum which is said to have been submitted to the Royal Commission by the Abbots Langley Residents' Association.

1. The Residents' Association, established about eighteen months ago, sponsored candidates both for the Parish Council and the Rural District Council elections recently. Their declared policy as set out in their election address was to "resist attempts to redraw local authority boundaries if it means that Abbots Langley will be absorbed into a larger unit." They further stated : "We do not intend to let it become a suburb of Watford or Hemel Hempstead."

2. The election address of the Labour candidates for the Rural District Council elections stated that "the Rural District is an unwieldy and uneconomic local government unit. Compared with neighbouring authorities its services are difficult to organise and expensive to run effectively." It was generally known and appreciated by the electorate and by the local Press that the Labour Party favoured unification of the local government structure in S.W. Hertfordshire.

3. On their policy of opposing amalgamation the Residents' Association were soundly beaten at the polls. Their four Rural District Council candidates were all defeated by their Labour opponents with very considerable majorities Out of fifteen Parish Council seats they hold three ; all of these belong to the Abbots Langley Ward of the Parish.

4. So far as is known there is no connection between the work of the Royal Commission and the periodic revision of the Parliamentary Constituency boundaries.

5. In supporting the County Council's case unconditionally the Residents' Association are supporting proposals they cannot know since proposals for a boundaries review have not yet been made by the County Council.

I should be grateful if you would kindly bring these observations to the notice of the Royal Commission.

Yours truly

(Sgd.) J. V. DEALEY

Hon. Secretary, Abbots Langley Labour Party

The Secretary
Royal Commission on Local
Government in Greater London

OUTLINE OF EVIDENCE

1. The Watford Rural District is at present made up of four rural parishes, three of which lie in a semi-circle round the North of Watford Borough, while the fourth is completely detached from the rest and lies to the South of the Borough. These parishes have little in common with one another apart from being parts of a single rural district. Each parish elects representatives to serve on the Rural District Council but councillors from one parish have little knowledge of the problems and local conditions of the others.

We respectfully submit that any reorganisation of local government boundaries and structure in S.W. Herts should be such that the new authority covers a compact, undivided area, with sufficient community of interest to enable councillors to appreciate the problems and needs of the district as a whole.

2. Proposals for a reorganisation of local government structure in S.W. Herts by the formation of a county borough were made in 1946. Discussions took place periodically on this issue between the five local authorities concerned, viz., Bushey U.D.C., Chorleywood U.D.C., Rickmansworth U.D.C., Watford Borough and Watford R.D.C., with a view to submitting these proposals to the Boundary Commission.

At a conference of these local authorities held at the Town Hall, Watford, on November 29th, 1946, four declared in favour of amalgamation, three having previously passed resolutions to that effect, and one—Rickmansworth U.D.C.—wished to remain separate. A resolution supporting the proposal was passed for submission to the Commission. The proposal was reported in the Press.

The discussions ceased and action on the proposal became impossible with the repeal of the 1945 Act and the dissolution of the Commission in 1949.

It is clear that the concept of a single local authority for S.W. Herts and including all the local authorities which administer this area at present, has been in the minds of the people and of their elected representatives—including those of the parish of Abbots Langley—for at least twelve years and that—with the exception of Rickmansworth—this concept found general approval.

3. Since 1946 further private and municipal building has taken place in S.W. Herts and in the Abbots Langley area in particular. These developments further blurred and in some cases completely extinguished any natural boundaries which may have separated the parish of Abbots Langley from Watford Borough. We quote the example of the Leavesden Ward of Abbots Langley which is now no longer divided from the Garston Ward of Watford, housing development being continuous throughout. Travelling from Leavesden Ward to the centre of the parish, a distance of well over one mile must be traversed through Watford Borough.

It is our respectful submission that these changes have further strengthened the case for the formation of a unified local authority for the area.

4. The people of the parish of Abbots Langley look to Watford for the satisfaction of most of their needs and wants. Many people, probably a majority of the inhabitants expect to find employment in Watford. Many lived in Watford before moving to Abbots Langley. In fact, one of the largest estates in the parish was built by the Borough. A considerable majority regard Watford as the focal point for major shopping and entertainment, since Abbots Langley

cannot offer such facilities as cinemas, a theatre, large meeting halls or a concert hall, a swimming bath or a sports arena.

Watford is the centre from which the people of Abbots Langley get most of the important services provided by the County Council, viz., the education and welfare services, the administration of planning and of the County highways, the police, fire and ambulance services as well as the magistrates' court and the probation service.

Important services supplied by the Central Government are also centred in Watford. The Labour Exchange, National Assistance offices, postal services, the County Court are all in Watford. Most people in serious illness look to Watford hospitals for treatment. Except for small pockets in the North of the parish, the gas and electricity supplies are also administered from Watford; so are the offices of the large private business undertakings, e.g., banks, insurance offices, and of professional people, e.g., solicitors.

Administrative amalgamation with the Borough of Watford would appear to us a logical and desirable expression of an accomplished fact.

5. The detailed administration of most of the important services provided by the County Council for Abbots Langley is already being carried out from local divisional offices in Watford, e.g., the Divisional Education Executive, the Divisional Welfare Office, Planning Office, Highway Engineer's Office. Decisions on important matters are reserved, however, for County Hall in Hertford. In some instances, for example in the field of education, the achievements of Herts County Council compare favourably with some other similar neighbouring authorities. For most services however—including that of education—just complaints have been made both by public authorities and by private persons, of the remote and often biased administration carried on by the officers, councillors and aldermen at County Hall, who are often inadequately informed on local matters and local opinion.

It has been found from bitter experience that even competent and energetic representatives—e.g., county councillors and members of local authorities—have little success in influencing the decisions of the County " machine " on such matters as planning, educational or health service needs. In relation to the size of their population S.W. Herts and Abbots Langley in particular are not treated fairly when comparing the number of representatives they are allowed to County Hall with that allowed to the more rural areas of the County.

A " single tier " authority would, in our view, have closer ties with the general public in the area. Through more direct public control and more efficient use of the available resources such an authority would achieve greater economy and more effective administration. Administration from Town Hall, Watford—four miles away—seems generally preferable to administration from County Hall twenty miles away in Hertford.

6. The provision of housing is in our respectful submission one of the most important functions—if not the most important—which is exercised by a local authority today. In the compact and integrated area of S.W. Herts five separate housing lists are being operated by five separate housing authorities, using—so far as is known—five different systems of priority for the allocation of houses to applicants. All these systems appear to give considerable weight to length of residence. Families who move from one local authority area to another within S.W. Herts, lose their place on the housing list of the authority from whose

area they have moved and must start again with the new authority. Usually these unfortunate people do not even realise that by moving they forfeit acqured rights since few people in S.W. Herts are conversant with the position of local government boundaries or with the intricate division of local government responsibilities.

Because of its youthful population—particularly on the new housing estates—Abbots Langley faces housing difficulties that will increase with time as our children grow into marriageable age.

Economy in the use of the scarce reserves of land suitable for municipal housing development, greater economy and better quality in the design and construction of new housing estates, greater economy in the maintenance of existing houses and in the administration of the housing services are necessary ; the distressing human problems associated with the maintenance of five separate housing lists for an economically and socially integrated area such as S.W. Herts, must be eliminated. In our view these things would follow almost automatically the establishment of a single housing authority for the area.

7. It is axiomatic that out-of-date boundaries, such as those of the Watford Rural District, make for unsatisfactory and expensive local authority services. Most of the services provided by the Rural District Council for the parish of Abbots Langley are inadequate. They compare unfavourably with the services provided by the Borough of Watford.

Complaints from public bodies—such as the Parish Council and the Neighbourhood Association—and from private householders because of the bad refuse collection service are endemic. In streets halved by the present boundary, neighbours compare the regular weekly service provided by other authorities with the service provided by the Rural District where household refuse is at times allowed to accumulate for two or even three weeks in some areas, e.g., in the Nash Mills, Bedmond and Leavesden Wards of Abbots Langley.

This is not surprising in view of the diffuse and divided area served by the Council. We submit that a unified and efficiently administered service embracing the whole of S.W. Herts and not only pockets of it, would lead to economy in staff and vehicles as well as to an improved service for the ratepayer.

8. The divided administration of this socially and industrially integrated and compact area frequently leads to anomalies. Such anomalies are inevitable where housing estates straddle existing boundaries, e.g., the Boreham Wood, Pimlico, Nash Mills, Links Way, the Kytes Estate, Orchard Avenue and elsewhere in the Rural District. It appears therefore that some parts of the Watford Rural District would be more suitably administered by neighbouring authorities, for example Nash Mills, which is partly within the "designated area" of the Town, by Hemel Hempstead and Theobalds by Elstree.

9. Although discussion of the reorganisation of local government structure in S.W. Herts has been proceeding for at least twelve years, the opponents of amalgamation and county borough status have failed as yet to advance any workable alternative proposal.

Some local authorities have expressed a desire to be allowed to continue as they are now in spite of the changes that have taken place in their area.

Herts County Council apparently wishes to carry out a reorganisation in the area itself, without, however, giving any indication of the nature and extent of any redistribution it may eventually decide to carry out.

A small minority of Abbots Langley people are pressing for a separate authority for the parish of Abbots Langley, with urban district council status. Another small section, claiming support from County Hall, advocate the formation of an urban district incorporating the present rural parishes situated North of Watford to form, it is said, a " buffer " between the boroughs of Watford and Hemel Hempstead.

Neither of these schemes commends itself to us. Abbots Langley Urban District, with a population of less than 15,000, would not be a viable authority ; the formation of small units of this kind moreover would appear to be against the declared policy of Parliament. The second proposal would lead to the formation of a local authority with a predominantly agricultural character where the main burden of local taxation would inevitably fall on the urbanised parts, i.e., the people of Abbots Langley. There is no social, economic or even geographical community of interest between Abbots Langley and any of the rural parishes concerned, e.g., Bovingdon, Flaunden, Kings Langley or Chipperfield.

There are at present on the housing list of the Watford Rural District Council about 400 Abbots Langley families. In fact not more than about fifty of these families can hope to be housed in the parish by the local housing authority ; the rest will have to be housed in other parts of the rural district, because of the shortage of land suitable for local authority housing purposes. The rural parishes it is proposed to amalgamate are similarly situated. Neither a separate Abbots Langley Urban District Council nor the proposed new amalgamation North of Watford could therefore fulfil its housing obligations unless a move was made to build on Green Belt land on a massive scale. Such a move we would oppose.

10. It is generally agreed that the Abbots Langley Parish Council has in the past fulfilled its function of providing an accurate and lively reflection of public opinion in the parish. It has acted as an essential initiating and " prodding " authority.

We support the view expressed by various public bodies—e.g., the Association of Municipal Corporations and the National Association of Parish Councils—and by private persons of experience—among them Lord Justice Denning—that rural parishes incorporated in urban authorities should be allowed to retain their parish council or some similar organ having limited executive responsibilities, as a form of public opinion for the parish. We hope that legislation to this effect will be introduced in due course.

11. Finally we beg to submit our conclusions.

(a) The present boundaries of the Watford Rural District are not satisfactory and do not represent any genuine social, economic, industrial, or administrative or indeed geographical community of interest between its constituent parishes.

(b) Amalgamation into one county borough has had the approval of four out of the five authorities concerned in 1946. The changes that have taken place in S.W. Herts since then have, in our view, strengthened the case for the formation of a county borough.

(c) Abbots Langley already looks to Watford for jobs, entertainment, shopping, education, welfare services, hospitals, and most of the important services provided by local, county and central government. Amalgamation with Watford seems a natural and necessary development.

(d) Detailed administration of the county services is already being carried out from Divisional offices in Watford but important decisions are taken in Hertford. This frequently results in remote, sluggish and unjust administration. We prefer dealing with Town Hall, Watford—four miles away—to dealing with County Hall, Hertford—twenty miles away—where our numerically inadequate representation is swamped in any case by councillors and aldermen from remote rural areas of the County.

(e) It is essential to the well-being of the people of Abbots Langley in common with the rest of the people of S.W. Herts that housing administration and local authority building should be united and simplified for the whole area of S.W. Herts under one housing authority.

(f) The present standard of local authority services provided in Abbots Langley, particularly refuse collection, is inadequate and should be rationally organised for the whole area of S.W. Herts by one authority.

(g) Anomalies due to the out-of-date boundaries should be eliminated by transferring some boundary areas to adjoining authorities to which they functionally belong.

(h) Alternative suggestions tentatively presented by opponents of the amalgamation of the whole S.W. Herts area under one county borough are unrealistic and gravely deficient in essential respects.

(i) In accordance with legislation being proposed by the National Association of Parish Councils, Abbots Langley Parish Council should be retained in a suitable form to serve as heretofore as an important forum of public opinion in the parish, after its incorporation in the new County Borough of Watford.

Evidence submitted by The Abbots Langley Residents' Association

Memorandum on the Proposal of the Abbots Langley Parish Council to amalgamate with Watford

1. The Parish Council has voted for amalgamation with Watford and to be incorporated into the new county borough.

2. The voting at the relevant Parish Council meeting was eight for and three against. Two Independents and One Labour Councillor voted against the motion, one Independent being absent. All voting for were Labour Councillors.

3. This was the second meeting of the Parish Council, following its election in May, 1958; that is, the first possible at which the Town Clerk of Watford, who was the guest speaker, could be invited and a decision made.

4. Not one word of the proposed action was mentioned in election literature by the eight Parish Councillors responsible for passing the resolution.

5. We have, therefore, the unique position in which a Parish Council attempts, at the earliest possible date after its election, to make a revolutionary change in the local government set-up (including its own abolition), without one word to the electors from whom it has asked for support only a few weeks beforehand.

6. An attempt by an independent member to seek a similar visit from a Herts County Council representative before taking the final vote was defeated.

7. Although the meeting was attended by the Town Clerk of Watford, it was clear from the contributions made to the discussion that Labour members were already determined to seek amalgamation and that Mr. Hall's persuasive powers were superfluous.

8. The resolution was moved by Mr. Andrew Short, the husband of the prospective Labour candidate for Watford.

9. Some idea of the quality of the contributions to the debate may be gained from the following quotations:

(a) From the *Langley Times* of 14th June:

> "The people have made their views clearly and definitely known at the recent local elections."—(Mr. Andrew Short).

It is to be noted that, in fact, no evidence can be found that the matter was at any time put to the electors.

(b) Mr. Short, referring critically to the County Council's record as a planning authority, cited the "cases of permitting Green Belt encroachment in Abbots Langley" and he specified the Hazelgrove Farm development. In fact, this was not Green Belt encroachment, as the land was designated for housing. But even if it were so, the Abbots Garden and the Hillside estates (both Watford Borough housing estates) would be far greater encroachments.

(c) The Parish Council Chairman, Mr. B. Flanagan, said, "This Green Belt is a bit of a red herring. There is not much of it in the Green Belt, is there ?" (Langley Times, 14th June). In fact, the total area of the proposed Watford County Borough is 37,033 acres ; of this area, approximately 23,000 acres, or 62%, is in the Metropolitan Green Belt !

(d) The resolution contains the phrase "We propose that some form of Parish Council in this area be maintained." In fact, there is only one form of Parish Council provided for by statute and it can only exist in county council areas.

It seems fair to assume that some of the Parish Councillors do not know what they are doing, and others do know but prefer to disarm criticism by pretending that an alternative form of parish council is possible.

Watford Rural District Council

10. The Watford Rural District Council followed the lead of the Parish Council and invited the Town Clerk of Watford to address their Boundaries Committee on 6th June. The acting Chairman of the R.D.C. made it clear that this invitation was given by Mrs. R. Short, the Chairman of the R.D.C. and the prospective Labour Parliamentary candidate for Watford. One example will suffice to indicate the level of the contributions made by the supporters for amalgamation. Mr. D. G. Williams said : "We have had a very raw deal from the County Council" and "pointed to the condition of the roads, overcrowded schools and the lack of a health centre." (*Watford Observer*, 21st June, 1958).

In fact—

(a) Expenditure on roads is rigidly controlled by the Ministry of Transport.

(b) Two new primary schools and one new secondary school have been built in the parish ; another large new secondary school also caters for part of the parish ; and three new classrooms are at present being built as a first instalment of yet another school. Thus, the great majority of children in the parish are housed in new school buildings, and even more than this would be done by now if Ministry approval could have been obtained.

(c) The County Council agreed to provide a health centre over two years ago, but was prevented by the Minister.

Residents' Association Policy

11. (a) This Association fully supports the County Council's case against amalgamation of this area with Watford. It especially draws attention to the following facts in the County Council's statements :

(1) The proposed Watford County Borough would have the second lowest density of population in the country, with 4.8 persons per acre.

(2) The proposed County Borough would be the fourth biggest in area in the country, with 37,033 acres. Only Birmingham, Leeds and Sheffield would be bigger, and yet the populations would be : Birmingham, 1,110,000 ; Leeds, 508,000 ; Sheffield, 419,000 ; Watford, 180,000.

(b) This Association claims that Abbots Langley is still a distinct community, with a vigorous life of its own. It is significant that the one Labour member who voted with the Independent members against the resolution, has lived a considerable time in the parish.

(c) There must be many towns comparable in size to Watford, and surrounded by independent villages. If such villages are being absorbed in this way, a great deal that is valuable in English life will be destroyed.

(d) The Residents' Association points out that Abbots Langley and Sarratt are *not* included in the area of Greater London being considered by the Royal Commission. Abbots Langley is being dragged into the Greater London problem solely by the proposal of Watford Borough Council for a Watford County Borough.

(e) The County Council is considering any changes that may be desirable in the administration of local government in Hertfordshire. The Residents' Association urges strongly that this review should be awaited, as it believes it is likely to offer the best chance of our community preserving some rural characteristics. In the meantime the Residents' Association wishes to place on record that it emphatically opposes the amalgamation with Watford in a new County Borough.

Evidence submitted by the The Association of Land and Property Owners and the Associated Owners of City Properties

The Association of Land and Property Owners and the Associated Owners of City Properties think that they can best help the Royal Commission by referring to the operation of local government machinery in relation to the principal services which directly affect land and property interests. This will show where difficulties are encountered and indicate directions in which improvements should be sought. Arising from this, the Associations would venture to make some general observations on the position of the City, the London County Council and other authorities.

Town and Country Planning

The most powerful system of control over land and property derives from the Town and Country Planning Act, 1947, which prescribes the production of Development Plans and makes it obligatory to seek planning consent for almost every kind of building operation or change of use.

Development Plans

The responsibility for preparing the Development Plan for the administrative county of London (including the City) rests on the London County Council, who must however consult the Metropolitan Borough Councils and the City. The parts of Greater London outside the county are covered by the Plans drawn up by the County Boroughs or County Councils of the areas in which they are situated—Essex, Hertfordshire, Kent, Middlesex, Surrey as the case may be (who must consult their district councils). The production of the Plans entails a great deal of labour on the part of all the local authorities. But they also mean a lot of hard work for the interests affected. When the effects of the Plans are more fully realised—particularly the shadows they cast on all kinds of values—it will induce much more thorough examination of proposals as soon as they are made. Even so, much of the careful work may be negatived by arbitrary decisions of Ministers on the Plans. Moreover, owners have to face the fact that the Plans are only a guide to possible allowable developments. It cannot be assumed that consent will be given automatically to developments consistent with the Plan; nor, on the other hand, that consents will not be given (especially to local authorities) for developments contravening the Plan.

All this calls for closer collaboration between Ministers, Planning Authorities, minor authorities, owners, occupiers and the public in the framing and approval of the Development Plans. It is, of course, for consideration whether the Development Plans for Greater London should not be co-ordinated into a more comprehensive whole.

Planning Consents

It is in regard to planning consents however that the shoe really pinches. Where the County Councils are the planning authorities they may delegate to the Borough Councils or to the district councils the powers of day-to-day development control. Control from afar is not very satisfactory and delegation to the locality is preferable. The extent to which delegation is made varies, and there are serious complaints about delays caused by references to and fro. It would appear also that some local authorities are timorous and are content to adopt the line of refusal so as to leave it to the Minister, on appeal, to make the real decision. This all costs time and money. Two illustrations may be given:

1. Delay in carrying through developments in the City is considerably increased by reason of the fact that the Corporation of London is not the planning authority. Planning powers were transferred to the London County Council in 1948 and they then delegated them to the Corporation, subject to confirmation. This left the Corporation with the responsibility for all negotiation and for the granting of planning consents, but before a planning consent could be granted the plans have to be submitted to the London County Council for approval and in the event of any criticism by the London County Council the Corporation have to re-open negotiations before re-submission to the London County Council and subsequent grant of planning permission. It is not unusual for these negotiations to take six to twelve months from the time of application to the final consent. Many architects feel frustrated at the amount of control exercised. Individual taste is made the subject of protracted negotiation when relatively junior officials often with contemporary ideas, seek to persuade competent architects that these applications are not always in the best interests of the area. It is appreciated that it may be necessary for some general overall planning of the area, but there seems to be no reason why full planning powers should not be restored to the Corporation of London. In addition, although planning powers have been delegated to the Corporation, the London County Council (through planning and possibly other powers) still retain full control over fire services and means of escape, ribbon development and car parking within the curtilage of buildings.

2. In an office building in Central London the top floors had been let to a caretaker. The building was so small that it did not warrant a resident caretaker and an endeavour was made to get permission to use the rooms for offices. This meant that a planning application had to be referred to the Metropolitan Borough, who then sent their Chairman and the Borough Engineer to inspect the property. They in turn reported back to their sub-committee, who reported to their main committee, who in turn reported to the London County Council, who took no notice of their decision whatsoever! It took about four months to get a decision.

The Associations feel strongly that there should be more delegation, that the minor authorities should be encouraged to give more careful consideration to proposals so that the decisions are based on sound reasoning and can be accepted as such.

Amenities

Apart from the question of development, there is also the aspect of amenity control—preservation of trees and of buildings of architectural and historic interest, control of advertisements, etc. Here, again, the Associations would press for more effective delegation.

Building Control

In the administrative county of London construction of buildings is regulated under the London Building Acts. In the rest of the area under consideration, in common with all other parts of England and Wales, the control is exercised by by-laws following the model series issued by the Ministry of Housing and Local Government. This entails inconsistencies between neighbouring authorities.

There would appear little reason today why the by-law system which operates satisfactorily elsewhere—including the large provincial cities—should not work equally well for London. On the other hand, the London Building Acts are specially designed for very densely developed areas, and in particular, clearly define the rights of adjoining owners. Obviously, both systems have to be kept up-to-date in order to allow the proper use of new materials and techniques. Perhaps the best solution would be to combine the provincial by-law system with the definitions current in London as to the rights of adjoining owners.

Highways

Many of the troubles in regard to London planning arise through traffic congestion. Very few attempts have been made to cope with the ever-increasing motor traffic. It is felt to bear very harshly on land and property owners that they should be made to suffer because of the ineffectiveness of the highway authorities. Restrictions on the use of existing buildings and pressure to decentralise all spring from this source. The Associations regard it as of paramount importance that highway reconstruction should be co-ordinated by the various authorities and that major schemes should be put in hand forthwith.

Embankments and Land Drainage

Although relating to water, it is presumed that the Royal Commission are able to examine the functions of local authorities in relation to river embankments and land drainage. The Associations would urge that the protective work along the Thames, now the responsibility of a number of authorities at different stretches, should be co-ordinated and pressed on with energy. In particular, urgent consideration should be given to the Thames Barrage Scheme.

Environmental Health Services

Sewerage and Sewage Disposal

It is appreciated that the main drainage system of London should be the responsibility of one major authority, but once constructed the day-to-day operations of the connecting sewers could well be left to minor authorities. The sewage disposal should be a matter of co-ordination between the individual authorities.

Street Cleansing, Collection and Disposal of Refuse

These are local matters which are reasonably well handled by individual authorities and can be left to them. But there is much to be said for costing systems and for joint advisory bodies to study the best and most economical systems.

Street Lighting

Variations in street lighting are irritating and sometimes dangerous. More uniformity should, it is felt, be promoted by the Ministry of Transport.

Housing

Much of housing is a local matter on which people in the district feel keenly. Moreover, experience shows that there is little to choose in efficiency between, for example, the Metropolitan Borough Councils and the London County Council. There seems, therefore, little justification for the continuation of major schemes by the London County Council spreading tentacles far and wide. Major slum clearance schemes and rehousing would best be co-ordinated by the Planning Authority.

Fire Brigades

At one time there was room for criticism on the different standard adopted by local authorities. Since the war standardisation has been enforced by the Home Office and the protective arrangements seem now under uniform control.

Rating

Owners and occupiers of property in the City are unfairly burdened under the London Rate Equalisation Scheme. For one thing, the use of resident population in the formula does not allow for the fact that there is a night population of less than 5,000 and the City has to provide a long range of services for a day-time population of almost half-a-million. Moreover, the City Corporation is incurring heavy expenditure on planning schemes, while at the same time contributing to the London County Council expenditure for the same purpose. In the current year the City has to find nearly £6½ million towards L.C.C. total expenditure and the Rate Equalisation Scheme accounts for 73½% of the total rate of 15/2d. Clearly, the Scheme calls for revision, as indeed was recommended by the Edwards Committee in 1953.

General Observations

The City

There is a general dislike to disturb the Government of the City of London which has been almost a Parliamentary body for centuries, but if a general re-organisation of local authorities is to take place, the method of representation and election of members of the Court of Common Council should be overhauled. In the very small area of the City of London there are over 170 representatives. The majority of the occupiers and the biggest ratepayers in the City of London are Limited Companies who have no vote. The members of the Court of Common Council therefore only represent the housekeepers, caretakers, partners in firms and sole traders. In recent years the business centre of the City of London has considerably extended beyond the borders of the area controlled by the Corporation of London and there appears to be sound argument in favour of extending the jurisdiction of the City to cover the big business area consisting mainly of offices and warehouses in the City of Westminster and parts of the Boroughs of St. Marylebone, St. Pancras, Finsbury and possibly Stepney and Shoreditch.

The London County Council

The mammoth organisation of London County Council has lost all characteristics of local government and is now a bureaucratic committee-run machine.

Also, the Council seem impervious to public criticism. It is lamentable that national politics play so large a part in the proceedings of the Council so that in the Chamber itself debate is a farce.

Other Authorities

Many Metropolitan Borough Councils have shown great capacity and the general standard of operations is now high. County district councils outside the administrative county are, however, too much subject to the County Councils concerned.

In conclusion the Associations would regard the extension of the London County Council into a greater regional authority as the negation of local government. Far from extending it, it is felt that in order to preserve local government it is essential to disband the London County Council and divide its functions amongst the existing local authorities (possibly with adjusted areas and population) giving them full delegated powers. It is recognised, however, that there must be machinery for co-ordinating into a comprehensive whole such matters as planning, highways and main drainage.

1 Victoria Street

Westminster

S.W.1

30th April, 1958

Evidence submitted by The Incorporated Association of Headmasters

Two meetings of representative Headmasters of the Greater London area were held at Battersea Grammar School, on 26th March and 28th April, to discuss the aspects affecting secondary education of the problems to be discussed by the Royal Commission on Local Government in the Greater London Area. The following Headmasters were present at both meetings : Mr. Beardwood (London), Chairman, Mr. Cowan (London), Secretary, Mr. Langford (London), Mr. Doig (Surrey), Mr. Maynard Potts (Middlesex), and Mr. Whitfield (Middlesex). Mr. Pedley (Kent), Mr. Le Feuvre (Kent) and Mr. Young (Essex) attended the second meeting. Matters discussed were :

A. Greater Delegation of Powers to Divisional Executives and Boroughs

Existing Systems

1. Experiences of Schools in Middlesex and Surrey, where educational administration is to a larger and increasing extent delegated to Divisions and Boroughs, were compared with those of Schools in London, where matters of any importance are referred directly to the Central Authority. It was unanimously agreed that the latter system is by far the most efficient, for these reasons.

(a) Small divisions with too much power comment, and too little responsibility to act, inevitably cause serious delay.

(b) In the larger organisation of the County it is possible to recruit senior officials of much higher calibre than is possible—or economic, especially from the point of view of the national interest—in smaller and more numerous organisations. The central administration can also provide officials with specialist knowledge and experience of all aspects of the educational service ; in divisional offices this is impracticable.

(c) Small organisations are excessively dependent on the personal qualities —and opinions—of individual officers and representatives.

Greater Delegation of Powers to Divisions, etc., as at present Constituted

2. All members felt strongly that this would be disastrous.

(a) In a small organisation there is too great a danger of the setting up of a virtual dictatorship by a strong individual or group of individuals, who, free from the more effective moderating influences of a larger community, may push through extremist policies.

(b) The weaknesses pointed out in 1(b) above would become more serious still.

(c) The setting-up of a " patchwork quilt " of differing educational policies and systems within a county must be harmful and inefficient. In particular, divergent educational policies in neighbouring divisions must lead either to unnecessary " migration " of pupils to distant schools, or, where this is prevented, to serious unrest and discontent among parents.

(d) The already serious inequalities as between county and county in standards of selection for Grammar and Technical Schools will become yet more acute if " free trade " between divisions is not ensured. Many Grammar Schools and some Technical Schools already recruit from a number of divisions ; if pupils are limited to schools in their own divisions, grave injustice will result from the unequal provision of grammar or technical school places.

Reduction in number of Divisions, with increased Powers

3. This was discussed at length, and it was unanimously agreed that while such a reorganisation would tend to reduce the weaknesses pointed out in para. 2 above—those in sub-paras. 2(a) and 2(b) to a greater extent, probably, than those in 2(c) and 2(d)—none of these weaknesses would be sufficiently reduced to make for efficient functioning of the educational service.

Governing Bodies

4. It was agreed unanimously that organisation on a basis of more than two tiers is wasteful and causes serious delay. It follows therefore that a system which includes Divisional Executives as well as Boards of Governors is undesirable —it should be noted that both bodies serve the prime purpose of representing local opinion in the detailed administration of schools. Of the two alternatives, the meeting was emphatically in favour of retaining the Governing Bodies, invested with most of the powers—or all the powers—of Divisional Executives, and with direct access to the L.E.A. ; this system largely exists already in the case of Aided Schools, especially in the L.C.C. area, and has proved efficient in practice. If Governing Bodies assume all the powers of Divisional Executives, an Area Education Officer, who could take the place of the existing Divisional Education Officer, might well be the Clerk to the Governors of each school in his area, as well as acting as the co-ordinating officer in matters affecting the area as a whole—an example would be the organisation of secondary transfer. It was emphasised that each secondary school should have its own Board of Governors, although individual members might well serve on several Governing Bodies.

B. Possible Changes in the L.C.C. Boundaries

The probable educational effects of (a) extending the L.C.C. area to coincide with the " Greater London " area, or (b) contracting the limits of the L.C.C. area, whether by enlargement of neighbouring counties or by the creation of new County Boroughs or Excepted Districts, were discussed briefly. It was felt that the educational effects of alternative (b) would be undesirable in view of the relative over-availability of grammar school places, in particular, in the central area ; the existing inequalities of secondary school selection as between London and the neighbouring areas would be aggravated. Whilst it was suggested that alternative (a) might go some way towards evening out those injustices, it was felt that the unbalance which would be created in the many schools now serving both rural areas and Greater London districts would be serious and undesirable.

C. Conclusions

(1) All members agreed that the dangers inherent in the control of education by the central authority of a county were considerably less than those to be feared if powers and responsibility were delegated to divisions and boroughs.

(2) All agreed that if divisions were granted increased powers, considerable increase in their size and reduction in their number would be essential, and that this would be preferable to the existing system in counties where divisions play a major role in educational administration, but all stated emphatically that

(3) central control within the county, with greater delegation of powers to separate Governing Bodies of Schools, would provide a far more effective education service than either ; in this case, divisional executives would disappear and boroughs would be relieved of their educational responsibilities.

(4) It was agreed that any change in the existing L.C.C. boundaries would only serve to increase existing inequalities and injustices unless a wide increase in parents' right of option were granted, to give virtual "free trade" between L.E.A.'s in Grammar and Technical places. The existing inequalities are sufficiently grave to demand this step even if no revision of boundaries takes place.

Evidence submitted by
The Incorporated Association of Assistant Masters in Secondary Schools

A. The views of the Association are based on purely educational grounds and are put forward after consultation with the Branches of the Association lying wholly or partly within the relevant area. Since the Branches are, as a rule, co-terminus with County and County Borough areas, the problem, from point of view of the Association, can be viewed in two aspects :—

1. Re-organisation of area and functions in those areas within Greater London but at present administered by County and County Borough Authorities other than the London County Council, and
2. Re-organisation of areas and functions within the area at present administered by the London County Council.

B. It may be stated quite briefly that the Branches of the Association, whether those whose areas lie outside the present control of the London County Council or those whose areas lie inside that control, would prefer the maintenance of the existing geographical pattern of educational organisation in the Greater London area. The educational reasons for this preference are indicated below in the views expressed by individual Branches.

Within the present L.C.C. area our London Branch would be opposed to any increased delegation of educational authority or responsibility to London Boroughs for reasons indicated below.

On the general question of delegation of education responsibility, the Association is in agreement with views already expressed by the Joint Executive Committee of the Four Secondary Associations as follows:

> "Nor are we convinced that the efficiency of local government, particularly in the field of education, will be strengthened by a further delegation of powers to the Councils of Boroughs or Urban Districts. In particular, we think it undesirable that the Minister of Education (Clause 48(1) of the Bill) should be required to issue a direction constituting a Borough or Urban District as an Excepted District on the ground alone that it has a population of 60,000 or more. We would prefer an arrangement whereby the Minister should be authorised to give such a direction if, after consultation with the Local Education Authority and such other councils as appeared to him to be concerned, he is satisfied that by reason of special circumstances a district having a population of the order of 60,000 should be an Excepted District."

C. The opinions of our Branches at present outside the area of control of the London County Council may be summarised as follows :

Surrey

"We are of opinion that the area at present administered by the Surrey County Council should be treated as a special case and should be allowed to remain a single entity, under substantially the same educational administration as at present. In particular, we are strongly opposed to

(a) any large change in the functions of the Surrey County Council as the Local Education Authority for the present County of Surrey, and

(b) any transfer of a part of the area now administered by the Surrey County Council to any central metropolitan body."

The reasons advanced by the Surrey Branch for the above opinions are briefly:

(1) Surrey Borough and Urban District Councils (some of them in the Greater London Area) which were entitled under the Education Act, 1944, as "excepted districts" to take powers of educational administration, deliberately refrained from doing so. The full benefits of the unification of the area are now being realised. Any re-organisation breaking that unit would be likely to diminish the benefits arising from it.

(2) Surrey is a balanced area from point of view of types of districts and populations. A cutting off of any of the sections would adversely affect the balance of the area.

(3) Post-war development has resulted in an uneven development of education services in differing types of areas; urban areas have developed ahead of rural areas, though the latter have contributed their full share of the cost. The development has been planned so that the rural areas will even up in the future. The transfer of a Surrey Urban area to another Authority would jeopardise this levelling-up process.

(4) Many Surrey educational services have been built up to provide for County as a whole, e.g. Special Schools, Agricultural Schools, Outdoor School, Boarding School, Education Practice and Research Centre, Visual and Aural Aids Centre, Technical Colleges and Art Schools have been sited in relation to the County area as a whole. The pattern of Grammar and Technical Schools, and Special Courses in Modern Schools bears little relation to borough, urban district or rural district areas. Changes in area boundaries or authority functions would necessitate major educational re-organisation which would injure the complex and satisfactory system of special services.

(5) Kingston-upon-Thames is geographically convenient as an administrative centre. The Branch would oppose boundary re-organisation having the effect of placing it outside its administrative area or making it appreciably nearer to one edge of the area.

Croydon

The Branch is opposed to any proposal which would bring Croydon into the area administered by the L.C.C. In general members are satisfied with educational provision and administration under the Croydon County Borough.

Middlesex

The Branch favours the maintenance of the present position in Middlesex, though it is felt that careful consideration should be given to the extent of delegation of educational responsibility by the County Authority to the Borough Education Committees and the Divisional Executive Committees.

Hertfordshire

The Branch considered that integration under the L.C.C. would mean remote control with less local educational freedom.

It was mentioned that the Watford Borough Council was strongly pressing for the creation of a County Borough of Watford by absorption of Watford Rural District, Bushey Urban District, Rickmansworth Urban District and Chorley Wood Urban District. It was felt that such a proposal might command considerable support ; perhaps the next in favour would be the creation of three authorities by the absorption of Watford Rural and Chorley Wood into Watford. On the other hand there were objections to the creation of a Greater Watford which can be summarised as:

(a) Present good relations of teachers in the area with the Hertfordshire L.E.A.

(b) Hertfordshire an enlightened L.E.A. which accords considerable freedom to schools, and this had become a tradition.

(c) Cutting out the areas named and amalgamating them under L.C.C. would leave the rest of the County very poor.

It was felt that most opinion would favour the status quo.

D. The opinion of our London Branch, which lies within the present area of control of the London County Council is as follows:

The Branch envisaged two possible changes:

(a) Some delegation of educational administration to Boroughs.

(b) Extension of L.C.C. area to Greater London.

The Branch opposes (a) because:

1. Grammar Schools normally recruit from an area wider than one borough.
2. A limited responsibility could lead to unnecessary interference on one hand and to delays on the other when matters of importance have to be referred to L.C.C.
3. Schools should have contact with the Council through Inspectors (mainly former teachers) rather than through D.E.O.s (often mainly administrators).
4. If delegation is extensive it might lead to inequality of educational opportunity between boroughs.

On (b) the Branch can see no educational reason, as far as the L.C.C. area is concerned, for any considerable extension of boundaries. " It is quite large enough, perhaps too large."

If it becomes expedient to propose one educational authority for Greater London, it is probable that some delegation of authority would be proposed. The reaction of the Branch would depend on the area and powers of the divisions and the Branch does not feel competent to comment pending such information.

E. It cannot be emphasised too strongly that the Association is deeply concerned that any proposals for Local Government in the Greater London area should be such as to facilitate the maintenance, and indeed, the improvement of existing educational standards and provision.

Evidence submitted by The Association of Head Mistresses

A small Committee of members of the Association of Head Mistresses from the Greater London area has considered the terms of reference of the Royal Commission on Local Government in Greater London, with special reference to the educational implications of possible changes in the structure of local government in that area.

Conclusions

A. It seems clear that owing to the headlong growth of the London area the existing boundaries between County and Borough Authorities are fortuitous, so far as the educational facilities available to the population are concerned. We feel, however, that it would not be a good thing for there to be one Education Authority for the whole area, mainly for three reasons.

1. The area would be so large that it would be virtually impossible to maintain any real or valuable contact between the Authority and the Schools.
2. The present variety in the schools of Greater London as between Authority and Authority would be destroyed. We feel strongly that in spite of the different standards that may exist as between area and area it would be a great loss to English education if a deadening uniformity of administration and practice were established in an area as enormous as Greater London, catering as it does for about one-fifth of the population of the country.
3. The direction of Education is a function of a Local Authority which, regrettably, is nowadays increasingly susceptible to the effects of political changes; it would seem, therefore, undesirable that so large a number of schools over so wide an area should suffer simultaneously the effects of possible changes in policy and organisation.

We therefore believe that in the best interests of Education there should, in the Greater London area, continue to be a number of Local Authorities, even though it might be decided, for the better conduct of Local Government, that there should be a radical change in the existing boundaries.

B. At present in the schools in Counties such as Middlesex and Surrey a " three tier " system of Local Authority, Divisional Executive and Governing Body obtains. We believe that the continuation of the present system of Divisional Executive administration and still more the possible delegation of greater powers to these bodies would be a profound mistake.

1. The varying sizes of the existing Divisional Executives do not make for efficient administration and appear to be wasteful of manpower.
2. The necessity for constant reference back between Authority and Divisional Executive leads to frustrating and uneconomic delays.
3. The number of Divisional Executives, e.g. 23 in Middlesex, 9 in Surrey, makes it virtually impossible to recruit, at the salaries and conditions of

service offered by the Local Authorities, men and women of sufficient quality to produce the breadth of educational understanding necessary for the guidance of committees and for help to the schools.

C. It has been argued that one of the advantages that would accrue if more power were delegated to Divisional Executives, Boroughs, etc., would be the emergence of a greater number of responsible and interested citizens who would take part in Local Government if they had more real power to administer local affairs. We think this possible reserve of people could be more valuably and usefully employed in the education service in acting as members of the Schools' Governing Bodies established by the Education Act of 1944. While the Local Authority should settle questions of policy and be mainly responsible for such matters as the appointment, conditions of service and salaries of teaching Staff, and the expenditure on equipment and materials, the Governing Bodies might well be invested with many of the powers at present delegated to the Divisional Executives.

Evidence submitted by The Association of Assistant Mistresses in Secondary Schools

Executive Committee, 28th June, 1958.

The Executive Committee of the Association, in conjunction with representatives of the local groups more directly concerned, has given consideration to the terms of reference of the Royal Commission on Local Government in the greater London area, with special reference to the administration of education in the area.

It is recalled that the area concerned includes almost one-fifth of the nation's people, and that the Government has publicly made known its wish to achieve " practical local government arrangements suited to the individual needs of each area ", and that within these there should be combined efficient discharge of functions and local democratic responsibility.

We recognise that it is difficult to determine the optimum size of an area of local government in which the elected council and the expert adviser and administrator can together establish policy and plan without losing touch with the electors and public servants employed in the service. Local loyalties and traditions must have their place as well as progressive policy and planning, and expenditure from rate income must be seen to achieve a desired and agreed end. Community of interest does not seem readily possible in a very large area of local government, particularly where the definition of the area has no historical basis, and the pressure of party-political policies on such services as education cannot be sufficiently well challenged in the development of the service in a very large area either by local traditions or by the expert public servant at his job. At the same time, responsible work in administration must be sufficiently extensive to attract people of the right calibre, though it is true that the nature of the responsibility resting upon the administrator is more important in this connection than the size of the area concerned.

The uniformity in policy and planning which has followed from highly centralised control over the already large and thickly populated area of the L.C.C., seems to be too far removed from some of the essential values of local government, and we feel strongly that a considerable measure of variety and of differential practice in education arrangements within such an area is most valuable in a service which must necessarily combine tradition and experiment.

(1) We would therefore hope that the districts on the fringes of the Greater London area would not be absorbed in a single (Greater London) Unit of local government for the planning of educational facilities and/or administration. These " frontier districts " should remain within existing County boundaries.

(2) Whilst acknowledging the virtue of the present centralised policy of the L.C.C. in respect of educational awards and opportunities for higher education of all kinds, we think that the educational service generally might be strengthened if the divisional administration centres were to work each in co-operation with a local district council which would include members experienced and especially interested in education. At present, a somewhat remote central council, activated by party-political

policies, with a central and divisional administration closely dependent on it, combines with "governing bodies of schools" drawn largely from the central council to make the education service very fully open to changing political influences and less dependent than it should be on independent educational experience and influence.

(3) In our own special field of experience, of course, a particular body of Governors (of extensive educational experience and interest) for each school, working within a unit of local government of County Borough or medium County population-size, provides a most effective and successful "two-tier" for educational policy and administration.

Evidence submitted by The Association of Technical Institutions and The Association of Principals of Technical Institutions

Introduction

1. (i) The Technical Institutions represented in the two associations on whose behalf this evidence is submitted are all engaged in further education and are maintained or aided from public funds. For the most part they are technical colleges and colleges of commerce conducted or aided by local education authorities. The institutions, approximately forty, are in Greater London and the number of students in these London colleges amounts to many thousands—full-time and part-time.

(ii) Historically the older colleges are in the central London area and they include several of the well-known London Polytechnics. Because of the movement of population out of the central London area into the outer suburbs a number of newer colleges have been established in these areas. Furthermore, industry has also grown up on the periphery of London and this has also stimulated the building and developing of technical colleges in these areas. Most of the colleges are within the area included in the terms of reference of the Royal Commission, but some which supply students to this area, or receive students from it, are outside the boundaries specified.

(iii) For many years local education authorities have taken the initiative in establishing and developing the colleges in the area. In doing this the authorities concerned have not necessarily taken into account the facilities provided or contemplated by other authorities in the area. The Ministry of Education has had some influence in co-ordinating activities of the local education authorities in the area, and the need for some co-ordinating machinery has been recognised by the establishment in 1947 of the London and Home Counties Regional Advisory Council for Higher Technological Education. It is a matter for enquiry whether these two co-ordinating bodies have sufficient influence.

(iv) Permission to attend a college, and fees chargeable, are regulated by normal place of residence. The conditions are complicated and are based on Recoupment Regulations 1953 and on decisions taken by a committee dealing with inter-authority payments. One anomalous result permits overseas students greater freedom of choice of college than is enjoyed by English students.

Characteristics of Greater London

2. (i) Although the Royal Commission will be fully aware of the characteristics of Greater London, it is felt that attention should be drawn to certain characteristics which are important in relation to the organisation of further education in the area.

(ii) Transport facilities throughout the region are highly developed although travel along certain lines of communication is easier than in other directions. At present the boundaries of local government authorities have largely been determined by historical accidents or in relation to a distribution of population which has been drastically altered during the present century, with the result that the local authority boundaries pass through densely populated districts in an apparently arbitrary manner.

(iii) It is customary for many Londoners to travel considerable distances within Greater London to go to work. It frequently happens that they reside in one local government area and work in another. Furthermore it may well happen that the most convenient technical college for their particular requirements may be in the area of yet a third local government authority, possibly situated between their place of residence and place of work.

(iv) It is our experience that the people of Greater London think of themselves as Londoners rather than as residents of a particular local authority within the area. They are often unaware of the name of the local authority in whose area they reside. It is not uncommon to find those who think they live in the area administered by the London County Council because their addresses have a London Postal District number. Merely to live on one side or other of a street may mean that different conditions apply to their attendance at a selected college. They wish to exercise their own choice about the college they wish to attend and are likely to have good personal reasons for doing so. In addition Londoners frequently retain a loyalty to an educational institution in an area from which they have moved.

Problems arising from the structure of local government in Greater London

3. (i) In making provision for further education in their areas local authorities restrict the freedom of choice of London employers in deciding which college they wish their employees to attend. They also restrict the freedom of choice of Londoners attending colleges independently of employers. Considerable pressure has recently been brought to bear on local authorities to abolish these restrictions or to reduce them as much as possible and some have done so to a considerable degree. Nevertheless, many restrictions remain. It is our experience that considerable frustration is felt as a result of these restrictions. In certain instances colleges have been built very close to the boundaries of local authorities, e.g., the Middlesex Polytechnics of Kilburn and Chiswick are within a few hundred yards of the London County Council boundary. Similarly the L.C.C. Technical College at Norwood is very close to the Kent County and Croydon Borough boundaries. Some large technical colleges such as those at Croydon, East Ham and West Ham are maintained by County Boroughs whose areas are considerably smaller than the normal catchment areas of the colleges concerned. In instances such as these the frustration caused to all concerned by local authority restrictions can be considerable.

(ii) In spite of the restrictions imposed by local authorities there are, however, very considerable numbers of " out-county " students attending colleges in Greater London. At present a large amount of clerical work is involved to satisfy conditions relating to attendance and inter-authority accounting requirements in respect of these students. The Associations are aware that a Bill now before Parliament may consireably reduce the burden of this inter-authority accounting work when it becomes law.

(iii) In spite of the co-ordinating activities of the Ministry of Education and of the Regional Advisory Council there is evidence that local education authorities in the area have in the past sometimes formulated and carried out their plans for further education in apparent disregard of what is happening in neighbouring local authority areas. The initiative for new courses normally comes from local authorities and implies that the necessary buildings and equipment will be provided for them. Two neighbouring authorities have been known to embark on similar new developments in the same catchment area. It is invidious to select any particular example of this apparent duplication of facilities. Specific examples could be quoted, if required.

(iv) Under the existing machinery plans are nearly always drawn up on the basis of compromise. If the central co-ordinating machinery had greater power the development of further education could be in harmony with the distribution of population, the distribution of industry and the lines of easy communication in the area, rather than in accordance with the present boundaries of local government authorities, and the place of residence of students. Time would, of course, be required to develop loyalty to the larger area. The attention of the Royal Commission will, we expect be directed to the investigation recently conducted on behalf of the Regional Advisory Council for Higher Technological Education into the distribution of industry and the distribution of further education facilities in Greater London on which little or no action has yet been taken.

(v) A number of minor administrative difficulties arise from the division of Greater London into a number of different local education authorities. For example, while there is some co-ordination about the fees payable by students, instances of differences which add to the work of the colleges still arise. From time to time difficulties also arise because of differences in the fees payable to part-time teachers for the same work.

(vi) Any decision to create further local government authorities responsible for further education in Greater London would multiply the problems mentioned above. We consider, however, that some merging of local education authorities' responsibilities for further education would reduce these problems and improve development in the area, although they would still exist between Greater London and the contiguous areas.

SUPPLEMENTARY EVIDENCE SUBMITTED BY THE ASSOCIATION OF TECHNICAL INSTITUTIONS AND THE ASSOCIATION OF PRINCIPALS OF TECHNICAL INSTITUTIONS

(References are to the paragraph numbers in the original evidence)

Evidence on behalf of the two Associations was submitted in April, 1958. The Associations' witnesses would like in this supplementary statement briefly to amplify the written evidence and bring it up to date.

1. (i) and (ii). A list of colleges in membership of the Association of Technical Institutions in Greater London, together with the year which each college joined the Association, is attached as Appendix "A" to this statement.

A similar list of colleges outside Greater London as defined in the Royal Commission's terms of reference, but on the periphery of Greater London is given in Appendix "B." Approximately 20,000 full-time, 70,000 part-time day, and 180,000 evening students attend colleges in Greater London with another 210,000 students attending evening institutes. Appendix "C" shows how the students of three colleges were distributed between various local education authorities in recent years.

1. (iii) Since submitting evidence, the London and Home Counties Regional Advisory Council for Technological Education has been developing arrangements through its Committee on the distribution of courses for co-ordinating the work of colleges in London and the Home Counties so far as the establishment and location of advanced courses is concerned. This task has been undertaken in accordance with the terms of Administrative Memorandum 545 issued by the Ministry of Education in 1957. This experience suggests it is unlikely that in future there will be serious uneconomic duplication of advanced courses in Greater London. The area covered by this Regional Advisory Council includes the areas of 18 local education authorities. Its work on distribution of courses is leading in effect to the Regional Advisory Council having an executive function with the consequence that colleges are still faced with a multiplicity of bodies dealing with the establishment and location of courses.

1. (iv) & 3 (i) Since submitting evidence there has been a considerable relaxation of the restrictions on students' choice of college by local education authorities in the region. Furthermore, the pooling of expenditure on advanced courses introduced by the Local Government Act, 1958, has made it unnecessary for students to seek permission from their local education authority to attend such courses. Colleges are, however, finding that local authorities can and do sometimes restrict the tenure of major county awards to their own colleges, or withold the payment of travelling expenses for courses held outside their own area. These two measures can effectively restrict a student's choice of college. It is, for example, sometimes difficult to develop college-based sandwich courses for this reason, leaving students dependent on the willingness of industry to finance industry-based courses. These restrictions are on a much smaller scale than the former "out county" restrictions.

3. (ii) The volume of administrative work in the colleges caused by the variety of local education authorities in Greater London remains considerable, and has not been reduced by the developments mentioned in the preceding two paragraphs. If administrative work has been lightened at the inception of a student's course, it has been increased later. The complexity of requirements may also result in students being given wrong information.

3. (iv) & (vi) Although there has been a continuing improvement in regional co-ordination of technical education it is considered more could be done. In the event of the establishment of a single education authority for the area of enquiry of the Royal Commission, we are of the opinion that further education should be the responsibility of the authority, with the reservation that the regional colleges and the colleges of advanced technology (i.e., some 12 colleges) might have to be the responsibility of an authority with even wider geographical boundaries. In the event of the area of enquiry of the Royal Commission being divided into a number of local education authorities, we suggest that further and technical educations at the local level should be the responsibility of these authorities, but that technical education above this level (i.e., area and regional

colleges and colleges of advanced technology and the equivalents in other branches of further education) should be the responsibility of an authority (or authorities) covering a much wider area. Such authority or authorities for higher technical education would be able to give single minded and vigorous attention to the development of technical education in the area, free of local inhibitions, rivalries and narrowness of outlook. In co-operation with individual colleges they would be able to make the close and continuous study of industrial developments and population changes which is required if technical education is to keep in step with the needs of Greater London. The investigation into the distribution of industry mentioned in paragraph 3 (iv) of our written evidence is already out of date in some important particulars. Although its findings were used by some of the Committees of the Regional Advisory Council, the work needs bringing up to date if further use is to be made of it. The Regional Advisory Council has not the resources to do this and we are of the opinion that only a body with executive powers could undertake the regular survey of industrial requirements necessary, and ensure that facilities for technical education in the area responded promptly to changing needs. In this connection the importance of national research institutions, e.g., the National Physical Laboratory and the Building Research Station in the London area should not be overlooked. A regional authority specifically constituted for technical education could in association with the colleges and industry forge links with research institutions which could do much to increase the vitality of technical education.

3. (iv) and (vi) For efficient administration and to foster industrial interest in the colleges it would be essential for the governing bodies of the individual colleges to be given adequate powers and be constituted in the undiluted spirit of the Ministry of Education's Administrative Memorandum No. 7 of 1959. The government of the polytechnics aided by the L.C.C. could be regarded as a precedent for this.

APPENDIX "A"

Colleges in Greater London in membership of the Association of Technical Institutions.

College	*Year of joining*
Acton Technical College	1928
*Brunel College of Technology	1958
South Herts College of Further Education	1956
Bromley and Beckenham Technical Institute	1953
Chiswick Polytechnic	1928
Croydon Technical College	1907
South-East Essex Technical College and School of Art	1936
North-West Kent College of Technology	1936
Ealing Technical College	1936
East Ham Technical College	1933
Enfield Technical College	1942
Erith Technical College	1924
Ewell County Technical College	1953
Harrow Technical College and School of Art	1948
Hendon Technical College	1942
Isleworth Polytechnic	1951
Kilburn Polytechnic	1950
Balham and Tooting College of Commerce	1936

College	*Year of joining*
Barrett Street Technical College	1929
†Battersea College of Technology	1893
*Borough Polytechnic	1893
Brixton Day Continuation School	1944
*Brixton School of Building	1912
Catford College of Commerce	1927
†Chelsea College of Science and Technology	1903
City Literary Institute	1939
City of London College	1895
Clapham Junction College of Commerce	1954
College for the Distributive Trades	1941
Cordwainers Technical College	1917
Hackney Technical College	1912
Hammersmith School of Building and Arts and Crafts	1931
Holborn College of Law, Languages and Commerce	1944
Kennington College of Commerce	1930
King Edward VII College	1944
London School of Printing and Graphic Arts	1899
National College of Food Technology	1953
‡National College of Heating, Ventilating, Refrigerators and Fan Engineering	1953
‡National College of Horolgy	1953
‡National College of Rubber Technology	1925
‡National Leathersellers' College	1929
†Northampton College of Advanced Technology	1895
*Northern Polytechnic	1893
North London College of Commerce	1936
North-Western Polytechnic	1930
Norwood Technical College	1912
Paddington Technical College	1912
*The Polytechnic, Regent Street	1895
Poplar Technical College	1912
Shoreditch College for Garment Trades	1929
*Sir John Cass College	1903
South-East London Technical College	1931
Technical College for Furnishing Trades	1929
Wandsworth Technical College	1895
West London College of Commerce	1927
Westminster College of Commerce	1944
Southall Technical College	1930
Tottenham Technical College	1944
Twickenham Technical College	1944
South-West Technical College and School of Art	1938
Watford Technical College	1924
*West Ham College of Technology	1898
Brooklands County Technical College	1952
*Kingston-upon-Thames Technical College	1925
Willesden Technical College	1934
Wimbledon Technical College	1922

* Regional Colleges
† Designated Colleges of Advanced Technology
‡ Attached to other colleges

NOTES

(1) Colleges not designated as Colleges of Advanced Technology or Regional Colleges or described as National Colleges may be undesignated, area, or local colleges.

(a) Separate Colleges of Art not included in this list :

Beckenham School of Art
Bromley College of Art
Camberwell School of Arts and Crafts
Central School of Arts and Crafts
Chelsea College of Art
Epsom and Ewell School of Art
Hornsey College of Art
St. Martins School of Art
Sutton and Cheam School of Art
Kingston-upon-Thames School of Art
Wimbledon School of Art

APPENDIX "B"

Colleges in the periphery of Greater London in membership of the Association of Technical Institutions :

College	*Year of joining*
Gravesend Technical College	1935
Thurrock Technical College	1956
Hatfield Technical College	1953
St. Albans College of Further Education	1956
Slough College of Further Education	1925
Mid Herts College of Further Education	1957
East Berks College of Further Education	1954
Guildford Technical College	1940

APPENDIX "C"

(1)

The Polytechnic, 309 Regent Street, W.1

Student Numbers 1957-58

	Full-time Day	*Part-time Day*	*Evening*	*Totals*
London	804	751	7,363	8,918
Croydon	12	22	184	218
East Ham	1	3	27	31
West Ham	2	—	30	32
Essex	32	48	521	601
Hertfordshire ...	43	44	230	317
Kent	60	61	463	584
Middlesex	202	246	1,835	2,283
Surrey	61	89	926	1,076
	——1,217	——1,264	——11,579	——14,060
Bedfordshire ...	7	3	18	28
Berkshire	17	10	35	62
Buckinghamshire ...	38	19	91	148
Cambridgeshire ...	—	—	4	4

	Full-time Day	*Part-time Day*	*Evening*	*Totals*
Carmarthenshire ...	1	—	—	1
Cheshire	4	—	—	4
Derbyshire	1	—	—	1
Devon	9	—	—	9
Dorset	2	—	—	2
Glamorgan	2	—	—	2
Gloucestershire ...	3	—	—	3
Hampshire	9	6	29	44
Herefordshire ...	2	—	—	2
Huntingdonshire ...	1	—	—	1
Ipswich	2	—	—	2
Kingston-upon-Hull	1	—	—	1
Lancashire	7	—	—	7
Leicestershire ...	2	—	1	3
Lincolnshire ...	4	—	—	4
Monmouthshire ...	1	1	—	2
Newcastle-upon-Tyne	2	—	—	2
Norfolk	3	—	—	3
Northamptonshire ...	2	—	—	2
Oxfordshire ...	5	3	3	11
Rutlandshire ...	1	—	—	1
Sheffield	1	—	—	1
Somerset	3	—	—	3
Southend-on-Sea ...	3	2	24	29
Sunderland	2	—	—	2
Sussex	23	6	43	72
Warwickshire ...	4	—	—	4
Wiltshire	1	—	—	1
Worcestershire ...	1	—	—	1
	164	50	248	462
Overseas	662	333*		995
	2,043	1.647	11,827	15,517

* 4 Week Summer Vacation Course in English for Foreign Students

APPENDIX "C"

(2)

Croydon Technical College

Breakdown of Registrations 1957-58

L.E.A.	*Full-time*	*Part-time Day*	*Part-time Evenings*	*Total*
Croydon	134	822	2,387	3,343
Surrey	56	800	1,167	2,023
Kent	3	143	128	274
London	—	117	101	218
Sussex	8	42	30	80
Brighton	—	10	—	10
Hastings	—	2	—	2
Essex	—	6	2	8
Middlesex	—	8	—	8
East Ham	—	1	—	1
West Ham	—	1	—	1
Pool	27	—	—	27
TOTAL	228	1,952	3,815	5,995

APPENDIX "C"

(3)

Ealing Technical College and School of Art

Student Numbers 1958-59

	Full-time Day	*Part-time Day*	*Evening*	*Totals*
London	15	33	132	180
Croydon	—	—	1	1
Essex	4	2	—	6
Hertfordshire	6	4	3	13
Kent	5	3	3	11
Middlesex	632	1,100	4,646	6,378
Surrey	20	27	55	102
Bedfordshire	—	—	1	1
Berkshire	2	1	3	6
Birmingham (C.B.)	1	—	—	1
Buckinghamshire	5	11	27	43
Cardiganshire	1	—	—	1
Derbyshire	1	—	—	1
Devon	1	—	—	1
Dorset	2	—	—	2
Hampshire	1	1	—	2
Lincolnshire	1	—	—	1
Oxfordshire	—	—	1	1
Plymouth (C.B.)	1	—	—	1
Somerset	3	—	—	3
Staffordshire	1	—	—	1
Sussex	1	—	—	1
Warwickshire	1	—	—	1
Wilts	1	—	—	1
Yorkshire, West Riding	1	—	—	1
Overseas	70	—	—	70
Resettlement Ex-Forces	81	—	—	81
TOTAL	857	1,182	4,872	6,911

Evidence submitted by The Association of Public Health Inspectors and Guild of Public Health Inspectors

THE ENVIRONMENTAL HEALTH SERVICES IN GREATER LONDON

Introduction

1. The Royal Commission on Local Government in Greater London have announced that they intend to commence their consideration of the questions referred to them by enquiring into how the present arrangements are working in some of the main local authority functions, including the environmental health services and housing. In their invitation to local authorities to submit evidence the Commission have mentioned the principal matters which are regarded as falling within the scope of the headings "environmental health services" and "housing." For the purpose of this memorandum, however, the environmental health services are regarded as those matters which are the concern of public health inspectors, viz :

General Sanitation

Drainage and sanitation of buildings
Water supply—purity and sufficiency
Air pollution
Refuse collection and disposal
Abatement of nuisances ; offensive trades
Common lodging houses
Canal boats
Movable dwellings
Factories and workshops, including offices
Shops—health and comfort of workers
Places of public entertainment—sanitary condition
Rag flock and other filling materials
Pest control

Housing

Slum clearance
Reconditioning, improvement and repair of houses
Overcrowding
Housing let-in-lodgings
Certificates of disrepair

Food

Inspection of meat and other foods
Food hygiene ; food poisoning investigations ; food premises, including shops, catering establishments, slaughterhouses and knackers yards
Dairies ; milk heat treatment and distribution

Ice-cream manufacture and distribution
Food and drugs administration

Sea and Air Ports

Sanitation of ships and aircraft
Inspection of imported food

Health Education

Environmental sanitation
Food hygiene

Present Administrative Arrangements

2. With certain few exceptions the matters referred to in paragraph 1 are the responsibility of county boroughs, metropolitan boroughs, non-county boroughs, and urban and rural district councils. In some instances there is a division of responsibility between the London County Council and the metropolitan borough councils, other county councils and county district councils, and Government departments and local authorities generally.

3. In the County of London the London County Council carry out the larger slum clearance schemes. In practice this means that they usually deal with clearance areas containing more than ten houses. The clearance of smaller sites and individual unfit houses is carried out by metropolitan boroughs but the County Council assist with rehousing in these cases.

4. The administration of the provisions of the Food and Drugs Act, 1955, and other related legislation regarding the composition, adulteration and labelling of foods is the responsibility of food and drugs authorities. The following are food and drugs authorities :

(a) The Common Council of the City of London ;

(b) Metropolitan borough and county borough councils ;

(c) Non-county borough and urban district councils of boroughs or districts with a population of 40,000 or more ;

(d) In every area within a county for which no other council is the food and drugs authority, the county council.

The Minister of Health may, however, by order, direct that a county council shall be the food and drugs authority for any area instead of the borough or urban district council. This power has been exercised in respect of Middlesex where the County Council are the food and drugs authority for the whole county.

5. Licences authorising the use of the special designations " Pasteurised " and " Sterilised " in relation to milk treated on the premises of the applicant are granted by food and drugs authorities but all other licences under the Pasteurised and Sterilised Milk Regulations, 1949, are granted by local authorities.

6. The authorities at present responsible for the enforcement of the provisions of the Shops Acts relating to the health and comfort of shop workers, may be summarised as follows :

(i) **Enforced by Local Authorities:**	**Provisions relating to**
County borough councils Borough councils Urban district councils Rural district councils Common Council of the City of London Metropolitan borough councils	1 Ventilation; 2. Temperature; and 3. Sanitary conveniences
(ii) **Enforced by Shops Acts Authorities:**	
County borough councils Borough councils Urban district councils where the population is not less than 20,000 County councils Common Council of the City of London London County Council	4. Lighting; 5. Washing facilities; 6. Facilities for taking meals; and 7. Seats for female shop assistants

7. The general health provisions of the Factories Act, 1937, which are administered by local authorities cover the following matters :

In all factories:

(a) Sanitary conveniences ;

In factories in which mechanical power is not used (with certain exceptions):

(b) Cleanliness ;
(c) Overcrowding ;
(d) Temperature ;
(e) Ventilation ;
(f) Drainage of floors.

Where mechanical power is used factory inspectors of the Ministry of Labour and National Service deal with items (b) to (f). They also deal with the provisions relating to lighting in all factories, whether or not mechanical power is used.

8. The control of air pollution generally and the administration of the Clean Air Act, 1956, are the responsibility of all local authorities. The Minister of Housing and Local Government, however, has made an order, the Alkali, etc., Works Order, 1958, the effect of which is that pollution from certain industrial operations is now controlled under the Alkali Act instead of the Clean Air Act and by the Government's Alkali Inspectorate rather than by local authorities.

9. The control of the hygiene of milk production at dairy farms is in the hands of the Ministry of Agriculture, Fisheries and Food but local authorities are responsible for hygiene at all subsequent stages of handling and distribution. County councils and county borough councils are responsible, however, for the enforcement of section 31 of the Food and Drugs Act, 1955, which prohibits the sale of tuberculous or other infected milk.

10. The Common Council of the City of London and all metropolitan borough councils are required by section 9 of the Public Health (London) Act, 1936, to appoint an adequate number of public health inspectors. The appoint-

ment of public health inspectors outside the County of London is covered by sections 106 and 107 of the Local Government Act, 1933, which places an obligation on all borough, urban and rural district councils to appoint at least one public health inspector.

11. In those districts where more than one public health inspector is employed (with certain exceptions), the chief or senior inspector cannot be dismissed except by, or with the consent of, the Minister of Health. Despite this specific provision in the statutes conferring security of tenure on the chief public health inspector, no obligation is placed on a local authority to appoint a chief (or senior) public health inspector. In fact, some local authorities in the Greater London area, and more particularly certain metropolitan boroughs, have not appointed a chief inspector with the responsibility of supervising the public health inspectorate. Indeed, in one metropolitan borough the medical officer of health also holds the position of chief public health inspector.

12. It is illogical for Parliament to have conferred security of tenure on chief public health inspectors without requiring every local authority employing more than one to appoint a chief inspector.

Comments on Present Administrative Arrangements

13. While the Association and the Guild believe that in any area only one authority should be responsible for all the environmental health services, it is recognised that slum clearance in the County of London presents peculiar problems. The rehousing of people displaced by large slum clearance schemes entails extensive building of houses and flats, many of them outside the area of the County. The London County Council have the resources for providing houses on the necessary scale and the division of responsibility between the county council and metropolitan borough councils is thus justified. It is not suggested, however, that such an arrangement would be justified elsewhere in the Greater London area.

14. Food and drugs administration, that is the work under the Food and Drugs Act, 1955, and other legislation relating to the composition, adulteration and labelling of food, presents a complicated pattern in the Greater London area. In the whole of Middlesex it is performed by the County Council while in the metropolitan boroughs it is performed by the borough councils themselves and not by the London County Council. In the remainder of the area responsibility is divided between the county councils, county borough councils and other local authorities. Sampling and administration are in the hands of public health inspectors or weights and measures inspectors.

15. Where an authority other than a county council is responsible for food and drugs administration public health inspectors, who in any case make routine visits to food premises, in connection with food inspection, food hygiene and other matters conveniently and economically perform the sampling and other duties involved. The time and expense of travelling is limited and visits by different officers of separate authorities on similar matters is avoided.

16. The licensing of milk pasteurising and sterilising establishments by food and drugs authorities is a duty which should be the responsibility of local authorities as distinct from food and drugs authorities. This is clearly a public

health function and requires the knowledge and experience of qualified public health officers if it is to be performed satisfactorily. County councils are under no obligation to appoint public health inspectors and the Middlesex County Council, in fact, do not employ any. Where a county council are the food and drugs authority for any area they may not have officers with the necessary public health training for this work. Furthermore, local authorities have a general responsibility under the Milk and Dairies Regulations for ensuring a satisfactory standard of hygiene in all dairies. The separation of the licensing of pasteurising and sterilising plants from this general work is illogical and unnecessary.

17. The division of responsibility for the health and welfare of shop workers referred to in paragraph 6 cannot be justified. It is anomalous that in some areas including the County of London, matters of a related nature should be administered by two different authorities, giving rise to inspection of shops by two different sets of officers. It is not uncommon, for example, for washing facilities in a shop to be inspected by the officers of one authority and the sanitary accommodation by those of another. The Committee of Enquiry into Health, Welfare, and Safety in Non-Industrial Employment (Gowers Committee) recommended in 1949 that all sanitary authorities (i.e., borough, urban and rural district councils), irrespective of size, should be responsible for the administration of the health, welfare and safety provisions of the Shops Act.

18. It is not clear from the terms of reference of the Commission whether they are concerned with the performance of certain environmental health matters by Government departments. Reference has been made, however, in paragraphs 8 and 9 to instances in which there is a division of responsibility between certain departments and local authorities. The Association and the Guild are of the opinion that these arrangements are not entirely satisfactory and would be willing to express their views in detail if the Commission wish them to do so.

19. In paragraphs 10-12 comments have been made on the appointment of chief public health inspectors. It is the firm conviction of the Association and the Guild that in order to secure proper co-ordination and supervision of their work, in every district in which there is more than one inspector, one should be appointed the chief public health inspector.

Proposals for the Future Administration of the Environmental Health Services

20. The Association and the Guild are firmly of the opinion that the environmental health services should continue to be administered by local authorities and that there should be only one local authority with executive powers responsible for these services in any one local government area. The retention of a system whereby two locally elected authorities are jointly responsible for the administration of allied services is indefensible.

21. The two organisations do not desire to express an opinion as to the precise form of local authority which should be responsible for the administration of these services. It may be that the desired changes can be effected within the existing framework of local government. They are here concerned solely with securing the adoption of the principle that there should be only one authority in each area for the administration of those services which are the concern of the public health inspector.

Conclusion

22. The Association and the Guild wish to express their appreciation of the opportunity they have been afforded of submitting written evidence to the Royal Commission. They trust that this memorandum will assist the members of the Commission in their work and will be willing to supplement this document either by additional written evidence or by oral evidence.

R. JOHNSON

Secretary

19 Grosvenor Place

London, S.W.1

12th June, 1958

Evidence submitted by The Association of Teachers in Colleges and Departments of Education

53a Brewer Street
London, W.1

18th March, 1959

Dear Sir

The Council and Executive Committee of this Association has recently given careful consideration to future policy with regard to the government of training colleges. The Executive Committee does not wish, at present, to draw up a public statement of policy on this matter. The Committee did feel, however, that one general consideration could usefully be brought to the attention of the Royal Commission on Local Government in Greater London. In the opinion of the Association, the larger units of local government are generally to be preferred to smaller bodies. It is felt that the larger Administrative Councils are able to call upon wider interests and resources and to be more liberal in their outlook. With the coming of the longer course of training, the training colleges will become more closely associated with the universities and, in the opinion of the Association, should be governed more on the lines of university colleges.

Yours faithfully

(Sgd.) HELEN M. SIMPSON

Honorary Secretary

J. R. Niven, Esq.

Royal Commission on Local Government
in Greater London

Evidence submitted by The Association of Teachers in Technical Institutions

MEMORANDUM

The Association of Teachers in Technical Institutions has a large number of members in Colleges throughout the Greater London area. It has taken steps to ascertain the views of these members and these views have now been co-ordinated by the Executive Committee of the Association which accordingly submits the following to the Royal Commission.

The Association believes that we must think in terms of prolonged and substantial growth of technical education at all levels and in full-time courses, sandwich courses and part-time study. It is the experience of the Association that the existence of local educational authorities of too small size presents an obstacle to the expansion of technical education. The Association accordingly would oppose any proposal to break up the London County Council or Middlesex County Council areas in respect of Further Education. Further, the Association would oppose the creation of any new Further Education Authorities out of the area at present controlled by Essex, Kent, Surrey and Hertfordshire. While the Association believes in the necessity for co-ordinating the provision of technical education throughout the area it does not advocate the establishment of a single body to exercise full authority in Further Education for the whole area.

The Association is also opposed to any rigid system of stratification of technical education. Should any proposals for a two-tier system of local government for the area be put forward by the Commission, the Association hopes that there will be no rigid division of technical education in respect of grade of work between the two levels of authorities.

The Association believes that obstacles arising out of out-County fees and similar problems should be abolished if possible or if this is not possible should be reduced to the minimum.

The Association also believes that in any recasting of the law, obstacles to the service of Further Education teacher representatives on governing bodies of Colleges ought to be removed. Indeed, if possible, the change should go further and active encouragement to the appointment of such representatives should be given.

Evidence submitted by The Barnet Conservative Association

1. The Barnet Division Conservative Association has a membership of approximately 8,000 from among the 64,000 electors in the Barnet Parliamentary Constituency, which comprises the Urban Districts of Barnet and East Barnet and the Rural District of Elstree all within the County of Hertford.

Boundaries and Status

2. Subject to certain modifications in the existing boundaries, (dealt with in para. 6), the Association considers that the Urban Districts of Barnet and East Barnet should be joined together and given the status of a Borough and that the Rural District of Elstree, excepting the Parishes of Shenley and Ridge, should be formed into an Urban District. The Association would be entirely opposed to the inclusion of the Elstree Rural District, or any part of it, within the proposed Borough of Barnet. The two districts are dissimilar in character and tradition and, although they have a common boundary, they are effectively divided by Rowley Common which is scheduled as Green Belt land and the two districts are therefore unlikely to merge into one

The Existing County Boundaries

3. In the area reviewed by this memorandum the boundary between the Counties of Hertford and Middlesex follows a line which, whatever its original purpose may have been, has no modern justification. It makes the map look more like a gigantic jig-saw puzzle than a serious attempt to create rational local government authorities, and the Association is of the opinion that the County boundary should be so adjusted as to do away with the existing salients.

Building development over existing boundaries

4. All these county districts have grown rapidly during the past thirty years with the result that the towns have pushed themselves over existing County and County District Boundaries. In numerous instances these boundaries are dividing gardens and houses. From the electoral point of view this produces many anomalies and considerable inconvenience. For example where a County boundary passes through a house, the occupants have a residential qualification in two different parliamentary constituencies in respect of the same property, a privilege denied to their next door neighbours.

The Association is strongly of the opinion that the considerations in paragraphs (3) and (4) should be born in mind when the boundaries of the proposed new authorities are determined.

The County

5. The Association does not wish to tender any evidence with regard to the County in which the proposed Borough of Barnet should be located until it has had an opportunity of examining the proposals put forward by the Urban District Councils concerned, save to say this: it is opposed in principle to any extension of the existing boundaries of the London County Council and would vehemently protest against any proposals to include Barnet within such an enlarged County.

As far as the Parishes of Shenley and Ridge are concerned they are mainly rural in character and, being Green Belt land, are likely to remain so. The Association considers that they should be transferred to suitable neighbouring rural districts and remain within the County of Hertford.

Adjustments to existing boundaries

6. Paragraph (2) of this memorandum envisaged certain modifications to the boundaries of the existing County Districts. These modifications are now set out:

Barnet and East Barnet Urban Districts

(a) The Western Boundary of the Barnet Urban District is drawn 150 yards to the west of the Barnet By-pass road. The Association understands that the original reason for the boundary being drawn in this position was to enable the Barnet Council to preserve the amenities of Rowley Common by giving it planning control over this land to the west of the By-pass. This consideration is no longer of relevance. The new Boreham Wood L.C.C. Estate has developed over the present boundary, and there is unlikely to be further building development. It is one of the boundaries that is creating administrative and electoral difficulties by running through gardens and houses and the Association considers the boundary between the Barnet Urban and the Elstree Rural Districts, should be drawn along the line of the Barnet By-pass.

To the north the Hertfordshire/Middlesex County boundary defines the limits of the Barnet and East Barnet Urban Districts. To the north-west this boundary makes a salient into Barnet and to the north-east it crosses Hadley Common, which naturally forms part of East Barnet, and all of which should be included in that district.

The Association considers that the boundary between the proposed Borough of Barnet and the Urban District of Potters Bar should be drawn in an easterly direction from the point at which Dryham Park touches the Barnet By-pass, along the road forming the northern boundary of Dryham Park, thence in an easterly direction along Dancers Hill Road, (forming the northern boundary of Wrotham Park), thence in a south easterly direction along Wagon Road to its junction with the railway line, thence southwards along the centre of the railway line to a point due west of the water course marked as Monkey Mead, thence eastwards and southwards along Monkey Mead to its junction with Camlet Way thence southwards along the centre of Cockfosters Road where it will form the eastern boundary of the proposed Borough.

At this juncture the Association does not wish to tender evidence with regard to the southern boundaries of the districts as it requires time to study further some of the problems involved.

Signed on behalf of the Barnet Division Conservative Association

ARTHUR W. P. FAWCETT

Secretary and Agent

163 High Street

Barnet, Herts.

16th April, 1958

Evidence submitted by The Beckenham Planning Group

In submitting the following observations and suggestions regarding the efficiency of Local Government the Beckenham Planning Group desire to say that this Society was founded in 1944 with the object, *inter alia,* " to stimulate among the people of Beckenham interests in National, Regional and Local Planning." It is non-political and membership is open to all persons residing in or having an interest in Beckenham.

Although these comments are directed to matters related to Housing and Planning, being subjects with which the Group is mainly concerned, it is realised that the principles involved are applicable to many other functions of Local Government administration.

The policy of the administration of the departments responsible for the duties involved in Local Government work is usually controlled by Committees of the Local Council. As each Member of the Council must serve on several Committees he has of necessity to devote a considerable amount of time, both in Committee and outside, in visiting and examining local problems, if he wishes to bring an informed opinion and an unbiased judgment to Committee Meetings.

We are of the opinion that many local people are deterred from accepting nomination to Local Government because they are unwilling to devote so much time away from their homes and families. A great deal of local knowledge and technical and professional experience is in consequence lost to Local Government, and the composition of Local Councils falls into the hands of persons less qualified to serve, and often to those more interested in party politics than the welfare of the local population. And in consequence the overworked Committee member is frequently expected to make a decision on matters about which he is either ignorant or unqualified to speak.

We suggest that this defect might be overcome by a compulsory addition to the respective Committees of a definite but small number of persons co-opted by the Council and chosen for their knowledge of the particular work of the Committee. With the knowledge and advice of such co-opted members many mistakes might be avoided, and we consider that the decisions arrived at would command more confidence and satisfaction by the local population.

We are aware that members of the public are at present co-opted to serve on Local Education Committees and Allotment Committees and that the law at present provides for Local Government Authorities to co-opt persons (within certain limits), if they so desire, to its Committees, and we consider that this practice should be made obligatory to include Housing Committees and Town Planning Committees, thus securing the help of some of the most knowledgeable people in the community, who, we believe, would be prepared to serve on one Committee but for personal reasons are unable to become Members of the Council.

Town Planning Development Applications

Under existing legislation the general public is unaware of development applications, and if an application receives approval by the Planning Authority there is no opportunity afforded to the public to intervene: whereas in case of refusal by the Planning Authority and appeal being made to the Minister by the applicant, it is customary for interested members of the public to be heard by the Inspector holding a Public Enquiry.

We consider that the public is justified in feeling aggrieved with the absence of opportunity to express an opinion on matters of major importance before any decision is taken on such applications by the Planning Authority. We would define applications of " major importance " as those which affect a large number of persons, or alternatively those which might seriously affect a much smaller number.

In order to remedy this position we suggest that such applications of major importance should be made available for inspection by the public at least 15 days before the next Meeting of the Committee, and that a list of these applications of major importance should be prepared with brief descriptive notes to make clear the effect of the application, this list to be advertised in the Local Press and/or placed on view in the Local Public Libraries. Any objections to any application lodged with the Local Authority would then be considered by the Planning Committee and should the Committee disagree with the objectors the application would then be passed with its observations and recommendation to the Local Planning Authority for decision. Alternatively if the Planning Committee agrees with the objectors it would be free to issue a refusal.

We hope that these few criticisms on the work of Local Government, and the suggestions made in order to improve its efficiency may prove of value to the Members of the Royal Commission in its labours.

F. E. GROSE
Hon. Secretary
Beckenham Planning Group

9th May, 1958

Evidence submitted by The Borough of Bexley Ratepayers' and Residents' Association

1. This submission is laid before the Royal Commission on Local Government in Greater London by the Borough of Bexley Ratepayers' and Residents' Association through its Executive Committee.

This Association, which was founded in 1931 and is, by its constitution and actions, strictly non-party and non-political, represents in matters of local government and local affairs, the interests of its members who number nearly 2,000, distributed over the whole of the Borough of Bexley, in the County of Kent.

2. While the Commission has, by its terms of reference, to examine the working of local government in the greater London area and to make recommendations in connection therewith, this Association's Committee deputed to consider the matter on its behalf, has confined its considerations mainly, as indeed it feels it should, to the future of the Borough of Bexley and to the local government thereof. In considering this subject the Association's Committee has had regard to the views so far as publicly known of the Kent County Council (including statistical information) and of the Bexley Borough Council. It has also had the benefit of studying statistical information furnished by the Borough Treasurer.

3. The fact that the Commission has been required to examine the working of local government of the Greater London Area including, as far as Kent is concerned, the Borough of Dartford, inevitably suggests possibilities of proposals being made to extend the boundary of the present London County Council so as to embrace the whole of Greater London, placing the local government thereof under the one huge authority. Alternatively, to divide the local government of this Greater London area between two or three large authorities.

This Association is utterly opposed to suggestions of including the Borough of Bexley in any such large authority. It sees no prospects of financial advantages or of improved local government services as likely to result from any such absorption into a large Greater London or part Greater London authority. It considers it would mean the Borough would lose its identity, with local government control too remote and not closely under the control of local electors through Councillors who would be well acquainted with local problems.

Bexley only became a Borough as recently as 1937 after rapid expansion of population, and is only now slowly becoming a real entity under that name, which it is considered it would be wrong to destroy. One of the complaints often made against the services at present provided by the Kent County Council is that the control is from Maidstone which is remote in fact and in effect.

The Association cannot too strongly, therefore, voice its opposition to any proposal, of whatever kind, to merge Bexley into any larger authority.

4. While the Association considers that the Bexley Council should remain as the local government authority for the present Borough area, it is by no means

satisfied with the present powers of the Borough Council or the extent of the services for which it is responsible.

The Association's representatives have considered two alternatives, which would be acceptable to the Association, and to meet this objection namely:

(a) The transference, as a matter of right, to the Bexley Borough Council, of a number of services, now provided by the Kent County Council, leaving the latter still to administer certain major services,

or

(b) by making the Borough into a County Borough, exercising powers and functions normal to such an authority.

While the Association does not oppose the idea of the Borough itself being made into a County Borough, it sees no advantage in possible proposals to amalgamate with any neighbouring areas solely for the purpose of forming a County Borough and therefore most firmly opposes any such amalagamation proposals.

The Association, however, has grave doubts as to whether the Borough if made a County Borough, could have all the proper and necessary facilities and resources to enable it effectively and efficiently to carry out all the functions of such an authority. The Borough for example, has no technical or art college, while it would still have to form part of a larger area for such services as Police, Sewerage, Water, Fire Brigade and Civil Defence.

5. The Association, therefore, considers the local government of the area would best be served by the Borough remaining as a County District Council of the County of Kent, but with certain of the latter Council's powers and services entirely transferred to the Borough Council, and is strongly in favour of such a course.

6. With such an arrangement of local government as favoured in the preceding paragraph, the Association puts forward the following proposals on the main services for which the County Council is the present main authority, observing that, in general, the Association does not consider delegation of powers to be a satisfactory arrangement:

Education

(a) While it is agreed that this service must be primarily a County function the present administrative structure of Excepted Districts and County Divisions, needs drastic revision, to avoid overlapping and duplication of effort. The aim should be to give a large (and greater extent than now) measure of local autonomy in matters of primary and secondary education.

Fire Brigade

(b) This service must, it would seem, be a County function entirely, in order to provide in addition to local cover, the re-inforcement from other areas, so necessary when large conflagrations or emergencies occur.

Civil Defence

(c) As for Fire Brigade (b) above.

Planning

(d) This, it is considered should be entirely left to the Borough Council, working however, under an overall County Plan.

Highways

(e) It is considered the Borough Council should be (with the exception of Trunk Roads) the sole highway authority for its area. With this arrangement, the Borough should not have to contribute in any way to the Kent County Road funds. This would be of considerable financial advantage to the Borough and would no doubt enable it to proceed with various important road works within its boundaries, which have been delayed for many years.

Other Services

(f) The Association considers that a Borough of the size of Bexley is large enough to be entirely responsible for the carrying out of the other services and functions at present administered in this area by the Kent County Council (and not particularly mentioned in the foregoing sub-paragraphs), such as Health Services, Childrens' Services, Foods and Drugs, and Weights and Measures functions, etc. It proposes that responsibility for these should be directly vested in the Bexley Council with powers to make joint schemes with adjoining authorities.

7. While it is appreciated that the Royal Commission's terms of reference require it to exclude the administration of Police and Water Services from its examination of local government, the Association considers it necessary to make certain points regarding these services, as affecting Boroughs such as Bexley, and trusts the Commission will give them consideration.

Bexley and certain Boroughs in North West Kent receive their water supplies from the Metropolitan Water Board, who levy a separate rate. Main Sewerage service is provided by the West Kent Main Sewerage Board, who make a separate precept demand. Yet in the Kent County Rate the Borough ratepayers are required (in spite of these entirely separate services) to contribute towards certain water matters and sewerage services in the County as a whole. The Association considers that any proposals to re-organise local government in this area should ensure that Bexley ratepayers are not called upon to contribute other than for the Water and Sewerage services separately provided in their area.

So far as Police services are concerned, Bexley (along with other Boroughs similarly placed) should have (in common with other Counties and County Boroughs and their Police Forces) some definite representation in matters affecting the expenditure of and services provided by the Metropolitan Police (at present boroughs in Greater London have no voice in this expenditure, which they have to provide whilst manning of the force locally does not seem to differ very materially from the times when the Borough had a very much smaller population).

8. The question of Government grants towards local government services has not herein been touched upon, but obviously these grants would need to be adjusted in the light of services proposed to be transferred to Bexley.

9. Summing up, the Association is entirely opposed to Bexley being merged into any larger authority, or being amalgamated with any other authority or area.

While it does not oppose the creation of Bexley itself as a County Borough it considers the best course, in the interests of residents and considered both from the view point of cost of local authority services and of their efficient provision on a proper scale, is for the Borough to remain as a County District of the County of Kent, but with the transference to it (with no responsibility to Kent) of all functions and services which it is large enough efficiently to administer on its own.

For and on behalf of the Borough of Bexley Ratepayers' and Residents' Association.

JAMES BETTS

Honorary Secretary

11th September, 1958

Evidence submitted by The Bow Group

INTRODUCTION

1. The Bow Group is an independent research organisation composed of younger Conservatives.

2. Members of the group responsible for this document have experience as councillors or officers of London County, Metropolitan Borough, and Municipal Borough Councils. The group cherishes the hope, therefore, that the views expressed in this memorandum may be relatively free from the suspicion of special pleading.

The group was composed of Howard Aplin, Leslie Bridgeman, Beryl Cooper, Christopher Chataway, Geoffrey Finsberg, Martin Stevens, Robert Vigars and Christopher Walton. We are very willing to give oral evidence should the Commission so desire. In particular we feel the Commission may be interested in actual examples under paragraph (4)(iii) below.

3. We have not deemed it necessary, nor our function, to describe the present structure of local government within the area. This memorandum falls, therefore, into two parts: an outline of what we consider to be the existing major defects, and suggestions for reform.

PRESENT DEFECTS

4. The chief administrative authority in the area is the London County Council. It has the following major defects:

(1) Its jurisdiction is limited to an artificial unit, the boundaries of which were largely determined by reference to the sewage system as it existed 80 years ago, and have no relation to present-day geographic, political or economic realities.

(2) In certain matters (e.g. housing, parks, street improvements) its common jurisdiction with the Metropolitan Boroughs leads to overlapping and conflict, with consequent inefficiency and ill-feeling.

(3) It has an unbalanced electorate. Owing to the tendency for members of the middle and upper income groups who work in the county to live outside, and owing to the growth of companies in industry and commerce (which have no " business vote "), those who contribute most to its wealth have virtually no opportunity to influence its policy.

(4) The concentration of many powers in its hands leads to over-centralisation, with the following consequences:

(a) Elected members are unable to exercise detailed control. Thus:

(i) Annual estimates covering many millions of pounds are presented to Committees in summary form and due to overcrowded agendas often occupy only a few minutes discussion.

(ii) A major matter, which in other local authorities might be referred for lengthy study by a special sub-committee, appears as one of perhaps fifty items on a committee agenda and is disposed of without comment, or at best after a single brief debate.

(iii) A member may receive in a single week committee agenda (with relative reports and documents) covering 400-500 pages of foolscap (typed in single spacing). He may have to attend at County Hall on three or four half days in the week. Few members can give adequate time or attention to the work, and those who can are unlikely to be the most able.

(iv) The great majority of matters are left in the hands of the officers. It is evident, for example, that elected members cannot give proper consideration to 12,000 planning applications in the course of a single year. This is not local government as it is known elsewhere in England.

(b) There is a lack of local knowledge. A committee considering a matter relating to, say, Woolwich may happen to have members representing mainly North London constituencies.

(c) There is little opportunity for local variations in policy and administration to suit local circumstances.

(d) The centre of authority is too remote from the individual ratepayer, who is inadequately aware of the Council's existence, let alone its policies and functions. The Council is thus virtually immune from the salutary pressure of public opinion.

(e) Few powers remain for administration by the Metropolitan Boroughs, who yet are responsible for collection of all local revenue under the precepting system. This is anomalous in theory and frustrating in practice.

5. The Metropolitan Boroughs vary too widely in population, area, and rateable values. Many are too small and too poor to be entrusted with the powers which a truly local authority should have, and the larger and richer suffer in consequence.

6. The remainder of Greater London is governed by County Councils whose centres of administration are divorced from London geographically, economically, politically, and in sentiment. Omitting from consideration the County Boroughs of Croydon, East Ham and West Ham, the Outer London area has two types of two-tier government, one County/Municipal Borough, the other County/Urban District. Each County Hall is miles from the populous "inner fringe" (in Middlesex it is outside the County altogether). This has led to the same disadvantages of remoteness and impersonal control as experienced in the London County. These are in general less serious since the populations involved are smaller ; but they are sometimes accentuated by larger geographical areas and more diverse conditions. Two specific difficulties emerge most strongly:

(1) Some County Councils have, like the L.C.C., been forced to set up divisional committees for many major services. In the large and varied areas administered by the counties adjoining London this gives the worst of both worlds—government by a body not directly elected, yet another

office and staff, and as the areas do not coincide from one service to another (or even correspond with Borough or Urban District boundaries in some cases), a feeling of helplessness and bewilderment in the mind of the public.

(2) The Councillors of lower-tier authorities often find themselves obliged to "rubber-stamp" County decisions which do not suit their area but which are imposed for the sake of uniformity.

SUGGESTIONS FOR REFORM

7. Ideally and considered in isolation, each function of local government in Greater London could be said to require a different area of administration. Already the existing proliferation of "ad hoc" bodies is a matter for concern (e.g. hospitals, the Metropolitan Water Board, and the London Transport Executive). The further growth of unrepresentative "ad hoc" bodies must be resisted, or all the evils of 19th century local government will return. Some compromise between conflicting ideals must therefore be sought.

8. Certain functions can only be administered effectively by a single body having control over a large area. These are in principle:

(1) Those services for which the specialised demand in a small area is insufficient, e.g. further education.

(2) Those where policy requires to be worked out in relation to a large area having a "natural" economic and geographic unity, e.g. the preparation of the Development Plan.

(3) Those to be exercised outside the area of the largest practical body, e.g. Overspill Housing.

9. The number of such functions must be limited to those for which an overwhelming case can be made out in order to minimise the defects of over-centralisation outlined above. It is suggested they should comprise:

Town Planning Policy (i.e. preparation of Development Plan)
"Overspill" Housing Policy
Further education and teachers training and special schools
Main sewerage
Traffic policy
Fire Brigade

(Note: It has been argued that re-housing after slum clearance and from over-populated areas of London would be hampered if responsibility for housing were devolved upon lower tier authorities. In fact there are now few building sites left for such transfers of population, and authorities who wished to rehouse their excess population might do so by means of Compulsory Purchase Orders in respect of land outside their areas. One could expect voluntary agreement between authorities in the majority of cases, with the Minister to act as final arbiter where difficulties arise).

10. A number of alternatives suggest themselves as to the body or bodies who could best administer these services:

(1) "Ad hoc" boards, which are considered undesirable for the reasons mentioned above.

(2) A joint board representing all other authorities in the area. In practice such a board is ill-suited to the exercise of executive powers, and also suffers from some of the evils of "ad hoc" boards.

(3) The central Government. As the central Government is already responsible for the Metropolitan Police and Public Transport and exercises detailed control in other matters (e.g. approval of Development Plans, trunk roads, etc.), and having regard to the special position of the Metropolis in the national life, the transfer of the mainly "impersonal" functions listed above to the appropriate Ministries within the central Government has at first sight much to commend it. If the Police, for example, why not the Fire Brigade? On the other hand, it is thought that further transfer of powers from local to central government ought to be resisted. We have also been impressed by the argument that the advantages of the checks and counter balances resulting from the administration of such functions by some body other than the central Government outweigh the disadvantages of duplication of effort and consequent delays.

(4) A single directly elected "County" authority. The establishment of such an authority has been criticised as dangerous politically, as setting up an authority powerful enough to rival the central Government. If its functions were severely limited as above, this criticism loses some of its force. It would have advantages in regard to unification of policy where this is desirable, e.g. town planning and traffic policy.

(5) A smaller inner County, and three outer Counties composed of approximately 2 million each. As an alternative to a central authority this scheme would have the advantage of creating counties with a more manageable population. It might, however, require a Joint Consultative Committee to secure liaison on such subjects as town planning, traffic, and higher education.

11. We suggest that the area over which the "centralised" functions should be administered (whether by one authority or by four) should comprise broadly the area lying within the Metropolitan Green Belt. Its population is approximately 7,500,000 and the rateable value approximately £150,000,000. Exact definition of boundaries is of course a matter for detailed study and beyond the scope of this Memorandum. Such an area, however, forms a natural geographic and economic unit.

12. We should like to feel that some way could be found of associating the Lord Mayor of London more closely with the top-tier authority or authorities, so that the capital of the 20th century could speak to the world with one voice on ceremonial and other occasions of national importance, and then with a voice steeped in the history and tradition of the great City.

13. All other functions should be entrusted to second-tier authorities, in the interests of truly local government. For technical reasons delegation, albeit mandatory, might be necessary in some cases, e.g. Part III Town Planning Act powers. Wherever possible, however, devolution of powers should be by conferment. The second-tier authorities must constitute "most-purpose" boroughs.

14. It is vital that the "most-purpose" boroughs shall be no larger than is absolutely necessary to secure adequate resources of population and finance. In view of our recommendation above that some over-all functions should be reserved to the upper-tier administration **we propose :**

> that existing units (whether County Borough, Municipal Borough or Urban District) should all be given the status of "most-purpose" Borough and that such amalgamations be made as would result in these boroughs having populations between 125,000 and 250,000. Within the area defined in paragraph 11 above this would mean some 45 boroughs instead of 76 authorities of all kinds and sizes, of which the poorest would have a rateable value of about £1¼m. We stress that existing boundaries should be retained as far as possible ; local pride, tradition, and community interest, where they exist, are not things to be discarded for the sake of "tidiness" or equality of size. But single-tier government (to which our proposals approximate) is easily understood by the electorate, avoids conflict of interests between different bodies dealing with the same areas, and places the duty of raising revenue upon those who spend it.

15. As regards finance, it is considered the Government's present proposals could be readily adapted to the structure here outlined, although a problem exists in regard to equalisation which is considered to be outside the scope of this Memorandum.

16. It is recognised that proposals of the foregoing nature represent a major re-organisation over a wide area, with inevitable transitional difficulties and equally inevitable opposition from those who are less concerned with the good government of Greater London than with the maintenance of the status quo. When so many are largely artificial the value of existing traditions can be overemphasised. Who (apart from the members and officers of the Borough Council concerned) is proudly conscious that he is a citizen of Wandsworth ? Who in Chiswick or in Willesden does not consider himself a Londoner ? Our 19th Century forefathers were not deterred by such considerations in carrying out the even more sweeping reforms of 1888-1899. Need we of the 20th Century be more timid ?

On behalf of THE BOW GROUP

CHRISTOPHER CHATAWAY

22 St. Giles High Street
London, W.C.2

17th July, 1958

Evidence submitted by
The Bushey Heath Ratepayers' Association

7th May, 1959

The Secretary
Royal Commission on Local Government
in Greater London

Dear Sir

The Association of which I am Chairman, have had many discussions on the proposals as set out by the Watford Borough Council and the Bushey Urban District Council, on the evidence that they have submitted to the Royal Commission on Local Government in Greater London.

The Committee of this Association are of the opinion that Bushey, being still a village within easy reach of London and well served by the amenities of towns around it, and also still enjoying the beauties of village life, should remain as a village and not be absorbed by a county borough of Watford which would cover the main area at present administrated as South-West Hertfordshire.

We feel that were Bushey to be absorbed into a county borough of Watford, the representation on the administrative council, as far as Bushey is concerned, would be of a very small account in the total administration. We also feel that Bushey is still bordered very much so by the Green Belt of London and if it were to be absorbed into a county borough of Watford, would then become an overspill area from the town of Watford, and consequently Bushey would be as built up as Watford is, therefore depriving the local inhabitants of enjoyment of local space.

We would support the Bushey Urban District Council in claiming to remain as they are, or to fall in line with the latest proposals of the local Council contained in their statement of evidence, dated 25th March, 1959.

To summarise, we would say that Bushey is still a village, and the majority of the local residents would like it to remain so. We do know that a Kindred Association has voiced their opinion in favour of amalgamation into a county borough of Watford, and we feel that this Association are not voicing the views of the residents of Bushey and Bushey Heath generally, but only a small percentage of the residents.

This Association has a membership of 400 householders which could represent 1,200 to 1,500 residents in Bushey.

We trust that this little information that we have submitted will help to support Bushey Urban District Council in their claim to retain their existing status.

Yours faihfully

(Sgd.) J. ROBERTSON

Chairman

Evidence submitted by The Bushey New Ratepayers' Association

The Bushey New Ratepayers' Association, which covers the district known as Mill Ward together with Bushey Hall Road and Bushey Grove Road which lie in St. James' Ward, having considered this matter, have decided that it would be advantageous for this area to become part of the County Borough of South West Herts, as proposed by the Borough of Watford.

The reasons for this decision are as follows :

1. The Urban District of Bushey is, by its very nature, a Country District forming an integral part of the Green Belt and so should keep apart from the London Suburbs.

Bushey is no longer a "Rural Area," having its own industrial area which is adjacent to Watford and so forms a natural extension of Watford.

Education

2. The schools in Bushey are at present controlled by Herts County Council through delegated powers to Divisional Executive Committees. The Committee serving this area is known as the South West Herts Divisional Executive and its offices are situate in the Borough of Watford. The area covered by this Executive is practically the same as the proposed County Borough of South West Herts.

Bushey is only represented by two members on the Executive and has three members on the Managing Bodies of the Primary Schools. There are one Grammar School, one Secondary Technical School (known as Watford Technical Secondary School) one, Secondary Modern School and five Primary Schools. The shortage of places in Primary schools in the area is still acute and many children have to attend in the Borough of Watford. The main centre for Further Education is in the Borough of Watford.

It is considered that better local control would be exercised over Education by the County Borough of South West Herts than as at present by the remote control of Herts County Council.

A branch library, provided by Herts County Council is in existence but owing to its size and inaccessibility to many residents, it is totally inadequate. There is a mobile library, which by its nature, does not give satisfactory service and efforts by this Association to improve this have proved unavailing.

It is fair to say that the majority of the residents, especially in North Bushey, use one of the two libraries controlled by the Borough of Watford. There is no Youth Employment Office in Bushey. The Divisional Youth Employment Officer for South West Herts operates in the Borough of Watford.

Environmental Health

3. There is an open air swimming bath in Bushey, which is only open between May and September and which as yet has no filtration.

Situated centrally in the Borough of Watford, there are fully equipped indoor baths providing slipper baths, etc. No other indoor baths exist in Hertfordshire, and it is an accepted fact that the majority of Bushey swimmers use the Borough of Watford baths, which has to be subsidised by the ratepayers of Watford.

Most public health matters in Bushey are dealt with by the Bushey Council or the Herts County Council. Rodent control, disinfestation, indoor sanitation, cleansing of unclassified and district roads, come under Bushey U.D.C.

Bushey Council has no mortuary, but has an arrangement with the West Herts Group Managements Committee.

Bushey's parks and recreational grounds total 38 acres or 2.44 acres per 1,000 population, against the Borough of Watford's 878 acres or 12 acres per 1,000 population.

Because of the facilities in the Borough of Watford's parks and recreational grounds, and the better transport arrangements into Watford, more use is made by the residents of this area of Watford's parks, etc., than those provided by Bushey.

Refuse is collected weekly by contractors and disposed of by Bushey Council. The service, due to the lack of control by the Council, is unsatisfactory and uneconomical. Formation with a larger administration area would prove beneficial.

There is no public cemetery or crematorium in Bushey, but the Council is represented on the West Herts Crematorium Joint Committee.

Responsibility for the health service in general are under various authorities at present, and it is felt that they should be controlled by one local authority.

Planning

4. The local Planning Authority is Herts County Council but some power is delegated to Bushey Council. All applications for planning have to be submitted to the Divisional Planning Officer in the Borough of Watford.

This is considered to be most unsatisfactory, as apart from the time wasted in having to have two decisions on each project, the Local Authority is unable to maintain a constant scheme for the district. Too many plans are marked " Fundamental " by the Divisional Planning Officer.

It is considered that the local Council is best suited to know the requirements of the area therefore by centralising the area, more power would be given to the Local Government and the Position of Authorities pulling in opposite directions, would cease.

Administration

5. It is definitely felt that the two-tier system of government is burdensome and top-heavy. The mere fact that two authorities are concerned in practically any matter of importance, does not lead to efficient administration.

In this case, County Hall is very remote, and as far as the ratepayers are concerned, unapproachable.

Bushey has only two Councillors on Herts County Council, who are elected for three-year terms. It is estimated that in the proposed Administrative Council, Bushey would probably have six representatives (equal to 10% of total representatives) dealing with all matters, compared with the present fifteen councillors on Bushey Urban District Council and two of Herts County Council.

Further, it is felt that many economies could be made in administration, if the areas of Bushey, Chorleywood, Rickmansworth, Watford Borough and Watford Rural District were amalgamated; for example the cost of running the services and that there could be only one of each main administrative department for all the five areas. It is accepted that at first considerable expense might occur in compensation for loss of office, and increased office space, etc.; but it is felt that this will only be short-lived.

As far as Bushey residents are concerned Watford is ideally centred for administrative purposes. At present, Bushey residents are unable to make personal representation to the Council Offices at Hertford, even Bushey Council Offices are not easily accessible to many.

Mention has already been made of the existing facilities Watford affords to the residents of Bushey but further essential services are :

1. Shopping facilities. Watford has finest shopping area in Herts.

2. Public utilities. Electricity, gas and water offices in central position.

3. Entertainment. Watford has only professional repertory theatre in Herts, plus six cinemas and dance halls.

4. Fire and Ambulance Services. Bushey has only amateur service.

5. Postal Services. Watford is main sorting office for Bushey area. Postal address is Bushey, Watford, Herts.

6. North Bushey telephones are on Watford exchange.

7. Methods of communication are centred in Watford. Watford Junction Station gives main line fast services to London and North, also electric service to all parts of London. The local Country bus service is centred in Watford.

8. Cultural relations between Watford and Bushey are very strong. Many Bushey residents are members of Watford clubs and associations. There are also many joint associations, for example, Watford and District Manufacturers' Association, Y.W.C.A., Watford and Bushey Arts Society, South West Herts and Dacorum Drama Council, S.W. Herts Scouts' Association, etc.

Many arguments have been given against the proposal put forward by Watford, stating that Bushey is a village and should keep its community spirit, that Bushey should not become "part of Watford," but it is maintained by this Association that these arguments, even if they are true, are not reasons for opposing the proposal.

It is understood that Bushey Urban District Council has suggested, or is considering a partial merger with other Urban Districts in the area, but still retaining its position as an Urban District.

This Association can see no advantage in this, for it would mean a larger, more widespread area to administrate with no more local control of spending powers.

The above facts show that Watford is an essential part of the life of Bushey residents, and in fact those that live in North Bushey use Watford for everything, having no communication or recreational interest in Bushey.

Herts County Council may well feel the loss of revenue from the South West Herts area but in any event, it would still leave the rest of the County, the twelfth largest in the country in order of rateable value and the ninth in order of rateable value per head of population. The exceptional way in which the larger towns are spread over the County is a full answer to the argument that South West Herts would be too large an area to administrate.

In the opinion of this Association it is essential that a one-tier local government be formed for efficiency and economy in administration and that a natural and workable body to do this would be South West Herts County Borough.

Evidence submitted by The Caterham and District Residents' Association

335 Stafford Road
Caterham, Surrey

3rd July, 1958

Dear Sir

Local Government Re-organisation

This Association which represents some 1,100 households in the Caterham district would like to support the submissions of the Caterham and Warlingham Urban District Council to the Royal Commission on Local Government in the Preliminary Statement of Evidence recently submitted to the Commission.

We shall be glad to know whether this letter will be sufficient or if we should submit a statement of evidence which we are quite prepare to do.

Yours faithfully

E. BOND

Hon Secretary

The Secretary
Royal Commission on Local Government
in Greater London

Evidence submitted by The Catholic Education Council

27 Great James Street
Bedford Row
London, W.C.1

The Secretary
Royal Commission on Local Government
in Greater London

12th January, 1960

Dear Sir

I am writing on behalf of the Catholic Education Council to submit the following observations to the Royal Commission on Local Government in Greater London.

The Council have not felt that it came within their proper field of interest to comment directly on the organisation of local government in the Greater London area, but they wish to bring to the attention of the Commission their concern that local government boundaries should not constitute a restriction on reasonable parental choice of school, particularly on the freedom of Catholic parents to send their children to Catholic Schools, and they hope that the Commission will make recommendations such as will help to remove obstacles to this. In view of the very many other considerations the Commission will have to bear in mind the Council have not considered that it came within their competence to make more specific recommendations.

Yours faithfully

R. F. CUNNINGHAM

Secretary

Evidence submitted by The Chelsea Gardens Guild

The Chairman
Royal Commission on Local Government
in Greater London

Sir

As Chairman of the Chelsea Gardens Guild I very respectfully wish to ask your Commission to accept this letter as written evidence on a matter of public importance with which our guild is particularly concerned. I would refer you to Section 5, para. (viii) of the printed " Outline of Evidence " submitted to you by the Metropolitan Borough of Chelsea. The policy of the London County Council has of late increasingly sought to extend the scope of its activity into purely local matters, and we in Chelsea are at the present time suffering from a decision of that Council to plan, lay out, and maintain a small bombed site without regard to the views and convenience of local residents. The area of this site is 0.376 of an acre, to which might be added 0.244 acre if the paved space in front were included. The London County Council have stated in para. 47 of their evidence that " their general policy has been to provide and maintain parks and open spaces of two acres and above in area and to leave the Metropolitan Borough Councils the provision and maintenance of open spaces of a lesser area." This evidence regarding their policy does not, in our experience, accord with the facts of their practice, nor with the principles contained in the Transfer of Powers (London) Order, 1933 (S.R. and O, 1933, No. 114).

Since your Commission is not concerned with the merits of a particular case, I will not criticise the plan which the London County Council intends to impose upon us, beyond saying that the planners, assuming them to have visited the site at all, can only have done so in the most perfunctory manner. The site, however, is the foreground of Chelsea Old Church, recently reconstructed as the result of very great local effort, and you can imagine the depth of local feeling when the London County Council, ignoring the representations of our Borough Council, refused to allow Chelsea even so much as the maintenance of the site, and this without reason given. Our members cannot help wondering what advantage there is to the nation as a whole when local interests are thus trampled on by what is, to us, a remote and totally irresponsible body.

In the autumn of 1956 we forwarded to the London County Council a petition bearing 2,950 signatures, in favour of handing the site over to our local council, but the London County Council, as we expected, ignored this. During collection of the signatures we had ample opportunity to observe the attitude of the public to the London County Council, and it seemed to be unanimously one of frustrated disgust such as is expressed in the words : " They're hopeless!" On top of this the London County Council has imposed in the heart of Chelsea, and in the teeth of all permissible opposition, an ugly and grossly unsuitable open-air mart for second-hand cars, behind a hypocritical facade of geraniums. Our guild feels that such actions can be explained only as planning for planning's sake, and would very respectfully hope that you may do something to restore utility to the concept of local government, in place of the authoritarianism and party dogma to which we have grown accustomed.

I beg to remain, Sir, your obedient servant
(Sgd.) R. S. GLEADOW
Chairman

Evidence submitted by The Chelsea Society

1. On the 10th October, 1945, the Chelsea Society submitted evidence to the Committee on London Government which the then Minister of Health had set up under the Chairmanship of the Marquess of Reading. That Committee was appointed, as the Royal Commission will recall, to examine and review the number, size and boundaries of the Metropolitan Boroughs, and the distribution of functions between the London County Council on the one hand, and the Common Council of the City of London and the Metropolitan Boroughs on the other hand, and to make recommendations.

2. The Chelsea Society appends in the Annex hereto a copy of the Memorandum then submitted and invites the Royal Commission to treat it as part of the Society's present evidence.

3. Developments since 1945 have greatly strengthened the Society's case for maintaining the civic autonomy of the Borough and for opposing any plan to annex its territory, or any part of its territory, to any neighbouring borough. Chelsea has been more successful than its neighbours in maintaining its character and in preventing the loss of pleasant residential streets and squares to other uses. Not only have people lived for centuries in this historic place, which has given its name to a dozen Chelseas abroad, but people wish to continue to live there, because they love it for its own qualities, and not because they are unable to go elsewhere. It is of national, and not merely local, importance that such resident communities should continue to flourish near the centre of the capital.

4. The Chelsea Borough Council is close enough to the community which it serves to further their interests in ways which would not occur to a composite or more distant authority. It is significant that, alone among Metropolitan Boroughs, it obtained statutory powers to build studios as part of its housing schemes.

5. Nothing would be easier, or more irreparable, than for Chelsea to lose its unique charm through undesirable developments; through the destruction, for example, of terraces of dwelling houses with gardens to make room for institutions, which could equally well be located elsewhere, where they would not involve any such destruction of valued amenities or of the interests of the local inhabitants.

6. Town planning does not mean promoting the same kind of development and exercising the same kind of control in every part of Greater London; it should rather aim at accentuating local character where that exists, and improving the quality of a local environment where this is needed. It goes without saying that certain services and utilities, and a few major principles of density control and use zoning, must be administered over a wider area than that of any single Metropolitan Borough; but in the matter of applications for planning consent, the preservation of historic buildings or the initiation of housing schemes, a Borough with the distinctive quality of Chelsea should make its own decisions.

It should not be possible for any development vitally affecting the local interests of Chelsea, or tending to change its character, to be initiated or carried out without consultation with the Borough Council; and the delegation powers under the Planning Act and Regulations should, therefore, be exercised to the full.

7. The Chelsea Society is prepared to support and amplify these contentions by oral evidence, should the Royal Commission so desire. It is confident that the Royal Commission would not, in any event, recommend the destruction of the civic autonomy of Chelsea without giving the Chelsea Society an opportunity to be heard.

18th December, 1958

Memorandum of the Chelsea Society in defence of the civic autonomy of the Borough

(*Submitted originally in* 1945 *and now annexed to the Society's evidence submitted* 1958)

In view of the White Paper (Cmd. 6579) on local Government in England and Wales during the period of reconstruction, presented by the Minister of Health to Parliament in January, 1945, and the terms of reference of the Departmental Committee set up by Mr. Willink under the Chairmanship of the Marquess of Reading, the Council of the Chelsea Society have thought it right to lay the following considerations before His Majesty's Government in regard to the corporate development of the Borough of Chelsea. In particular they desire to stress, while the matter of the boundaries of the London Boroughs is before the Committee, the grave concern with which any scheme for the annexation of Chelsea to a neighbouring borough or its partition among other boroughs would be regarded. If any such plan were adopted, the social life of our community would be disrupted and its civic entity destroyed.

The Chelsea Society has frequently had occasion to make representations to the Local Authority on matters which concern the life and fabric of Chelsea. On all these occasions, whether the Chelsea Borough Council has accepted their views or no, the Society has been assured that its proposals have received meticulous consideration. Members of the Council of the Chelsea Society connected with other Chelsea organisations know that these other organisations have similar experience. In many cases the Chelsea Borough Council has adopted suggestions from Chelsea organisations and has had the time and the local knowledge and patriotism to develop and vigorously support them to other authorities and finally to secure their adoption. No larger authority, engulfing Chelsea with other localities, it is submitted, would be able to give the same consideration to matters individual to Chelsea. The Chelsea interests would be represented by a proportion or even a minority of the larger authority and might not even be represented at all on some of the Committees. Views individual to Chelsea would be diluted with different views individual to other localities. Were Chelsea to be engulfed, therefore, its people would enjoy, in a less pure form than they do at present the precious right of local self government.

The Chelsea Society has always voiced the sensitiveness of Chelsea people to the history and traditions of the place. It is the special theme of the Society that the history and development of Chelsea have moulded its unique characteristics, fortuitously perhaps, but none the less providentially, into a priceless segment of modern London, which will in future, if allowed to survive, become still more prized. The characteristic of this village is that it is a quiet place and a neighbourhood of thinking people in every walk of life. Some Chelsea men and women of genius there may be, indeed are, in the fields of art and letters, economics and science, politics and administration, and these find themselves in a community which appreciates them and they it. They stimulate one another as neighbours and enjoy the full advantage of a close compact society near the centre of the capital. But in the main Chelsea is an area of small separate dwellings where simple men and women live who work unobstrusively in the " back rooms " of this capital of civilisation. These people like Chelsea because it provides the atmosphere of community life which suits their individuality.

There has been a continuous development of community life in Chelsea, which has survived the " sprawl " of the metropolis. It was pointed out by the Royal Commission on London Government in 1923 that there are to be found embedded places which have a long and interesting history of their own, connected with London but still such as to give them a real sense of corporate existence and civic responsibility. The Commission added the following observations on the importance of historical conditions.

" The growth of London from its core, the City, may be traced in two tendencies. First there was the erection of royal and ecclesiastical houses on attractive spots at a distance from, but in close proximity to London, and the growth of a local population round these. Examples begin at Westminster, then Chelsea, then Kensington, further away Kingston, Richmond and Croydon. Besides these we have the first coaching stages, and villages having their origin in other causes. In all these cases the people intended to be out of London. On the other hand, there were the people who wanted to be in London, but owing to its crowded condition, had to live on its outer fringes. So the concurrent expansion of London and of the outside units went on, until the present condition is reached, in which many of the old townships are embraced in the continuous builded area we call Greater London. It is a natural consequence that the lamp of local patriotism burns more brightly in districts of the first class described. Probably in no part of existing London are there districts with more individuality than Kensington and Chelsea, while outside the county the same characteristic is observable in such places at Richmond and Croydon."

The boundaries of the London boroughs laid down in the London Government Act, 1899, were by no means all arbitrary; and in the building of roads one of the acknowledged objectives of the County Council Plan for London is the preservation of existing communities from the interference of through traffic. Indeed, the human factor which underlies the whole plan is the idea of community life; and with this object the planners began by indentifying those communities which are organic units having either historical roots as the ancient villages of the London countryside or having in the course of time created characters for themselves. Both these characteristics belong peculiarly to Chelsea. " The physical organisation of a city, its industries and its markets, its lines of communication and traffic must be subservient to its social needs " ; and Greater London is conceived by the plan to be a purposeful grouping of social units.

Chelsea is by its geography and its history a natural civic and social entity, and its life on the north side of the Thames began as early as the eighth and ninth centuries, when Councils were held here. In Domesday the manor is recorded as held of the King; Court rolls show that in the 14th Century it was an administrative unit; but its individuality first fully emerged in Tudor times, when all that was best in England was brought together in Sir Thomas More's house and garden. Here Erasmus met Colet and Fisher, and Holbein made his most famous drawings. It was in Chelsea that Henry VIII established the young Princess Elizabeth, and the manor formed part of the jointure of Queen Katharine Parr.

Gradually the village by the river, with its fishing and farming, was chosen more and more by busy men seeking relaxation from the political and professional life of London. In the 17th Century, when Dorothy Osborne was describing Chelsea life to Sir William Temple, there were also many other famous people of more modest means gathered in friendly intimacy round Wren's Royal Hospital. Between 1686 and 1778 no fewer than four Presidents of the Royal Society lived in Paradise Row, and the illustrious names of Sir Isaac Newton and Sir Joseph Banks were added to the Chelsea roll. It also includes Sir Theodore Mayerne, court physician to four kings, and Dr. Richard Mead, who persuaded Thomas Guy to found his hospital. In the eighteenth century Miss Burney was writing "Evelina," and Sir Robert Walpole spent some twenty years in Chelsea as Prime Minister; while Arne composed "Rule Britannia" at his house in the Kings Road, and Samuel Cotes painted his miniatures of the brilliant world that assembled in Ranelagh. In 1715 Thomas Doggett chose the "White Swan" at Chelsea for the finish of the Waterman's Race, which has survived to the present day.

In the 19th Century, Chelsea saw Thomas Carlyle in Cheyne Row and Dame Ellen Terry in the King's Road; the Kingsley family at the Rectory, Henry James, the novelist, at Carlyle Mansions, and Charles Keene, the great draftsman for "Punch" in Bramerton Street. Past generations of artists from Turner to Whistler, Sargent and Steer have found Chelsea congenial, and many still make it their home; and the alteration of its character would not be conducive to fostering this unique atmosphere, still less to encouraging the "neighbourhood" idea so strongly advocated by Sir Patrick Abercrombie in his plan for London.

Chelsea has indeed long been, and has increasingly become, in Mr. Reginald Blunt's words, not only the most favoured artists' quarter in London, but the chosen abode of a host of interesting people, literary and artistic. Its individuality and historical associations, the old-fashioned charm of its river front, the quiet spell of a less strenuous time, have preserved that character for the dwellings of the craftsmen and other members of its industrial population for whom further provision is being planned. The firm of Wedgwood and William de Morgan carried on the tradition of the famous Chelsea China factory to modern times; and the excellence of the local coach building is well known. The modest Queen Anne houses in Cheyne Row and the pleasant streets of yet smaller houses that grew up in Georgian and Victorian times attest this tradition of peace, the sciences and the arts, enjoyed by every section of the community, on which is founded the friendly atmosphere of modern Chelsea.

The merging of Chelsea in any large community would be an anti-social act, since it would destroy not only our whole tradition, but the neighbourliness which is its chief characteristic. The Chelsea Society agrees strongly with the statement in the Penguin summary of the County of London plan, just published: "London is alive, it has present and historical reasons for being what it is." The map on page 16 of that summary shows London and the surrounding villages, including Chelsea, in 1755 and their growth between 1755 and 1820, with the comment : " Many distinct villages have been engulfed and today form part of London ; some of them have retained their individuality. The County Plan aims at retaining and encouraging the life of these communities." Chelsea, while retaining these characteristics, has long outgrown the status of an agricultural village, and the Borough possesses features which are unique in London life.

The famous Physic Garden of the Apothecaries' Society, described by Evelyn in 1685, fostered by Sir Hans Sloane, and tended from 1722 to 1770 by Philip Miller, who wrote the " Gardeners' Dictionary," took a new lease of life at the beginning of this century, when Darwin's Library was brought to its new laboratory. Here John Lindley was Professor of Botany and Elizabeth Blackwell wrote the " Curious Herbal.' This garden was threatened with destruction half a century ago, but was saved for the students of the present and the future by the support given by His Majesty's Treasury to local patriotism.

The Royal Hospital of Charles II, shaken by enemy action, is preserved as part of the national history for the veterans of past wars ; while the Military Headquarters in the Duke of York's School and the early organisation of the Air Training Corps and Sea Scouts reflect the continuity of the long military tradition of Chelsea.

The Old Church, that forms one landmark, will, we hope, rise again from the ground round the tomb built by Sir Thomas More ; while an extension of the Chelsea Embankment is planned to remodel the riverside. When all this has been accomplished by the citizens of Chelsea, is it to be their reward that they should be deprived of their historic consciousness and continuity, of their modern Town Hall, their civic entity and the traditional neighbourliness of their riverside, the district of London which most preserves its individuality and gives its inhabitants a feeling of real pride and affection ?

It is the essence of that Chelsea which history has forged into its present characteristics that it has always had its own self-government. Local government matters which would be better administered in larger areas or on a wider basis are or ought to be dealt with by the London County Council. It is the firm view of the Chelsea Society that if Chelsea loses the right to have its local affairs ordered and governed in the way it likes, it will lose its individuality and London will lose a unique quarter and the capital of civilisation will lose a cardinal component.

10th October, 1945

Evidence submitted by The Chelsham and Woldingham Association Limited

1. The Chelsham and Woldingham Association Limited was incorporated in 1899 and the qualification for membership is to be an owner or occupier of property or ratepayer in the parishes of Chelsham and Woldingham. In practice today and, so far as is known, ever since the incorporation of the Association, the membership has been limited to those owners, occupiers or ratepayers who reside in what is now the Woldingham Ward of the Urban District area of Caterham and Warlingham.

2. The Woldingham Ward comprises the whole of the parish of Woldingham and a considerable part of the parish of Chelsham. It is situated within the triangle formed on the south by the escarpment of the North Down, on the north-west by the Caterham By-Pass stretch of the London to Eastbourne Road and on the north-east by the London to Westerham Road. The whole of the area is essentially rural and all but a small proportion is farm land, open down or woodland. The area is isolated in that there are no main roads within it, and the only communications consist of a London Transport country bus service which terminates in the village and the London to Oxted line of British Railways. Before 1931 Woldingham formed part of the Godstone Rural District.

3. Historically, Woldingham consisted of open down country with beech-hanger woods, and the sole habitations were two small farmhouses and some dozen typical flint labourers' cottages. Development commenced towards the close of the nineteenth century and took the form almost entirely of large residences standing in the main in grounds of considerably more than an acre. In this century, mainly during the period between the two world wars, there was considerable further development in the form of rather smaller houses with grounds of one acre or half an acre and, rarely, of larger size. Since the second world war conditions have naturally led to the splitting up of a proportion of the largest houses and infilling by smaller houses in their grounds. Nevertheless, none of these phases of development, nor the erection by the local authority of two small blocks of council houses, has in any way affected the rural nature of the neighbourhood as a whole and the village character of Woldingham.

4. There is no question whatever but that almost all the inhabitants of Woldingham have chosen to live there because it is situated in a completely rural area and because it is an unspoilt village. They have done so knowing that the village has no public house or cinema, that the only bus service (to Caterham) is infrequent, that a large proportion of the roads are private roads maintained by the frontagers, that with the station a mile from the village green the railway service to London (where the majority of the adult male population works) is trying and often unpunctual, and that although rated on an urban basis Woldingham lacks such normal urban services as street lighting and main drainage. Indeed, all but a minute fraction of the local residents (perhaps oddly in the eyes of the vast majority of the population of the country) actually consider these matters to be assets and advantages which they have

deliberately sought in coming to Woldingham rather than matters to be "improved."

5. Not only have most of the local residents deliberately chosen Woldingham for its rural characteristics but it has in the last 50 years built up and now maintains an extremely full and varied community life. Its social activities and those of the very large number of local clubs, societies, etc., are completely separate from those of the three nearest centres of population, namely, Caterham, Warlingham and Oxted. By way of an indication of the active local community spirit it may be mentioned that a total adult population of only some 1,400 maintains (among others) the following community activities, all of which are most fully supported :

The Craigmyle Glebe Sports Ground making provision for cricket, football, tennis and bowls clubs

Golf and badminton clubs

A Village Institute

A Horticultural Society

The Woldingham Players

A Women's Institute

A Wives' Fellowship (Junior and Senior)

Boy Scouts and Girl Guides

A branch of the British Legion

An Old People's Club

6. There is, and has for long been, a tendency for Woldingham to attract as residents the younger married couple with children of school age, the obvious reason being the ideal healthy open-air life available. Thus out of a total population of some 2,000 there are approximately 600 children of whom some 200 are at the village school and a private kindergarten.

7. If the matter were to be submitted to a local referendum there is no doubt but that the near-unanimous local preference would be for Woldingham and its surrounding area to be part of a rural district rather than of an urban district. Until 1931 Woldingham was a part of the Godstone Rural District and the then residents strongly opposed its transfer to Caterham and Warlingham. In spite of the strength of that opposition in 1931 there is now and there has been for many years nothing but sympathy and understanding between the residents of Woldingham and the Urban District Council of Caterham and Warlingham. That Council has always given fully consideration to the wishes of the population of Woldingham and to the differences between the village problems and those of the more urban areas under its control and has never taken any step to force unwanted urban facilities on Woldingham.

8. Looking at the district more technically from the point of view of "Town and Country Planning," the whole area within which Woldingham lies is a part of the "Green Belt" and the "Green Belt" area comes right into the village to include those remaining parts where there has been no building development. The density of housing stipulated for that part of the village which

has been developed is not more than one house per half acre. It is of interest to consider the reference to Woldingham and that part of the "Green Belt" in which it falls in the Abercrombie Report (Greater London Plan, 1944), paragraph 417 and an extract from paragraph 390 of which read as follows:

> Paragraph 417 (dealing with Woldingham):
>
> "Separated from Caterham by Marden Park and the railway; consists very largely of big scattered houses. South of the North Downs Golf Course there are a few houses right on the ridge of the Downs with magnificent views. It is felt that further development here should be prevented."
>
> Extract from paragraph 390 (dealing with Caterham):
>
> " . . . No development east of the present built-up edge of Caterham should be allowed, the Caterham By-Pass being run through open country. Marden Park should come into the Green Belt."

9. It may be mentioned that whenever, since the last war, there has been any question of any major local development, opposition has sprung up spontaneously and, with the support of the Urban District and County Councils, in the large majority of cases that opposition has successfully prevented all such developments. The many instances of such united action on all such occasions is as good a proof as could be offered of the general wish of the local residents that the area should remain a rural one.

10. There are at present approximately 550 ratepayers in the Woldingham Ward and at the date of this Memorandum the Association has over 250 of them as subscribing members. The Association's Council consists of 12 members who have been deliberately selected from time to time to represent the various sub-areas of the rather wide-spreading village of Woldingham. One member of the Council of the Association is a Surrey alderman who was formerly the Chairman of the Surrey County Council and the representative of the Caterham and Warlingham area on the County Council. Two other members of the Council of the Association are the two present representatives of Woldingham on the Caterham and Warlingham Urban District Council. The remaining nine members constitute a typical cross-section of the local population. They are all intimately in touch with local opinion. As soon as the possibility of the absorption of the district into the Greater London Metropolitan Area was raised the Council of the Association was completely satisfied that not only they but all the local inhabitants would achieve as near unanimity as any body of more than a few people ever can in their determination that the area as a whole should remain a rural one and that the village in particular should not be "developed."

11. In order to obtain confirmation of this view the following steps have been taken by the Council of the Association since the Local Government Bill, 1957, was first published :

(a) On the 28th February, 1958, a village meeting was held in the local Parish Hall. The only advance publicity available for this meeting was the sending out by the village newsagent with the daily papers of a small hand-bill announcing the meeting, a reference to it in the preceding issue of the local Parish Magazine and a few hand-bills posted in prominent positions in the neighbourhood. For the meeting the Parish Hall was packed to capacity, and many were unable to obtain entrance owing to lack of space. The meeting lasted two hours and at no stage throughout the proceedings did anyone present state any opinion but that all possible steps must be taken to prevent the absorption of Woldingham into the Greater London Area.

(b) More than 625 signatures (many of which represent entire households) have already been volunteered to a petition in the following terms :

> We, the undersigned residents of Woldingham, are strongly opposed to the incorporation of any part of the Urban District of Caterham and Warlingham, and in particular of Woldingham or that part of Chelsham which is in that Urban District into a Greater London Area.

(c) Copies of the Resolution which was passed at the Meeting referred to in sub-paragraph (a) above (in terms similar to those of the Petition set out above) have been submitted by the Council of the Association to the Surrey County Council and to the Caterham and Warlingham Urban District Council, both of which have indicated their gratification at its terms and their welcome of the local support in Woldingham to their own opposition to all or any part of the Caterham and Warlingham Urban District being absorbed into the Greater London Area.

(d) A considerable number of local residents have subscribed generously (and many have promised subscriptions or further subscriptions should the need arise) to a fund opened by the Association for the purpose of financing its efforts in opposition to the absorption of Woldingham into the Greater London Area.

(e) No member of the Association's Council has heard of a single local resident holding the view that Woldingham should be absorbed into the Greater London Metropolitan Area.

12. It is in the light of the facts and opinions set out in the foregoing paragraphs that the Council of the Association wishes finally to submit the following for the consideration of the Royal Commission :

(a) It cannot be in the interests of good local government that a district so rural in its character, so isolated in its situation, and consisting so largely of "Green Belt" countryside should be absorbed into the Metropolitan Area.

(b) The very principles of democracy require that respect should be paid to the unanimous wish of the local inhabitants that the district should not be so absorbed.

(c) While the Council of the Association does not wish in any way to detract from the arguments of the Urban District Council and County Council against the absorption of any part of the urban district, it nevertheless considers that, even if the Royal Commission should become convinced that the interests of Metropolitan London require an expansion of the Greater London Area by the absorption of the urbanised areas of Caterham and Warlingham, Woldingham should be excluded and re-transferred to the Rural District of Godstone.

By Order of the Council of The Chelsham and Wordingham Association Limited

W. G. SILCOCK
President

E. L. GLUSEPPI
Vice-President

M. G. MILLARD
Secretary

Evidence submitted by The Chorleywood Residents' Association

Resolution of a Public Meeting held on 3rd June, 1958

That this meeting exhorts the Association to do all in its power to impress on the Royal Commission on the lines of this Statement of Views the keen wish of the inhabitants that Chorleywood should remain a separate local authority district with only relatively minor adjustments of boundaries.

STATEMENT OF VIEWS

The Chorleywood Residents' Association has a membership of over 600. The aims of the Association are :

(i) to facilitate the expression of an informed public opinion on all local affairs and to take such steps as may be expedient to make it effective.

(ii) to call public meetings whenever it may be deemed desirable.

(iii) to take note of matters arising in the Urban District and County and other Councils affecting the district.

(iv) to make representations where necessary to the London Transport Executive and other bodies affecting the district.

(v) to promote friendly relations throughout the community.

(vi) generally to safeguard the interests of the Residents as a whole on all matters affecting their welfare.

It is strictly non-political, non-sectarian and undenominational.

The following statement was put before a special general meeting of the Association on the 3rd June and approved unanimously.

We wish to state at the outset of our evidence that we are firmly of the opinion that the best interests of the inhabitants of Chorleywood and the best interests of the many thousands of persons who share with us the beauties of the district throughout the year will be served if Chorleywood remains a separate Urban District with its own Council, functioning as a local authority for the local government of the district. In stating this we fully recognise the service given to our district by our first tier authority, the Hertfordshire Council, and we are convinced that the present allocation of duties between the two authorities is the most satisfactory form of local government for this locality .

We wish to say with all respect that in our opinion there appears to be no justification for including Chorleywood in the area under review by your Commission, Chorleywood not being geographically part of the Greater London area.

In view of the fact that the district has now in the initial stage been included we submit the following evidence which falls under two heads—Boundaries and Retention of the district.

Boundaries

As the Commission will be aware, the community of Chorleywood is at present divided by the County boundary between Bucks and Herts. On the basis of the present population of the two parts no more than one-seventh of the combined population reside in Bucks. Future development within the County Development Plan at present before the Minister is expected to increase the population of the Chorleywood Urban District Council area alone to 8,500 by 1971, an increase of 2,390 over the estimated figure given by the Registrar General for June, 1957. We do not wish to canvass the possibility that some obvious rationalisation of present boundaries might somewhat increase this total.

The Commission will readily appreciate that many boroughs with populations less than that of Chorleywood function effectively and efficiently in spite of the wider power and more onerous duties of a borough.

Reasons why the Chorleywood U.D.C. should continue as a separate Authority

(i) Affiliation of the District

The residents of Chorleywood have a wide community of interest as is evidenced by our association's large membership drawn from all parts of the district, by the numerous and varied social functions held at the Village Hall, by the churches, clubs, institutions and associations generally which represent a closely knit community with a wide diversity of interests.

The Commission will note that each Councillor is a representative for the district as a whole and is not elected from part on a ward basis. This is typical of the residents' attitude to events in the district where each part is of equal concern to all.

While it is recognised that for functions such as employment, education, entertainment and shopping, Chorleywood is not entirely self-contained, no other district or locality holds a monopoly of these services in relation to the needs of Chorleywood.

If we consider employment, the Census, 1951, shows that at the time one-third of the employed population worked in London, one-third within the district and one-third elsewhere. We wish to emphasise that only 5.7% of Chorleywood residents were employed in Watford and not more than 10% in Rickmansworth.

Taking primary education, the Russel school in the Buckinghamshire part of Chorleywood takes many Chorleywood children resident in Herts as well as Bucks. The district is also served by two primary schools within its boundaries (one at Stag Lane and the other the Church of England School on the Common).

With regard to secondary education there are schools available at Amersham, Rickmansworth, Croxley Green and Watford. In addition a secondary school is projected within the district. For those residents who wish to send their children to private, public or Catholic Schools there are adequate facilities within easy reach.

From these brief remarks it will be seen that no authority can lay claim to the inclusion of Chorleywood within its district on the score of community of interest or indeed any of the other relevant factors least of all can this be said by Watford.

(ii) Functions of the Local Authority

We do not propose to examine the various duties and functions of the local council in this statement. Such detailed examination would largely be a repetition of the evidence which the District Council will, doubtless, be supplying. We are firmly of the opinion, however, that only by having local representatives each responsible for the whole district will the interests of the local community be properly served.

We have sufficient local knowledge of the requirements of the district to state most emphatically that the Councillors and Officers of this authority do their work efficiently and economically. There would not appear to be any evidence that amalgamation would produce a more efficient, expeditous, or economical administration. We feel that the personal relationship which exists to the advantage of the administration and public relations would be grossly impaired by any absorption by another authority. Chorleywood residents do not wish to become a ward of another authority, they wish to see the continuation of the present system. Our representation on the Hertfordshire County Council is, of course, small in numbers. But we know that there are many other representatives from other districts who work to the good of the county at all times seeing that no part is forgotten in the services rendered by the county authority.

To emphasise our plea that the administration of Chorleywood must remain local in such matters as pertain to our Council's functions or are rightly delegated to it, it may be significant that the only criticism we have found is a small one in the field of town planning. The Register required under Article 12 of the Town and Country Planning General Development Order, 1950, is maintained by the County Council at the South West Herts Divisional Office at Watford. This means a journey to Watford if for any reason it is desired to inspect the Register. This is onerous and wasteful of time and money.

This small illustration serves to show how inconvenient any removal of the administrative centre from Chorleywood would be for the residents of the district.

Evidence submitted by The Cinematograph Exhibitors' Association of Great Britain and Ireland—London and Home Counties Branch

1. The London and Home Counties branch of the Cinematograph Exhibitors' Association of Great Britain and Ireland represents more than 90 per cent of the owners of cinematograph theatres in the area of Greater London which is embraced within the terms of reference of the Royal Commission.

2. The members of this panel are holders of cinematograph licences granted under the Cinematograph Acts 1909 and 1952. Many members are holders of theatre or stage play licences granted under the Theatres Act, 1843 : and music and dancing licences granted under the Local Government Acts. The Disorderly Houses Act, 1751, Public Health (Amendment) Act, 1890, the Music and Dancing Licences (Middlesex) Act, 1894, the Home Counties (Music and Dancing Licences) Act, 1926, and the London County Council (General Powers) Act, 1915, apply.

3. The Cinematograph Acts, 1909 and 1952 provide that cinematograph licences shall be granted by a County Council or County Borough. There is power to delegate to District Councils or Justices sitting in Petty Sessions.

4. With one or two exceptions, the Cinematograph, Stage Play, and Music and Dancing licences granted within the area of Greater London embraced in the Royal Commission's terms of reference, are granted by the County Council of London, Middlesex, Essex, Kent, Surrey and Hertfordshire.

5. The manner in which these County Councils have administered the Acts and the Statutory Regulations made under them has been effective, and both satisfactory and convenient to the members of this Association.

We cannot see that any advantage would accrue by any alteration in the distribution of the County Council's functions in regard to the granting of licences.

On the contrary, we can see confusion, inconvenience and difficulties inevitably arising from the transfer or delegation of these powers to smaller authorities ; for example, district or borough councils.

6. The foregoing statement can be substantiated by our long and wide experience of licencing administration throughout Great Britain and Ireland. In general, when a County Council is the Licensing Authority, the administration is equitable, effective and economical ; but where the power to grant licences has been delegated, and in the case of many County Boroughs, we find that the adminstration is frequently subjected to local political influences and is often ineffective and costly.

7. For the enforcement of the Statutory Regulations made by the Secretary of State under the Cinematograph Acts and of the conditions and restrictions of licences made by the Licensing Authority, the County Councils employ qualified inspectors. The number of inspectors so employed is a minimum, compatible with the number of cinemas within the licensing area. If these areas were made smaller, the number of inspectors employed would necessarily be larger ; consequently there would be an increase in rates.

8. It is our considered opinion that in the Greater London area there should be no alteration in the administration of the Cinematograph Acts and the other acts above mentioned.

9. The only exception to this opinion which we desire to place before the Royal Commission concerns the County Borough of East and West Ham.

These two Authorities administer the relative acts and grant Cinematograph, Stage Play and Music and Dancing Licences in two very small areas adjacent to the areas of the London County Council.

We have found that the Acts are not particularly well and conveniently administered by these two Authorities, and over a period of several years we have had difficulties with them.

It is our view that the effectiveness and convenience of local government machinery and the convenience of our members would be improved substantially if the functions of licensing places of public entertainment in these areas were transferred to either the London or Essex County Councils.

10. It is understood that the Commission's concern is principally with the organisation of local government within the area under review and not with the policies which individual local authorities may be applying in their various fields of activity. Nevertheless, we feel it incumbent upon us to point out that the policies adopted by local authorities in respect of places of public entertainment can substantially affect public safety.

In an area such as Greater London, a degree of uniformity in the administration of these Acts is necessary for public safety and this would not be achieved by increasing the number of Licensing Authorities, each of which would apply differing interpretations to the safety requirements and consequently, impose different conditions and restrictions upon their licences.

ARTHUR TAYLOR

Secretary

7th May, 1958

Evidence submitted by
The City and Borough Architects Society

Civic Centre
Newport, Mon.

14th April, 1958

Your letter dated the 20th February last has been placed before the Executive Committee of my Society who have instructed me to express to you their thanks for the opportunity to submit written evidence on the Terms of Reference of the Commission.

We are very mindful as a Society of the extreme importance of adequate Architectural service for Local Authorities and we believe that it is in the interest of all local authorities of any magnitude that they should have the advantage of the best architectural brains available to carry out the extensive programmes of building which are now undertaken by local authorities. Much of this work is carried out by Officers who are not Architects and I am taking the liberty of expressing the views of this Society on this question.

In the first place, I should explain that membership of the City and Borough Architects Society is confined to Chief Officers who are City Architects or Borough Architects and comprise one hundred per cent of the Officers holding either of those titles in all the Local Government Authorities in England and Wales; the Society therefore claims to speak on this subject with the fullest possible authority. It exists to be of assistance to its members and the Councils they serve, by pooling and sharing the professional knowledge and experience of all in the common interest. It is in that same spirit of co-operation that the Society takes the liberty of offering advice to your Commission with the objective of securing maximum technical efficiency and the highest professional service to the community.

I should also make it clear that nothing in this letter is in any way intended to reflect upon the ability of Municipal Officers who are Engineers or Surveyors to deal with matters within the province of their own professions; the members of this Society are on the friendliest and most co-operative terms with their colleagues in those professions.

However, it is an incontrovertible fact, recognised by all enlightened local authorities that the only officers competent to give architectural advice is a properly trained and qualified Architect, and that Officer should be directly responsible to his Local Authority.

If the architectural staff are subservient to an Officer of another profession such as an engineer, or surveyor, in whose name they act, it is obvious that that officer himself cannot speak with any authority on architectural matters or bear any real responsibility for the work of his subordinate architects, neither is he entitled to any credit for their work; the profession of architecture is a whole-time vocation in the practice of a fine art and science, whereas aesthetics in no way enter into the training of an engineer or surveyor. It is therefore wrong fundamentally, that another profession should be interposed between local authorities and their architects.

Furthermore, that Officer is himself embarrassed in his departmental relations; he is completely unqualified to criticise the work of his architectural staff, neither can he make any contribution to their work. Any action in either direction would betray his incompetence in a profession in which he is untrained and thereby weaken his authority; if he enforced his opinions it would tend to be regarded as interference and arouse resentment. On the other hand, if he accepts the fact of his inferior knowledge on architctural matters, the anomolous position in which he is placed is emphasised.

The volume of work undertaken by local authorities in modern times, and the variety and extent of the architectural service they require, are such that the work falling within the province of the architectural profession is of at least equal importance and magnitude to that properly undertaken by the professions of engineering and surveying. There is no justification whatever for this vital public service being treated as a side line added on to the normal duties of the surveyor; that arrangement has no economical advantages and is a relic of by-gone days when the functions of local government were relatively simple and when the surveyor was the only technical officer, and all but the simplest buildings were entrusted to private architects.

It is necessary to enlarge upon the definition of a qualified architect for the reason that the Architects Registration Acts made it possible for the engineer or surveyor to a local authority whose responsibilities included architectural work, to secure registration as an architect even though he was in no way professionally qualified. This is one result of those provisions of the Acts, which were designed to protect the interest of persons who gained their livelihood in an architectural capacity. This procedure is usual when a profession becomes "closed," initial registration is not conditional upon professional competence and it is only with the passing of time that the profession consists entirely of those who have qualified by examination. It is emphasised, therefore, that in advocating that the architectural department of a local authority should be under a Chief Officer, who is a qualified architect, my Society means a bona-fide architect, fully trained in his profession, who has passed the test of a qualifying examination and is an Associate or Fellow of the Royal Institute of British Architects.

The most progressive local authorities established independent architectural departments many years ago, and today practically every County, City and many Borough and Urban Districts include in their organisation an architectural department under a fully qualified architect directly responsible to the Council.

In support of this contention, I attach a list of 68 County and Municipal Boroughs and 56 Counties whose staff includes a City Architect, Borough Architect or County Architect. To demonstrate the increasing tendency in that direction, I would point out that of these 49 City and Borough Architects and 26 County Architects were established since 1930 together with eight New Towns being built under the New Towns Act.

My Society feel confident that after full consideration of the evidence submitted herein it will be recognised that the best interests of local authorities lie in the creation of independent architectural departments and the appointment of competent Architects to direct and control them.

Yours faithfully

JOHNSON BLACKETT

Honorary Secretary

LIST OF MUNICIPAL BOROUGHS AND COUNTIES WITH GENERAL ARCHITECTURAL DEPARTMENTS UNDER A BOROUGH, CITY OR COUNTY ARCHITECT DIRECTLY RESPONSIBLE TO THE COUNCIL

This list includes specialist departments such as Housing Architects and Education Architects and also Authorities where a Chartered Architect holds the joint position of Architect, Surveyor and Engineer.

(a) MUNICIPAL BOROUGHS

Aberdeen
Alloa
Barking
Basingstoke
Bath
Bermondsey
Birkenhead
Birmingham
Bournemouth
Bradford
Bristol
Bridgewater
Burton-on-Trent
Camberwell
Canterbury
Coventry
Darlington
Derby
Doncaster
Dudley
Dundee
Edinburgh
Edmonton
Exeter
Fulham
Glasgow
Gloucester
Harwich
Holborn
Huddersfield
Keighley
Kingston-upon-Hull
Inverness
Leeds
Leicester
Lewisham
Llanelly
Lincoln
Liverpool
London (City)
Macclesfield
Manchester
Newcastle-on-Tyne
Newport
Northampton
Norwich
Oxford
Paddington
Plymouth
Portsmouth
Ramsgate
Reading
Sheffield
Southampton
Southend
Southport
Stockport
Stockton-on-Tees
Stoke-on-Trent
Sunderland
Swansea
Swindon
Wallasey
Walthamstow
West Ham
West Hartlepool
Widnes
York

(b) COUNTIES

Bedfordshire
Berkshire
Breckonshire
Buckinghamshire
Caernarvonshire
Cambridgeshire
Carmarthenshire
Cheshire
Cornwall
Cumberland
Denbighshire
Derbyshire
Devonshire
Dorsetshire
Durham
Essex
Glamorgan
Gloucestershire
Hampshire
Herefordshire
Hertfordshire
Huntingdonshire
Isle of Ely
Isle of Wight
Kent
Lancashire
Lincolnshire (Holland)
„ (Kesteven)
„ (Lindsey)
Leicestershire
London
Merioneth
Middlesex
Monmouthshire
Montgomeryshire
Norfolk
Northamptonshire
Northumberland
Nottinghamshire
Oxfordshire
Pembrokeshire
Shropshire
Somerset
Staffordshire
Suffolk (East)
„ (West)
Surrey
Sussex (East)
„ (West)
Warwickshire
Westmorland
Wiltshire
Worcestershire
Yorkshire (E. Riding)
„ (N. Riding)
„ (W. Riding)

Evidence submitted by The Dagenham Divisional Labour Party

January, 1959

Local Government Re-organisation

We write for the large number of our members who all reside in this borough, remembering that many of them have been responsible for the management of affairs of local government here, as elected members of the authority.

We offer the following remarks, bearing in mind this interest which our organisation feels in the said management of the town.

We have noted the suggestions and aspirations, mentioned in previous communications to you, especially those of our own local authority. We agree with the desire to attain County Borough status. We feel that Dagenham has a special case for consideration, because of its record as a local authority for only 32 years, and also because we are confident that the added responsibilities of a County Borough, could be adequately carried out within a slightly enlarged framework of the present administration.

Remembering that Dagenham has increased in population by over 100,000 in about 30 years, and that as a definite local authority it began 32 years ago, having in that time reached Borough status, and also recalling the great difficulty in the early years, when the largest out-county municipal estate was built in the area, and the social and community interests had to be built from almost non-existent resources, we confidently press for further powers for the improvement of the public services, which could grow from the knowledge that the local officers, and members, were responsible for far more of the administration than at present.

It is understood that such services as drainage and sewage schemes gas and electricity, main road development and maintenance, traffic control and advisory councils and planning which involves a larger area than that of a town, would inevitably come within the powers of an authority such as a county council. But there are services which could be much improved by direct control from the local town hall.

We suggest the following services come into this category:

All primary and secondary education—of all children of school age.

Health services as now exist for the Public Health Committee, plus those transferred to the county by the Health Act, 1947-8.

Mental health matters, including responsibility for ineducable children.

Fire and ambulance services.

Licensing of places of amusement.

Weights and measures.

Responsibility of the care of old and infirm people.

Town planning, where this does not conflict with the larger plan for a county area.

Library services and community centres.

Youth employment service.

Whilst supporting the case which our representatives have put, for County Borough status, we also have an alternative in mind.

Here we must state categorically that we oppose any suggestion that Dagenham should form part of a London authority, and are decisively in favour of remaining an Essex authority, linked with the County Council at Chelmsford, if our first desire is not granted.

There is a case for more simplicity in local government, and the answer, in our opinion, is the conferment of powers which are now largely held by the County Council. Particularly this would apply to health and education, as outlined on page one.

The tendency to take over existing library services, by larger authorities is, in our opinion, a retrograde step because it would tend to lower the standard where this is exceptionally high under the present auspices. The library service in Dagenham is a case in point.

As was mentioned earlier in this statement, the public services here were necessarily begun in a modest way, having regard to the small return in rateable value. Therefore the comparatively rapid advance of the service, which now comprises eight libraries used by members of the public in the extreme and central parts of the Borough, is something which we consider too valuable to be disrupted by a possible change to a lower standard in a larger area.

The local patriotism and interest in our attempts at improving any of our services is fostered more successfully by local control, and any attempt to introduce changes which would mean remote control would inevitably defeat our aim to build up a community spirit, in what, in effect, is the equivalent of a "New Town."

In the case of the education services, the powers vested in a divisional executive, as at present, are not always as clearly defined as they could be, and delay sometimes occurs, when a query has to be made to the County, because the cycle of committees does not follow the same pattern as locally.

In both the requests we have made, i.e. for county borough status, and/or for more delegated powers, the above comments are supporting factors in our decision.

The above remarks are also the opinions of members of the ordinary public and of those who have served, or are serving as members of either the Borough or County Councils, and this statement is the result of repeated discussions in this organisation.

Yours faithfully

Mrs. I. M. Brockelbank, Hon. Secretary

H. C. Baker, Chairman

Dagenham Labour Party

Evidence submitted by The District Medical Officers of Health (Greater London) Committee

Part I. The present position

1. The majority of the powers and duties of local authorities were derived primarily from public health legislation and they are still largely concerned directly or indirectly with the health of the residents of the area. The evidence which it is desired to put forward on behalf of the Medical Officers of Health is, however, in general limited to those services which are administered through the Health Department or Health Committees of the various authorities.

2. There are differences in organisation in the Greater London Area and in order to avoid misunderstanding it may be well to define some terms which will be used in this document.

3. The term "first tier authority" will be used to indicate the councils of those counties which are wholly or partly within the Greater London Area and also the new authority or authorities which might be formed which would be responsible for those services which it is essential to administer over a wide area.

4. The term "second tier authority" will be used to indicate the Councils of county boroughs, metropolitan boroughs, municipal boroughs, urban districts, and rural districts and also to indicate a new type of authority (should it be formed) which may be described as a "most purpose authority."

5. It will be appreciated that whilst all the present county authorities are local health authorities for the purposes of the National Health Service Act, 1946, only the three county boroughs of the other authorities are also local health authorities.

6. The views expressed below represent the opinions of the majority of Medical Officers of Health of authorities which come within the definition of "second tier authorities" above. A minority have expressed no opinion but none have expressed disapproval of the views stated. The opinions given do not necessarily coincide with those of Medical Officers of county authorities nor with those of the District Councils themselves.

7. When the County Councils became Local Health Authorities each county was divided into a number of "Areas" or "Divisions" which were used as the unit for the purposes of providing those services mentioned in Part III of the Act. The areas or divisions generally comprise two or more second tier authority areas.

8. In the County of London nine Divisions were created the Divisional Medical Officer in each being quite divorced from the environmental work of the metropolitan boroughs. Subsequent appointments have altered this to the extent that three of the nine Divisional Medical Officers are also Medical Officers of

Health for one (and in one case two) of the Metropolitan Boroughs in his own Divisions. That is, of the 25 Medical Officers of Health for the Cities and Boroughs of London only three are also Divisional Medical Officers.

9. In Middlesex of the 21 Medical Officers of Health of second tier authorities 13 are Area Medical Officers out of the total of 14 Area Medical Officers and in those parts of the counties of Essex, Kent, Surrey and Hertfordshire which are included in the Greater London Area, there are 33 Medical Officers of Health to second tier authorities and 19 Divisional or Area Medical Officers all but one of whom are drawn from the 33 Medical Officers of Health.

10. The importance of this difference between the County of London and the other counties is that there is considerable evidence in the other counties of defects in the administration of the health services due to the local government organisation. It is, perhaps, not unreasonable to assume that some of these defects exist in the administration of the services provided by the London County Council, but as the Medical Officers of Health in London are not generally also Divisional Medical Officers it is not possible to provide evidence to this effect.

11. There are, however, other matters of difference between the County of London and other counties, as for example the London County Council is a housing authority unlike any other County Council. Other counties usually provided some maternity child welfare services before 1948 and in many counties there is some delegation of powers concerning education. In neither case does this apply to London.

12. There are also differences between those counties other than London which comprise the Greater London Area but these are generally administrative differences rather than differences in the organisation of local government. Because of these differences the defects set out below may not apply with equal force throughout the whole of the Greater London Area.

13. The main defects in the administration of the health services arise from the fact that a county is an entirely unsuitable unit for this purpose. It has in all cases been necessary to sub-divide the county into areas or divisions which are nominally under the control of Area or Divisional Health Committees. These committees are sub-committees of the Health Committees of the County Councils and are supposedly empowered to deal with all matters excepting those concerning policy and finance. In practice it is found that any matter of importance becomes automatically either a matter of policy or of finance or both and must, therefore, be referred to the main Committee.

14. This type of organisation causes unnecessary delay, a reduplication of committee work both for members and officers including an excessive amount of printing, and a general feeling that the Area or Divisional Health Committee is just a " rubber stamp " committee.

15. What is perhaps of more importance is that a decision is made by a committee with an absolute minimum of local knowledge. In London the representatives of any Division cannot exceed one ninth of the members of the Health Committee of the County Council and in Middlesex this fraction is one fourteenth. The Health Committee has of course the advice of the County Medical Officer and his staff but this very rarely includes the Divisional or Area Medical Officer.

16. It may be argued that if the matters referred to the County Health Committee were properly restricted to matters of finance or policy some of the above defects would disappear but this could not really affect the delay and duplication of work and the fact remains that after nearly 10 years experience of the operation of the National Health Service Act this restriction does not apply and the defects do exist.

17. In amplification of these defects it may be said that a usual period for a decision to be reached on any matter which has to be referred both to the Divisional or Area Committee and to the Health Committee of the County Council is about two months—a period which in some circumstances may be slightly reduced and in others may be considerably extended. One tends to accept that in local government there are delays in reaching decisions which would be unacceptable in commercial matters but it is submitted that a " normal " delay of two months is quite unsatisfactory.

18. On the reduplication of committee work the present system requires the submission to the Area or Divisional Committee of all matters in great detail although it is clearly laid down that the Committee is not empowered to deal with a great many of them. This wastes a considerable amount of the time of both Members and Officers. An instance of the waste on printing is the fact that in Middlesex an Area Medical Officer's report to the Area Health Committee must be submitted in 120 copies.

19. The lack of local knowledge is a defect of the utmost importance in dealing with the " personal health services " that is, maternal and child health, immunisation, domestic help, etc. If satisfactory progress in improvement of the standard of health is to be maintained there must be co-operation by the public and this can only be obtained by persuasion. The tendency has recently been to reduce compulsion to a minimum, as for example, with vaccination against small-pox, and whilst this is good there must be an increase in persuasion to compensate. Here local knowledge is of the greatest importance and although a great deal of excellent work is done by the health visitors the position could be greatly improved if the authorities responsible for the services were such that the elected members had a greater local knowledge and local interest.

20. When services are provided by County authorities there is a tendency to provide uniform services throughout the whole of the county and this is not necessarily the best way of meeting local needs. It is true that it meets the objection that one part of the area is being given preferential treatment but it also means that there is a tendency to require the general public to fit in with the services which are provided rather than to make the services fit the needs of the recipients.

21. Another serious defect of the present organisation is that whilst the National Health Service Act was intended to improve and unify the health services, and has in some measures achieved this in respect of the curative medical services, it has caused division of the preventive services or health services proper which are so important for the future well-being of the country. That is to say, whilst the environmental services are of necessity administered by the second tier authorities, the personal health services, which are also essentially local services, are administered by the first tier authorities to the detriment of both.

22. Much has been said of the importance of health workers acting as a team and whilst county authorities have done a great deal to encourage the co-operation

between health visitors and other persons concerned with the care of the sick such as general medical practitioners and hospital almoners, there has, in fact, been a lessening of the formerly very close working with the officers of the second tier authorities responsible for the environment in which people live and work. It is contended that whilst the present type of team may be satisfactory in dealing with persons who are sick it is far more important to have the closest liaison with those responsible for the local and environmental services when the aim is the prevention of illness and the promotion of health and the recipient of the service is regarded not merely as an individual but as a member of a community. An alteration in the organisation of local government in the Greater London Area could result in the formation of teams of health workers which would be ideally suited to both purposes.

23. When services are organised on a county basis it is more difficult for members of the general public to obtain information and advice than when the services are organised more locally. The local Town Hall is still the place to which the inhabitants normally and properly come for advice on any local authority service irrespective of which authority is actually responsible for providing the service. The persons who require advice or assistance are often the less intelligent members of the community for whom the services are probably more important and if consideration is to be given primarily to the persons for whom rather than by whom the services are provided the focal point must remain the Town Hall rather than the remote and often impersonal County Hall.

24. The defects have been stated in general terms rather than as detailed instances but details can, if necessary, be given of the types of defects mentioned relating to particular areas and to particular services. It is not intended that the statement of defects should be regarded as criticism of the authorities providing the services ; individuals give of their best in a framework which is faulty and it is contended that with some re-organisation of the local authorities or of their powers the services could be better.

Part II. Suggestions for future re-organisation

25. It is not known for what reasons the area to be considered by the Royal Commission was defined as the Metropolitan Police District with certain additions. It would seem that there should be some uniformity of local government organisation and administration (but not necessarily uniformity of particular services) throughout the area, which may well differ from the organisation of local government in other parts of England and Wales. The area as defined may be a reasonable and convenient one for the Royal Commission to consider but not of necessity the most suitable area for re-organisation without some modification of its limits and this applies particularly when considering the optimum size of local authorities. The views of county boroughs and county districts on the fringe should be fully considered with respect to their incorporation.

26. The following suggestions are, however, based on the assumption that the Greater London area as defined will be considered as a whole, and the suggestions fall under four main headings:

(a) the type of administration.
(b) The size of local authorities.
(c) The functions of the different kinds of authorities.
(d) Linkage with the hospital service.

The type of administration

27. It is considered that the administration of the health services in the Greater London area could be best achieved by a two tier administration. Whilst the second tier authorities can administer more efficiently and more effectively the majority of the preventive health services, a first tier authority can best provide some services, particularly those only indirectly concerned with health which should be uniform throughout the area.

The size of local authorities

28. It is understood that the Commission would wish for some indication of the most appropriate size of the authorities to administer the health services. Population is usually given as the measure of size but there are other aspects to be considered, such as financial resources, geographical area and community of interest, the latter being affected by communications—or more frequently lack of communications, due to rivers, canals and railways and by local traditions.

29. The size of the second tier authority should be sufficiently small to allow the medical officer of health to have personal knowledge of all the members of his own staff, of all the general practitioners working in his area and all the consultant staffs of hospitals in the area. It should be sufficiently large to employ a medical officer of health of sufficient calibre and status to control the various specialists required in the several services and to keep the medical officer of health fully employed in the more responsible duties for which he is appointed.

30. Using population as the measure it is considered that second tier authorities should not normally exceed 200,000 but that there might well be considerable variation with a higher figure in densely populated areas and a much lower figure in the more sparsely populated areas, even exceptionally as low as 60,000 for some areas on the fringes of the Greater London area.

The first tier authority could appropriately cover the whole of the Greater London area. This would involve considerable immediate practical difficulties but it would avoid the necessity for making detailed arrangements for co-operation, liaison and uniformity throughout the area and it would appear to be the most satisfactory solution if the suggested re-organisation is to be more than an interim measure.

An alternative would be that the first tier authorities might consist of groupings of whole counties and parts of others but no wholly satisfactory boundaries, either geographical or administrative, suggests themselves.

The functions of the authorities

32. The functions of the first tier authorities should be limited to those which it essential to administer over a wide area including:

(a) those functions which are situated in a limited area but serve the whole area, e.g sewage disposal;

(b) functions affecting a small but widely scattered number of people, e.g. higher education;

(c) planning functions and development plan for the whole area;

(d) functions requiring uniform standards, e.g promotion of legislation.

These functions will include several services which are indirectly concerned with health but the only service which is generally regarded as a health service which should be the responsibility of the first tier authority is the provision of an ambulance service.

33. The second tier authorities should be responsible for all the functions which can be administered at a local level. These should include:

(a) the environmental health services;

(b) those services, excluding the provision of ambulances, which are provided under Part III of the National Health Service Act, 1946;

(c) school health service;

(d) mental health services;

(e) duties under the Children's Acts;

(f) welfare services under the National Assistance Acts.

The functions should also include a large number of services which are concerned with the promotion of health and the prevention of disease but which are not generally termed "health services." These include the collection of household refuse, the provision of baths and washhouses, etc.

Linkage with the Hospital Services

34. In considering the re-organisation of Local Government in London the Medical Officers of Health have naturally viewed this from the point of view of health function facilities. The loss of hospitals to the municipal authorities by the National Health Service Act has undoubtedly caused a gap to arise between the home environmental service and the curative service of the hospitals. One of the advantages of hospital control was the possibility of following up patients after they had been discharged from fever or maternity hospitals or wards for the chronic sick. These facilities are now gone and it is strongly felt that some effort should be made to recover the ground lost in this way. It is suggested that the appointment of Medical Officers of Health to the staffs of hospitals in their area would be bound to lead to a closer followup of cases discharged, more information being available to the consultant staff of hospitals on patients entering for treatment, the expert supervision of the hygienic background of hospital services and an officer trained in the handling of epidemics to deal with any outbreaks of infectious disease.

A similar suggestion was recommended in paragraph 735(2) of the Report of the Committee of Enquiry into the Cost of the National Health Service (Command 9663).

35. It is realised that this matter may not come clearly within the terms of reference of the Royal Commission and that this could only operate in the event of the after-care sections of the National Health Service Act being placed in the duties of the second tier authorities but it is our confident hope that the Royal Commission will look favourably upon a development of this kind for the general improvement of the health services.

36. This evidence has been restricted so far as possible to those matters which are applicable to the area as a whole and the suggestions for re-organisation to principle rather than detail, but the Medical Officers of Health of District Councils would welcome the opportunity to give verbal evidence to the Royal Commission or to provide such more detailed information as may be desired by the Commission.

Evidence submitted by The District Surveyors' Association

Memorandum from the District Surveyors' Association on oral proposals to amend building regulation within the County of London

The present system of building control within the Administrative County of London has been outlined by the Ministry of Housing and Local Government on pages 128 and 129 of the Memoranda of Evidence from Government Departments.

The Metropolitan Boroughs' Standing Joint Committee and some of the Metropolitan Borough Councils in their evidence to the Royal Commission requested that the regulation of buildings should be transferred to the Borough Councils.

It will be appreciated that building in London is now a very complex scientific matter and is becoming more so every day. It requires a knowledge of advanced engineering design and of the construction of steel-framed and reinforced concrete buildings which are now being erected to much greater heights than formerly.

District Surveyors are all qualified professional men, and in addition are required by statute to hold a certificate of proficiency. To obtain this certificate they must undergo a very searching statutory examination held by an examination board upon which most of the professional institutions concerned with building are represented.

The Advisory Committee on the Control of Construction of Buildings in London in its report to the Town Planning Committee of the London County Council in June, 1958, refers to District Surveyors in the following terms. "We are impressed by the evidence given us of the high regard in which district surveyors are held by all the interests involved in the building industry, who expressed anxiety that nothing should be done to impair their status and prestige."

It is the opinion of this Association that building control would be less efficient if the administration was placed in the hands of the City of London Corporation and twenty-eight Metropolitan Borough Councils of differing area, character and population, thus adding to the already large number of authorities exercising building control in the Greater London area. On the contrary, this Association considers that the maximum uniformity of administration can only be obtained by a reduction in the number of authorities exercising building control.

A system which envisages the transfer from the London County Council to twenty-nine separate authorities of the power to modify and waive the requirements of the building by-laws would inevitably lead to lack of uniformity, and developers operating in more than one London borough would be in doubt as to the acceptability of their proposals as between one borough and another.

Proposals made by the Metropolitan Borough Councils are in some respects contradictory, and in three instances no evidence appears to have been submitted.

The Association would like to offer the following comments upon some details of the evidence submitted to the Royal Commission.

Evidence of Chelsea Borough Council

With regard to the first paragraph in the Borough Council's evidence on the regulation of buildings, the Association wishes to point out that there is not more than one district surveyor in any borough.

The Association is of the opinion that district surveyors should continue to perform their statutory duties in respect of the building operations of the borough councils in the same manner in which they do to those of the London County Council. There appears to be no reason why a council, whether a county council or a borough council, should not build to the same standard as that required of a private developer. Moreover, the Association finds that in many instances the borough councils engage the services of outside consultants.

Although the staff of the borough councils may be competent in architectural and structural engineering matters to carry out their present duties, they have not the experience of district surveyors in administering the London Building Acts and By-laws and rely to a considerable extent upon the advice of district surveyors.

With regard to the submission that there is dual control, the Association can see no justification for this statement. It is a fact, however, that there are authorities other than the district surveyor which supervise the various services connected with buildings, and these include water, gas, electricity and telephone authorities, in addition to the borough councils as drainage authorities.

Having regard to the relative magnitude of the duties involved, it appears that a case might be made for district surveyors administering the drainage by-laws which after all are only a subsidiary consideration to the construction of the building as a whole.

Evidence of Hackney Borough Council

The oral evidence of the Hackney Borough Council is the only oral evidence of which the Association has a copy.

The system of district surveyors exercising independent statutory functions has been operating in London since 1844 and has many advantages. The Advisory Committee, previously referred to, in enumerating the advantages of the London system, state, inter alia, " The personal powers given to the district surveyors under the Acts and by-laws enable them to settle many matters on the spot, thus making for speed and economy in administration."

This Advisory Committee, upon which the Metropolitan Boroughs Standing Joint Committee was represented, considered system of building control in other countries as well as those parts of England and Wales outside the County or London, and recommended that the present system by which control of construction of buildings in London is exercised under the London Building Acts 1930-1939, and the by-laws thereunder, should be generally retained.

With regard to the proposal that applications for approval should be required in every case before commencement of work, the Advisory Committee did not consider that any requirement for the general submission of plans was called for, and were of the opinion that for the large percentage of works the existing system is perfectly adequate, and the substantial additions of staff that would be necessary for a general system of approval of plans was not justified.

This proposal for the prior submission of plans is apparently not supported by other borough councils.

Bearing mind that last year there were over 1,000 building operations carried out in Hackney, the fact that in six instances work was commenced before drainage plans were deposited seems to be a minor matter.

In general it would seem that the borough councils, in endeavouring to facilitate their own work, have not fully appreciated the manner in which their proposals will be detrimental to the interests of the general building public, and the District Surveyors' Association submits that no case has been made for the transfer of district surveyors from the London County Council.

The Association would welcome the opportunity of supplementing this statement by giving oral evidence if the Royal Commission wishes it to do so.

22nd April, 1959

Supplementary Evidence submitted by The District Surveyors' Association

Memorandum from the District Surveyors' Association on the oral evidence given by the Metropolitan Boroughs' Standing Joint Committee on the 5th March, 1959

In their oral evidence the Metropolitan Boroughs' Standing Joint Committee state that as many local government services as possible should be administered by the borough councils, but the District Surveyors' Association considers that present day building is not by any means a local matter. The construction of a building is now an engineering and scientific matter which should be uninfluenced by locally elected members. The ownership of sites and buildings is by no means confined to persons residing within the borough, any more than are the activities of architects, engineers and builders restricted to any one borough. For the convenience of building owners and their architects it is desirable that as great a degree of uniformity as possible should exist over as large an area as possible, and at least within the County of London. It might be pertinent to mention the lack of uniformity in the administration by the borough councils of the L.C.C. drainage by-laws. In the interests of the building public it would be preferable for the drainage by-laws and other minor duties of the borough councils relating to building to be administered by a central authority.

It is already apparent from the evidence of the individual borough councils so far available that they do not all share the view expressed by the Joint Committee.

The Association cannot appreciate why the Joint Committee should suggest that the pattern of local government in London, where the boroughs vary so greatly in size and population, should be considered a desirable basis for urban areas suffering from the same disadvantages. The Joint Committee appear to realise this defect in view of their suggestion that it might be necessary for certain functions to be administered by a combining of two adjacent boroughs.

As present day problems in building are frequently of a highly technical and complicated nature, the transfer of powers to the borough councils would present further problems which would probably necessitate reference to the Joint Committee, in a similar way to the housing problems which they say in their evidence have at present to be dealt with on a joint basis thus showing the need for a central authority.

It is noted that in paragraph 66 on page 21 the representative of the Joint Committee said that it is proposed that "the District Surveyor would merely become another officer of the metropolitan borough." This Association considers this change to be undesirable, and that it would lower the status of its members. This would be contrary to the observations contained in the report of the Advisory Committee on Construction of Buildings in London, upon which the Metropolitan Boroughs' Standing Joint Committee was represented. The professional bodies concerned with building in London were also represented on this Advisory Committee. In its report the Advisory Committee states: "We are impressed by the evidence given us of the high regard in which district surveyors are held by all the interests involved in the building industry, who expressed anxiety that nothing should be done to impair their status and prestige. The smaller builder in particular relies on the district surveyor to a considerable extent. We consider it most desirable that the high standards which have so far been required and obtained from applicants for appointment as district surveyors should be continued. It is of vital importance, therefore, that candidates for appointment of the calibre required should be forthcoming. The 1939 Act provides for an examination to be conducted by a board of examiners and for the issue of a certificate of proficiency to perform the duties of district surveyors. No person is appointed to hold the office without such a certificate."

The answers given by Alderman Burden and Councillor Stucke appear to envisage that the District Surveyors would become officers of the borough councils without retaining their present statutory position. In the opinion of this Association the statutory position of the District Surveyor is the principle merit of the London system in as much as the personal powers given to District Surveyors under the London Building Acts and By-laws enable them to give decisions quickly on matters left to their discretion without the delay involved when reference to a committee is necessary.

The Association considers that the change envisaged by the Joint Committee would not be in the best interests of the public for the reasons stated in the Association's Memorandum on the written evidence of the Joint Committee to the Royal Commission, and wishes to emphasize the lack of uniformity which would result from decisions given by 28 metropolitan borough councils.

We think it is pertinent to call attention to the fact that the borough councils as housing authorities are responsible for the design and erection of a large proportion of the new buildings in many of the boroughs, and in order to ensure that the standard of construction required by the London Building Acts is observed by them just as much as by private developers, it is, in the opinion of the Association, essential that the District Surveyor should be an independent statutory officer.

It will be appreciated that, the District Surveyor's duties being of a quasi-judicial nature, it is important that he should be in a position to carry them out without fear or favour.

Supplementary Evidence submitted by The District Surveyors' Association

Memorandum from the District Surveyors' Association on evidence given by the Metropolitan Borough Councils

In the oral evidence given on behalf of some of the borough councils it has been said that the regulation of buildings should be the responsibility of each borough council on the grounds that it is personal service and members of the public prefer to go to their local town hall to enquire about such matters. The Association does not agree with this contention, and would reiterate that the ownership of sites and buildings is by no means confined to persons residing within the borough any more than are the activities of architects, engineers and builders restricted to any one borough. However, the convenience of local residents is met by the fact that each District Surveyor's office is situated within the district for which he is responsible.

Statements have also been made alleging duplication of supervision, but the Association contends that these are grossly exaggerated. Drainage is only ancillary to the construction of a building, and the visits made by the borough councils' inspectors are very few and are generally confined to one stage of the work, whereas District Surveyors and their staffs have to deal with all the structual aspects from foundations to roof, means of escape in case of fire and fire prevention, and the surveys made by them continue throughout the whole period of building operations.

With reference to the evidence of the Chelset Borough Council that the District Surveyor is not available in his office after 9.30 a.m., it is the general practice of District Surveyors to be in their offices until at least 10.30 a.m. in the morning, and also between 4 p.m. and 5 p.m. in the afternoon. This practice, which is of long standing, is well known to the building public and a note drawing attention to these times is printed on the building notice forms used by builders. It should also be realised that the District Surveyor is available day and night in the interests of public safety.

It has been said during the course of the evidence that there should be one code of building regulations over the whole country, and if at any future date this should be the case, the Association is strongly of the opinion that the standard of that code, and of the officers charged with the duty of enforcing it, should not be less than the standard at present operating in the County of London.

The buildings now being constructed in London present many new problems in stability, fire prevention and means of escape in case of fire, and under the present system a satisfactory and uniform standard in these matters can be obtained. A central authority such as the London County Council has the resources to deal with such problems comprehensively, but any attempt by individual boroughs to provide such resources would be uneconomic. The Association also holds the view that the standard of supervision is just as important as the nature of the regulations, and it is surprised that the City of Westminster should suggest the replacement of officers of such a high standard of qualifications and experience as District Surveyors by building inspectors. In contrast to the City of Westminster's views, the City of London say that the District Surveyor renders a first class service, and, in common with some of the borough councils, wish District Surveyors to retain their statutory position.

Reference has been made to the discretion exercised by District Surveyors in the construction of public buildings, and the Association submits that the fact that District Surveyors have been entrusted for so many years with complete discretion in this matter proves that they have fully justified the confidence placed in them. As all theatres, cinemas, town halls, libraries and other places where large numbers of the public are likely to assemble are classed as public buildings, the Royal Commission will appreciate that this discretion is applied to a considerable number of large and important buildings, and London has been free of any serious mishap in regard to such buildings.

The Association feels that it might assist the Royal Commission if it makes some observations on the manner in which the system of building regulation in the County of London operates in practice, as from the evidence given on behalf of some of the borough councils it does not seem to be properly understood by them. The Ministry's statement in paragraph 18 rightly states that within the County of London there is no general requirement for plans to be approved at the initial stage. In practice, however, the majority of architects and surveyors discuss their proposals with the District Surveyor at an early stage, and send plans for his observations long before the work on the site is commenced. In this way architects and others can, if they wish, get to know whether their proposals will be in accordance with the London Buildings Acts and By-laws. The extent of this examination of plans by the District Surveyor depends, of course, upon how much detail and information is contained on the drawings. Usually the preliminary drawings show very little detail, but at a later stage more complete drawings are submitted. On the other hand, in the case of minor works the proposals are often discussed with the District Surveyor, frequently on the site, and the preparation of elaborate drawings is avoided. The preparation of working drawings and fully detailed plans and calculations for the large buildings which are frequently erected in London needs considerable time, and if these were required to be prepared, deposited and checked before any approval were given the delay in the commencement of the work would be very great. In any case, it is doubtful whether any plans could show that the building would comply with all the By-laws, as such matters as foundations can only be finally determined after the work on the site has commenced.

There are a number of avenues of appeal against the decision of a District Surveyor. There is a right of appeal to the Magistrate's Court on receipt of a Notice of Objection, and the enforcement of a Notice of Irregularity is also left to the Magistrate's Court. In certain other cases, including public buildings, there is a right of appeal to the Tribunal of Appeal, in the case of many of the discretionary powers given to the District Surveyor there is right of appeal to the London County Council, and a further right of appeal in certain cases to the Tribunal of Appeal. The Association would also like to point out that the Chairman of the Tribunal of Appeal is required to be a person nominated by the Secretary of State, and the other members are nominated by the Royal Institute of British Architects, the Royal Institution of Chartered Surveyors, the Institution of Civil Engineers, the Institution of Structural Engineers and the London Master Builders Association.

It appears that several of the borough councils desire to adopt the provincial system of building inspection by officers responsible to each local authority. The

Association contends that the witnesses have not shown that the change would be of any real benefit to the building public, and it seems to be a desire to change the present system only for the sake of making a change, regardless of the disadvantages to which the Association has drawn attention.

If a choice has to be made between the system of building control at present operating within the County of London and the system which operates in the boroughs and urban districts outside the County, the Association submits that the former is best suited to a built-up area, being more adaptable to individual cases and likely to maintain a higher standard of construction.

18th August, 1959

Evidence submitted by The Eastbury Residents' Association

1. The Eastbury Residents' Association is an association of ratepayers and/or residents living in the extreme South Eastern corner of the Urban District of Rickmansworth. The area of the Association is bounded on the North by Sandy Lodge Golf Course, the East by the Watford R.D.C. boundary, the South by the Middlesex/Herts County Boundary, and the West by the Metropolitan Railway Line.

2. It is a purely residential area, has been the subject of considerable development since the war, and now comprises some 500 houses, mostly detached, at a density of about 5 houses to the acre. Many of the residents have moved to the area from other parts of the county and feel no strong local allegiance on account of family ties arising from long-standing connections with the district.

Of the 500 odd houses in the Association's area the occupants of 325 are members of the Association.

3. It seemed to the Association that, so far as its area was concerned, your Commission would be likely to recommend one of three courses, namely:

(a) No change, i.e. remain in Rickmansworth (this would also of course involve remaining in Hertfordshire);

(b) Transfer to Ruislip-Northwood (or possibly to some larger Government unit to be set up in North Middlesex), or

(c) Transfer to Watford (as part of an enlarged Borough or County Borough of Watford).

4. These issues were discussed at a well attended General Meeting of the Association and in a secret ballot taken at the end of the meeting the following conclusions were reached:

(a) The Members were almost unanimously opposed to joining an enlarged Watford Borough or County Borough;

(b) There was a majority of three to one in favour of remaining in Rickmansworth.

5. During discussion at the meeting a number of reasons were given why people had decided to live in the area, the principal ones being as follows:

(a) The wish to live in a semi-rural community rather than in a highly developed metropolitan area;

(b) The wish to live in an area surrounded by large areas of Green Belt land.

These preferences seemed more likely to be safeguarded if the district continued under the administration of Rickmansworth rather than if it was absorbed in Watford or a North London or Middlesex conurbation.

6. The general view of the majority is that the sort of policies pursued by a small Urban District such as Rickmansworth, backed by the County Council, are more in accord with the needs of the district than the policies pursued by large Metropolitan Authorities.

In particular, the policy with regard to the preservation of the Green Belt pursued by the Rickmansworth Council is one which is generally supported in the Association. The attitude of Metropolitan Authorities is, perhaps, exemplified by the recent attempt by the L.C.C. to develop the well-known local beauty spot known as Oxhey Woods for housing purposes and is one which the members of the Association view with disfavour.

7. Broadly speaking, the Association regards it as undesirable that the size of Local Authority units should be permitted to grow. Surely the essence of Local Government is that it should be purely "local," that the Council as a body should be allowed to know something of the whole of the district they run.

8. The Association would be happy to send representatives to amplify the foregoing by verbal evidence should the Commission so desire, particularly if the Commission should consider making recommendations with regard to the Association's area contrary to the views expressed above.

Evidence submitted by The Elstree Rural Preservation and Green Belt Society

4th March, 1960

The Secretary

Royal Commission on Local Government in Greater London

Further to our recent correspondence and my letter of the 15th February regarding the boundaries of Elstree, I now have pleasure in enclosing an Ordinance Map,* the shaded green area of which we consider to be a natural boundary for the village of Elstree.

You will see that we have included the housing estate which is, at present, administered by the Harrow Council, and also Elstree Hill South which comes under the Hendon Borough Council. The suggested boundaries, therefore, unifies the village of Elstree bringing together a community which, at the moment, is split by Hendon, Harrow, Aldenham and Watford and by the counties of Middlesex and Hertfordshire.

We trust you will give our suggestion your favourable consideration, and we look forward with great interest to your utimate findings upon this matter. As originally stated, we should be pleased to state our case orally at which event, of course, we could give you the plan in much greater detail.

Yours faithfully

L. H. SPRING

Chairman

---

* Not reproduced in this publication

Evidence submitted by The Essex Federation of Labour Parties

10th November, 1959

The Essex Federation of Labour Parties, which comprises all the Constituency Labour Parties in Essex, heard at its meeting on Saturday last that proposals have been or shortly are to be placed before you which would have the effect of:

(a) Grouping certain of the Metropolitan Essex Boroughs into a South-West Essex or other County Council.

(b) Suggestiong that this proposed new top-tier authority should consist wholly or partly of members nominated by the lower tier authorities.

We were therefore instructed to forward to you the following resolution, which was adopted unanimously:

> "That this meeting of the Essex Federation of Labour Parties records its opposition to any proposal for constituting a new County Council which would consist of members appointed by the lower tier authorities. It takes the view that any County Council should be elected by the general body of electors."

Yours faithfully

(Sgd.) E. HAMMOND, Secretary

CHARLES LEATHERLAND, Chairman

The Secretary,
Royal Commission on Local Government in Greater London

SECOND SUBMISSION

1st December, 1959

Thank you for your letter of November 16th, in which you acknowledge receipt of the resolution which we sent to you from the Essex Federation of Labour Parties on November 10th.

We sent the resolution because we had learned that some of the local councils which are asking the Royal Commission to set up an extra County Council are also asking or proposing to ask the Royal Commission to constitute that County Council not of elected members but of members appointed by the lower tier councils.

The Walthamstow Borough Council, for example, adopted on October 30th a recommendation of its Local Government Sub-Committee in the following terms:

> "Resolved: That if notwithstanding the evidence put to the Commission for the retention and extension of the county borough borough system with

mutual or joint working arrangements (from which evidence the Council in no way retracts) the Commission should think fit to recommend a two-tier system of administration with the upper tier authority exercising in the words of the Chairman of the Commission 'not necessarily the full powers of government but some powers,' then the Council would favour a Metropolitan Essex County Council with members *appointed* by the lower tier authorities from the members of those authorities."

Similarly, the Ilford Borough Council has suggested—as an alternative to remaining under the Essex County Council or any newly constituted County Council—an entirely new authority for S.W. Essex, with the upper tier *directly appointed* by the lower tier authorities, who would be answerable to the appointing authorities.

Further, the Romford Borough Council do not want to be part of London but they would prefer a County Council in which the members are to be *appointed* by the lower tier authorities. Failing this they prefer to remain with the Essex County Council.

It was because the above-mentioned three important Borough Councils in Essex were expressing themselves in favour of an appointed County Council (in certain circumstances) that the Federation passed its resolution.

In taking the view it does the Federation has in mind that the underlying motive of the recently enacted Local Government Act is to give local authorities more control over their own affairs, and gradually to reduce the control from Whitehall and from " superior " local authorities.

The Federation therefore regards the recent Local Government Act as a measure for the expansion of local democracy.

It consequently feels that it would be a retrograde step if any new local authorities were set up which were not answerable directly to the local electorate, whatever the political complexion of the electorate might be.

One reason why some of the Metropolitan Essex Boroughs have been seeking secession from the existing Essex County Council is on the ground that that body is "remote." It is not " remote " in so far as it is directly answerable to, and elected by, the individual members of the electorate. Any new County Council which deprived the electorate of direct control would be even more remote from the electorate than the existing directly-elected Council.

We feel that in the interests of healthy local government the electorate should have a direct right to put into office the people they want, and to put into office an authority which stands for the policy they want.

Moreover, it is generally agreed that one of the present-day weaknesses of local government is that relatively few of the electorate exercise their vote. Sometimes a feeling of frustration induces this apathy. There would be even greater frustration if the important upper-tier authority were removed a further stage from the electorate.

We are also aware of the fact that Local Government is often criticised as a bureaucratic machine. We do not necessarily share that view. The presence of the directly-elected councillor is something of a safety valve. But a large organisation constituted of appointed members would be more likely to become a bureaucracy than one subjected to directly-elected control.

Anything that tends to promote a healthy local democracy is, in our opinion, good. And it is because an appointed upper-tier authority tends in the opposite direction we think it is bad.

We have, in too many parts of the world in recent years, seen the rights of voters whittled away. We would not like to see the tendency growing here.

We have also borne in mind the fact that both the Royal Commission on Local Government, whose final report was issued in 1929, and the Royal Commission on Local Government in the Tyneside Area, 1937, have rejected the proposal of ad hoc authorities " as being contrary to the democratic character of English local government."

We have thought it right to put the Federation's views before you at this stage. And not to wait until the Royal Commission's findings are made known. It might then be too late.

Will you please bear in mind that although we have related our comments to the possible establishment of an extra County Council, we have at no time expressed any opinion in favour of such an authority—either elected or appointed.

Yours sincerely

(Sgd.) CHARLES LEATHERLAND, Chairman

E. HAMMOND, Hon. Secretary

Evidence submitted by The Essex Local Medical Committee

The Essex Local Medical Committee is the body recognised by the Minister of Health pursuant to Section 32(1) of the National Health Service Act, 1946, as being representatives of the Medical Practitioners in the area of the Executive Council for the Administrative County of Essex.

As required by Section 32(2) of the Act, the Executive Council, in exercising their functions, consult the Local Medical Committee and the fullest degree of co-operation exists between the two bodies.

The Essex Local Medical Committee is constituted as follows:

(1) 22 Medical Practitioners engaged in the National Health Service in Essex.

(2) 5 Representatives appointed by Consultants and Specialists on the staffs of Hospitals in Essex.

(3) The County Medical Officer of Health for Essex.

(4) Up to 10 additional Practitioners co-opted as members by the Committee. Of this number not less than two must be Practitioners not engaged in the National Health Service.

The twenty-two Medical Practitioners referred to under heading (1) above are elected at three yearly intervals by the Practitioners engaged in the National Health Service, totalling some 900. For the purposes of the election, the County of Essex is divided into eleven constituencies, a separate election being held for each constituency. The number of representatives for each constituency is fixed in the light of the number of Doctors practising in such constituency.

The constituencies into which the County has been divided for these elections coincide with the various Health Areas of the Essex County Council.

The organisation of the Committee on these lines is regarded as extremely satisfactory, since it provides for the membership being representative of every conceivable type of medical practice. Members are drawn from heavily built up areas in Metropolitan Essex; from two New Town Areas; and from Urban, Semi-Rural and Rural areas. The Committee is, therefore, well qualified to express views on all questions affecting medical practice which arise and is also able to hold a balance between the interests of town and country.

Moreover, it has always been considered from the point of view of the nature and extent of the area covered and also of the number of Doctors represented that the organisation presents the best pattern. At no time has the organisation of the Committee on a " County " basis created any difficulty whatever, either insofar as the attendance of members at meetings is concerned or in ensuring that the interests of individual Doctors are fully protected.

The Local Medical Committee also has the advantages of being represented on each of the Area Health Sub-Committees of the County Council and also has its own representative member on the Health Committee of the County Council. In this way, too, the fullest co-ordination is possible in the relationship between the Local Authority Health Services and the General Practitioner. Considerable benefit is also derived from the fact that the County Medical Officer of Health is a member of the Local Medical Committee. It is difficult to visualise that the same degree of co-ordination and co-operation could be secured if there were a number of Health Authorities within the Committee's area.

While the Local Medical Committee feels it would not be appropriate for them to offer observations on the major question of Local Government Reorganisation, the Committee is anxious that the Members of the Royal Commission should know that the Committee has always regarded the present basis of administration of the Health Services as being very satisfactory from the General Practitioners' point of view. It follows from this that the Committee also feels the areas of the Essex County Council, the Executive Council for Essex and the Essex Local Medical Committee should continue to coincide.

December, 1958

Evidence submitted by The Federation of Ratepayers and Kindred Associations of Middlesex

Memorandum on Local Government Re-organisation in Greater London

1. This Memorandum has been prepared for submission to the Royal Commission on Local Government in Greater London by the Federation of Ratepayers' and Kindred Associations of Middlesex, hereinafter referred to as F.O.R.A.M. (see Appendix).

2. F.O.R.A.M., being representative of Middlesex associations, has restricted its detailed considerations of this problem to the County, although it appreciates that any re-organisation process may well require some combination of Local authorities without reference to the present County boundaries.

3. F.O.R.A.M., is of the view that more efficient and economical local government in Greater London would be provided by a one-tier system of "all-purposes" authorities. This is in accordance with views expressed to the then Minister of Housing and Local Government as far back as 1952.

Acceptance of this fundamental change in the system of local government implies the abolition of the Middlesex County Council and the transfer of many of its functions to the authorities that will constitute the new system.

4. The new authorities are visualised as being of County Borough status, as covering areas with populations of 150,000 to 250,000 and as being known as Metropolitan Boroughs.

The application of this approach to the County of Middlesex would leave certain Boroughs, already qualifying for County Borough status, unaffected but with enhanced powers, whilst amalagamation of some existing smaller Boroughs and Urban Districts would be required to produce units of a size commensurate with the widening in scope of the local authority functions.

It is considered that it would be preferable to amalgamate existing local authorities in their entirety rather than to transfer portions, although in some cases the latter course may be unavoidable. The opportunity should also be taken to rectify boundaries where existing community areas are split by artificial local authority boundaries.

The precise manner in which the amalgamation process would be accomplished would require detailed consideration.

With a view to assisting the Royal Commission, two examples, based on 10 and 15 authorities respectively, are presented in the Schedule hereto.

5. It is considered that there are local government functions of such a nature that they require to be treated on a wider basis than a County Borough

level. It is therefore proposed that these functions, e.g. Major Planning, Main Drainage and Sewerage, the Fire and Ambulance Services, Rivers, and Higher and Technical Education, would be administered by "Regional Authorities," one each for North and South of the Thames.

In order to avoid two independent sets of elected authorities, each responsible directly to the ratepayers, it is recommended that the Regional Authorities should be constituted of representatives appointed by the Metropolitan Boroughs. The income of the Regional Authorities would be obtained by precept from the Metropolitan Boroughs.

6. It is recognised that the amalgamation of the smaller areas may adversely affect the community spirit and civic interest at present existing. To cultivate this desirable state of affairs and to enable the community to find a new loyalty and instrument of expression it is recommended that legislation be enacted to enable County Boroughs to establish Parish Councils in those areas where they are desired.

7. With the abolition of the County Councils and their replacement by the one-tier system some uniform manner of election would require to be decided upon. It is thought that the best compromise between the two systems would be a biennial election of Metropolitan Borough Councillors.

SCHEDULE

TWO EXAMPLES OF AMALGAMATION OF EXISTING LOCAL AUTHORITIES IN MIDDLESEX TO FORM "METROPOLITAN BOROUGHS"

N.B. The Population figures quoted here are based on 1956 estimates.

A. Based on 10 Authorities

Local Authorities Combined	*Separate Populations*	*Total Population*
Acton	66,240	
Willesden	174,900	241,140
Brentford and Chiswick	58,330	
Ealing	184,200	242,530
Edmonton	98,110	
Tottenham	120,700	218,810
Enfield	109,000	
Southgate	71,670	
Potters Bar	18,910	199,580
Finchley	69,800	
Hendon	153,200	223,000

Half Harrow	108,100	
Wembley	128,300	236,400
Half Harrow	108,100	
Ruislip-Northwood	73,930	
Uxbridge	59,640	241,670
Heston and Isleworth	105,100	
Twickenham	104,000	
Half Feltham	24,600	233,700
Hornsey	97,220	
Wood Green	50,100	
Friern Barnet	28,570	175,890
Southall	53,220	
Half Feltham	24,600	
Hayes and Harlington	66,460	
Staines	44,200	
Sunbury-on-Thames	26,700	
Yiewsley and West Drayton	23,070	238,250

B. Based on 15 Authorities

Local Authorities Combined	*Separate Populations*	*Total Population*
Acton	66,240	
Brentford and Chiswick	58,330	124,570
Ealing	184,200	184,200
Edmonton	98,110	
Southgate	71,670	169,780
Enfield	109,000	
Potters Bar	18,910	127,910
Finchley	69,800	
Hornsey	97,220	167,020
Harrow	216,200	216,200
Hendon	153,200	153,200
Heston and Isleworth	105,100	
Twickenham	104,000	209,100
Southall	53,220	
Hayes and Harlington	66,460	119,680
Tottenham	120,700	
Wood Green	50,100	170,800
Uxbridge	59,640	
Ruislip-Northwood	73,930	133,570
Wembley	128,300	128,300
Willesden	174,900	174,900

Feltham	49,230	
Staines	44,200	
Sunbury-on-Thames	26,700	
Yiewsley and West Drayton	23,070	143,200
Friern Barnet (to be considered with adjoining County)	28,570	

APPENDIX

1. The Federation of Ratepayers' and Kindred Associations of Middlesex (F.O.R.A.M.) was founded in 1920 for the purpose of federating non-Party Ratepayers' and Residents' Associations in the County. Except during the war years, F.O.R.A.M. has functioned continuously since then.

2. Apart from its function as a co-ordinating body, F.O.R.A.M. has, throughout its existence, given consideration to all matters affecting Ratepayers in general and those in the County of Middlesex in particular. Through its various Committees it has brought to the notice of the Middlesex County Council and, where deemed necessary, the appropriate Minister or Authority, those matters where it has felt that its views or criticism might be of practical assistance.

3. Examples of the matters with which F.O.R.A.M. deals are:

(a) The Annual Budget of the M.C.C.—A report is prepared by a special sub-committee and, after consideration by the Council of F.O.R.A.M. is submitted to the County Finance Committee. The chairman of that committee usually attends a meeting of F.O.R.A.M. to deal with criticisms and to answer questions. A number of F.O.R.A.M.'s suggestions have been adopted in subsequent years.

(b) An observer from F.O.R.A.M. regularly attends meetings of the M.C.C. and reports thereon. Representations are made to the Council in connection with matters raised at the meetings and information is sought. As a result, an informed body of Ratepayers is being built up.

(c) Through its Traffic, Transport and Roads Committee F.O.R.A.M. has discussed many problems with the London Transport Executive and the British Transport Commission and has been successful in obtaining the clarification of many points and the rectification of a number of faults and shortcomings.

4. A cordial relationship exists between F.O.R.A.M. and the M.C.C. as is evidenced by the fact that its Committee chairman and officials frequently attend meetings to explain policy and to clarify points, and that, except for a short time after the war, F.O.R.A.M. has always enjoyed facilities for its meetings at premises of the County Council.

5. It should be emphasised that any criticisms of the M.C.C. are not dependent upon the political party in office at the moment.

6. F.O.R.A.M. has interested itself for a number of years in the reorganisation of Local Government. In May 1952 a Special Sub-Committee was set up to consider and report upon the problem and its Report was adopted by the Council on 27th October, 1952, and forwarded to the then Minister of Housing and Local Government and the M.C.C. in December of that year.

The Sub-Committee was reconstituted after the issue of the Government White Paper on "Areas and Status of Local Authorities in England and Wales" (Cmd. 9831/1956) and considered the subsequent White Papers Cmd. 161/1957 and Cmd. 209/1957.

7. In the Local Government Sub-Committee's report of 1952, as adopted by the Council of F.O.R.A.M., it was stated:

"The Committee came to the unanimous conclusion that in the special circumstances ruling in the County (of Middlesex) more efficient and economical Local Government would be secured by the setting up of a number of all-purpose authorities or County Boroughs with a population of approximately 200,000 each (it being appreciated that in a number of instances this would involve the amalgamation of certain adjoining areas) and that the functions of the County Council should be transferred to such authorities.

"Following on any such change, the Committee would recommend that the closest co-operation should be maintained between adjoining authorities, possibly by the formation of a consultative committee composed of representatives of each of the newly created authorities and that statutory joint committees should be set up for certain services, particularly Main Drainage and possibly Further Education."

The above paragraphs of the 1952 report were embodied in the report of the reconstituted Sub-Committee as adopted by F.O.R.A.M. in 1958.

8. It should be added that there is some reservation in the minds of delegates representing Associations in some of the smaller County Districts in regard to the amalgamation of their area with neighbouring ones. These are based upon two grounds, namely, the fact that the nearest large area has a higher rate than the particular area concerned and the loss of identity which would follow from the amalgamation.

9. From the above it will be realised that F.O.R.A.M. has consistently favoured, over a period of years, the scheme which it has advocated in the foregoing Memorandum, despite the fact that its adoption would mean not only the end of the Middlesex County Council as at present constituted but also the end of the Federation itself.

Evidence submitted by The Finchley Ratepayers' Association

18th July, 1958

The Secretary

Royal Commission on Local Government in Greater London

For your information I enclose herewith resolution passed by the executive committee of the Finchley Ratepayers' Association as a protest to the proposals recently made by F.O.R.A.M. to the Royal Commission on Local Government contained in their Memorandum on Local Government Re-organisation in Greater London dated May, 1958.

Yours faithfully

(Sgd.) HARRY A. COLLIS

Hon. General Secretary

RESOLUTION

July, 1958

The Finchley Ratepayers' Association deplores the proposals made by F.O.R.A.M. to the Royal Commission on Local Government that Finchley be absorbed into another administrative unit; denies the right of F.O.R.A.M. to assume the role of spokesman for a Borough where the Ratepayers' Association is not a member of the Federation; and has no confidence in the capacity of F.O.R.A.M. to express with authority any views on such a matter in the absence of prior consultation with the affected local councils and organisations.

Evidence submitted by
The Friern Barnet Ratepayers' Association

48, Friary Road,
Friern Barnet, N.12

12th June, 1958

Re Memorandum on Local Government submitted by Federation of Ratepayers' Association of Middlesex

I refer to the telegram despatched to you on behalf of the Friern Barnet Ratepayers' Association on Monday, June 9th which read as follows:

> "Friern Barnet Ratepayers' Association to-night resolved emphatic dissociation from Memorandum dated May last submitted by F.O.R.A.M. Letter following."

The Friern Barnet Ratepayers' Association, which I shall hereinafter refer to as "my Association," was acquainted at the meeting of its Executive Committee held on Tuesday, June 9th with the contents of the Memorandum dated May, 1958, submitted to you by F.O.R.A.M. The Memorandum referred to, and in particular Clauses 3 and 4 thereof, put forward a proposal that a series of "all-purposes" authorities be created within the County of Middlesex having County Borough status and each containing a population of 150,000 to 250,000. It contends that such an arrangement would leave certain existing Boroughs unaffected, but with enhanced powers, whilst some smaller existing Boroughs and Urban Districts should be merged in order to create other such administrative units. F.O.R.A.M. states that, in its opinion, such a re-organisation of districts would lead to more economical administration and better serve the interests of ratepayers. In the Schedule to the Memorandum F.O.R.A.M. suggests that the Urban District of Friern Barnet should either be merged with the Boroughs of Wood Green and Hornsey into one new administrative district, or, as an alternative, be transferred to the County of Hertford and be merged with an existing administrative area of that County.

My Association, although affiliated to F.O.R.A.M., has at all times strongly opposed the proposals which have now been put before you by F.O.R.A.M., which proposals have emanated to a very large extent from Ratepayers Associations situate within existing large Boroughs of the County of Middlesex. It is the considered view of my Association that the creation of large administrative units is more likely to lead to the ratepayers having to suffer a greater rate poundage than to more economical administration. The District of Friern Barnet through its own Urban District Council has consistently enjoyed one of the lowest rate poundages of any Borough or District within Middlesex, and certainly a lower rate poundage than certain of the Boroughs which neighbour its boundaries, yet it has enjoyed, and still enjoys, amenities and public services at least as good as, and in certain respects better than, those afforded by the neighbouring Boroughs. This economical administration has been, and in my Association's opinion can only be, effected through a compact and efficient Council such as this District has for many years enjoyed. Indeed, the Friern

Barnet Urban District and its administration by its Council have for years past been held out as being a model community for others to emulate.

The Ratepayers of Friern Barnet take a very great pride in their District and its administration and there has at all times been a strong civic sense and community spirit within the District. The District has gained and maintained a very high reputation for its social activities, as evidenced by its Annual Summer Show, and for its cultural activities of which its Annual Festival of Drama is an example. When the general apathy of the public throughout the country towards local government and civic affairs is more the rule than the exception my Association contends that it would be folly to destroy the unusually strong sense of loyalty and citizenship which so typifies those who live in the District of Friern Barnet by merging this District with any other and thus causing the District of Friern Barnet to lose its identity.

In the interests of economy and efficient administration, therefore, and also to foster and promote even further the sense of civic duty and pride of the citizens of Friern Barnet my Association most strongly maintains that in no circumstance should the identity of the District of Friern Barnet be lost or the efficient administration of the District by its own Council be destroyed.

On behalf of my Association, therefore, I cannot emphasise too strongly that the Memorandum submitted to you by F.O.R.A.M. not only does not express the views of the Ratepayers of the District of Friern Barnet but is indeed the very antithesis of them.

Yours faithfully

(Sgd.) E. H. NEWCOME WRIGHT

Vice-Chairman F.B.R.A.

Evidence submitted by
The Green Belt Council for Greater London

1. **THE GREEN BELT COUNCIL FOR GREATER LONDON** is representative of the following organisations :

The Committee for the Preservation of Rural Kent ;

The Council for the Preservation of Rural England, Essex Branch ;

The Green Belt Committee for North West London ;

The London Society ;

The Surrey Amenity Council ;

The Commons, Open Spaces and Footpaths Preservation Society ;

The Holiday Fellowship ;

The Ramblers' Association, Southern Area ; and

The Youth Hostels' Association, London Region.

All these are keenly concerned that the conurbation of Greater London shall not be allowed to expand further, and are of the opinion that it is essential to maintain and protect a wide belt of countryside, outside the existing limits of the built-up area, where no development of an urban nature should be permitted.

2. **EXISTING ADMINISTRATION OF PLANNING CONTROL** within that part of the Metropolitan Green Belt which lies within your Commission's Review Area is in the hands of five County Councils (Essex, Hertfordshire, Kent, Middlesex and Surrey, and a single County Borough Council (Croydon).

This control involves the maintenance of the predominantly agricultural use within the Belt and depends, in this Council's view, on considerable experience of rural problems. At the same time it demands from administering authorities a degree of self-denial which is self-evidently simpler for those with little or no interest or power to build for themselves, and who are better able to withstand attacks on the Green Belt from others. On these grounds, this Council feels that the Metropolitan Green Belt has been particularly fortunate in that administrative control has been mainly in the hands of County Councils with wide rural experience, but with very limited responsibility for housing. The Green Belt Council would very much regret any change in this existing administrative arrangement.

3. **FURTHER CO-ORDINATION OF BOTH THE POLICY AND PRACTICE** of planning control within the Green Belt is, nevertheless, thought desirable by this Council, but, after reviewing the practical means to this end, it feels that this would best be effected by the present planning authorities, through the medium of a standing advisory committee.

4. **DELEGATION OF PLANNING CONTROL.** It is considered essential that the powers of planning control delegated to Area Committees and District

Council should, within the Green Belt area, be exercised only in strict accordance with the declared policy of the appropriate County Council and that any permission for development in the Green Belt should be subject to confirmation by that County Council.

5. **NEW AUTHORITIES.** In the event of the creation of any new County Borough within the Review Area, this Council feels that Green Belt land should not be included within such County Borough boundary. Planning control over this land should, in this Council's view, be retained by the appropriate County Council.

14th November, 1958

Evidence submitted by The Grove Park Tenants' Association

J. R. Niven, Esq.
The Secretary
The Royal Commission on Local Government

8th May, 1958

Re: Grove Park Estate

Following our previous correspondence, we are now in a position to submit our evidence in regard to defective and incompetent maintenance work, etc., which has been carried out by Lewisham Borough Council over a considerable period of time.

Our purpose in doing so is firstly as a public duty in view of the considerable waste of ratepayers' money involved, and secondly because we are obliged to consider the interests of our members insomuch that we feel if this waste of money is allowed to continue the rents paid by tenants on this estate are likely be to affected. We also feel that the standard of maintenance work, etc., carried out by the Council should be improved.

Unfortunately, we have received very little co-operation from the Local Authority in regard to this matter, and in view of the fact that the Council's Housing Building Committee carried out an investigation we must point out that their findings were that in the majority of 29 cases our complaints were unjustified and our submitted written reports were questioned on the grounds that we were not qualified to pass comment.

We are not suggesting that a Commission of this standing will adopt the same attitude, but in order to substantiate our complaints we are submitting our own photographs, and a copy of qualified evidence we have received from a firm of Chartered Surveyors and Valuers.

We feel before continuing our comments you should be acquainted with the fact at this stage that this was one of the largest pre-war estates built by Lewisham Borough Council, which was developed during the period 1926-29, and it comprises approximately 450 houses and 32 flats.

The qualified evidence refers to specific instances of either incompetent or defective work but we would ask you to appreciate that these are *not* isolated cases and similar conditions exist generally on the estate. It has been impossible to give precise dates appertaining to work carried out or the exact figures of costs involved, etc., and complete accuracy in this respect is not guaranteed, but we feel the following comments in regard to the Surveyor's report will be of assistance to your Commission and should impress upon you the waste of money that has been involved.

186 Mayeswood Road

In 1950 the whole of the roofs to properties on this estate were lined with building paper in the manner reported at a cost of £5,000. In 1956 the

Council *relined* the roofs of 71 properties at a cost of £1,000 and we imagine the whole of the job will have to be redone eventually. At the present time individual roofs are being relined where complaints are being made by tenants to the Council. At the same time when the original work was carried out, cold water storage tanks in the lofts were cased in, and in a number of instances these casings were not packed with filling to give adequate anti-frost protection. A typical example of the deterioration of the original roof linings are shown by the photographs marked A.

135 Mayeswood Road

This is an example of interior redecorating carried out by the Council, and we would ask you to refer to the photographs marked B. This flat was last redecorated during the early part of 1957 and the work carried out deteriorated in a matter of weeks. Interior redecorating is carried out every seven years and in view of this long cycle we feel the standard of work is deplorable.

83 Riddons Road

The Council in recent months have installed in certain properties 187 boiler back tiled fireplaces with raised hearths and curbs to replace obsolete inter-oven boiler grates. This is an example of defective installation and a good number of tenants have complained about the excessive heating up of the mantelshelves and tiles becoming loose. We would further add that these fireplaces are one of the cheapest types and they are an inferior product in our opinion. See photograph marked C.

10 Riddons Road

This is an instance of another fireplace which has been defectively installed. In this case the Council have now fitted a pre-cast baffle inside the fire opening to deflect the heat from over-heating the mantelshelf. As this work entailed the taking out and resetting of the fireplace and the complete repapering of the chimney breast you will appreciate the costs involved in this work is going to be carried out to a number of other fireplaces already installed. The last exterior redecorating to the property was carried out about 3½ years ago but here again the cycle for this work is every 5 years and we feel there is need for improvement in the standard of the job to last this period of time. With bare woodwork now exposed there is the danger of dry rot setting in which could involve the Council in heavy costs to renew infected wood in window frames, etc. For example of bad exterior work see photographs marked D.

16 Leafy Oak Road

In this case the exterior redecorating was last carried out in 1956, and this is another example of inferior work carried out both internally and externally.

The pebble dashing of a large number of properties was carried out during the period 1949-50, and the reason for this is a little obscure but this might have been done to break up the exterior decorative appearance of the estate. In our opinion this pebble dashing should have lasted indefinitely if the work had been properly carried out, and the Council over a period of time have been obliged to reinstate patches of pebble dashing on a number of properties. Since the Surveyor's report parts of the pebble dash to this property have now fallen. See photographs marked E.

The dampness in most small bedrooms on this estate has been a source of complaints for the past number of years, and it appears in spite of the resources the Council have at their disposal a satisfactory remedy has not yet been found. Here again we feel the Council have wasted money, as in certain instances work has been carried out to stacks affecting the small bedrooms, such as rendering the external brickwork, and a number of these have now been demolished. In other instances stacks are now being rendered so it seems the Council are uncertain of an effective remedy, and in our opinion the insertion of louvre type air brick in external walls is going to aggravate the dampness due to rain being driven into the flues. For examples of this work being carried out see photographs marked F.

In conclusion we would point out that we submitted in writing to the Council 65 cases in different properties where defective work, etc., had been carried out, and this number was not a complete investigation, on the estate. Our first report comprised 29 properties and up to date over 60% of the defective work in these cases has been made good. In view of this action which has been taken by the Council so far we fail to see their attitude in this matter, and we trust the Commission in the light of this evidence will take the necessary steps to uphold the complaints made by this Association.

We shall be pleased to give you any further information required and no doubt in due course you will let up know the results of your findings.

As you can appreciate, certain expenses have been involved to submit this evidence and supply the required number of copies, and although of course we do not imagine the Commission will reimburse us in this respect, we should like to place on record that it is entirely due to the unrealistic and unjustifiable attitude of the Council's Housing Building Committee which has caused the funds of this Association to be depleted. We feel in all the circumstances it would be a regrettable situation if the Commission comes to the conclusion that our case is justified and we have no recourse, other than legal action, to compel the Council to refund our costs in this matter.

If you can give up any advice in this respect we shall be obliged.

Yours sincerely

For and on behalf of Grove Park Tenants' Association

H. SHARPE

General Secretary

Evidence submitted by
The Hampstead League of Young Liberals

LOCAL GOVERNMENT — RATIONALISATION AND REFORMATION

Introduction

The inadequacy of existing political units is the root cause of our problems today. That is the main conclusion which has emerged from our autumn discussions, a series we propose to extend into the international field in the spring. We present here the results of our findings on the Local Government of Great Britain.

While many of Britain's problems arise through the disparity between national sovereign states and international economic society, it is the aggravation of these problems over the past few decades that has caused governments to interfere increasingly in almost every aspect of life. A further reason for this increased centralisation, but not altogether, in its neo-mercantilist and state-paternalist emphasis, entirely divorced from the other has been the demand for social provision and state protection of all sorts. The reaction to this has come partly inevitably and partly with the international stalemate. With the decline in political uncertainty and insecurity has also come a slowly growing concern for the individual.

On the party level, for example, it is felt that the demand for Home Rule in Scotland and Wales is as much a protest against remote control from Whitehall as the desire for cultural autonomy. We do not feel, therefore, that this represents an entirely reactionary, separatist tendency, but could be symptomatic of a healthy progressive movement towards more rational forms of government which will enable all sorts and conditions of men to lead happier lives. The corollary in foreign affairs is that while many Governments take action which appears to be determined solely by nationalistic considerations, such a course may follow, logically and inevitably, from the lack of any effective international authority or agreement. With the possibility that political sovereignty will pass to a level even more remote from one's home town, it will be more necessary than ever to have regard to the feelings of different minority groups and to have a thriving democratic society in all units of government.

Whilst it is true that the proportion of electors voting in local government is small in comparison with national contests, it is well to remember that universal suffrage for local elections is a post-war innovation, that the tradition of unopposed returns or one-party monopoly is only just beginning to disintegrate and that there is tentative evidence for believing that at least a proportion of the electorate do not always vote the straight party ticket. One must recall also that before universal adult suffrage, more than half the number of parliamentary seats went uncontested; the tradition of pocket boroughs and feudal deference continued almost to the present day and that figures of 70/80% are a twentieth century development. Furthermore, in this there is something to be said for the view that quality not only counts but always wins in the long run. On the other hand, one has only to consider the inertia of many so-called "Independent" councils and the authoritarian methods of 100% Socialist councils to realise the importance of educating citizens in the arts of local politics. We believe that if our recommendation on the reform of local government areas are accepted, then increased electoral participation will ensue as a matter of course.

For various reasons already suggested and not least the sheer pressure of work on Whitehall, any attempt at increased centralisation must be firmly set aside. Existing local councils, for their part, are generally too small, possess boundaries drawn up on arbitrary or anachronistic lines and have insufficient resources to cope with the problems that come before them. We have reached the conclusion that nothing short of a radical re-organisation of local government will enable the country to be equal to the demands of a mobile industrial society in a democratic and effective fashion. The sections which follow consider the implications of this in respect of the boundaries, area, status and functions of local authorities, finance and its relevance to modern liberal philosophy.

The Problems of Areas and Status

It is essential that the boundaries of local government areas be re-defined with reference to the functions of the administration. The growing complexity of public services and the prevalent practice of commuting considerable distances to work make it undesirable for the administration of conurbations to remain fragmented. At the same time, the majority of the more rural authorities are too poor to discharge their present functions efficiently. The present system of 146 local authorities in England and Wales is far too intricate. The county councils are too remote to give the voter any sense of belonging to a community, yet too small to perform their functions efficiently, independently of the central government. They should be replaced by the institution of a dozen or so regional authorities, with separate regional authorities for Scotland and Wales.

Such a regional system was conceived as long ago as 1917 and it has been fully examined thereafter by geographers, economists and administrators. We would recommend in particular the proposals that Prof. E. G. R. Taylor put before H.M. Government in 1941.

The major regions are centred on conurbations; certain regions of England such as East Anglia and Wessex contain no real focus and in such regions the existing administrative facilities should be kept in mind in selecting the site for the administrative centre.

At a lower level, it is essential for the efficient functioning of democracy that local authorities serve areas that have a sense of community. Local authority areas should normally be similar in size to parliamentary constituencies, except where this interferes with well-established local traditions or geographical circumstances. In urban areas the present tendency is for units to be too large and unrelated to the life of the community.

In rural areas, the present divorce of town from country needs to be eliminated. A unit is envisaged similar in extent to the present rural district but including the larger centres of population within that area that may at present be excluded as urban districts or non-county boroughs.

As it is implicit in the regional concept that the centre of the region be within reasonable daily travelling distance of the outermost parts, it will be apparent that the more remote local authorities require separate treatment.

Greater responsibilities must devolve on them, especially in Scotland and Wales, although for economic reasons they must remain subject to their parent regional authorities in all matters of finance. Such upgraded authorities shall be designated intermediate authorities for the purpose of this report.

With regard to the exact definition of the boundaries of regional authorities, existing administrative boundaries should be ignored. Culural frontiers and natural boundaries should mark the general lines along which they should be drawn. Their exact definition should avoid wherever possible cutting lines of communication and the guiding principle should be that as many people as possible should work in the region in which they are resident. Secondary consideration should be given to the services already in existence and in particular the boundaries of the electricity and gas authorities and water boards should be observed.

The social and economic pattern of movement in the community needs to be examined to decide the general lines along which local authority boundaries should be drawn. The boundaries themselves should be defined in such a way that they avoid residential districts where possible, and in particular attention should be given to existing mains and transport services, as well as local sentiment.

Functions

In this complete overhaul of local government, we have specified certain functions which should be apportioned among the three types of Authority.

Firstly, the National Government, which we envisage as part of a larger region, should be responsible for the finance and general policy for education on the political principle of equality of opportunity, since the various local authorities are bound to have different scales of priorities. On the grounds of efficiency, uniformity and economy, it must also have overall control of the major transport networks.

At the same time, education is a vital matter for the individual and its administration must therefore rest with the local authority which will be limited in this sphere only by the broad framework laid down by the nation. Adult education is also best dealt with at this level, bearing in mind the extremely variegated needs of different parts of the country. This type of authority should be responsible for those affairs which always seem to arouse local controversy and are best settled within the community, notably local roads and lighting, parks and entertainments. The provision of libraries and the enforcement of weights and measures regulations can be most usefully performed at this level.

We have left all other functions to the regional authority, which in future will be the key unit in administration. It avoids the extreme centralisation and remoteness of Whitehall and the inefficiency and artificiality of local units. The most notable duties in the region will be Town and Country Planning, Public Utilities, Housing, Child and Old People's Welfare, Labour Exchanges, National Assistance and Inspection of Shops and Factories.

The need for regions is most clearly seen in relation to the conurbations which are areas most affected by the problems of overcrowding, traffic, housing and general development. These areas are characterised by a disparity between the number of people working in the city centre and the actual number living there. They have a great need for space for various purposes but are hindered by the entrenched interest of neighbouring local authorities which in practice have ceased to have a distinctive identity. This was admirably illustrated in relation to Birmingham and the Black Country in the "Economist" where it it stated that the Black Country Authorities would be hostile to a West Midlands overlordship, but would be willing to send delegates to a West Midlands Planning Board. But "Once it is agreed that there is a case for such Board, is not the case conceded for a regional authority with adequate executive powers and finance? Expansion is a regional problem and it is clear that the Black Country's need for rehabilitation dovetails with Birmingham's need for outer suburbs. Any such spread involves better transport, but whether this is to be achieved exclusively by better road, more buses and car parks or whether the area needs an integrated system of road transport and dieselised railways, an adequate programe clearly cannot be planned and financed by any one of the existing authorities."

Finance

The present method of financing local government is unsatisfactory for two main reasons:

1. The rate, the main source of local revenue, is a regressive tax. With industry and agriculture partially de-rated, the main burden falls on the smaller property owners; those least able to bear it. While undeveloped sites remain untaxed, the incentive to develop land is reduced and speculation in land values is encouraged.

2. Because of the way in which the burden of local taxation is distributed, increases in the rate-borne expenditure over the past thirty years have been unable to keep pace with the expansion of local services. Local authorities have become more and more dependent on grants from the central government and over 50% of the money spent by local authorities is now provided by the central government. This dependence on grants encourages over-centralisation and reduces opportunities for local initiative.

A number of proposals have been put forward for the transfer of a proportion of certain taxes, such as income tax or entertainment tax, to the local areas in which they are levied, but these transferred taxes would really be block grants in disguise and would do nothing to shift the incidence of taxation on to those best able to bear it.

We believe there is a strong case for a graduated tax on land values to replace the present rating system, which only taxes improvements made on the land. The tax would be a percentage of the estimated annual profit derived from an area of land if used for its most profitable purpose within the existing Town and County Planning regulations. Twenty acres zoned for playing fields would thus pay a lower tax than twenty acres used for factory building, but an undeveloped bombed site would pay just the same amount as an adjoining developed site of the same area.

The moral arguments in favour of taxing unearned wealth rather than earned wealth have been stressed by many Liberals and need not be repeated here. What is important from our point of view is that LVT would provide local authorities with a new source of wealth that would make them less dependent on grants. A percentage of the tax, levied by the boroughs of district councils, would be passed on to the appropriate regional authority in the way that a percentage of the rates is passed on to the county councils under the present system.

Where grants are still necessary, we make the following recommendations :

1. Deficiency (Exchequer Equalisation) Grants should continue, but the "average rateable value" for the whole country should be based on the value of land and not on the value of buildings.

2. The method of financing education should be reformed to ensure greater equality of opportunity in this field. Each local authority should be given a specific grant to be spent on education within its own area. University grants should be financed out of a central pool instead of being provided by local councils, as they are at present.

3. Having given the local authorities a new source of revenue and removed education from the battle between "block" and "percentage" grants, the present conflict between the advocates of these rival types of grant will lose much of its importance, but we do think that there is a case for restoring the percentage grant for certain services, particularly health, child care and town and country planning, where attempts at false economy could prove disastrous in the long run.

Conclusion

Our aim as Liberals in all things, should be to eliminate the group schizophrenia which dominates thinking in home and international policies. Conservative and Labour policies are basically deficient in that they fail to recognise the crucial importance of being prepared for the consequences of change of events which sometimes come upon us willy-nilly. In a more positive way, those who delve in politics should always be a little ahead and set their sights somewhat higher than public opinion. Without falling into the pitfalls of a policy based entirely on idealistic or moral grounds, one ought to recognise that whilst the individual is unique, this should not provide the basis or an excuse for the uttermost selfishness. The emphasis in post-war politics has been to swamp the individual with first, all kinds of social provision irrespective of need and secondly, with the blandishments of mass media of communication. In all this the individual who professes to exercise choice in politics and economics is looked at askance and while lip-service is still paid to the rights of the individual, it is exceedingly rare today to hear of duties, the dereliction of which paves the way for totalitarianism. In a compact, industrialised, somewhat overcrowded country, constant care will be needed to maintain a judicious balance between the individual and the group, so that ultimately we may be citizens of no mean community.

JOHN ALLEN

BASIL PINKNEY

DAN CHALKER

PAUL JEFFERY

Evidence submitted by The Hertfordshire County Teachers' Association

This association is representative of approximately three quarters of the teaching staff of Hertfordshire, and its membership covers every type of school and college within the county. We realise the complexity of the over-all problem being studied, and the importance of the Royal Commission's work. Nevertheless, we would impress on the Commission that in our view the real problems are human ones not administrative, and we trust that the observations we make will be of assistance. The need for and benefits derived from good human relationships, we have tried to indicate.

In presenting this evidence, the association has tried to keep in mind the effects of certain proposals on the County as a whole before dealing with the problems of particular areas. We are of the view that the primary factors to be considered are the consequences of administrative change on the scholars, students, teachers and parents of the children in our schools. The present exceptional relationship which exists between the Hertfordshire Local Education Authority and its teaching staff has taken as long as twenty years to build up, and this in its turn has a direct bearing on the good relations which exist between the schools and the parents, the teachers and their scholars.

These relationships would probably take a considerable time to re-establish if alterations were to be made in the administrative area of the Hertfordshire Local Education Authority.

Post-War Conditions

The influx of population into Hertfordshire as a result of the building of new towns and the London County Council estates at Borehamwood and Carpenders Park presented the Hertfordshire Local Education Authority with a number of urgent problems. This association considers that the Hertfordshire L.E.A. has tackled these problems with promptitude and efficiency. New schools were built, two permanent training colleges were established, and considerable progress has been made in the extension and re-equipment of older schools where it has been possible. Any shortcomings in this respect have been as a result of government policies and not the fault of the L.E.A.

The L.E.A.'s programme for the development of technical education meets with the warm approval of teachers. We wish to bring to the attention of the Commission the new technical colleges at Watford, Hatfield and Letchworth, and the new colleges of further education throughout the county. We understand that further development on these lines has been planned and approved by the L.E.A.

Transfer to Secondary Schools

The transfer of children to the appropriate form of secondary schools is very largely in the hands of teachers, and it is our opinion that the system is working well. A committee of teachers arranges the examination, sets the papers, and advises the Authority at all points. There is the closest liaison between the headteachers of primary and secondary schools during which the child's school record is carefully considered.

There are reasonable out-county arrangements to serve children living on the borders of the county with neighbouring L.E.A.s. We are convinced that any splitting of the administrative area of Hertfordshire would not produce any improvement of the present arrangements, and, on the contrary, could harm them.

Under the present arrangements, parental choice can operate to a large degree in the selection of the secondary school attended by the scholar. We feel that this freedom of choice now exercised by the parents should be respected whenever possible, and that it is only possible when the administrative area is fairly large.

Relationships between Teachers and the Hertfordshire L.E.A.

The relationship between the L.E.A. and its teaching staffs has been built up over a number of years, and it is extremely cordial. We would emphasise that very many teachers have sought service with Hertfordshire because of this happy relationship. Teachers are able to make representations at Divisional Executive level and at County level through their elected teacher representatives.

There is a genuine concern among teachers that, if any areas are taken out of the control of the Hertfordshire L.E.A., the present relationships and liaison might be seriously disturbed. In this respect may we draw attention to two matters: the Hertfordshire method of making a general allowance to the headteachers of schools and leaving them to spend it responsibly, and the practice of consulting panels of experienced teachers about the design and equipment of new schools. When the headteacher elect has been appointed, he or she is called into consultation. If it were possible, even at this late stage, to give oral evidence, there are many other examples of this close co-operation between organised groups of teachers and the present employing Authority that it would be possible to give.

Higher Education with particular reference to Technical Colleges and Colleges of Further Education

Since the War, new technical colleges have been opened at Watford, Hatfield and Letchworth. Each one of these specialises to a certain extent in a particular field of technical education, and, whereas now students are able to attend easily the college most suited to their needs, we are concerned that splitting the administrative area would probably make such movements more difficult .

The present administrative arrangements are such that no student is allowed to suffer ; he is free to attend any college in the county which offers a course suited to his needs, or if no such course is available, he may attend any college in neighbouring authority areas ; further, if it is more convenient to the student, he may attend a college which is more accessible to his place of work or home. Smaller administrative areas might make the present admirable arrangements more difficult to administer, and a bigger area might be less sensitive to the student's needs.

Also since the War, Colleges of Further Education have been estabilshed at Watford, Hemel Hempstead, Welwyn Garden City, Barnet, Hertford, Stevenage and St. Albans, and these colleges serve areas far larger than those envisaged in some of the suggestions made by local authorities in the evidence already submitted to the Commission. We are concerned, therefore, that the growth of these institutions shall not be impaired by the creation of smaller education authority areas, or the removal of feeding areas from the County.

In Colleges of Further Education development of specialisation is envisaged, making possible the same type of transfer as that referred to in respect of students at technical colleges.

Remoteness of Control from County Hall

We note that allegations of tardiness in dealing with particular problems by the County administration in Hertfordshire have been made by representatives of Local Councils in their oral evidence to the Commission. In the view of teachers there is no serious evidence of this especially where there are active Divisional Executive Committees, and we draw attention to the suggestion we make in respect of the Cheshunt-Hoddesdon area of the County.

Survey of Particular Areas

Cheshunt, Hoddesdon, Hertford, Ware, Cuffley and Newgate Street Area

Whilst realising the awkward administrative area previously covered by East Herts. Divisional Executive which contained Bishops Stortford, it is our opinion that the growth of population in the area and the number of schools now serving it warrant the establishment of a Divisional Executive Committee and office based on Cheshunt or Hoddesdon and including the areas of Cuffley and Newgate Street within its control. We are of the opinion that such an establishment would assist in the day to day problems of the schools, the development of further education and the integration of welfare services in the area.

In reviewing the evidence of the Cheshunt Urban District Council, we would strongly support from an educational point of view the contention that Waltham Abbey, now in the County of Essex, should be transferred to Hertfordshire. There exists considerable friendship and liaison between the schools of the neighbourhood and those of Waltham Abbey. Inter-school sports and other activities have become regular features, and because of its isolation from other populated parts of Essex, the residents of Waltham Abbey tend to associate themselves with their nearest neighbour of Hertfordshire.

Reference is made in the oral evidence by the Enfield Borough Council (Book 31) to the methods of promotion in Middlesex. We are strongly opposed to the view put forward, and we believe that promotion should be available to all who are qualified to fill a post irrespective of their previous employers. We are concerned, therefore, at any possibility of parts of this area being ceded to an authority whose representatives express a point of view contrary to our considered judgement on what to us is an important professional matter.

East Barnet and Barnet (together with Borehamwood)

We have considered the representations made by the two local authorities, Barnet and East Barnet, to combine as one Urban District Authority, but the present Divisional Executive for Barnet also covers Borehamwood and appears to us to be the best possible pattern for education in this area. We hope that this pattern will continue. The existing grammer schools and the College of Further Education cater for an area far larger than the two Urban Districts. Again the freedom of parental choice is a factor to be considered.

South West Herts

We understand that the South West Herts Teachers' Association, a body affiliated to the Hertfordshire County Teachers' Association, is likely to make separate representations to the Royal Commission, and for the purpose of this memorandum, reference is made only to the problems which would exist in education should the South West Herts area be separated from the rest of the County of Hertford either by the formation of a county borough based on Watford, or if parts of it are merged with neighbouring authorities.

The South West Herts Division is covered by a Divisional Executive establishment. The area contains an estimated population of 179,000 out of a total of 740,000 for the whole county, that is over a quarter of the county total. The rateable value of S.W. Herts is approximately 35% of the present county. We are of the opinion that such a loss of population and rateable value would seriously deprive the county of the resources now at its command, and would tend to retard the present rate of educational advance.

The area, which includes a large rural area and which obviously could not be included in the proposed county borough, is well served by grammar schools, two having been built since the War. Arrangements are already established which allow parents to state a preference for the school at which their children shall be educated. A secondary technical school, a college of further education and a technical college all serve the needs of the area. Many of the students at the colleges and pupils at the schools come into South West Herts for their education, and a similar number attend schools and colleges in other divisions. We feel that it highly probable that this flow would not be so easy or so readily agreed to if the envisaged county borough were established.

We would like to draw attention to the effect of the last feature on technical education. Under the present arrangements, Watford Technical College is able to cater specially for the industries associated with Watford, engineering, printing, paper making, etc., while Hatfield can offer special advanced courses in the technology of aircraft construction and kindred subjects. It is our view that the setting up of a county borough in South West Herts would tend to create artificial barriers stemming the present free flow of students.

General Conclusions

We appreciate the important considerations which the Royal Commission must make before presenting their final report, and we are aware that a narrow parochial attitude is not desirable, but we are of the opinion that the work done by the Hertfordshire Local Education Authority has a deservedly high reputation, and the teachers of this county would be reluctant to see it curtailed in any way. In our view most of the areas of Hertfordshire bordering on Middlesex have a greater community of interest with Hertfordshire than with the London area, and that community of interest should be maintained. Indeed, in many places the area under the review of the Royal Commission is separated from the London area by "green belt" land.

R. BRADDOCK, President

H. E. STANFORD, Secretary

F. A. SMITH, Chairman of Special sub-committee

C. R. FENTON, Secretary of Special sub-committee

Evidence submitted by The Hogsmill Valley Joint Sewerage Board

Clerk's Office
Guildhall
Kingston-upon-Thames

9th June, 1958

I refer to your letter of the 20th February last, addressed to me in my capacity as Clerk to the Hogsmill Valley Joint Sewerage Board, and whilst the Board do not desire themselves to make any comment in connection with the effectiveness and convenience of local government machinery, as referred to in para. 4 of your letter, I think it might be useful to the Commission if I set out below certain of the history and particulars relating to the present Hogsmill Valley Joint Sewerage Board.

This Board was constituted under an Order known as "The Hogsmill Valley Joint Sewerage Order, 1940" and was formed to deal with the treatment of sewage in this part of the Thames Valley area, i.e. the sewage from the areas of the Borough of Epsom & Ewell, Malden & Coombe and Surbiton, together with the area of this Authority. The Board consists of twelve members, three being appointed annually by each of the four constitutent Authorities, namely, the Boroughs of Epsom & Ewell, Malden & Coombe and Surbiton, and this Borough. The present population of each of the four constituent Authorities is as follows:

Epsom & Ewell	67,340
Malden & Coombe	45,750
Surbiton	63,110
Kingston-upon-Thames	39,070

The works, which are situated in Malden & Coombe and Surbiton and on the boundaries of this Borough, are designed to deal with a d.w.f. of 7,250,000 gallons per day and for a potential population of 220,000.

All the expenses incurred by the Joint Board are defrayed out of a common fund and for the purpose of defraying such expenses precepts are issued by the Joint Board to each constituent Council.

The contribution of each of the constituent Councils to the common fund is based—

(a) as to one-half on the proportion which the rateable value of the constituent district bears to the aggregate rateable value of all the constituent districts; and

(b) as to one-half on the proportion which the population of the constituent district bears to the aggregate population of all the constituent districts.

For this purpose—

(a) the rateable value of a constituent district is the rateable value appearing in the valuation list in force on the 1st February preceding the issue of the precept; and

(b) the population of a constituent district is ascertained from the last published estimate of the Registrar General before the issue of the precept.

There is, however, in the Order a proviso to the effect " that the population of the constituent district comprising part of the Borough of Epsom and Ewell shall be ascertained by deducting from the last published estimated population of the Borough the population as ascertained from time to time of that part of the Borough which is not within the constituent district."

I am the Clerk to the Joint Board and the Borough Treasurer of Epsom & Ewell is Treasurer to the Board.

The works were officially opened by The Right Hon. Henry Brooke, M.P., Minister of Housing and Local Government, on the 7th October, 1957.

Yours faithfully

(Sgd.) A. B. ROGERS, Clerk

(Town Clerk, Kingston-upon-Thames)

The Secretary

Royal Commission on Local Government in Greater London

Evidence submitted by The Ilford Central Labour Party and Trades Council

Central Labour Hall
298-300 High Road
Ilford

8th August, 1958

The Secretary

Royal Commission on Local Government in Greater London

I enclose thirty copies of a Report embodying our suggestions for the reform of Local Government in the Ilford area, which was adopted by the Ilford Central Labour Party, and which we submit for the consideration of the Commission.

Yours truly

F. WATTS

Report of Sub-Committee on "Local Government Boundaries and Functions"

To be considered at Central Party Meeting, Thursday 26th June

Approach

We suggest that the factors to be considered in a review of the methods of Local Government in the Ilford area should be:

(1) Efficiency

(2) Fitness to Needs

(3) Community Sense
and that political considerations should be eliminated.

Reasons for Change

The growth of Outer London has merged areas which recently were separate villages into part of the London "conurbation," with no serious distinction from the inner London County Council area, so that it is very difficult to say where London finishes for many of its services. This is shown by the variety of boundaries which at present exist—Police, Post Office, Water, Transport, each different from one another, and covering a much wider field than the L.C.C. Local Government however should not be too extensive, and one of the reasons for change in the case of Ilford, is this factor of size and remoteness from the centre of County control at Chelmsford. People feel no affinity to Chelmsford or the County of Essex and they would feel even less to an area extending from Romford to Slough, from Barnet to Coulsdon, and embracing a population equal to the whole of Australia.

Change to What?

The alternative so far widely suggested is that of County Borough powers, whereby Ilford, like its older neighbours East and West Ham, would become self governing, with reference only to Whitehall. Though this might appear attractive to some Ilford Councillors (and Officers), the repercussions around us must be considered by any impartial inquiry, and they appear impossible. Dagenham, Romford, Hornchurch, Leyton and Walthamstow, would each have equal claims to independence, and if granted we should have the absurd situation of eight County Boroughs within a few miles of each other, trying to provide services, some of them very large and comprehensive, within its own boundaries. They would be driven, as Ilford has already been driven, to combine with its neighbours for many wider services, such as sewage disposal, ambulance, refuse disposal, out housing, higher education. Proof indeed of the actualities of local government, as distinct from parochial isolation. In addition, this would leave places such as Barking, Chingford, Chigwell, Wanstead and Woodford, isolated in their midst, unable to remain apart from a larger area if their people are to enjoy proper standards. They would need to be joined in some way—again the realities pointing the way to modern needs.

It therefore appears essential to think in terms of area control as distinct from existing district control, and it is suggested that those Boroughs, etc., which now form the Essex Metropolitan area should be formed in one Local Government unit. These should be East and West Ham, Barking, Ilford, Wanstead and Woodford, Chigwell, Chingford, Walthamstow, Leyton, Dagenham, Hornchurch, Romford, an area approximately ten miles wide by fifteen miles north to south from Thames to Epping Forest, and with a population of some million people. This unit though much larger than any of its parts, is much smaller than the L.C.C. or towns like Birmingham or Manchester, and it should be able to develop some corporate spirit in a few years. Many Romford or Hornchurch people are emigrants from the Hams, or Ilford or Barking, so that it is unreal to suggest divergence of outlook, or that Hornchurch cannot understand the ways of Leyton.

How to Govern

Whilst it may seem attractive, when radically altering boundaries, at the same time to completely revise functions, it is essential to retain the goodwill of the people concerned and to respect traditions which are deeply rooted. Therefore whilst the new South Essex Council would exercise powers over the whole area, we suggest that a two stage government should be retained, with the existing Boroughs, etc., retaining their Councils and Mayors, and exercising different functions than at present.

Education should be solely a County activity with no delegation, whilst Housing should be divided, internal housing being under local control as at present, but external housing being controlled by the County. Parks and open spaces, whilst mainly the concern of the Boroughs would also be provided by the County in the development of those larger areas, such as the Thames Side and Roding Valley, of which there are several in the locality. Sewage and Refuse disposal would of course be the concern of the County, as would the provision of swimming baths and public halls, which are badly needed in the area. Libraries might well be left to local control with of course some area consultation, but public health, old and young people's welfare, and the various minor licensing matters would be county matters, with of course local delegation if this should prove either desirable or convenient.

The Future

Whilst therefore under these proposals, the Boroughs, etc., would lose some of their present functions, there would still be much for them to do locally, and they might well turn to developments and new services which have more local scope. At the same time the work on the new Authority should not be so vast and detailed, as to need full day time meetings, as we feel that this should be avoided if at all possible, so as to secure members from all sections of the community. The distance to be travelled by the members to a central spot, which of course might well be somewhere in or near Ilford should be quite small, and should help considerably towards this most desirable end. We have not considered in any detail the financial results of our suggestions, but seeing the slight variations that at present exist between say West Ham and Chigwell in rate poundage, and the wide spread that will follow from such a large area, we do not imagine that any increase in rate charges should take place.

Summary

That a South West Essex County Council should be formed of the existing boroughs of East and West Ham, Barking, Ilford, Wanstead and Woodford, Chigwell, Chingford, Walthamstow, Leyton, Dagenham, Hornchurch, Romford, controlling direct education, out county housing, sewage and refuse disposal, large parks and open spaces, baths, public halls, public health, old people's and children's welfare, licensing. Existing local authorities to be retained, dealing with internal housing, libraries, existing parks, and some delegation from County of other services where convenient.

Evidence submitted by The Institute of Almoners (Incorporated)

Metropolitan Regions Committee

21st October, 1958

J. R. Niven, Esq.

Secretary

Royal Commission on Local Government in Greater London

I am writing to let you have some observations from the Metropolitan Regions Committee of the Institute of Almoners regarding the present system and working of local government in the Greater London area.

Following Mr. Cond's letter to Miss Gough (August 22nd, 1958), the question was referred to a meeting of this Committee on September 3rd. Considerable interest was shown in the subject and members decided that they wished to make certain observations to the Royal Commission. A working party was therefore set up, composed of almoners employed in hospitals in London, Middlesex, Kent, Essex and Hertfordshire. The working party reported to a further meeting of this Committee on October 1st when the matter was again discussed and the following conclusions were reached.

We have little evidence as to whether one type of authority is better than another in carrying out health and welfare services, but our experience is that their measure of success depends upon the personal qualities and accessibility of individual officers and their capacity to co-operate, in whatever structure or organisation they work.

Secondly, experience has shown the value of personal contact at the level at which the work is being done. While appreciating the need for co-ordination, we think that requests for service and information should as far as possible be passed direct to those who are going to carry out the work. Reports of action taken may subsequently be passed up to administrative level, but the reverse procedure whereby all requests for services have to be made through the administrative office is cumbersome and less satisfactory in result; it also deprives the worker of first hand information which may well render her action less helpful than it could be through direct contact.

Comments on difficulties which were experienced owing to the present organisation of local government were many and varied.

General Comments

Difficulties arise because geographical areas covered by health, welfare and other services often do not coincide; nor do these areas coincide with those of national statutory agencies, such as the National Assistance Board and the Ministry of Labour.

There is inadequate information as to what services are available and where and at what level of local authority they may be found. In a few areas, comprehensive handbooks are published and are of great value. The present policy of the General Post Office in compiling separate telephone directories for the London postal areas and sections of the adjacent Home Counties makes the provision of County or Borough handbooks more necessary than ever. Instances were quoted of many time-wasting efforts to discover where a service could be obtained. This difficulty arises more often in hospitals receiving patients from many different areas and counties, where services vary according to the individual district in which the patient lives.

Housing

There is a lack of interchange in the London area between the County Council and the Borough Councils, who each hold some responsibility for housing. This results in duplication of the information, e.g. medical certificates required by these authorities. The policy of different authorities working in separate watertight compartments is adhered to rigidly, and causes unnecessary frustration and hardship. More fluidity between housing authorities would eliminate some of these difficulties. The London County Council's policy, on out-county estates, of refusing to rehouse on those estates the children who have grown up there, creates special problems as families may be split up and separated.

It was pointed out that there is often no co-ordination between the sending housing authority and the welfare services of the receiving county. This is shown in the need to make prior arrangements for the welfare of people who are being rehoused primarily because of some physical handicap, e.g. by the provision of ramps, sheds for invalid chairs and handrails. Instances have been quoted where the rehousing of disabled people has been rendered ineffective by a breakdown of the machinery between the sending and receiving authorities.

Children

In areas where direct contact between different workers in the health and welfare services at " ground level " is not permitted, it has been found that there is lack of co-ordination and consequent under or over-lapping between the different branches, e.g. between mental deficiency visitors and health visitors.

When a health visitor's report is required—and this does not only apply to children—delays are experienced if the request for the report and the report itself, have to be routed through the County or Senior Medical Officer.

It has also been found that the divided responsibilities between child care officers and Public Health Departments over arrangements for the care of deprived children leads to delays in making suitable provision.

It is reported from London hospitals accepting maternity patients from both London and Middlesex that there is different machinery in the two counties for the care of babies born to tuberculous mothers who have been vaccinated with B.C.G. Difficulties arise in cases where the mother lives in Middlesex but the baby is born in London.

Welfare Services

Reports indicate that some confusion exists in the London County Council area over the function of health and welfare services in caring for the aged. In some areas, Borough Council schemes overlap with provision made by Divisional Health Offices, and this results in some duplication of services, for example, in home visiting. Elsewhere there are gaps, for example, between the work of the

Borough Council's Cleansing Department and the follow on by the London County Council's Home Help Department. There are advantages in the administration of old people's welfare at Borough level as local interest is thereby stimulated. There is need, nevertheless, for good co-ordination with the health services at Divisional level.

A wide variation in the provisions of Part III Accommodation and in the machinery for admissions exists between different counties in the Greater London area, and there is a particular shortage of vacancies for the aged in Middlesex. Shortage of accommodation for homeless mothers and children was also reported in Middlesex, where difficulties arise because in some Homes designated as Part III accommodation, no nursing care of any sort can be provided, even for example a weekly visit from a district nurse to give an injection.

The developing schemes for the welfare of the disabled in the London and Middlesex County Council area are of great value. In counties where such schemes have not been developed, and where the work for the disabled has been delegated to voluntary organisations, the service is limited because of financial stringency. This leads to great unevenness in the help provided to patients with similar disabilities living in adjoining counties.

To sum up, the Health and Welfare services of the country are potentially good, but if full use, without abuse, is to be made of them, they need to be better publicised locally with the limitations as well as the provisions included; they need to have a greater degree of flexibility both as to interpretation and inter-county or borough interaction if they are to fulfil the needs of the citizens they have been created to help; and finally, the structure should be simplified as much as possible to ensure maximum direct contact between worker and worker, in the interests of the patient.

These comments are necessarily in general terms but should the Commission wish for more details about any of the points raised we should be pleased to supply them.

Yours faithfully

(Sgd.) N. K. COPLESTON, Chairman

Metropolitan Regions Committee

Institute of Almoners

Miss N. K. Copleston

Head Almoner

Harold Wood Hospital

Harold Wood, Essex

Evidence submitted by The Institute of Burial and Cremation Administration

The Institute

1. The Institute of Burial and Cremation Administration was founded in London in 1913 under the title of The National Association of Cemetery and Crematorium Superintendents with the primary object of advancing the administration of Cemeteries and Crematoria by fostering a fuller knowledge of the work required for their efficient management. Annual Administrative and Technical Examinations for Officers are held and successful candidates are awarded Diplomas which are a guarantee of their ability in the many phases of their work. It is the only organisation of administrative officers which deals exclusively and comprehensively with this public service.

The Institute has eight Branches in the following areas viz:

Southern
Yorkshire
North-Western
North-Eastern
Midland
East Midland
South Wales and Western
Scotland and Northern Ireland

and its affairs are managed by a Council elected by the Branches in proportion to their numerical strength. Most of the principal Cemeteries and Crematoria in the British Isles are represented in its membership.

The matters under review have received careful and prolonged consideration by responsible and experienced officials in charge of Cemeteries and Crematoria in the Greater London Area and by the Chief Officers of the Institute.

The Service for the Disposal of the Dead in the Greater London Area

2. This Service is administered in the Greater London Area by a multiplicity of Authorities—County, Municipal and Metropolitan Boroughs, Urban District Councils, Joint Burial Boards, Joint Crematorium Boards and Committees and by private companies. Many Authorities administer Cemeteries and Crematoria situated in other districts involving considerable travelling distances for the public or the payment of heavy "non-parishioner" fees for facilities closer to their place of residence.

The following observations are made on the operation of the Service:

(a) Cemeteries

(i) Administration

There are many differences in the administration of this service between varying Authorities, particularly between those in inner and outer London.

Cumbersome systems operate, especially in the Metropolitan Boroughs, often involving division of responsibility between different departments with a consequent duplication of records, etc., and considerable inconvenience to the public.

(ii) Regulations

The authority for establishing and operating Cemeteries and Burial Grounds and for prescribing fees and charges is provided chiefly in the Cemeteries Clauses Act, 1847, the Public Health (Interments) Act, 1879, and the Burial Acts, 1852 to 1906. This legislation is complex and unwieldy and in many respects obsolete and inadequate and has resulted in the establishment of widely differing Regulations by individual Authorities. Some degree of standardisation would eliminate much of the public bewilderment caused by the existing variety of methods in neighbouring districts.

(iii) Cemetery Fees

A wide range of charges for similar services exists in various districts and it is felt there is a case for the standardisation of locally adopted scales of fees and charges for burials and particularly for ancillary services.

(iv) Burial Ground

Some Authorities in the Greater London Area possess Cemeteries and have also acquired land for Cemeteries outside their own boundaries. In other cases Cemeteries have been provided by private enterprise ; many of the latter are now in a state of decay and consist of large acreages of crumbling memorials which will become an increasing concern to the Local Authorities in whose districts they are situated and upon whom it is considered eventual responsibility will devolve as the Companies operating them become insolvent. There are also many closed churchyards requiring attention.

At present exclusive rights of burial are granted in perpetuity. In many Cemeteries there are considerable numbers of grave spaces having only one or two interments and which are thus prevented from being used for further burials when the family is extinct or is no longer interested. In a great number of cases no memorials exist and to all intents and purposes the land is completely open and available for re-use. The granting of exclusive rights for a limited period, coupled with power to remove memorials and use the land for fresh burials, would mean fewer Cemetery extensions and effectively prevent large areas of land being used for burial purposes. It is considered that a survey of existing Cemeteries and the land available for burial purposes over the whole of the Greater London Area should be made with a view to re-allocation between possible new districts.

(b) Cremation

Crematoria in the area are operated by two types of authority—municipal and company. At present there is indiscriminate siting of Crematoria to the detriment of the established undertakings of existing authorities (oral evidence would produce examples) and it is considered that a complete survey of existing cremation facilities should be made and that a proper zoning scheme for the building and siting of new Crematoria is essential.

Many anomalies exist. In the administrative County of London a Crematorium must not be established less than 100 yards from a dwelling-house, but outside the County boundaries 200 yards is the required distance. There are also serious differences with regard to valuation of Crematoria for rating purposes. It has been established that Crematoria built on land acquired under the Burial Acts are entitled to relief under Section 15 of the Burial Act, 1855, whilst Crematoria built on land acquired under other powers have no such entitlement.

As in the case of Cemeteries, there is also a need for some degree of standardisation of Regulations applicable to Crematoria in the Greater London Area.

(c) Mortuaries and Chapels of Rest

Modern mortuary requirements necessitate an up-to-date post-mortem room, refrigeration chamber for keeping bodies for extended periods and a properly equipped Chapel of Rest. This last requirement is becoming more important as relatives now prefer to use such Chapels rather than keep bodies in the house pending burial.

It is the opinion of the Institute that Mortuaries and Chapels of Rest should be provided by municipal authorities so that adequate facilities are available over the whole area.

(d) Officers and Staff

It is considered by this Institute that all administrative posts in this service should be filled by officers qualified by examination and experience. Amalgamation of Cemetery and Crematorium Services with other departments is not to the advantage of the former. Larger Cemetery and Crematorium Departments formed by an aggregation of Authorities would, it is felt, make for more efficient adminstration and assist the recruitment of a better type of officer who would be attracted by the greater opportunities available for advancement.

Recommendations

3. It is the opinion of this Institute that the Disposal of the Dead should be regarded as an essential public service to be undertaken solely by municipal authorities. It is considered that an improved service and more efficient administration would be obtained by some form of amalgamation of existing Authorities in the Greater London Area and that careful consideration should be given to the re-allocation of burial and cremation facilities between Authorities bearing in mind the needs of the population and the most economical use of land.

H. W. WELSH, President

A. J. HISTED, Deputy Hon. General Secretary

April, 1958

Evidence submitted by The Institute of Public Cleansing

(1) Present Organisation in the Metropolitan Area

Public Cleansing within the Metropolitan area is carried out by twenty-nine authorities covering a total area of 117 square miles, but individually ranging from 405 to 9,199 acres and in population varying from approximately 5,180 to 337,600. 1.1 million tons of refuse are annually collected in this area.

The gross expenditure and income of the principal public cleansing services within the Metropolitan area shown below are extracted from the Ministry of Housing and Local Government Costing Returns for the year 1956-57, but attention is drawn to the fact that these returns are incomplete.

	£	£
Gross expenditure on collection of household and trade refuse	2,296,094	
Gross expenditure on disposal of household and trade refuse	472,067	
		2,768,161
Street Cleansing		
Street Sweeping and Watering	1,641,488	
Street Gully Cleansing	116,587	
Sanding, Gritting and Snow Clearance	9,534	
		1,767,609
Gross expenditure as shown in the Ministry Returns on Public Cleansing services (incomplete)		4,535,770
Notes		
Total income from salvage	238,637	
Total income from trade refuse charges	140,144	
		378,781

(2) Defects

It is felt that the effectiveness and economic maintenance of refuse collection and disposal, street cleansing and public conveniences and local authority transport services are seriously prejudiced by the present pattern of local government organisation under which they are administered.

Transport, although an ancillary service, of which Cleansing Departments are the greatest users, is considered to be sufficiently important to merit equal consideration with other services.

Considerable administrative and technical variations consequently exist and develop in the relatively costly services comprising public cleansing. This composite service is considered to be suitable functionally for broader regional planning, and technically for increased standardisation and modernisation even taking into consideration the diversity of local physical characteristics at present existing between local authorities concerned.

(3) Analysed Defects

Under this heading we have thought fit to list the wide variations in existing procedure which would appear to point to the need for some measure of standardisation and thus ensure concomitant efficiency.

(a) **Administrative Control and Direction**

Procedure varies from committees dealing solely with public cleansing to those dealing with many other aspects of local Government and to whom cleansing may be of secondary importance as indicated by the following Committee titles:

(i) Public Cleansing
(ii) Cleansing and Transport
(iii) Works
(iv) Highways and Cleansing
(v) Streets
(vi) Highways and Works

Similarly, the responsibility of officers varies as indicated by the following examples:

(i) Cleansing Officers in charge of separate departments
(ii) Cleansing Officers responsible to Borough Engineers
(iii) Highways Superintendents, also responsible to Borough Engineers for services in addition to cleansing

There is a wide variety of designations such as:

" Director of Public Cleansing "
" Cleansing Superintendent "
" Public Cleansing Officer "
" Cleansing & Transport Superintendent "
" Director of Public Cleansing & Transport "
" Cleansing & Highways Superintendent "

For many years the Institute has endeavoured to obtain a uniform designation for cleansing officers, i.e. Director of Public Cleansing.

(b) **Procedure and Technique**

Public Cleansing is an intimate service making constant contact with the occupiers of residential and trade premises, and with every street within each local authority's area. The labour force is large and costly, mechanical vehicles and plant are involved and it is submitted that, whilst not wishing in any way to detract from the abilities of other chief officers, proper control of this specialist service cannot be exercised by an officer subordinate to one who has many other responsibilities involving such matters as traffic, highways, sewer maintenance, housing, town planning, etc.

(i) **Refuse Collection**

This service is carried out by direct labour in all boroughs except in Finsbury and Wandsworth, and in June, 1959, the last-named will undertake this duty.

There are numerous types of vehicles employed both on door-to-door collection and for the collection from large capacity containers of 1 or 1¼ cu. yards at large blocks of flats, etc. There are not only mechanical differences in the assortment of vehicles used, which vary from 3-wheel mechanical horses with semi-trailers to large rigid type vehicles, but also wide variations in the types of bodies comprising side loaders, barrier-loaders, moving floors, compression vehicles, etc. The types of prime movers may be petrol, diesel or electric.

Refuse collection is carried out by teams of from 2 to 8 men who empty the contents of dustbins either directly into the vehicles, or into skips at premises, for subsequent transfer to the vehicles.

There is no dustless bin emptying system of refuse collection in operation in the Metropolitan area.

At present there are at many premises unsuitable or defective refuse storage receptacles which handicap and increase the cost of the refuse collection service. The confusion and delay resulting from recent Court decisions as to the responsibilities of individual occupiers and owners adds to the administrative difficulties of effective bin replacement.

Some boroughs make no attempt to salvage paper and other saleable materials.

(ii) **Refuse Disposal**

In the main, refuse disposal is by controlled tipping, but Fulham and Woolwich have incinerating plants and Kensington refuse is disposed of partly by incineration and partly by controlled tipping.

In the metropolitan area refuse disposal is mainly carried out by contractors, the refuse being transported to tips either in the contractors' barges, by railway trucks or by 40 cu. yd. capacity vehicles. In one Borough only, Shoreditch, the large 40 cu. yd. capacity vehicles for conveying refuse to the tips are owned by the Council.

With the exception of two local authorities, City of London and Southwark. the tips are owned and operated by the Contractors.

A few local authorities contiguous to the Metropolitan area dispose of their refuse by separation-incineration plants, but the majority practice controlled tipping.

(iii) **Street Cleansing**

Street refuse is collected by two manual methods, the " beat " system, whereby the operator is provided with a hand truck, and the " team " system, consisting of three or five men provided with an electrically operated pedestrian controlled truck. Some authorities use mechanical road sweeper-collectors.

Street washing is carried out by either power-operated water tank vehicles and/or manually operated hoses.

(iv) **Depots**

The foregoing services are generally controlled and operated from depots and sub-depots. Sometimes these depots are to be found adjacent to the border of an adjoining authority, and it is not uncommon for one authority to operate a depot which is within the boundaries of an adjoining borough.

Refuse transfer stations, i.e. where refuse is discharged from the collecting vehicles and deposited into barges, bulk loading vehicles or railway trucks, are generally situated in built-up areas. The actual transfer of refuse is seldom screened from view and there is little protection from the weather, except in a primitive manner by making use of tarpaulins. The methods of loading also leave much to be desired, for only in one London borough is the refuse deposited into barges in a totally enclosed area.

(c) **Development and Improvement**

The variation in size of the respective Local Authorities is in itself a defect.

The wide variations of procedure and technique referred to under (b) indicate that there are differences in the local conditions existing in various areas of London; but these should not prevent a measure of standardisation, particularly in connection with the employment of a limited range of types of vehicles. Limitations of work suitable for a specialist vehicle in an individual area may prevent its purchase on economic grounds. An example occurs in the case of a local authority having only a few 1¼ cu. yd. refuse storage containers within its area, for which the purchase of a special vehicle would be uneconomic.

As previously stated, refuse disposal is mainly carried out by contract. Development towards a more rationalised form of disposal would improve the services, particularly from the point of view of costs, and for securing suitable tipping sites.

(d) **Mutual co-operation between Local Authorities**

There is little mutual co-operation between local authorities in connection with refuse collection and street cleansing. During emergencies affecting refuse disposal, however, requests for mutual assistance have usually been successful within the limited resources of those authorities concerned.

Considerably greater co-operation is possible.

(e) **Quality and frequency of services received by ratepayers**

Standards vary considerably in the case of refuse collection. Some boroughs forbid the use of the skip to reduce spillage. The frequency of collection ranges from daily to weekly. Frequency of street cleansing varies from once a week to a continuous method, whereby main streets receive frequent sweeping and constant vigilance.

The importance attached to the expeditious removal of snow depends on local organisation. Some boroughs make extensive use of salt and grit, both on carriageways and footways, whilst others limit their operations to intersections of main roads.

Similar variations occur with regard to public convenience services, both the number and hours of availability varying widely in different local authorities' areas.

(f) **Transport Services involved**

It is not unknown for the various departments of a London Borough each to purchase vehicles according to individual selection and not with the object of standardisation of types; also the servicing and maintenance of vehicles may in part be the responsibility of the departmental motor drivers and not related to a defined mileage or the hours actually worked. The cleansing service being the largest users of transport are able to standardise on a type of vehicle suitable for the conveyance of refuse and also for the haulage of heavy materials in a Works or Highways Department. Moreover, for the economical use of transport, a vehicle equipped with a refuse body which may be a spare, may be used for general haulage, but an open type body cannot be employed on refuse collection. A cleansing service usually requires a second type of chassis for light delivery work and this would also meet the requirements of such as the Health or Libraries Departments.

Centralisation of transport under a Cleansing and Transport Officer would ensure the economical usage of transport by the co-ordination of journeys and more efficient maintenance in a fully equipped general workshop employing a staff of competent craftsmen under technical supervision.

(g) **Costing**

Generally, costs vary widely, principally for the following reasons:

(i) Efficiency, standard and frequency of services rendered
(ii) Rate income
(iii) Influx of population
(iv) Geographical position

(h) **General**

With regard to public cleansing costs, it will be apparent that the foregoing detailed defects under present organisation of local government tend to enhance costs.

(4) **Remedies**

(a) **Refuse Collection, Street and Gully Cleansing and Public Conveniences**

It is considered that, whilst these services are local in character, nevertheless they could be administered on a somewhat broader basis than at present, in order to provide a greater measure of organisation and standardisation, which should lead to increased efficiency and improved services.

(b) **Refuse Disposal**

It is submitted that the annual disposal of 1.1 million tons of refuse collected in the Metropolitan area, practically the whole of which is disposed of outside this area, is a major undertaking.

Further, it is felt that the continuity of suitable outlets for the disposal of refuse from the Metropolitan and other Greater London areas would be more effectively secured if the future were planned on a regional basis and not as at present at local authority level. Such planning would ensure centralisation and rationalisation of refuse transfer points within that area, and final disposal points in the Home Counties. Transportation would also become more unified.

With the ever-increasing building densities and development there is also overall necessity under such reorganisation for plans and preparations to be made for the time when the land now being utilised for the disposal of refuse has been exhausted and other outlets must be provided.

(5) Generally

Whilst in the preparation of the above submission, consideration has been mainly confined to the Metropolitan area, it may be that, in the case of contiguous areas, these could well be combined or joined with Metropolitan areas in order to assist planning on broader regional lines to secure the remedies enumerated.

Evidence submitted by The Institute of Sewage Purification

Memorandum on Main Drainage and Sewage Disposal

Throughout the 57 years of its existence, the Institute has always been closely concerned with the methods of organisation and administration of the drainage and sewage purification services. During the war in 1942, it issued a Memorandum on " Sewage Purification services in relation to national post-war planning " which recommended that future organisations should proceed in the direction of the setting up of regional Authorities having jurisdiction over one or more catchment areas, and responsible for all matters relating to the service of sewage and storm water purification within such areas.

This recommendation was based on the view that the main factor restricting the efficiency of this service resulted from its being subject to the limitations of the local government area. It is held that the township should cease to be the unit of area for the administrative control of such work; that this unit area should preferably be the natural drainage or catchment area of a river, or of a tributary in the case of major rivers. Planning on a regional basis would lead to a considerable reduction in the number of works, but whether the service should be provided in any one area by the centralisation of all purification at one works, or by the joint operation of a number of smaller works, would depend on the physical features of the area concerned. Operation by regional authorities would bring about considerably increased efficiency with economy and many other advantages.

These views were expressed on the general situation in the country as a whole of which the Greater London area represents a particular and rather unique case. This Greater London area had already been the subject of a Report published by the Ministry of Health in 1935, which considered in detail the problem of main drainage and sewage disposal in an area within a radius of 25 miles of Charing Cross. Whilst the area referred to in the Royal Commission's terms of reference is somewhat smaller, it is felt that it would be well to re-consider the views and conclusions expressed.

The number of sewage works in the area under review at that time was approximately 200 and it was recommended that the area could be better served by about ten centralised works.

Among the advantages which it was suggested would accrue from a reduction in the number of works were :

(1) Nuisance centres or potential nuisance centres would be greatly reduced.

(2) Improvement of amenities in areas round sewage works that would be abandoned. In many cases the land would become available for building purposes, or could be converted into recreation grounds or permanent open spaces.

(3) Enhanced rateable values in such areas.

(4) Possible sources of river pollution greatly reduced in number.

(5) Greater protection for water supplies.

It was further pointed out that the efficiency of a sewage works depended on good management, and that the employment of highly skilled technologists was almost impossible where the rateable value was small.

One of the major advantages of large centralised sewage works not considered in the Report concerns the reception and treatment of industrial effluents. As a result of the passing of the Public Health (Drainage of Trade Premises) Act, 1937, local authorities have now had to accept into their sewers for treatment at the sewage works increasing quantities of industrial effluent. Large works are able to accept without difficulty, effluents of such quantity and strength as would completely immobilise many of the smaller sewage works which would otherwise have to deal with them.

Since 1935, considerable progress has been made in the London area in replacing small plants by centralised schemes, and the service of sewage disposal is now to a great extent under regional control. In this area are the districts served by the London County Council, the West Kent Main Sewerage Board, the West and East Middlesex undertakings of the Middlesex County Council, the Colne Valley Sewerage Board, the Hogsmill Valley Sewerage Board, the Wandle Valley Sewerage Board, the Richmond Main Sewerage Board and the Romford and Hornchurch Joint Sewerage Committee. It is felt, however, that this system of regional control should be extended to cover the whole area. In some cases the areas covered by certain of the authorities could be enlarged.

Recommendations

1. That administrative boundaries for sewerage and sewage disposal should not necessarily coincide with local authority boundaries.

2. The service of sewerage and sewage disposal in the area referred to in the Royal Commission's terms of reference should be administered on the basis of regional organisation.

3. In those areas where sewerage and sewage disposal is still controlled by individual local authority, consideration should be given to the formation of Joint Sewerage Boards.

4. That an advisory panel, similar to that set up by the Water Companies in the Greater London area, be established to give advice to local authorities in the future development of main drainage and sewage disposal in the area under review.

S. H. JENKINS
President

W. F. A. SNOOK

R. G. MEREDITH
Joint Secretaries

30th April, 1958

Evidence submitted by
The Institute of Shops Acts Administration

1. The Institute has as members the officers of many local authorities in Great Britain charged with the administration of the Shops Act, 1950, and its observations are confined to the administration of this legislation. It is desired to point out, however, that one of the authorities not represented within the Institute is the London County Council.

2. It has been recognised over the years that this legislation is local in character. The Act itself provides considerable opportunities for local variations even within the area of a single local authority.

3. The Shops Bill, before Parliament during the 1956-57 Session (and subsequently withdrawn because of opposition to the closing hours proposed), repeated substantially the scope of freedom available to local authorities and extended the emphasis by providing that all county boroughs, boroughs, urban and rural districts should be Shops Act Authorities (to the exclusion of county councils who are, at present, Shops Act Authorities in urban districts with populations of less than 20,000 and in rural districts. Powers of delegation exist but these have been used in relatively few cases).

4. In the County of London, excluding the City of London, the London County Council is the Shops Act Authority (with part of section 38 (Sanitary and other arrangements) of the Shops Act, 1950, administered by the Metropolitan Borough Councils), and the Shops Bill proposed no change. The Common Council is responsible within the City of London and, again, no change was envisaged.

The London County Council is at present seeking powers to transfer to the Metropolitan Borough Councils that part of section 38 of the Shops Act, 1950, which is at present its responsibility.

5. It will be seen, therefore, that the trend is towards making this legislation more local in its character and administration. It is clearly established that what is acceptable in one part of the area of a local authority is quite unsuitable in another part and changes in the needs of the shopping public cannot accurately be reflected by a distant administration.

6. The Report by the Committee of Enquiry into the Closing Hours of Shops (Cmd. 7105 dated April, 1947) refers to the Administration of the Shops Act in the County of London, and paragraph 121 of that Report is reproduced below :

> "The Administrative County of London presents a problem of its own. There was some support for the opinion that the Metropolitan Boroughs would be more suitable authorities than the county council, who in practice divide the county for this purpose into two units separated by the river. There are good arguments on both sides. Against the present law it is argued that these areas are too large and diverse for uniform

treatment; on the other hand it is pointed out that administration by boroughs might too often mean that the law was different on one side of a street from the other, and that enforcement would be made more difficult if the area was so small that the inspectors would become well known. We do not recommend any change."

7. It appears likely that if the Royal Commission make any change in the Local Government of London they will reduce the number of Local Authorities and thereby reduce the boundary difficulties which at present probably justify the more remote control vested in the London County Council. If this assumption is correct there would be an opportunity for bringing the London area into line with the remainder of the urban areas of England and Wales and placing the duties of administration in the district councils to remain or to be created.

8. On this assumption the Institute feels the proper course to follow for the administration of the Shops Act in the future in Greater London would be for the City of London and the existing county boroughs, boroughs and urban districts who already have powers and duties under the Act to retain them and for any reconstituted District Councils to become Shops Act Authorities.

18th April, 1958

J. G. GALILEE, Honorary Secretary

Institute of Shops Acts Administration

Guildhall

London, E.C.2

Evidence submitted by The Institution of Highway Engineers

10th April, 1958

The Secretary
Royal Commission on Local Government
in Greater London

I have to refer to your letter of 20th February and regret delay in replying, but I hope our views will not be too late.

So far as the Institution is concerned, I think we can only look at the problem from the point of view of the Highways, and on this, I presented a paper to the Institution, March 17th, 1950, on " Ideas of Road Administration," a copy of which is enclosed. This paper dealt with Highway Administration generally throughout the country and not with any specific area, such as the one referred to, although many of the points made in my paper would apply to the area now under consideration; quite a comprehensive area.

There is, however, another area which covers and includes the one referred to. The London Traffic Area, set up by the London Traffic Act of 1924; it is under the powers given by this Act that the London Traffic Advisory Committee operates. The purpose of this Act was to give the Ministry of Transport authority to deal with Traffic matters in an area approximately 25 miles in all directions from Charing Cross; it covers 28 Metropolitan Boroughs, that is, the L.C.C. Area, the County Borough of East and West Ham, also Croydon, and many considerable areas of the Counties of Kent, Surrey, Berkshire, Buckinghamshire, Middlesex, Herts and Essex. These Authorities with their constituent bodies, for Highway purposes number 144. Before the passing of the Local Government Act of 1929, they numbered 169.

The 1924 London Traffic Act not only gave the Ministry of Transport power, acting on the advice of the London Traffic Advisory Committee, to make regulations to control traffic movement, but to initiate new road schemes under the third schedule and, what is most important, after negotiation with the constituent Authorities to distribute the cost of the scheme, after deducting the Government Grant, over the various Authorities in the London Traffic Area. So far as my knowledge goes, the only scheme carried out under this arrangement some thirty years ago was the construction of the Victoria Dock Road Scheme (Silvertown Way) mainly in the area of the County Borough of West Ham, at a cost of some £2¾ millions (completed in 1936) and as an example of the distribution of the costs Buckinghamshire contributed £2,500. I quote the London Traffic Act, 1924, for the reason that, even at that time, there was a feeling of something lacking in the administration organisation, at least for Highway purposes in the Greater London Area, hence the setting up of the Act in an effort to do some co-ordination.

One of the difficulties, as I see it, is that the L.C.C. are the Improvement and Planning Authority covering all the Metropolitan Boroughs, but they have no responsibility for traffic, or maintenance of the roads within that area. The Ministry of Transport is responsible for traffic regulation and improvement, and the Metropolitan Boroughs for maintenance.

There are no Trunk Roads in the L.C.C. area, or in the areas of the County Boroughs. The roads in these areas are Class I, Class II, Class III, attracting the usual Government Grant for improvements only. For maintenance a yearly lump sum payment is made.

The Boroughs and Urbans apart from the County Boroughs have Trunk Roads through their areas, for which the Government are 100% financially responsible, and they obtain the usual percentage grants for their classified roads.

It is somewhat of an anomaly that the Minister of Transport should be so directly responsible for inaugurating traffic schemes and major improvements in the London Area. No such similar arrangements exist elsewhere in the country; the London arrangements with the L.C.C. at the top, and the Metropolitan Boroughs on the lower level, with the Ministry of Transport as the Traffic Authority, coupled with the fact that the L.C.C. is the Improvement Authority; this in practice only means that the L.C.C. take advantage when leases fall in to carry out road widenings; a slow process, with no relation to the necessity to expedite Traffic movement by initiating comprehensive road schemes.

A recent example of this has been the dropping of the "A" Ring proposal by the L.C.C. This scheme is a costly one and has been recommended in all the many reports which have been prepared on London Traffic over the past twenty years. An examination of the effect of the "A" Ring on Traffic has shown that, when constructed and in full operation and connected up with the arterial roads leading into London, it would act as a distributing road round the central area, and relieve that centre of roughly 30% of the existing traffic. This would be a very desirable result and much more effective than the piecemeal widening of existing roads, the policy followed by the L.C.C. and primarily due to the fact, as already stated, that the L.C.C. have no responsibility for traffic in their area.

It would seem to be desirable to put some direct responsibility on the London County Council for traffic movement in their area; they then might have some interest in the construction of New Roads, such as the "A" Ring, rather than their present somewhat parochial outlook of widening existing roads on the " as and when " principle.

I would not recommend that the L.C.C. should take over the London Traffic Advisory Committee, because that Committee deals with a very considerably greater area than the L.C.C. and I would not recommend an extension of the L.C.C. area; they already have 28 Metropolitan Boroughs in their area and there are distinct disadvantages in creating unduly large units by centralisation, with the tendency to create local bureaucracies; it has been truly said that " Centralisation is the death blow of Public freedom."

I would however recommend :

1. That means should be found to place more responsibility on the L.C.C. for traffic in their area, possibly by some amendment of the London Traffic Acts, 1924, in order to create a Traffic Committee of the L.C.C. which would report as a sub-committee to the main Traffic Committee, who would then make recommendations to the Minister.

2. The number of Metropolitan Boroughs should be reduced and the Boroughs that remain should be made approximately of the same area; for example, Holborn is a very small area indeed as compared with some of the other Boroughs.

3. Mention has been made of the fact that outside the L.C.C. but within the London Traffic Area, the Authorities dealing with roads number 144. With the increase in development and population, their importance has increased out of all proportion to the state of affairs of over fifty years ago, and now needs careful examination, with a view to the possible reduction in the number of Authorities, and the joining together of some to form new County Boroughs, on the outskirts of the L.C.C. area. It is only quite fortuitious that East and West Ham and Croydon were County Boroughs when the present set-up of Authorities in the London Traffic area started to function thirty-four years ago.

There have been suggestions from time to time that Highway Administrators should be disassociated from the Local Government Structure and that a Board of Highway Commissioners appointed by the Ministry of Transport should be set up to replace the present arrangement, and to control the maintenance and improvement of Roads. There might be something in this suggestion, so far as the construction of new roads required for the development of the country is required, but in this case the Highway Commission would need to be given a complete list of new road works, to be carried out over a term of years, with a guarantee of the necessary finance to carry out the work. Generally, however, the disassociation of Highway Administration from the Local Government structure would probably result in disadvantage greater than any resulting advantage. The true solution would appear to be a re-organisation of the Local Government structure in a manner which will create the conditions in which highway services, in common with all other locally administered public services, can function with maximum efficiency and economy.

Yours faithfully

(Sgd.) H. E. ALDINGTON

President

Evidence submitted by The Institution of Municipal Engineers

28th May, 1958

Memorandum of Evidence

In preparing this evidence the Institution has borne in mind the importance of securing a system of local government in Greater London which would be both acceptable and efficient and has come to the following conclusions :

Type of Local Authority

1. It is desirable that a local authority should be a single-tier authority directly responsible for most of the services which concern the daily lives of the local inhabitants, other than services which must be organised on a County or other basis such as fire, main drainage and the preparation and revision of the Development Plan as distinct from its administration.

2. A local council should have reposed in it a real measure of responsibility and power of decision.

3. It should be borne in mind that administrative work is multiplied in direct proportion to the number of authorities concerned.

4. In large urban areas the two-tier system results in two responsible authorities considering the same matters, leading to duplication of staff, wasteful use of technical effort and a sense of frustration, and irritation to the public, the Council and the staff.

5. The position of the small urban area on the fringe, free from contiguous development, is different and the present system, modified where necessary to ensure a proper degree of delegation, might well be retained.

6. Special Boards responsible for individual services over wide areas, such as the Metropolitan Water Board and the Regional Hospital Boards, have played an important part in their respective spheres, but any extension of the regional system to all local government services would certainly not be in the best interests of the public.

Size of Local Authority

7. Authorities should have ample resources to handle civil engineering and building work of all kinds and be able to employ adequate professional staff.

8. Whilst regard should be paid to the nature and area of existing local authorities, a population between 100,000 and 250,000 is considered appropriate.

9. These figures might be increased in the densely populated central areas while on the fringe lower figures might be appropriate.

Recruitment of Engineers

10. The recruitment and retention of qualified Municipal Engineers is of great importance.

11. If young engineers of ability and skill are to be encouraged to enter the local government service and are to be retained in this service, it is essential that the work they are required to design and undertake shall afford full scope for the exercise of their talents.

12. The training and experience of Municipal Engineers covers a wide field and men trained in this sphere find ready acceptance in other fields of enterprise, where professional skill and administrative experience are at a premium.

13. The best interests of local government can only be served if its form is such as will attract and retain, for the carrying out of its main executive functions, men of the highest skill and experience who are competent to advise their authorities upon a wide range of subjects and to administer all the technical services at the highest level of efficiency.

14. To emphasis this we cannot do better than quote the following from a memorandum submitted to the Local Government Man Power Committee by the local government side :

> "The governing principle is to secure a virile and responsible local government with a sense of purpose and achievement strong enough to attract to its members and officers of real ability."

Existing Public Services

If the Royal Commission recommends that the present form and character of London Government should continue, particular attention is drawn to the need for adjustments in the system to ensure direct conferment of power or an adequate degree of delegation.

The following comments are submitted :

A. Refuse Collection and Disposal

(a) Refuse collection should continue to be administered by the County districts

(b) Better planning is required in relation to methods of disposal and future tipping sites

B. Regulations and Sanitation of Building

The Institution can see no sound reason for differences in regulations between the London County Council areas and the extra metropolitan areas.

C. Building Byelaws

A building developer should be controlled by standard regulations applicable throughout the country wherever building development is undertaken. A developer should be able to obtain information and submit deposited plans at the local town hall, rather than at a variety of places, as applies in the London Counnty Council area at the present time.

D. Town and Country Planning

The Local Planning Authority should continue to be responsible for the preparation and revision of the Development Plan, but there should be automatic conferment of powers upon county districts, under Part 3 of the Town and Country Planning Act, 1947, as the administration of the plan is much better done locally.

E. Traffic : Construction, Improvement and Maintenance of Roads

London Government suffers at present from having too many avenues for joint consultation. One example is the arrangement for dealing with bus stops.

Local authorities in the London area should be given more power to deal with the erection of certain types of traffic signs.

Construction, maintenance and improvement of all highways, with perhaps the exception of trunk routes should be the responsibility of the district councils subject to approval and grant by the Ministry of Transport. The Ministry of Transport should give further consideration to the grant system for major and minor road improvements and the issue of a grant should not be dependent upon the need to acquire land.

A twelve month period is too small for estimating and controlling maintenance and improvement of roads economically. Programmes for classified roads should be approved annually for a three-year period.

Evidence submitted by The International Centre for Regional Planning and Development

British Group

1. This evidence is submitted by the British Group of the International Centre for Regional Planning and Development. The International Centre was formed as the result of a conference on regional planning and development which was held at Bedford College, London, in September, 1955. The aims of the Centre are summarised as follows in the preamble to its Constitution :

> "The Centre has been set up in the belief that there is a need for close co-operation between individuals and organisations concerned with the study and practice of planned regional development : that the success of such development depends upon the balanced teamwork of specialists in the administrative, economic, social and technical spheres, working with and for the peoples concerned : and that to achieve harmonious results, the welfare of man must be the guiding factor in the development of human and material resources."

Our interests are particularly concerned with regional planning and development, and this is the only subject upon which we, as an association, can claim expert knowledge. To a great extent, however, the decisions in the planning field which shape our environment are taken by local authorities, and form an important proportion of their work. It therefore seems to us vital that the proposed re-organisation should be such that all local decisions which have region-wide implications can be recognised and dealt with in the light of expert advice.

2. We consider that a unit of government, if it is to function efficiently and obtain the interest and loyalty of its citizens, must :

(1) be democratically elected

(2) be of a size suitable to the functions which it is to perform

(3) be responsible for an area whose population forms a cohesive and well-balanced social entity.

We consider that these statements are axiomatic, and that any system of government administration should be considered in relation to them.

3. If these axioms are accepted it is evident that the present structure of London's government is generally unsuited for the tasks which it has to perform. The present pattern of authorities has developed in a haphazard fashion and was evolved to serve a city and its environs which were very different from the vast conurbation which exists today. Little improvement can be expected from minor reforms of a pattern of local bodies that is basically wrong and out of date. A radically different structure of local government is needed for London.

The first task must be to define this structure and agree on its outline, the second to decide on the steps needed to transform the present pattern into that of the future. Our evidence is concerned exclusively with the first of these tasks.

4. Different functions of local authorities require units of different sizes to administer them. A body which is the right size to administer the main road transport arteries of Greater London is unlikely to be the right size to maintain a small children's playground in Hoxton. Some local government functions are of importance to the whole of the London region, some are of local interest only. From this it follows that a well-conceived system of local government for London would have to be arranged in two or more tiers, each tier carrying out powers and duties appropriate to its size. The more numerous the tiers are, the more clumsy will the administration become. For this reason we consider that not more than two tiers should be established. A precedent for such a two tier system exists in counties and county districts.

We consider that the London Region (in which we include not merely the existing built up area of Metropolitan London but the green belt and the ring of towns and countryside around it) is a social, economic and geographical entity and that those activities which are essential to the smooth working of the whole region should be administered by one authority elected by and responsible to it.

A trend towards such regional administration already exists. A number of local government functions (e.g., the administration of hospitals) have been removed from local government control and placed in the hands of *ad-hoc* regional authorities. While the tendency towards regional administration reflects a correct assessment of local requirements, the establishment of such *ad-hoc* authorities is in principle undesirable, since it runs contrary to the democratic basis of local government. Local activities should be the responsibility of locally elected authorities and a regional authority is needed to deal with regional functions.

6. The problem of the correct size for such a regional authority is one of great complexity, since many social, economic, administrative and functional requirements have to be considered, for example : Many people prefer to live outside the Metropolitan area, and work within it ; many others use the rural area around London for recreation. The overcrowded population of Metropolitan London cannot be decently re-housed within the ring of the green belt and new towns, expanding towns and "out-county estates" have been and are being erected outside the present built-up area. The London Transport Executive sends its trains and buses far into the countryside, while apprentices and students make daily trips into Central London for their technical education. We have studied the boundaries defined in the Royal Commission's terms of reference with regard to factors such as these and have reached the conclusion that the area upon which the Commission is asked to report is too small. We hold that if a new regional authority is to carry out its responsibilities satisfactorily it should include a much larger area than that at present under consideration.

Since, however, the Royal Commission cannot make suggestions in regard to areas outside its terms of reference we consider that it should propose that an appropriate body be set up to determine the most suitable boundaries of a unit of government for the London Region. At the same time the Royal Commission should recommend **as a first step** the establishment of a Regional

Authority (which might be called the Greater London Council) to include the entire area within the Commission's purview.

7. We consider that the Greater London Council should be responsible for all functions of local government in Central London* and the following functions outside the central area :

(a) **Main Drainage,** i.e., large sewage disposal plants, principal sewage and storm water outfalls and main drains and sewers leading to them.

(b) **Public Transport,** i.e., the work of the London Transport Executive and the suburban services of British Railways.

(c) **Water Supplies**

(d) **Technical Education**†

(e) **Principal highway arteries and major car parks,** i.e., the layout and construction of main roads, traffic control systems in main roads, principal car parks.

(f) **Hospital and Ambulance Services**

(g) **Fire Fighting and Civil Defence**

(h) **Housing**

(i) **Regional Planning,** i.e., the preparation of surveys and a master plan for the whole area together with the implementation of major proposals, detailed planning and development control would not normally be carried out by the regional authority except in Central London.

We appreciate that administration of water supplies is outside the terms of reference of the Royal Commission, that certain activities are in the hands of *ad hoc* authorities and are therefore outside the present functions of local government and that other functions such as main drainage, and the activities of the London Transport Executive involve responsibilities which stretch beyond the limits imposed by the Commission's terms of reference. Nevertheless, we consider that these functions cannot reasonably be divided among different authorities. Hospitals in Middlesex cannot be considered separately from Hospitals in the area of the L.C.C. The whole of London drains into the Thames Valley, and the main sewers should therefore be under the control of one authority rather than under several different authorities as at present. The transport problem of London is regional, not local in its implications, and the principal highways, car parks and public transport should therefore be planned on a regional basis. The broader aspects of land use planning are above all a regional problem. Such matters as the relationship of housing and employment, the location of industry, the siting of the wholesale markets, the lines of main traffic routes or the relationship of the docks to the rest of the city cannot properly be considered by a series of independent authorities preparing their own separate plans. If a satisfactory plan is to be devised for Greater London a regional authority must be established with power to prepare it and see that it is carried out.

---

* The term " Central London " is meant to include all those parts of London which are of national rather than local importance, e.g. the City of London, the Royal Palaces and Parks, the West End, the University and main museums, etc.

† This is a subject which requires thorough re-thinking, with particular reference to the division of responsibility between Local Authorities and Universities.

8. We suggest that the Greater London Council should be responsible for all functions of local government in Central London because we consider that this area constitutes a special problem. It exists to serve the needs of the whole region and is, indeed, the focal point of the entire Nation and Commonwealth. Its government should therefore be the responsibility not only of those who are registered as electors within its borders but of all those who regularly make use of it, i.e., the entire voting population of the London Region.

9. Just as the area for which the Greater London Council should be responsible ought to be determined with reference to the Council's function, so the size of the second tier authorities should be determined in relation to their responsibilities. We consider that an authority needs to be fairly large (say between a quarter and a half a million in population) if it is to be capable of administering certain activities to the maximum efficiency. A small authority could not satisfactorily handle the problems of an education department or a public cleansing service. Furthermore, a large authority is able to offer comparatively higher salaries for its senior posts and can thus obtain better men for them than a small authority can afford. We therefore suggest that the boundaries of the second tier authorities (which might be called City Districts, should be drawn to enclose populations of about this size. There would be about 20 to 30 City Districts.

10. So far this evidence has consisted of a sketch of a reformed local government structure for the London Region. The remaining paragraphs show how this structure would make possible improved services in the fields of planning, housing and transport, the three functions of local government which have the greatest influence on man's environment.

11. We have already explained, in paragraph 7, why we believe that planning should be organised on a regional basis. A structure of local government such as we have described is needed because democratic regional planning is impossible without it. Only a single authority responsible for the whole of the London Region and elected by the inhabitants of the region can see the picture as a whole, plan the area as a whole and, in so doing, reflect the needs and wishes of the population. It is clear, however, that while the Greater London Council should :

(a) prepare an outline plan for the whole area

(b) be responsible for the detailed planning and development of Central London, and

(c) be responsible for implementing projects of national or regional importance anywhere in the region

it cannot and should not prepare and implement detailed plans for the whole of its area. Such a task is too complex for a single authority. The filling in of the outline plan and its detailed implementation must be carried out at local level. We suggest that the Greater London Council should delegate to the City Districts its responsibility for detailed planning and most aspects of development control, keeping in its own hands the responsibility for the preparation of the master plan and the control of projects of national or regional importance. The City Districts should be consulted during the preparation of the master plan, and be responsible for the detailed plans of their own areas.

The administration of development control might be carried out by the planning committees of the City District Councils who may, if necessary, seek advice from local citizens' committees and groups. Such committees and groups would provide an opportunity for the focussing of local interests which might otherwise be lost in the larger City Districts.

12. If planning is, in its broad aspects, a regional activity, slum clearance and housing are matters which require, in addition to regional considerations, a close understanding of local needs. The L.C.C. has an admirable record in this field, principally because it is large enough to be able to employ the best staff. The City Districts which we propose would be both large enough to have well staffed housing departments and at the same time small enough to be able to appreciate local problems.

13. While the technical problems of housing and planning are fairly well understood, those of transport have never been properly tackled, and much research into this subject is needed. We consider that the solution of the transport problem is the most important and the most complex task which the Greater London Council will have to face during the first years of its life. For this reason we suggest that when the Council's constitution is framed, care should be taken to ensure that it has powers adequate to enable it to consider the transport of the London Region as a whole. It should be able to balance the social and financial benefits which would result from improvements to the transport system against the cost and effort involved, and should have power to consider all the various transport media (main line railways, undergrounds, buses, coaches, cars, lorries, canals, etc.) and decide in relation to the economy of the region and the plans for the area what works are necessary for each medium. It should be able to consider not merely the requirements of transport but also its effects and in particular the planning implications of the motor vehicle whose demands for large roads will play havoc with London unless they are planned as part of a coherent pattern of land use for the whole region. We believe that if the Council's transport department is to function effectively it must be constituted in such a way as to attract the services of that body of road engineers and traffic experts who are at present thinly distributed among a large number of organisations such as the London County Council, the Road Research Laboratory, the Ministry of Transport, the motoring organisations, etc. Its staff should not, however, be simply a committee of engineers and transport experts for such a body would have too narrow a view of this highly complex problem. It should include the services of town planners, architects, sociologists, industrial designers, landscape architects, urban geographers, surveyors, economists, and the protagonists of a number of other disciplines, if it is to have the breadth of vision which the problem requires.

14. In this evidence we have proposed a target. We realise that much thought is needed to determine the means by which this target can be reached and that this evidence is no more than a brief examination of a vast and highly complex problem. The formulation of a target is nevertheless an essential step, and we hope that the Royal Commission may find useful the opinions of an association of technologists and specialists in a wide variety of disciplines who share a belief in the importance of planning on a regional basis and have no reason to press the claims of any one of the existing authorities or interests in Greater London.

Evidence submitted by The Lee Conservancy Catchment Board

1. The Board understand that, under the general heading "Environmental Health," the Commission proposes to consider the exercise within the area under review of functions relating to "The Control of Watercourses, Ditches and Ponds" and "Prevention of River Pollution."

2. The Board have examined the written evidence submitted to the Commission by the authorities listed in Appendix I hereto, and have decided that it is desirable for them to submit evidence on certain matters to the Commission.

3. (i) The Board are the Land Drainage and Prevention of Pollution authority in the Lee Catchment Area (shown on a map prepared by the Minister of Agriculture and Fisheries under Section 5 of the Land Drainage Act, 1930) by virtue of :

(a) as regards land drainage (which includes tidal defence work in relation to "main river"), the Land Drainage Act, 1930, as amended by the Lee Conservancy Catchment Board Acts of 1936, 1938 and 1950;

(b) as regards the prevention of pollution (in which they are successors of the former Lee Conservancy Board, disbanded under the provisions of the Transport Act, 1947), the Lee Conservancy Acts, 1868-1938 (which use the expression "Protection of Water"), and the Rivers (Prevention of Pollution) Act, 1951.

(ii) The Board also have certain powers in relation to fisheries under the Lee Conservancy Act, 1868.

(iii) The Board's general powers as land drainage authority (a) to carry out works of maintenance and improvement, and (b) of control by virtue of byelaws, extend to all watercourses designated as "main river" on the official map of the Lee Catchment Area referred to above. The Board also have, and are exercising, certain special powers under the Lee Conservancy Catchment Board Act, 1938, to carry out extensive flood relief works in the Lower Lee Valley.

(iv) The powers for prevention of pollution derived from the Lee Conservancy Acts are exercisable in relation to all watercourses covered by the expression "the River Lee and its tributaries" as defined in the Lee Conservancy Act, 1868, whilst those under the Rivers (Prevention of Pollution) Act, 1951, are exercisable in relation to watercourses in the Lee Catchment Area covered by the definition of "stream" contained in that Act.

(v) Complementary to the functions above referred to are (a) the responsibility to preserve the purity and flow of the River Lee and its tributaries given by the Lee Conservancy Act, 1868, and (b) the power to gauge and record rainfall and the flow of rivers and streams given by Section 9 of the River Boards Act, 1948.

(vi) In the performance of these functions generally the Board exercise supervision throughout the Lee Catchment Area with regard to matters appertaining to land drainage, prevention of pollution and the conservation of water.

(vii) Information as to the Board's finances is given in Appendix II hereto.

4. The Lee Catchment Area was excluded from the provisions of the River Boards Act, 1948, requiring the Ministers of Health and Agriculture and Fisheries to define river board areas comprising the whole of England and Wales (except the excluded areas) and to establish river boards for the areas so defined, but permissive powers for defining the Area as, or including it in, a river board area, are given by Section 7 of the Act. The Area includes parts of the Counties of London, Middlesex, Essex, Hertfordshire and Bedfordshire (with a very small part of Cambridgeshire) and the County Borough of West Ham; it therefore includes a large portion of "the Greater London area" as defined in the Commission's terms of reference.

5. The Board's observations are directed to two matters, namely:

(1) the position with regard to the exercise of land drainage, prevention of pollution, and other cognate functions in the area within the Greater London area situate to the north of the Thames and to the south-west of the Lee Catchment Area and not at present within any river board or catchment board area (hereinafter called the "south-west area"); and

(2) the exercise by the Board of their functions within the Lee Catchment Area.

The "South-West Area"

6. (1) The "south-west area" includes the whole of that part of the County of Middlesex described as the "central area," or "central portion," by the Middlesex County Council in the section of their Outline Evidence dealing with "Control of Watercourses, Ditches and Ponds" and "Prevention of River Pollution" (pp. 89-93 and pp. 114-115), the remainder being in the Administrative County of London and a small part of Hertfordshire.

(2) As regards the "central area" of Middlesex, the County Council contend that the present arrangements whereby they are the land drainage and prevention of pollution authority in the area are effective and convenient and, of the two alternatives, namely incorporation in either the area of the Thames Conservancy or that of this Board, they consider the former would be preferable. They maintain, however, that there is no advantage to be gained by incorporating the "central area" in either catchment board area, and state that they would resist any proposal to do so.

(3) Of the local authorities whose evidence the Board have examined, only Finchley Borough Council, whose Borough is partly in the Lee Catchment Area and partly in the "central area," comment on the position and they state that they are content for the County Council's powers to remain. The Board have not examined the evidence of any authority which is wholly within the "central area" and therefore outside the Lee Catchment Area.

7. (i) Notwithstanding the view of the County Council, the Board would draw attention to certain advantages which would result from the "central area" of Middlesex being brought within the jurisdiction of a catchment board or river board, viz:

(a) The cost of flood prevention works, and other works of improvement, could be assisted by Government grant under Section 55 of the Land Drainage Act, 1930.

(b) The services, knowledge and experience of lay members and of administrative and technical staff whose speciality has been the improvement and maintenance of rivers and streams would be available.

(c) The power to carry out tidal defence works in relation to "main river" would be available as regards the length of the Thames north bank from the western boundary of the Administrative County of London upstream to Teddington Weir.

(d) The power of gauging and recording rainfall and the flow of streams would be available in the area.

(ii) The Board also submit, contrary to the opinion expressed by the County Council that, as between the Thames Conservancy Area and the Lee Catchment Area, the "central area" of Middlesex (and indeed the whole of the "south-west area") could more conveniently be incorporated with the Lee Catchment Area since the type of problem to be encountered there, both as regards land drainage and prevention of pollution, is similar to those of which the Board have already had considerable experience in the Lee Catchment Area.

The Exercise by the Board of their Functions within the Lee Catchment Area

8. The examination of the written evidence submitted by the authorities named in Appendix I hereto did not reveal any general criticism of the Board, or of the manner in which it performs its functions, or the nature of those functions, neither did it reveal any general desire for any far-reaching changes affecting the Board or its functions.

It is, however, desired to submit the observations contained in the following paragraphs with regard to some of the statements made.

Middlesex County Council

9. (1) The County Council explain that in addition to their land drainage powers under the Land Drainage Act, 1930, they have certain powers in relation to land drainage and prevention of pollution under the Middlesex County Council Act, 1944, that their land drainage powers are exercisable throughout the county, but that their prevention of pollution powers are exercisable only in the "central area." In the parts of the county, however, within the Lee Catchment Area and the Area of the Thames Conservancy, their land drainage powers may be exercised only with regard to watercourses which are not "main river" of this Board and the Thames Conservancy respectively, but the County Council admit that in fact they have not exercised their land drainage powers outside the "central area" at all, and that even in the "central area" they exercise their land drainage powers only with regard to the streams, or parts of streams, which they have designated unofficially as "main river."

(2) The County Council refer to Section 160 of their Act of 1944, which enables local authorities in the County to contribute to land drainage (and prevention of pollution) expenditure incurred by the County Council ; they describe as a "defect" the fact that certain watercourses, or parts of watercourses, in those parts of the County in the Lee Catchment Area and the Area

of the Thames Conservancy which are not designated as " main river " of either this Board or the Thames Conservancy, suffer from lack of maintenance, and they claim that this could be cured if this Board and the Thames Conservancy had the benefit of a statutory provision similar to Section 160 of the County Council's Act of 1944.

(3) The Board contend that this is not a valid criticism of the present position since

(a) as the County Council admit, their own powers extend to the watercourses not designated as " main river " in the Thames and Lee Catchment Areas which they say are suffering from lack of maintenance; and

(b) the application of a provision similar to Section 160 of the Act of 1944 to the Board and the Thames Conservancy would not be adequate unless either it were accompanied by specific power for those two bodies to carry out work on watercourses which are not " main river " or their existing main river system were extended.

(4) With one possible exception the Board are not satisfied that there is any need for further lengths of watercourses in that part of the County of Middlesex within the Lee Catchment Area to be brought under their jurisdiction for land drainage purposes ; and they consider that (with the possible exception mentioned) no further lengths of watercourses in that part of the County of Middlesex in the Lee Catchment Area fall within the notion of " main river " as at present understood.

(5) In this connection it is noticeable that of the nine local authorities whose Districts are wholly or partly in the Lee Catchment Area and also in the County of Middlesex (those in Appendix I marked with an asterisk) and who therefore have experience of the concurrent (but not overlapping) land drainage powers of the Board and the Middlesex County Council, three, namely, Edmonton Borough Council, Enfield Borough Council and Potters Bar Urban District Council, consider that the powers of the County Council should be abrogated. (The observations of the Edmonton Borough Council on this point seem, however, to be be based on a false premise, namely that the powers of the two authorities overlap, which is not so.)

(6) Pending an amendment of the general law affecting county councils as a whole, there is no objection so far as the Board is concerned to the continuance of the limited land drainage powers of the Middlesex County Council under the Land Drainage Act, 1930, in the part of Middlesex within the Lee Catchment Area or, indeed, in the " central area " of Middlesex in the event of it being amalgamated with the Lee Catchment Area.

South-West Essex Authorities

10. (1) The First Joint Memorandum submitted by these authorities refers to the hiatus which is alleged to exist as regards powers to carry out works for the prevention of flooding in the Lee Catchment Area from the River Thames by reason of the fact that the Board's powers do not extend to carrying out works along a short length of Thames frontage in the Lee Catchment Area.

(2) Subject to appropriate safeguards the Board would not oppose any legislation which might be proposed with a view to giving them the necessary powers in this respect.

Tottenham Borough Council

11. (1) The Council refer to work they have initiated on Stonebridge Brook under their Act of 1952 (with a contribution from the Board as regards the " main river " section) and suggest that the question of spreading the cost of flood prevention works over a wider area should be considered.

(2) This was in fact achieved by the establishment of, first catchment boards by the Land Drainage Act, 1930, and, later, of river boards under the River Boards Act, 1948, but presumably it is the application of that principle in the Borough of Tottenham that the Council finds unsatisfactory.

Waltham Holy Cross Urban District Council

12. (1) This authority contends that the control of watercourses is inadequate, due to inadequate legislation.

(2) The Board require this contention to be amplified before they can comment upon it, but attention is drawn to the fact that the powers of catchment and river boards have been considered by a Sub-Committee of the Central Advisory Water Committee and recommendations for widening the scope of their jurisdiction in land drainage matters were made in the report of that Sub-Committee entitled " Land Drainage in England and Wales " published in 1951, usually known as the " Heneage " report. It is understood that the recommendations contained in that report are still under consideration by the Government.

Cheshunt Urban District Council

13. (1) Alone of all the local authorities in the Lee Catchment Area, this Council suggests that the Board's powers should be curtailed because (they contend) the present position causes embarrassment to both the Board and the Council.

(2) The Board are not conscious of any embarrassment on their part, and are of the opinion that it would be contrary to the public interest for their powers to be curtailed as suggested by the Council.

General

14. (1) It is noticed that a number of authorities (Cheshunt Urban District Council, Southgate Borough Council, and the South-West Essex Authorities in particular) appear to be under the impression that the Board's prevention of pollution powers are applicable only to those watercourses which are designated as " main river " for land drainage purposes.

(2) As will be seen from paragraph 3 (iv) hereof, the Board's prevention of pollution powers are exercisable with regard to a rather wider variety of watercourses.

Summary

15. The Board submit:

(1) That there is a good case for the amalgamation of the " south-west area " with the existing Lee Catchment Area to form one catchment board or river board area ; and

(2) That there is no case for any curtailment of the Board's powers as at present exercised, although there may be scope for the improvement of those powers.

APPENDIX I

Authorities whose Written Evidence has been examined by the Lee Conservancy Catchment Board

City of London Corporation
London County Council
Middlesex County Council
Essex County Council
Hertfordshire County Council
South-West Essex Authorities
  i.e. West Ham County Borough Council
    Chingford Borough Council
    Leyton Borough Council
    Walthamstow Borough Council
    Wanstead & Woodford Borough Council
      (Two Joint Memoranda)
*Edmonton Borough Council
*Enfield Borough Council
*Finchley Borough Council
Hackney Borough Council
*Hornsey Borough Council
Stepney Borough Council
*Southgate Borough Council
*Tottenham Borough Council
*Wood Green Borough Council
Barnet Urban District Council
Cheshunt Urban District Council
East Barnet Urban District Council
*Friern Barnet Urban District Council
*Potters Bar Urban District Council
Waltham Holy Cross Urban District Council

* District Councils in the County of Middlesex

APPENDIX II

Information about the Board's Finances

Income

1. The Board's sources of income are:

(a) precepts on the councils of the counties and county borough wholly or partly within the Lee Catchment Area in accordance with section 22 of the Land Drainage Act, 1930, as amended by the Lee Conservancy Catchment Board Act, 1950;

(b) Government Grant on approved capital schemes (at present the rate of grant is 75 per cent. of either the cost of the scheme or the loan charges);

(c) contributions by the Metropolitan Water Board towards prevention of pollution expenditure; and

(d) other minor sources.

2. The rateable value of the parts of the counties and county borough in the Lee Catchment Area at 1st April, 1958, was £25,223,988, and the product of a 1d. rate was approximately £105,000.

3. The Board's total income for the year ended 31st March, 1958, from all the above sources was £325,952.

4. The precept levied in 1957-58 was 2.59d. in the £ and in 1958-59 was 2.94d. in the £.

Expenditure

5. The Board's total Revenue Expenditure (including certain capital expenditure charged to revenue) in the financial year ended 31st March, 1958, in respect of all their functions was £294,149.

In addition, they incurred Capital Expenditure (which was financed by loan) during that financial year amounting to £608,357 in respect of flood relief works in the Lower Lee Valley.

6. The outstanding loan debt at 31st March, 1958, was £1,915,528.

Brettenham House, W.C.2

December, 1958

Evidence submitted by The Liberal Party Organisation

58 Victoria Street
London, S.W.1

10th February, 1959

It is desired to put before the Commission, even at this late date, some considerations upon "the present system and working of local government in the Greater London Area" (to quote from a part of its terms of reference), and to make a specific reference to the area of the County of London, with which over a long period the London Liberal Party has had a close association, and in the local government bodies of which, more especially the London County Council, it took a large and honourable part in establishing a high tradition of public service.

It is submitted that the whole system of control by elected representatives, upon which our country's proudest claim as the founders of western democracy is based, is in serious danger of breaking down and becoming a mere apanage of bureaucracy or of centralised government by edict, or Government memorandum.

Should the Commission recommend a change in the areas of local government bodies in Greater London, as seems possible, it is most important, if such a change is not to be entirely ineffective, that at the same time they should examine into the means of securing an adequate flow of public spirited men and women prepared to serve upon local government bodies, and to give time, often in the day-time, when, of necessity, the officers and staff, and those of other related bodies, will be fully available.

It is accepted generally that both the political parties which have come to dominate completely the London municipal bodies find increasing difficulty in securing suitable candidates for Borough Councils and for the London County Council, and the intensification of the control of the Councils by the political party machines has eliminated almost entirely any representative ratepayers whose independence of party control prevents them waiving their individuality.

Of the 28 Metropolitan Borough Councils, no less than 8 now have only members of one particular party. In 7 boroughs Labour has the sole representation and in one the Conservatives monopolise the seats; no opposition representative whatever and no independent examination or enquiry!

Not only does this condition prevent any criticisms, whether of policy or of details—an essential feature of democratic Government in the West—but it has led to a usage, commonly in vogue, of settling all the public business in private party meetings, held before the statutory Council meeting, which latter, often in only a few minutes, merely formally registers the decisions arrived at on the previous evening. In fact, strict Party discipline often has been invoked to prevent dissent from the decisions at which the Party meeting had previously arrived in private session.

This is a travesty of the idea of Local Government by publicly elected representatives, the development of which over the centuries has been one of our most notable achievements.

It is submitted that any consideration of changes in the structure of local government in the area of the Metropolis must take account of this weakness and, in particular, of the discouragement of individuals of ability and goodwill by the prospect of standing alone at an election for a multiple seat ward against a Party machine with a full number of candidates.

The Act of 1899, which created the Metropolitan Borough Councils, expressly provided that each ward in the area should be represented by at least three members, or a multiple of three, and it appears likely that the intention of Parliament was to provide for a representation of bodies of opinion, large, but not sufficiently so to secure an absolute majority.

This intention, however, has been frustrated by the growth of the system of the " block " vote, which Party machinery has succeeded in establishing, and the practice of " voting the whole ticket." As a result it is not unusual for a " ticket " of six members polling a bare 55% of the votes cast to secure all six seats as against a " ticket " with 45%, securing not even one seat. The way to meet the intention of the Parliament of 1898 to provide that the voters should mark their papers, not with multiple crosses, but with numbers—1, 2, 3 and so on—in order of preference. Votes to be counted by the system of single transferable votes in the method provided for in the Electoral Reform Act of 1918.

The difficulty which caused this enactment of 1918 not to be implemented in Parliamentary elections was that electoral divisions each of multiple seats would be so large as to make the candidates' approach to the electors difficult, if not impossible. This difficulty does not arise in the case of London Local Government constituencies, where all the electoral divisions already return multiple members, so that no changes would be required, except in the method of counting the votes.

This change in the method of counting the votes would permit a representative of views, whether Party or independent, with a support of one-third of the voters, to gain one seat in a three member ward. This would undoubtedly result in a considerable increase in the number of suitable candidates, not necessarily tied to any Party, but of good repute in their own neighbourhood.

A notable fact is that so far as a very great number of wards in metropolitan boroughs are concerned, not one representative of any but the ruling Party in that ward has secured a single seat for over 30 years, and in some for a much longer period.

It is a common complaint amongst voters, even those with strong Party affiliations, that Local Government should not be dominated by political parties, and the appearance of even a few Councillors, independent of such associations, would do much to meet this grievance and to restore Local Government representation to its rightful place.

The Commission is respectfully urged to take this suggestion into its serious consideration.

Yours faithfully

(Sgd.) HAROLD GLANVILLE

President-Elect

Sir Edwin Herbert, K.B.E.

Royal Commission on Local Government in Greater London

Evidence submitted by The Library Association

May, 1958

Memorandum on Library Services in the Greater London Area

1. A public library service is being provided for all the inhabitants of the Greater London area by 76 autonomous library authorities (the City of London, 28 metropolitan boroughs, 3 county boroughs, 39 county districts and 5 county councils). It will be recalled that until 1919 County Councils did not have any powers under the Public Libraries Acts. Even then they did not (except by mutual agreement) become the library authority for any county district which had adopted and implemented the Public Library Acts prior to 1919. Consequently there are county districts serving populations as low as 25,000 providing autonomous public library services and at the other extreme there are county districts with large populations (e.g. 216,000 and 128,000) which are served by the County Library system.

2. The Library Association has recently submitted detailed evidence to the Ministry of Education Committee on Public Libraries in England and Wales. In this it is suggested, inter alia, that any autonomous library authority which is spending less than £5,000 annually on books for lending purposes with a further £3,000 for periodicals, reference books, binding and non-book materials, is unlikely to be giving a satisfactory service to the public. It proceeds to state that taking this factor into consideration with other requirements for staffing, maintenance, premises, etc., and the financial circumstances of the authorities concerned, it would appear that, saving in exceptional circumstances, the inhabitants of county districts of less than 40,000 population would be better served were the county district to surrender their library powers to the county or enter into arrangements with adjacent authorities for the provision of joint schemes.

3. The evidence goes on to state that though it is assumed from the pattern of local government suggested by the White Paper, that county districts of over 60,000 population would automatically have the right to library powers if they so desired, it is noted with concern that there are some hundreds of county districts with populations below 60,000 and to confer on these the right to withdraw from county services at any time would result not only in a fragmentation of services, but would prevent any forward planning and development. There should, therefore, be no right of withdrawal without mutual agreement and the consent of the Minister.

4. The Library Association's evidence therefore suggests for the country as a whole, embracing as it does many small authorities and considerable sparsely populated areas, that; (a) except in very special circumstances the smallest authority to enjoy autonomous library powers should have a population of 40,000; (b) those county districts of over 60,000, at present served by county systems, if they so desire, should be permitted to withdraw and exercise independent powers; (c) that county districts of between 40,000 and 60,000, if at present within the county library system, should so continue, except with the consent of the Minister.

5. In considering the application of the Library Association's general recommendations for public libraries in England and Wales, to the libraries contained in the Greater London area, it is pointed out that:

(i) there are seven local authorities in the Greater London area with populations of less than 40,000—one is the City of London, two are Metropolitan Boroughs (Holborn 22,640 and Finsbury 34,900) but these, by reason of rateable value, daytime population and expenditure are undoubtedly much better able to maintain public library services than many authorities with a considerably larger population and should retain their autonomy. There are four other authorities with populations of less than 40,000 in the area. They are, Kingston-upon-Thames 38,800, Beddington and Wallington 32,620, Cheshunt 27,000 and Penge 25,500.

(ii) Conversely among county districts at present served by their county libraries, ten have a population of more than 60,000 namely:

Epsom and Ewell	67,580
Harrow	216,200
Hayes & Harlington	66,460
Hornchurch	113,600
Merton & Morden	71,590
Romford	110,100
Ruislip-Northwood	73,930
Southgate	71,670
Wanstead & Woodford	61,130
Wembley	128,300

while Chigwell 59,740, and Uxbridge 59,640, are borderline cases.

These authorities might well consider it advantageous to remain in the county system, but if they sought independent powers it would indeed be difficult to resist their claims. The withdrawal of such aforesaid authorities as are in Essex and Surrey would not seriously prejudice the county library systems, but in Middlesex it would greatly disrupt the county library systems as at present in existence. Of the county districts listed above, those which are in Middlesex have a combined population of 616, 200, some three quarters of the total population (806,880) served by the county. The withdrawal of these authorities alone would be sufficient to reduce seriously the county library service but in addition there is a possibility that the county library system might be yet further contracted if the envisaged programme of Local Government reorganisation created additional larger county districts by a combination of small areas and these new county districts in turn sought library autonomy.

It is, therefore, suggested that the Government might either impose exceptional limitations upon the county districts of Middlesex, requiring them to remain as part of the county library system, or withdraw library powers from the County Council and form the whole of Middlesex into county districts or county boroughs large enough to function satisfactorily as independent library authorities. In view of the excellent organisation and the book stock of the Middlesex County Council, it would be most unfortunate if it could not in some way be preserved in whatever system of public libraries is ultimately planned for this county.

6. Generally, therefore, in the absence of any major change in local

government areas, the foregoing recommendations would satisfy the general library situation in Greater London, but due allowance must be made for such factors as (a) the location of industry in various parts of Greater London, (b) the concentration of commercial and many professional activities in central London, (c) the pattern of life within given areas and the means of communication therein, (d) the enormous daily movement of people for work and other reasons, from the outskirts to the centre, from one district to another, and (e) nevertheless the considerable number of people—tradesmen, housewives, children, old people, etc.—who do not so move about and must rely entirely upon well developed local services.

In London (as in any other large conurbation) three types of library services are needed, local, regional and central. Good general collections with lending libraries, reading rooms, children's departments and the services of qualified staff should be available so that one need travel no more than a mile to secure ordinary everyday library facilities. In addition there should be several larger reference libraries, lending departments with genuinely comprehensive up-to-date book stocks, and special departments to serve particular local industries, commercial, and cultural needs. For such additional services, users might reasonably be expected to travel further—as for example the journey from the suburb to the city centre of a large provincial town. The demand for such services (regional) which should be freely accessible to all is, however, such that they should be distributed over the whole area on the basis of at least one such library per 250,000 population.

The needs outlined in the two previous paragraphs are at present to an increasing extent being met in central London by the very successful system of co-operation existing between metropolitan library authorities through the Metropolitan Boroughs' Standing Joint Committee and its Advisory Committee the Association of Metropolitan Chief Librarians. There are (i) complete inter-availability of tickets between the Metropolitan Boroughs (except Chelsea); (ii) a system of inter-lending through the agency of the London Union Catalogue and (iii) a system of "Special Collections" (known as the Metropolitan Special Collections Scheme) to promote the supply of specialised books and periodicals. The latter aims to provide Metropolitan London with reference and home-reading stocks of books and periodicals dispersed through London at the Metropolitan Central Libraries, at least as comprehensive as those of a large provincial central library. Similar provision is made for the purchase and storage of novels 20 years or more old, purchase of play-sets required by local societies for play readings, and for the purchase of books in foreign languages. The outer London libraries have an agency for inter-library lending in the South Eastern Region Library Service which has instituted a co-operative scheme of book purchase for the libraries within its area.

Such schemes as the above could be expanded profitably and should be given every encouragement. It would be possible to co-ordinate the work of the bodies responsible for library co-operation in the Greater London area and thus increase efficiency.

Perhaps even more important, the Metropolitan Boroughs have also a scheme for concentrated reference library provision at selected traffic centres throughout the Metropolitan area, under which certain authorities have undertaken to develop their individual reference departments into seven extended reference libraries, although at present the remaining authorities make no contribution thereto. No such attempt has as yet been made to provide extended reference libraries for that part of Greater London outside the metropolitan area, but there seems no reason why some similar course should not be pursued, nor why regional commercial, technical and other special libraries should not be provided, but each authority should bear its due share of the cost of such service. In the centre of London there must be provided either by one or more of the central local authorities a comprehensive reference library service.

Failing the general adoption throughout the area of some well organised method of voluntary co-operation built up on the lines of those which have already been so successful in its central districts, it would seem necessary to re-organise the Local Government system of outer London so as to secure pubilc library authorities each with a population in the region of 250,000 if the best type of service for the community as a whole is to be provided, but in this connection attention is once more directed to the potent factors set out at the beginning of this paragraph and numbered 6(a) to (e) some of which might not be consistent with new, artificially created, Local Government areas.

7. If the resources of all libraries are to be made effective it is essential that there should be competent staff, appropriately qualified and adequately paid, at all points of service. Any scheme of re-organisation is not likely to lead to redundancy of staff, but full advantage should be taken of the opportunity for redeployment to secure greater efficiency, and there should, of course, be protective clauses to safeguard the interests of all existing personnel.

8. Our recommendations may shortly be summarised in the following numbered proposals:

(1) Public libraries are essentially a local service and should, whenever possible, be under the control of local councils (whatever future changes may take place in their structure). So far as London is concerned, it is convenient here to point out that experience throughout the metropolitan area shows that a well-developed system of public libraries is as necessary for London as any other city, in spite of the fact that London is better provided with non-public libraries (to many of which the public have access) than any other city in the country.

(2) (i) Were there to be any re-organisation of the Metropolitan Boroughs, the public library service would naturally fit into the resulting pattern, but in the absence of such re-organisation it is considered that each existing authority is adequate in population and resources to retain its autonomy.

(ii) Outside the present Metropolitan area it is recommended that: (a) County districts of over 60,000 at present served by county systems be allowed to withdraw and exercise independent powers. So far as Middlesex is concerned, such a course would so disrupt the existing county library service that it would be necessary to withdraw library powers from the County Council and form the whole of Middlesex into local library areas large enough to function satisfactorily as independent library authorities. The central book stock and central organisation of the present Middlesex County Library service should be preserved by making it the centre of the nearest convenient new municipal library area. An alternative would be to require those county districts which are within the county library to remain within that system with any necessary local delegation of powers. The withdrawal of districts with a population of above 60,000 from the other county library authorities in the Greater London area would not cause embarrassment to such authorities.

(b) County districts between 40,000 and 60,000 if at present within the county library system should so continue, except with the consent of the Minister of Education. If not at present within the county system they should remain independent or surrender their powers with the consent of the Minister.

(c) Districts of less than 40,000 should, from the point of view of public library services, be included within the county library systems.

(3) Library authorities should be encouraged to develop collectively the system of Special Collections and extended reference services.

(4) If some amalgamation of local authorities are found desirable and library services are required to conform to a pattern for other reasons, it is our view that a convenient size for such amalgamations would be areas containing a population in the region of 250,000 people, and that such amalgamations (at any rate in the middle ring) should be effected radially from inner London (in order that there might be easy movement between all parts of the new areas), rather than by a division of the whole region into "clusters" of the present local authority areas, between the various parts of which movement by public transport is often difficult. It is believed that such areas would be convenient for many purposes besides those of public library services. It is realised that in giving effect to such a plan of amalgamations, departures from the present county boundaries would be necessary.

Evidence submitted by The Local Medical Committee for the County of London

Index to Contents

Paras. 1—4. Introductions—the London Local Medical Committee.

Paras. 5—21. Some Notes on the Development of the Health Services in London.

Para. 22. Basic Principles for a Health Service.

Paras. 23—24. The Present Position of the Health Service in London.

Paras. 25—28. Proposals for the Future.

Paras. 29—39. County Council or Metropolitan Boroughs.

Paras. 40—44. The 1955 Legislative Proposals of the London County Council.

Para. 45. Local Autonomy.

Paras. 46—48. Area of the Administrative County.

Para. 49. Conclusion and Recommendations.

Introduction

The London Local Medical Committee

1. The London Local Medical Committee is a statutory body set up under Section 32 of the National Health Service Act, 1946. Its area, like the area of the London Executive Council, which administers the Part IV Services under the Act, is the Administrative County of London. The Committee is chiefly concerned with general practice in the National Health Service, and the majority of its 90 members are the elected representatives of the 2,200 general medical practitioners on the List of the London Executive Council. It also has representatives of general medical practitioners in private practice, of consultants, the County Medical Officer of Health, and two Borough Medical Officers of Health, and is recognised by the Minister of Health as representing the medical practitioners of the area.

2. The Medical Officers of Health, as interested parties, have taken no part in the preparation of this evidence. Some of the general practitioner members hold part-time appointments with the London County Council, and some with Borough Councils, but the Committee does not consider that this fact has biassed its conclusions because a transfer of local authority powers would be unlikely to affect the tenure of these appointments, and because they form a small proportion of a doctor's practice.

3. Most of the members of the Committee were in general practice before

1948 under the National Health Insurance Acts, and some of the senior members of the Committee were members in 1939 of its predecessor, the Local Medical and Panel Committee (generally known as the Panel Committee). The evidence which the Committee puts forward is based on the experience of its members, both as individual general practitioners and as members of the Committee.

4. The main concern of the Committee is, of course, with Health although it appreciates that the remit of the Royal Commission covers a far wider field.

Some notes on the development of the Health Service in London

5. As the members of the Royal Commission are well aware, the development of the health services in this country has proceeded piecemeal. It may be helpful to refer to some of the developments which took place in London.

6. National Health Insurance provided a general practitioner service for employed persons up to an income limit (£420 per annum in 1942), but nothing for their dependents who frequently went without proper medical care because they could not afford to pay a doctor's bill in times of illness. This led the London Panel Committee to take the initiative in forming, as early as 1926, the London Public Medical Service, under which doctors undertook to provide, in return for a small weekly contribution, medical treatment and drugs for the dependents of insured persons. (The Service later extended to adjacent parts of other counties). As a voluntary scheme the Service attracted only a minority of potential subscribers, but the doctors concerned found that an increasing amount of their time was occupied with children, and particularly babies. This led many of them to hold regular infant welfare clinics for their own patients. The Borough Councils were also engaged in running similar clinics, but there was little, if any, co-operation with these Councils. In an attempt to remedy this in 1937-38 the Wandsworth Division of the British Medical Association, which comprises the Boroughs of Battersea and Wandsworth, approached both these Borough Councils, offering to co-operate with them in any possible way in health matters. Both Councils rejected the offer.

7. In 1938 the Metropolitan Counties Branch of the British Medical Association, covering the counties of London and Middlesex, and the adjacent urban areas of Essex, endeavoured to secure co-operation between general practitioners and the Borough Medical Officers of Health. A conference of representatives of the two sides held several meetings, but after the represntatives of the Medical Officers of Health had reported to their parent body no further meeting took place. No reason was given.

8. The School Medical Service before 1948 was already under the control of the London County Council. It provided periodical examinations at schools and a certain amount of medical treatment at centres, but no home visiting by doctors. It worked in almost complete isolation from general practitioners, and children were sent for treatment not only without the knowledge, but sometimes directly against the advice of the family doctor.

9. On the administrative side there was little co-operation. The London Panel Committee included two Borough Medical Officers of Health, but these,

while excellent individually, appeared to have very little influence either with their own Councils or their colleagues in other Boroughs. Borough Councils had power to co-opt to their Maternity and Child Welfare Committee, but only very rarely were doctors so co-opted. With these exceptions, the only doctors sitting on these Committees were those who had been elected to the Councils as members of a political party, and therefore not representative of the profession.

10. On the 5th July, 1948, the National Health Service came into operation. Whilst the general practitioner service, available to the whole population, was administered by the Executive Council, and the personal health services came under the County Council, the administrative arrangements provided a starting point for co-operation. The County Medical Officer of Health became an ex-officio member of the Local Medical Committee, and he (or his deputy) attended meetings of the Committee and its sub-committees with great regularity. The London County Council co-opted to its Central Health Committee two members nominated by the Local Medical Committee, and one to each Divisional Health Committee. Moreover, the County Council consulted the Local Medical Committee (through the Executive Council) on their proposals for carrying out services under Section 20 of the National Health Service Act. Co-operation was still to be achieved, but a basis for its achievement had been laid. Details of the progress made in the more important fields are given in the following paragraphs.

Health Visitors

11. This has probably been the most difficult of all problems, and its importance has been increased by the wider duties laid on health visitors by the National Health Service Act. Before 1948 contradictory advice was not infrequently given to the same patient by the health visitor and the general practitioner. The Committee is certain that the basic fact in these unfortunate disagreements was lack of contact and consultation between health visitor and general practitioner. The Committee, with the whole-hearted co-operation of the London County Council, has endeavoured to establish this personal contact, by letters to doctors, by encouraging consultation on individual patients (with the help of the British Medical Association Divisions) by arranging local meetings of small groups of both sides, and by arranging for health visitors to be attached to the practices of individual doctors.

Midwives

12. For two very different reasons there has been less to do in this field. Firstly, because the midwives were already under the London County Council before 1948, and relations between general practitioners and midwives were already good, and secondly, because in London over 80% of confinements now take place in institutions. Nevertheless, co-operation over domiciliary confinements is essential, and one of the earliest steps taken by the Committee and the London County Council after 1948 was to take measures to improve still further co-operation between the midwife and the general practitioner who were to attend the confinement.

Ante-Natal Clinics

13. These provide medical examination and advice, and also help expectant mothers in related matters, e.g. clothes for baby, etc. Before 1948 they were under the control of the Borough Councils; since that date they have come under the London County Council. These clinics have not been integrated into a

unified service, one of their great weaknesses being that the doctor who sees the patient at the clinic is rarely, if ever, the doctor who attends her at the confinement. The Committee is awaiting the publication of the Cranbrook Committee's report before considering further steps to improve co-operation.

Home Helps

14. Before 1939, when a woman was confined or a patient was ill at home or an aged person needed looking after, it was generally possible to find a friend or a relative who would help in the house. With full employment after the war this is no longer the case, and it has only been by the provision of domestic help (of an increasing amount) by the London County Council that many patients have been kept out of hospital. Admission to hospital would have been unfortunate for these* reasons: (i) the beds are urgently needed for other patients more seriously ill; (ii) the increased cost to the State, and (iii) admission to hospital suggests a more serious complaint and thus increases the anxiety of the patient, and particularly that of the elderly patient who has to leave home.

District Nurses

15. The district nurse has always been of invaluable service to the general practitioner, e.g. in dressing wounds, giving hypodermic injections, or providing general nursing care for patients ill at home. Naturally, the relationship between the doctor and the nurse has always been good. Before 1948, however, there were a large number of local associations providing the service, and the administrative arrangements (reception of messages, provision of relief in illness, etc.) varied from area to area, with widely differing degrees of efficiency. All services now come under the Central Council for District Nursing in London, and the London County Council pays 93% of the cost. The Committee has found that since 1948 the administration has been raised to a higher standard.

Immunisation

16. The first immunisation clinic in London was established in Holborn in 1922, and other clinics were gradually established throughout London. Diphtheria immunisation for children under five was performed at these clinics under the Borough Council, but when these children became five and went to school it was the County Council which had to make special arrangements to give them the "boosting" injections. The material used for immunisation varied from borough to borough, and also varied in effectiveness. The willingness to accept the co-operation of general practitioners also varied; some boroughs even went so far as to refuse to supply them with immunising material. Some comparative figures for the services mentioned in paragraphs 11-16 are attached (see Appendix A).

Health Centres

17. These were authorised by the 1946 Act. The Committee drew up a report in 1956, based upon information from Woodberry Down in London and three other health centres outside (see Appendix B). The Committee hopes that it will be possible to erect a comprehensive health centre in East London incorporating the lessons learnt at Woodberry Down and elsewhere.

Other Services

18. Among other services which have been operated and developed and efficiently administered since 1948 by, or in co-operation with, the London

County Council are several whose importance is particularly appreciated by general practitioners. They include care of the mentally deficient and of problem families, marriage guidance, and recuperative holidays. Some of these are specialist services which it would be wasteful and difficult for minor authorities to provide. Others are arranged through voluntary bodies. Of paramount importance is the Ambulance Service which was already administered by the London County Council in 1948, and which serves doctors and the public with commendable efficiency.

Surgery Accommodation for Doctors

19. In the past doctors have secured their own accommodation privately. With the bombing of London, and the subsequent erection of large housing blocks and estates by the local authorities, this is becoming increasingly difficult.

20. It is the function of the Medical Practices Committee, on the advice of the Local Executive Council and Local Medical Committee, to decide how many general practitioners are required in any area of the country. The Local Medical Committee decided, soon after the National Health Service started, that it would only support a doctor's application to a local authority for accommodation in those cases where the needs of the patients required it.

21. Both the County Council and the Borough Councils have been willing to provide surgery accommodation on new housing estates. In other cases difficulties have arisen, but up to the present those concerning the County Council have been resolved.

Basic principles for a Health Service

22. Before making recommendations for the future, the Committee wishes to set out the general principles upon which in its view a Health Service should be based.

(A) The Service is provided for the benefit of the receivers (the patients) rather than of the suppliers (professional men, or local authorities). During the Committee stages of the National Health Service Bill the then Minister of Health said "In arranging the scheme I have paid no regard to the claims of Town Clerks, but I have paid regard only to the wishes and requirements of patients and population." Whatever the success of the aim, the Committee has no doubt that the aim is the right one.

(B) The Service should be comprehensive so that all parts are available to those who need them.

(C) There should be no overlapping or duplication, not only because of the unnecessary expense, but, far more important so that patients should not be confused by being given contradictory advice by different people.

(D) The concern of the Service must be not only with the individual and his physical needs, but also with his development as a member of the family, and with the family in relation to society.

(E) There is no hard and fast line between preventive and curative medicine. No family doctor could avoid giving preventive advice with his treatment, and no clinic has been able to avoid giving some treatment with its advice.

(F) If two or more parts of the Service are administered by different bodies, it is essential that there should be full co-operation between them. The most important place for this co-operation is at the periphery "in the field," but there must also be co-operation at the centre to achieve this.

The present position of the Health Service in London

23. The Service is administered in three separate parts: The hospitals by the four Metropolitan Regional Hospital Boards and the Boards of the Teaching Hospitals; the personal health services by the London County Council; and the general practitioner services by the London Executive Council. A patient, in the course of a single illness, frequently needs services provided by all three of these agencies: for example, he may go to his general practitioner, be sent to hospital and admitted, and need a district nurse when he comes home. A pregnant woman may attend her own doctor and the London County Council Ante-Natal Clinic, and be admitted to hospital for her confinement. (The Maternity Services have recently been under review by the Cranbrook Committee). These are but two instances of situations which are recurring daily in all parts of London.

24. The Committee has set out above (paragraph 22) what it considers to be the essential features of a unified and comprehensive Health Service. Whilst it considers that very real progress has been made since 1948, it is far from being completely satisfied.

Proposals for the future

25. Various suggestions have been made that in each area of the country there should be one body administering all three parts of the Health Service. The Committee is not here considering any proposal that would bring the hospital service under such a body, since the area of the four Metropolitan Regional Hospital Boards extends far beyond the Greater London area.

26. Another suggestion would be, leaving the hospital administration unchanged, to place the Part IV Services under the London County Council, which would thus take over the functions of the London Executive Council. The London County Council has had no experience of running a general practitioner service, except in relation to the Poor Law, and the Committee doubts its suitability for the purpose. On the other hand, the Executive Council succeeded to the Insurance Committee, which administered just such a service for 35 years under the National Health Insurance Acts. Moreover, Executive Councils in general, and the London Executive Council in particular, have been extremely successful and earned a well merited tribute from the Guillebaud Committee.

27. An alternative suggestion would be to place both Part III and Part IV Services under an ad hoc body, which would thus take over both the personal health services of the London County Council and the functions of the London Executive Council. This would be open to the same objections as set out in paragraph 26 to the supercession of the Executive Council; but in addition it would remove the personal health services from the local authority. Apart from questions of finance, which would appear to raise most serious difficulties, the

Committee would regard such a step as most regrettable. It would separate the personal health services from other services, such as drainage and slum clearance, which over the past hundred years have done so much to improve the health of the population; it would endanger the preventive attitude, which has been both the origin and inspiration of all the personal health services: and it would seriously diminish the interest of the local authority in the health of its population.

28. The Committee therefore concludes that it is undesirable to bring the Part III and Part IV Health Services under the same administrative body, and believes that it is also unnecessary, provided that there is full co-operation between all parties concerned.

County Council or Metropolitan Boroughs

29. One of the major effects of the National Health Service Act of 1946 was to concentrate the personal health services in the hands of the County Councils and County Boroughs. Since 1948 there has been a movement to transfer or delegate certain functions to the minor local authorities. In London these are, of course, the Metropolitan Boroughs, and in 1955 the London County Council made legislative proposals to transfer or delegate certain powers to the Metropolitan Borough (London County Council Minutes, 12th July, 1955). These specific proposals are considered in more detail below (paragraphs 40-44).

30. The arguments usually advanced for transfer or delegation of powers to the minor local authorities are:

(i) Certain services cannot be administered successfully without local knowledge of Individual circumstances.

(ii) It is necessary to give minor authorities sufficient responsibility if members and officials of real ability are to be attracted to their service.

31. London differs from all other counties in England in that it has no rural areas. Moreover, it is geographically small and compact: no part is more than ten miles from County Hall, and public transport to all parts is frequent. The objection that rural areas should not be administered by distant town dwellers does not therefore apply to London. The need for local knowledge still remains, but in the Committee's view it can be met without transferring functions to the Metropolitan Boroughs (see para. 45).

32. The second argument, that it is necessary to give minor authorities sufficient responsibility, is one which the Committee entirely rejects. It regards local government as something for the benefit of the governed, and not chiefly as either an occupation or a stimulus for the governors. If, in the case of London, it is urged that all Metropolitan Borough Councils must be kept alive as separate entities, the Committee can only reply that, from the standpoint of personal health services, it does not see the necessity. The Boroughs are of comparatively recent origin : in many cases they incorporate two or more Saxon villages, to whose names the inhabitants often feel a greater loyalty than to their borough.

33. There appear to the Committee, moreover, to be the most serious reasons against transferring the personal health service in London to the Metropolitan Boroughs.

34. The first is the fragmentation which would result. Not only would there be twenty-nine different authorities, but there would be twenty-nine different standards, likely in the future, if the past is any guide, to vary very widely. There would almost certainly be a waste of skilled personnel, such as health visitors, if their activities were necessarily confined to a single borough.

35. Further, unless Education was also to be transferred, there would not only be twenty-nine authorities, but also in every area there would be two—the Borough Council and the County Council—both concerned with health services. One health visitor from the Borough would visit the child under five, and another, from the County, its brother and sister who were attending school. Not merely would there be the waste of two health visitors going to the same house, but, far worse, the unfortunate mother would have to deal with two health visitors whose advice could not always be the same.

36. On the administrative side, this fragmentation would inevitably make co-operation more difficult and less effective. The Committee has already referred (paragraph 18) to the services provided by arrangement with outside bodies. Serious difficulty would arise if a large number of independent local authorities were asked to make separate arrangements with these bodies. For its own part, the Committee is appalled at the difficulties of achieving effective co-operation with twenty-nine authorities even if, entirely contrary to past experience, all of them were willing to attempt it.

37. The second reason against transfer is financial. The product of a penny rate varies very greatly from borough to borough. In 1956-57 it was £2,513 in Bethnal Green, and £78,300 in Westminster. In this year the net cost of public health services to Poplar equalled a shilling rate, to Westminster three-halfpence (see Appendix C). Whatever steps might be taken to lessen these inequalities they would not be entirely removed. The duties of a general practitioner are the same in whatever part of London he practises, and the Committee would be strongly opposed to the standard of personal health services varying according to the financial resources of the borough concerned.

38. The third reason is even more important. The Committee has already expressed the view that all branches of the Health Service should not come under the same authority in London (paragraph 28). Administration by different bodies does however call for a high degree of statesmanship and co-operation on the part of all concerned, qualities which the Committee has found to a greater degree in the London County Council than in the Borough Councils.

Delegation

39. An alternative to transfer is delegation. The present Local Government Bill proposes delegation under county control, with the county paying the bill. Whatever its merits for the rest of the country, such a proposal would be unlikely to be effective in London. If in fact finance remained under the control of the County Council, it is difficult to believe that the boroughs would really gain any power; what does seem certain is that to ask twenty-nine authorities to carry out the policy decisions made by a thirtieth would produce considerable friction and inefficiency.

The 1955 Legislative Proposals of the London County Council

40. The Committee feels that it is worth while giving this concrete example a more detailed examination.

The proposals concerning the health services were that maternity and child welfare, day nurseries, immunisation of children below school age, and certain minor services should be transferred to the Borough Councils. The school health service was to remain with the County Council. Both County Council and Borough Councils were to employ home helps, and both health visitors (in the latter case, the Borough Councils for maternity and child welfare, and the County Council for the school health service). Although the powers were to be transferred and not delegated, the Borough Councils had to satisfy the County Council that they had proper liaison arrangements with one another and with other statutory bodies.

41. Quite apart from any question of the relative merits of Borough Council and County Council, these proposals would have divided several services between two bodies. Both Borough Councils and County Council were to employ health visitors with the results already noted (paragraph 35). The Borough Councils were to provide home helps in the cases of expectant and nursing mothers and children under five, the County Council for the elderly or the mentally ill. The supply of home helps is limited and still inadequate; competition for them between County Council and Borough Councils would only make the situation worse. Immunisation for children under five would have gone to the Borough Councils; for those over five it would have remained with the County Council. These are only three examples.

42. The financial effect of these proposals was stated by the County Council to be a probable reduction in the County rate of nearly threepence in the pound, and varying changes in the Boroughs, from a (net) decrease of twopence in the City to a (net) increase of threepence in one or two Boroughs (not named).

43. Although these proposals were specifically for transfer and not delegation of health service powers to the Boroughs, yet the County Council proposed to retain some general control. The Committee fails to see how such an arrangement could ever function satisfactorily. It was very gravely concerned at the time when these proposals were first mooted, and expressed its objections in a memorandum (see Appendix D) which was also approved by the London Executive Council.

44. The passage of time has in no way diminished the Committee's disquiet at these proposals. The Committee knows of no evidence that the County Council has failed to provide personal health services efficiently; it knows of no evidence that the Borough Councils would provide them more efficiently; and it is driven to the conclusion that these proposals were made only on grounds of political expediency. If there were any risk that such proposals might be put forward again and implemented, the Committee would be compelled to recommend that, in London, the personal health services should be removed completely from the control of local authorities.

Local Autonomy

45. The Committee has already expressed the need for local knowledge and interest in administration, and with some measure of decentralisation. In the Committee's view this is best achieved on the lines of the County Council divisional structure. On each of the nine Divisional Health Committees there are approximately two Borough Council representatives for every County Council representative, with co-opted members. The Committee is not wedded to the

precise structure, nor to the number of divisions, nor to the present division of powers. It believes, however, that the system of policy being determined centrally and carried out locally, gives the best results.

Area of the Administrative County

46. The Committee does not wish to see the area of the London County Council altered. It does not wish to see it enlarged for it believes that it is already large enough ; it does not wish to see it substantially diminished, because it believes that the administration has been well adapted to its present size over the seventy years of existence; and with regard to small changes the Committee feels that only pressing needs would justify a disturbance of the status quo.

47. On one question of boundaries the Committee holds very strong views. The area of the Committee and of the London Executive Council is the same as that of the London County Council, and the Committee believes that this identity of area has been of the greatest help in fostering co-operation in the past, and that it is of the utmost importance that it should be maintained in the future.

48. The Committee understands that another body is suggesting that London should be broken up into four or five " county boroughs." It is true that the Regional Hospital Boards at present divide London into four areas, but these are based on hospital catchment areas, and one Board to cover the whole area, urban and rural, of all four Metropolitan Boards, would be impracticable. It is noteworthy, moreover, that the experience of the Local Medical Committee has been that the four Regional Hospital Boards tackle the same problem in different ways, with differing degrees of efficiency and with differing amounts of success.

On the other hand, the London County Council area is much smaller, and does not contain any rural areas. The Committee believes that to divide the present Administrative County of London into four or five pieces would imperil not only the harmonious and unified service provided by the London County Council, but also the active co-operation between the local authority and general practitioner services.

Conclusion

49. What the Committee wishes to see in the future is a unified and comprehensive health service, with no artificial distinction between preventive and curative medicine. It believes that this involves (a) general practitioners giving their patients preventive advice as well as curative treatment, and forming a team with other workers in the Service, and (b) the fuller development of the services now administered by the London County Council. The Committee realises that the achievement of this object will take a long time, and believes that it can only be attained under conditions which facilitate maximum co-operation between general practitioners and the authority providing the personal health services.

Recommendations

1. That the personal health services in London, subject to one reservation (paragraph 44), should remain with the London County Council, and that local autonomy should be secured by an administrative scheme on the lines of the present London County Council Divisions.

2. That the area of the Administrative County of London should remain unchanged.

3. That the areas of the London County Council, the London Executive Council, and the London Local Medical Committee should continue to coincide.

APPENDIX A

LONDON COUNTY COUNCIL

	1949	*1957*
Infant welfare clinics		
Sessions per month	1,784	1,990
Attendances	964,281	833,891
Ante-natal and post natal, etc., clinics		
Sessions per month	1,220	791
Attendances	191,504	121,579
Maternity and child welfare dental service		
Number made dentally fit	5,283	6,010
Home helps		
Cases assisted	25,933	35,737
Hours worked	2,783,000	4,896,000
Equivalent whole-time number of home helps at end of year	1,265	2,116
Home nursing		
Visits	1,087,226	1,991,621
Treatments completed	37,855	56,395
Case load at end of year	5,959	13,749
Total nursing staff employed	410	578
Smallpox vaccination		
Numbers vaccinated	21,507	40,672
Numbers re-vaccinated	2,912	9,016
Diphtheria immunisation		
Primary immunisations	56,030	42,824
Reinforcing doses	38,312	39,268
Whooping Cough		
Numbers immunised	24,805	35,650
Poliomyelitis vaccination		
Numbers immunised	—	91,860

APPENDIX B

LOCAL MEDICAL COMMITTEE FOR THE COUNTY OF LONDON

REPORT ON HEALTH CENTRES

Introduction. Although much has been written on the subject of Health Centres it has, of necessity, been largely theoretical planning in advance of practical experience. In the view of the Committee what is now required is a careful study of the available facts, and hard thinking on the conclusions to be drawn from them. The Committee presents this report as a modest first instalment of this study, based on information relating to four Health Centres and one Group Practice. Many members of the Committee have visited Woodberry Down and members of the Section appointed to draw up this report have visited Harold Hill and the Group Practice. The Bristol Health Centre was the subject of an article in The Lancet for 23rd June, 1952, by Wofinden and Parry, from which much of our information was taken. Details of the Health Centre at Clifton, Nottingham, have also been made available to us.

The Committee is grateful to all who have supplied it with facts, but for any conclusions drawn from these facts it is solely responsible.

Woodberry Down, London

The Local Medical Committee was consulted by the London County Council on the site, planning and equipment of the general practice portion of the Centre.

The Centre was intended to serve the Woodberry Down Housing Estate, and an area of the same size already built over.

The doctors began to practice from the Centre on 1st July, 1953. By this time the housing estate was almost completed, and the people on it had chosen their doctors.

Building. Two storeys; institutional type (as opposed to domestic).

Accommodation. General medical unit has 6 suites, each comprising waiting room, consulting room and examination room; entrance hall, reception room and office; nurses room; treatment room, isolation room, cloakrooms, etc., all on the ground floor. On the first floor there is a doctors' common room, night doctor's quarters, etc. There are parking facilities and a lock-up garage for each doctor.

The Centre also accommodates a general dental unit and all Local Authority Health services, including a day nursery.

Capital Cost. Building £164,000; Equipment £15,000. Total £179,000. General Medical Unit, approximately £57,000.

Running Cost of General Medical Unit, very approximately per annum, £5,850.

Rent. £350 per doctor £2,100

Ancillary Help. Administrative Officer (part-time); 2 Clerk-Receptionists; 1 nurse full-time, 1 nurse ¾-time.

Patients attendances for 1 year (1955-56) 26,980

Working Arrangements. None of the 6 doctors are in partnership with each other; one is in partnership outside.

Practice Arrangements. All six doctors have surgeries elsewhere, but all attend the Centre daily. Each has his own suite.

Harold Hill, Essex

The Health Centre was placed in the middle of a large L.C.C. Housing

Estate (population 30,000), built 1948-54. The estate was almost completed before the doctors started practice at the Centre in July, 1954. The site was determined by the London County Council without consultation with the Essex Local Medical Committee.

Building. Described by our members who visited it as a pleasant-looking, two-storey building of an institutional type.

Accommodation. General medical unit has 3 suites (waiting, consulting and examination rooms) and one extra consulting room which can share a waiting and examination room, hall, and reception office; minor operations room; cloakrooms; and, on the first floor, a staff common room. There is also parking space.

The Centre also accommodates a dental unit and Local Authority health services.

Capital Cost

Building £38,000; Equipment £6,000. Total	£44,000
General Medical Unit	£15,000

Running Cost per annum

Total	£8,600
General Medical Unit	£4,200

Rent. 9 doctors sharing £1,000

Ancillary Help. 2 Secretary-Receptionists; 1 Junior Secretary-Receptionist; 2 Nurses.

Patients attendances for 1 year (1954-55) 17,032

Working Arrangements. 2 of the 9 doctors are in partnership with each other.

Practice Arrangements. All 9 doctors have other surgeries—on the estate or near. None of the 9 attend the Centre daily, and they share the suites.

Patients. The nine doctors estimate that of all their patients one quarter attend the Centre, and three quarters their other surgeries.

Other General Practitioners. 1 with surgery on estate; 4 with surgeries near.

John Ryle, Clifton, Nottingham

The Health Centre is on a completely new estate outside the boundary of the City, and separated from it by a belt of agricultural land. When the Centre was opened, on 17th October, 1952, the population of the estate was 2,800; today (1956) it is about 22,000.

Building. A block of four two-storeyed terraced houses, the exterior the same as neighbouring residential blocks, and the interior only slightly modified.

Accommodation. Four general practitioner suites, each consisting of hall, waiting room, consulting room and examination room. Parking space. There is no common entrance hall or reception office on the ground floor, and no common room. On the first floor there is accommodation for Local Health Authority Maternity and Child Welfare Services, office and residential accommodation for the secretary and for the caretakers.

Capital Cost	
Building £7,000 ; Equipment £2,000. Total	£9,000
General Medical Unit, approximately	£6,000
Running Costs per annum	
Total	£2,100
General Medical Unit approximately	£1,400
Rent. £104 per suite	£416

Ancillary Help. 1 Secretary (resident), two-thirds of her time for general practitioners.

Patients attendances for 1 year (1955-56) approximately 10,000

Working Arrangements. None of the 4 doctors in the Centre are in partnership with each other, but all have partners outside the Centre, and all of them have other surgeries.

Other General Practitioners. 2 single-handed practitioners, each with an assistant, have surgeries on the estate. It is understood that these two practitioners have between them attracted more patients living on the estate than have the four doctors in the Centre.

William Budd, Bristol

The Health Centre was placed on the Knowle West Housing Estate (population 30,000) built between the two world wars. When the Centre was opened on 16th September, 1952, the area was fully built up. The population had been largely recruited from slum clearance areas, and no doctor resides on the estate. The Centre was therefore a substitute for branch surgeries.

Building. Single-storey, prefabricated.

Accommodation. 6 suites (waiting, consulting and examination rooms), waiting hall and office, minor surgery unit, staff room, cloakrooms, etc. The suites are used by the general practitioners in the morning and evening, and by the Local Health Authority in the afternoon.

Capital Cost	£16,000
Running Costs per annum, approximately	£10,000
General Medical Unit approximately	£6,700
Rent. £100 per suite	£600

Ancillary Staff. Nursing Superintendent and Deputy ; 3 Health Centre nurses ; 2 Secretary-typist-receptionists ; 1 Clerk.

Patient attendances for 1 year (1954-55) 33,665

Working Arrangements. There are 9 doctors in 5 firms.

Practice Arrangements. All 9 doctors have other surgeries outside the estate. (Since the Centre was opened one doctor has left and has not been replaced.)

Each doctor is responsible for the ante-natal care of his own patients and for the treatment of school children on his own list. (The facilities of the Centre for these services are not available to the doctors not practising in the Centre.)

Other General Practitioners. There are no other surgeries on the estate, but a large number round the periphery.

A Group Practice

This is situated in a completely built-up area. The practice was originally single-handed, but with an increase in size it had first two and then three partners, with a combined list of 7,000.

Building. A Victorian house with semi-basement and three other floors.

Accommodation. On ground floor—waiting room, 2 consulting and 2 examination rooms. First floor—treatment, sterilising and waiting rooms; third consulting room (used occasionally). Second floor—secretary's office and caretaker's living accommodation.

Capital Cost. House and adaptation	£7,500
Running Costs per annum	£2,900

Ancillary Help. 2 nurses, one full-time and one part-time; 3 Secretary-receptionists, two full-time and one part-time.

Patients attendances for 1 year (1955-56)	19,024

Working Arrangements. The three doctors are in partnership together. This is the only surgery. Consulting hours are partly staggered, covering 9-12 in the morning and 5.30-7.30 in the evening. 75% of the patients are seen by appointment, many outside normal surgery hours.

A Patients' Association is run by a committee elected by the patients and entirely independent of the doctors. It is responsible for certain welfare activities, e.g., visits to old people, provision of baby sitters, and certain social functions.

Summary and Comparison

Relation to new Housing Estates

In each case the Health Centre was planned in relation to a new housing estate. At Nottingham the Centre was opened by the time 10% of the houses were built, but at London, Harold Hill and Bristol not until after the estate was completed (at Bristol, long after).

The Group Practice premises are the site of an old established practice in an area long completely built up.

Accommodation

The number of suites varies—6 at Bristol and London, 4 at Nottingham, 3 at Harold Hill, and 2 in the Group Practice. Each suite consists of consulting, examination and waiting rooms, except at the Group Practice, where a waiting room is shared between the 2 suites (as stated, most of the patients are seen by appointment).

Ancillary Help

This appears to be adequate and satisfactory in all Health Centres except Nottingham where it is minimal. In the Group Practice the staff might well suffice for double the number of doctors and patients.

Partnership

In two of the Health Centres some of the doctors were in partnership with each other, in the other two they were all in competition. Broadly speaking, in all the Health Centres the doctors practice independently of each other. In the Group Practice all three doctors were in partnership.

Other Surgeries

All the Health Centres are branch surgeries; the Group Practice is the only surgery for the group.

Local Authority Services

There is accommodation for these in all the Health Centres. In Bristol the Local Authority use the general practitioner suites, in Nottingham the accommodation is minimal; in London it is lavish. There is, of course, no Local Authority accommodation in the Group Practice premises, but the doctors hold an ante natal clinic for their own patients every week. They also give advice on infant welfare, although at the moment they do not have a fixed session for this.

Patients Attendances

The figures given are in each case those for doctors' consultations only. Nurses' treatment figures have not been included, because it is not possible to say how many treatments were given on the occasion of a consultation with the doctor, and how many necessitated a separate attendance. The figures quoted provide a basis of comparison for three of the Health Centres and for the group practice; they do not provide a comparable basis for Nottingham, where there are no nurses, and all treatment must be given by the doctors.

Capital Costs

Comparisons of cost are illuminating, but several facts must be kept in mind. The Health Centres have all been built since 1948 : the Group Practice premises are a converted Victorian house. Bristol and Nottingham Centres are housed temporarily in their present buildings : London and Harold Hill Centres are permanent. In Bristol the same premises are used by the general practitioners and the Local Health Authority, and the cost of the general practitioner unit is the cost of the whole building.

Bearing these facts in mind, the capital costs of the general practitioner units are set out in Column 1. The size and number of suites, however, varies; the cost per suite is shown in Column 2. The cost per doctor working in the building is given in Column 3.

Capital Costs	*Cost of G.P. Unit*	*Cost per suite*	*Cost per doctor*
	£	£	£
London	57,000	9,500	9,500
Harold Hill	15,000	5,000	1,666
Nottingham	6,000	1,500	1,500
Bristol	16,000	2,666	1,777
Group Practice ...	7,500	3,750	2,500

Running Costs

With similar considerations in mind, the running costs are compared under five headings—cost of the whole unit, cost per suite, cost *for* each doctor (cost of unit divided by number of doctors), cost *to* each doctor (rent at Health Centres; share of expenses in Group Practice), and cost per patient per attendance.

Running Costs per annum	*Whole G.P. Unit*	*Cost per suite*	*Cost for each Dr.*	*Cost to each Dr.*	*Cost per Attendance*
	£	£	£	£	s. d.
London	5,850	975	975	350	4 4
Harold Hill ...	4,200	1,400	466	111	4 11
Nottingham ...	1,400	350	350	104	2 9
Bristol	6,700	1,116	766	100	4 0
Group Practice ...	2,900	1,450	966	966	3 0

NOTES

(a) **Cost to each Doctor**

In all the Health Centres this is the cost for a branch surgery and the doctors have other surgeries to pay for; in the Group Practice this is the only surgery.

(b) **Cost per attendance**

As stated above, there are no nurses at Nottingham; this lowers the cost per attendance both by increasing the number of times the doctors see patients, and by the absence of nurses' salaries from the total running costs.

At Harold Hill the higher figure appears to be due solely to the fact that doctors do not attend daily.

The Minister's Letter

The letter from the Ministry of Health, included in the communication of 22nd February, 1956, from the London County Council, raises five major issues on the future of Health Centres.

1. Reduction of capital cost.
2. Association of general medical and Local Authority Services.
3. Restriction to areas of large-scale housing development.
4. Reservation of sites for Health Centres.
5. Group Practice Loans as an alternative to the provision of Health Centres.

We deal with these issues seriatim.

1. Reduction of capital cost

The Minister suggests that any future Health Centre should be considerably smaller than Woodberry Down, and indicates a figure of £35,000 compared with Woodberry Down's cost of £179,000—a figure which would undoubtedly be higher at today's prices. In view of the facts already set out, we are entirely in agreement with the Minister that a large reduction in cost should and can be made. We consider that the most important step in securing this reduction is for full use to be made of the rooms provided. For a general practitioner suite to be used for approximately 6 hours a week appears to us to be a wasteful expenditure both by the doctor and the Local Authority. It will not always be possible for doctors to practice solely from a Health Centre and to close their surgeries outside, for two reasons—

(a) to protect their practices, on which we reported on a previous occasion, and

(b) because of the attitude of the patients which we discuss later.

We think, however, that a doctor who goes into a Health Centre should expect to have regular morning and evening surgeries of at least an hour each. Even so, his suite will only be used for three or four hours a day. We have therefore considered whether two doctors can use the same suite. Morning surgery hours vary, and it would be relatively easy to arrange that the two doctors attended at different times; but in the evening each would prefer to conduct his surgery during the "peak hour," the time when patients find it most convenient to call in on their way home from work. This difficulty would not arise if the two doctors concerned were in partnership. Similarly, we think that one waiting room could be shared by two suites if all the doctors concerned were in partnership. If an appointment system is in general use, the size of the waiting room required is not so large.

We have further considered whether some of the general practice suites can be used for some of the Local Authorities services. Again our answer is "Yes." Doctors normally have consulting hours morning and evening and their suites could be used for ante natal and infant welfare clinics in the afternoon. This is actually being done at Bristol where two waiting rooms adjoin and have communicating doors. If the waiting rooms were separated by a sliding partition, two could be thrown into one when required. We should, however, point out that if Local Authority clinics are to continue to be staffed by Local Authority doctors this arrangement automatically ensures that these doctors and the general practitioners will not be in the building at the same time. Accommodation which is not going to be used should, of course, not be provided. A staff common room should only be built if it is going to be used. The same applies to the duty doctor's night quarters (whether these are needed depends on how far away the doctors live). If there is a night suite, there should be one lock-up garage; if not, none. Parking space, however, is essential in London.

2. The Association of Local Authority and General Medical Services

The Minister's assumption appears to be that if these two services are housed in the same building there will automatically be co-operation between those who are working in them. Experience does not bear this out. Co-operation implies personal contact between the general practitioners and the Local Health Authority staff who see their patients—health visitors, midwives, and the Clinic doctors. It is not enough that they should all work in the same building; they must be there at the same time, and have sufficient leisure to meet. In point of fact we understand that whilst the common room at Bristol is used regularly, those at Harold Hill and Woodberry Down are seldom occupied. Working in the same building may make it easier for some people to meet, but it leaves many difficulties unsolved.

In our view the problem of co-operation goes much deeper. The Local Health Authority services are concerned chiefly with preventive medicine, and the general practitioner services have up to now been chiefly concerned with curative medicine. The essence of co-operation is to see that the same patient does not receive advice on treatment and advice on prevention which contradict each other. The best way to achieve this object is for advice on both aspects to be given by the same person. We think, therefore, that all general practitioners who wish to do so should hold infant welfare clinics for their own patients, at which they would be assisted by health visitors. We see no reason why these clinics should not be held in the general practitioner suites of Health Centres, as they are in Bristol, but we consider that the right to hold them there should not be restricted to the doctors who practice from the Centres, as it is in Bristol.

We are in no way minimising the need for communication and co-operation between general practitioners and those who work in the Local Authority services. Indeed we have this year circularised all London general practitioners to point out how health visitors can help them in their practices. We also appreciate that some doctors will not wish to undertake all the personal health services for their patients, and that there is need for co-operation between them and the Local Authority doctors who do this work for them. All this co-operation, however, is essentially a matter of personal contact rather than of architectural planning.

To summarise, we agree with the Minister that Local Health Authority and general practitioner services should be provided in the same Health Centre, but not for the reason he gives. Our reason is that more use can be made of the room space, as explained previously.

3. Restriction to Areas of Large-scale Housing Development

The Minister states that he would expect appropriate conditions for the provision of Health Centre to exist only in areas of large-scale housing developments. We do not agree : conditions are appropriate where there are no suitable premises or premises that can be made suitable. This definition includes (a) certain built-up areas, and (b) areas of large-scale housing development where there are no premises at all, but these latter areas are of two types, both of which we have encountered in London : (1) New housing estates; (2) Areas of large-scale rebuilding. Different considerations apply to the two types.

With regard to new housing estates, we are aware that the Central Health Services Council, in its report for 1950, recommended that Health Centres should be erected on these estates, and that doctors should only temporarily be permitted to practice from separate houses. This recommendation was put forward on a theoretical basis.

A large estate takes several years to build. A minor point is that the Health Centre, if sited at the middle of the completed estate, would not be in the middle during building. The more serious difficulty concerns the introduction of the doctors. It would be wasteful of medical manpower to introduce say four doctors when the existing population did not need more than one, and moreover, even if each doctor received the initial Practice Allowance (£600 for the first year, etc.), he would have great difficulty in living on this and a share of a completely inadequate practice during his early years. Certainly a doctor building a practice from scratch could not afford the £350 per annum rent now payable at Woodberry Down. On the other hand, if doctors are introduced into the Health Centre, as the need arises (1 for each 2,500 is the figure accepted by the Medical Practices Committee) other difficulties will arise. The doctor who starts first will have a great advantage over his colleagues who follow. Will they all pay the same rent ?

Moreover, whilst we do not regard it as essential that all the doctors who work in a Centre should be in partnership, we do consider it essential that those who use the same suite should be, and we do not consider that full use can be made of the room space unless each suite is used by more than one doctor. It follows that the doctor who first occupies the suite must be free to choose the partner who will share it with him, and to benefit from being the senior partner. Thus some of the doctors starting practice on a new estate would benefit much more that others. It was these and similar considerations which led the Committee, in conjunction with the London Executive Council, to advise that the Abbey Wood Estate should have 4 separate surgeries, one in each quadrant.

Reconstruction in an already built up area, such as is occurring in Poplar and Stepney, presents a very different problem. Here there will be established practitioners who are likely to be losing their existing surgeries, and provided that enough of them are willing to enter a Health Centre, and that there is sufficient co-operation between them, we think that a Health Centre could well be established. In fact, we hope that in the area mentioned it will be possible to open one.

4. Reservation of Sites for Health Centres

We appreciate the force of the Minister's argument that land should not be reserved for Health Centre Sites, and lie unused for years when it is urgently required for other purposes. On the other hand, we keenly sympathise with the desire of the London County Council not to allow all land to be built over, so that, if it were later desired to erect a Health Centre, there would be no place to put it. There are in our view two possible solutions :

(A) The London Executive Council might circularise all practitioners within half mile of each reserved site, asking if they wished to enter a Health Centre in the near future. We do not think that this step would really help, partly because doctors at the present time are not very enthusiastic for Health Centres (for reasons which we gave in a previous report), and partly because, even if many doctors agreed, it is extremely unlikely that the Minister would permit the erection of more than one Centre.

(B) The only feasible scheme appears to us to be what we would describe as the Nottingham plan in reverse. The Clifton Health Centre has been built with a view to being converted into dwelling houses if it were no longer required for its original purpose. We suggest that the ground floor of a block of flats might be so built that the flats could be converted into Health Centre suites if required in future. We invite the London County Council to explore this proposal, by which it might be possible to have Health Centres on the agreed sites at any time in the future.

5. Group Practice Loan Premises as an alternative to the provision of Health Centres

The Minister does not say that these premises are an alternative to Health

Centres but that they might be. We set out below the main points of comparison and contrast between Health Centres and premises provided by Group Practice Loans.

	Health Centres	*Group Practice Loan Premises*
1. Ownership ...	L.H.A.	Freehold or long lease owned by doctors in group
2. Determination of Site	By L.H.A. after consultation with L.E.C. and L.M.C.	By doctors in group
3. Type of building	Purpose-built new (in all cases considered)	Purpose - built new, or adapted
4. L. H. A. Personal Health Services	Provided (in all cases considered)	Not generally provided
5. Source of finance	L.H.A. funds with Exchequer grant)	Loan from Central Practitioners' Fund, plus doctors' private resources
6. Limitation of ... capital cost	Approval required of L.H.A. and Central Government	Not more than £2,500 per doctor, and £100,000 per annum for whole country
7. Ancillary Help ...	Provided by L.H.A. ...	Provided by doctors in group
8. Relation between doctors	Partnership not essential and almost non-existent	Partnership not essential but almost invariable
9. Cost to doctor ...	Rent based on cost if he provided comparable premises and services (less than actual running costs)	Proportionate share of actual running costs
10. Number built or approved in London (as at May, 1956)	One	Ten

In our view the purpose of Health Centres is to achieve all the following objects :

A. Adequate and suitable premises for doctors to work in.

B. Provision of ancillary help—nursing, clerical, etc.—to relieve doctors of work which others can do equally well.

C. Bringing together general practice and preventive medicine (as indicated above, usually referred to as general medical and Local Authority services).

D. Accommodation for several doctors to work in the same building, and to co-operate and consult together.

How far are these objects achieved in practice by Health Centres and by Group Practice Loan premises ?

A. Premises

Both Health Centres and Group Practice Loan succeed : on the evidence before us, the former are probably rather better adapted to the purpose for which they are used, but are more costly.

B. Ancillary Help

Provided in both (provision is one of the conditions for a Group Practice Loan). In Health Centres this staff is employed by the Local Health Authority : in Group Practice Loan premises by the doctors.

C. Association of general medical and preventive services

This can be achieved in both types of building, although in fact it is not at present being fully achieved in either. We have already stated that in our view the best form of association is for general practitioners to undertake preventive services for their own patients (ante natal, infant welfare, etc.), and to have the help and co-operation of health visitors and midwives in doing so. This is happening at Bristol, although the only general practitioners taking part are those who work in the Centre : in the other three Centres we understand that it does not occur. In the Group Practice the doctors do provide these services for their patients, but they do not have the assistance of health visitors nor midwives. We think this is wrong; we consider that any Group Practice which carries out these services should be entitled to ask the Local Health Authority for assistance by health visitors and midwives.

D. Co-operation and Consultation between general practitioners

Although this is made easier when several doctors work in the same building, the degree of success attained depends chiefly on one other condition. We have already stated that we do not consider it essential for *all* the doctors in a Health Centre to be in partnership together : nevertheless we believe that the fullest co-operation and consultation will only be attained if they are. A second opinion can be most quickly and conveniently obtained if the second doctor is in the building at the same time as the first, but unless the second doctor is in partnership with the first it is unlikely that he will be asked to see the latter's patient. A further advantage is that one doctor can see another's patients if the latter is called out in an emergency. Moreover, a partnership and the staggering of consultation hours provide a longer period when a doctor is available for consultation ; a patient will normally visit his own doctor during his consultation hours, but there are occasions when this is either difficult or unnecessary, e.g., when a patient comes back from work unwell.

We have already pointed out that some degree of partnership is necessary to secure a reduction of cost. We conclude therefore that the fullest co-operation, efficiency and economy at a Health Centre or Group Practice will only be secured if all the doctors are in partnership. We point out that this condition is fulfilled in the Group Practice which we visited, and in the great majority of other Group Practices; it is not fulfilled in any of the four Health Centres under consideration. The explanation we believe is that partnership between doctors involves intimate and sometimes delicate personal relationships, and can only be successful if entered on a purely voluntary basis. When Mr. Aneuran Bevan, as Minister of Health, proclaimed shortly before the National Health Service started, that doctors would be free to choose their own partners, he was only stating a truism essential to the success of the service. Partnership is not, however, merely voluntary: it is normally a matter of slow but natural growth. As the practice of a popular doctor increases he finds it necessary to take a partner; and these two in turn may find it necessary to take a third (as actually happened in the case of the Group Practice visited). The other important feature of partnerships is that they are most commonly formed by established doctors bringing in partners from outside. Sometimes two (or more) established doctors will join together, and we hope that this will occur more frequently as neighbouring doctors get the habit of working together in rotas, etc. On the other hand the mere fact of practising in competition over a period may militate against eventual partnership. These difficulties have to be considered whenever any Health Centre is to be erected.

There are three other points of comparison between Health Centres and Group Practice Loan Premises. In 1949 the London County Council undertook to look for premises to acquire and adapt for Group Practice for twenty-nine groups of doctors in London, but were not successful in finding any; since 1953 many groups of doctors have looked for themselves, and ten schemes have been approved by the London Executive Council.

The Second point is the employment of ancillary staff. In Group Practice Loan Premises these are employed by the doctors, and our members who visited the Group were particularly impressed by the homely and congenial atmosphere they found there.

In the third place Group Practice Loan premises are usually an adaptation of a surgery to which patients are accustomed to go, or a new building in the immediate vicinity; Health Centres are new buildings in new situations to which patients have not been accustomed. One is a natural development, the other is a sudden artificial alteration.

To summarise, Group Practice Loan Premises start with the doctors, nearly always in partnership, and proceed to the site and the building, Health Centres start with the site and the building, and then attempt to bring in the doctors. Group Practice Loans give a more flexible approach, and much less costly results, but the Local Health Authority is excluded from the picture. We think this is a most unfortunate result, and we hold that there is an urgent need for the erection in London of other Health Centres of modest proportions, where, if possible, all the doctors would be in partnership, and where they would provide preventive as well as curative services for their patients, with the co-operation of health visitors and midwives.

In addition, to the five major issues raised in the Minister's letter there is yet another, namely:

Attitude of Patients

6. We note with great regret that the Minister has omitted all reference to this vital problem. Nevertheless, it must be faced. In considering the position at each of the four Health Centres we must again emphasise that none of them have been open for more than a short time.

London. The building of the estate was almost finished before the Centre was opened, and there is a large number of doctors' surgeries in the immediate neighbourhood. All the doctors working in the Centre have maintained their private surgeries, and in their opinion the patients on the whole tend towards a preference for the private surgeries.

Harold Hill. The estate was built before the Centre was opened. All the nine doctors at the Centre have other surgeries on or near the estate, as do five other doctors. The doctors at the Centre estimate that only 25% of their patients attend there, and it is significant that none of the nine considers it worthwhile to attend the Centre daily.

Bristol. The estate was fully built up 20 years before the Centre was opened. All the doctors at the Centre have other surgeries near the estate, as have many other doctors. Although there are no other surgeries on the estate it is only claimed that about 35% of the population attend at the Centre.

Nottingham. The Centre was opened when only about 10% of the estate had been completed. All four doctors at the Centre have other surgeries (some distance away). There are two other doctors' surgeries on the estate. It is significant that these two doctors have together attracted more patients than the four doctors at the Centre.

The Group Practice. All the 7,000 patients attend at the one surgery, and the practice is steadily increasing.

Our conclusion is that so far patients have not exhibited any preference for the Health Centre as against the doctor's private surgery. Apart from natural conservatism, this might be due to (a) dislike of an institutional building, (b) fear of lack of privacy, (c) lack of congenial atmosphere owing to staffing difficulties, (d) patients have chosen their doctors and got the habit of attending their surgeries before the Centre was opened. None of these four reasons apply to Nottingham.

It has been suggested that patients so strongly prefer to go to one doctor's private surgery that it is futile to expect that either a health centre or any other large central surgery will ever be popular. The success of the Group Practice (and of many other practices in London) shows the falsity of this suggestion. Why then has this group practice been more successful than any of the four health centres ? After careful consideration we have come to the conclusion that the reason is that the patients of the Group Practice are receiving a better service—in extended hours of consultation, in the use of an appointment system, and in infant welfare and ante natal care, all from the same three doctors—than is available at any of the four Health Centres. We see no reason why a group of doctors in partnership should not provide an equally good service at a Health Centre, and as already stated we think that there is an urgent need for further Health Centres where this experiment could be tried. Until the patients have received the full services which a Health Centre make possible, no one can say what their attitude will be.

Summary

Although the number of Centres studied is small and the period of their activity short, yet there is something to be learned from them both separately and in conjunction. We hope that others will pursue this study over a wider field and a longer period of time.

We append below our detailed recommendation, but our main general conclusion is this—that up to now too much attention has been paid to buildings, and too little to the people who work in them and use them.

Recommendations

1. That the initial cost of the Health Centres can and should be greatly reduced.

2. That the scheme for the reservation of sites suggested in this report be explored by the London County Council, and, if found practicable, be immediately extended to the whole county.

3. That Health Centres of modest proportions be erected as soon as possible in the County of London.

4. That the doctors working in a Health Centre should be consulted on the appointment of their ancillary staff.

5. That the London County Council make available the services of health visitors at all Group Practices and to all other general practitioners, as far as possible, to assist in providing personal health services for their patients.

6. That as the association of general practice and preventive medicine depends upon the personal contact and co-operation of those who work in these fields, the London County Council, the London Executive Council and the London Local Medical Committee, should take all possible steps to foster and increase this co-operation.

APPENDIX C

PUBLIC HEALTH SERVICES 1956-57

Metropolitan Boroughs	*Estimated penny rate product* 1957-58	*Total expenditure*	*Govt. Grants*	*Other Receipts*	*Net Cost*
1. Battersea ...	5,961	56,493		8,599	47,894
2. Bermondsey ...	4,860	55,885	2,191	9,452	44,242
3. Bethnal Green ...	2,513	24,773		5,295	19,478
4. Camberwell ...	9,250	47,972		8,523	39,449
5. Chelsea ...	7,320	29,655		5,305	24,350
6. Deptford ...	3,430	33,584		6,396	27,188
7. Finsbury ...	8,600	61,899		16,076	45,823
8. Fulham ...	6,980	55,330		9,861	45,469
9. Greenwich ...	5,577	52,584		8,364	44,220
10. Hackney ...	9,290	92,250		17,021	75,229
11. Hammersmith ...	8,025	56,338		11,845	44,493
12. Hampstead ...	8,485	39,030		8,147	30,883
13. Holborn ...	13,800	46,725		12,650	34,075
14. Islington ...	11,950	94,313		20,622	73,691
15. Kensington ...	19,600	68,816		12,530	56,286
16. Lambeth ...	15,500	97,013		17,970	79,043
17. Lewisham ...	11,800	71,397		12,618	58,779
18. Paddington ...	9,504	60,678		11,701	48,977
19. Poplar	3,800	52,925		6,162	46,763
20. St. Marylebone	22,800	67,664		13,442	54,222
21. St. Pancras ...	13,600	86,321		20,159	66,162
22. Shoreditch ...	3,810	33,050		5,813	27,237
23. Southwark ...	6,626	81,039	1,830	21,679	57,530
24. Stepney ...	7,850	79,147		10,569	68,578
25. Stoke Newington	2,599	25,656		5,038	20,618
26. Wandsworth ...	20,400	102,175		14,430	87,745
27. Westminster ...	78,300	159,856	2,065	41,479	116,312
28. Woolwich ...	9,860	71,193	84	12,189	58,920
	332,090	1,803,761	6,170	353,935	1,443,656
City of London ...	47,493	127,630		26,346	101,284
L.C.C.		5,587,499	2,551,114	487,443	2,548,942
	379,583	7,518,890	2,557,284	867,724	4,093,882
Less— expenditure included twice		238,789		238,789	
		7,280,101	2,557,284	628,935	4,093,882

APPENDIX D

HEALTH SERVICES

PROPOSED TRANSFER OF FUNCTIONS BY LONDON COUNTY COUNCIL TO METROPOLITAN BOROUGH COUNCILS

The important personal health services under consideration were transferred from the Metropolitan Borough Councils to the London County Council by the National Health Service Act of 1946, and have been provided by the County Council since the 5th July, 1948. Now, after less than seven years, it is proposed to put the policy into reverse and return these services to the Borough Councils.

We are of the opinion that the only valid criterion is that of efficiency. Will the proposed transfer provide a demonstrably better service to the public ?

Members of the Local Medical Committee have had considerable experience of these services both before and after 1948. We have weighed up that which the County Council has done and failed to do against that which the Borough Councils did before 1948 and might have done since that date. Before 1948 the Maternity and Child Welfare Centres were the responsibility of the Borough Councils. The Midwives were in the employ of the County Councils. The Borough Councils had charge of the children up to the age of 5, and the County Council of children over 5 up to school leaving age. Health Visitors were available through the Borough Councils with varying degrees of efficiency and success—on the whole with little success. The District Nursing Associations were varied in character and were independent.

Since 1948 much of the duplicating administration has been dispensed with to the advantage of the patient. The County Council, as the Education authority, will remain and as such will retain the responsibility for the whole of the school child population in State controlled schools. When in 1948 the Maternity and Child Welfare Services were taken over by the County Council the nursing staff attached to these services were also taken over. This larger nursing staff now responsible for the whole of the child population having been integrated into one whole, it would the height of absurdity to try and break it, when those who are most intimately concerned, the patients and the doctors, all agree that the service is being run with the utmost efficiency.

Because of the integration the development of the Health Visitor Service has gradually become an effective service to patient and doctor alike. Are doctors in future to contact one or more Borough Council Public Health Departments ? Are they to deal with several health visitors from varying Borough Council areas? Are we to find that one Borough Council can provide the sick room necessities for the patients whereas another Borough Council will not be able to do so ? Are we to find that varying materials will be used for diphtheria immunisation as was the case before 1948 ? Some used T.A.M. when it was long out of date. Are we going to use T.A.F. and A.P.T. instead of P.T.A.P. ? Is whooping cough immunisation to be used in some areas and not in others ? Are we to find that one Borough Council will be able to provide more recuperative holidays than another ?

All these things will depend entirely on the rate that each Council decides each financial year. Those living in the poorer boroughs where the rates are highest would obviously suffer most. It is quite intolerable to visualise the patients becoming the shuttlecock of political parties.

It is suggested that the Home Help Service will be divided under concurrent powers between County Council and Borough Councils. Under these arrangements the boroughs would control Home Helps for those under 5 years and for expectant and nursing mothers. The County Council would retain the services of the Home Helps for all that remains for the rest of the population. We have in the past seen the chaotic position of delegated responsibility in the Tuberculosis Service when little or no advances and improvements were made. Under these concurrent powers similar or worse stagnation will result.

Are the elderly to be dependent on a varying system of help through different Borough Councils and yet remain dependent on Part III accommodation which is the responsibility of the County Council ? If Part III accommodation is also to be transferred to the Boroughs then confusion will be still more confounded.

As far as Health Centre Policy is concerned practical achievement has been small, but potential achievements are already settled in relation to certain sites and plans as agreed with the County Council. In future if the Borough Councils become Health Authorities it will be necessary to bring in these Councils on each of these proposals, secure their agreement, and get them to pay their appropriate quota of costs. A formidable task that will bring doubtful results to the well-being of the population.

Executive Councils will have to enter into new agreements with each Borough Council for the employment of dental officers, otologists and ophthalmic personnel. This will add a considerable burden on the already hard pressed Executive Council. Instead of having one uniform service we will have a school child being the responsibility of the County Council, having his eyes examined at a Centre possibly belonging to the Borough Council, and ophthalmologist being employed by either of the authorities and possibly holding a further appointment either with the Regional Hospital Board or being attached to a Teaching Hospital. The same would apply to the otologist. The Mental Health Officers have always been in the employ of the County Council. Much work has to be done for this large section of the population. Much work has to be done in preventive mental health.

From the purely administrative point of view of the Local Medical Committee it has been comparatively easy to work with one Health Authority whose Medical Officer and deputy have been members of the Local Medical Committee and the Executive Council. It is quite impossible to have representatives from all the 28 boroughs of the County of London on the Committee. To have but one or two would be valueless for they could not speak for the Boroughs they did not represent.

We note that whilst it is proposed that the exercise of the transferred powers would be a matter exclusively for the Borough Councils and that there would be no control by the County Council, yet it is stated that liaison arrangements would be made to the satisfaction of the County Council to ensure that adjoining Borough Councils co-operate fully with one another, and it is proposed that the County Council shall with the Borough Councils undertake the formulation of a well defined health scheme for London. We are of the opinion that such proposals would be entirely unworkable.

Our general conclusions are:

That whilst prior to the appointed day the personal health services may have been adequately administered by a multiplicity of authorities, such great improvements have been introduced in the interests of the population since that date by the County Council that it would without any doubt be a serious disadvantage to lose the co-operation, good administration, and efficiency effected by the one unit health authority in London.

It is therefore our opinion that to hand over the personal services would set back public health administration and all that it implies for the welfare of the patients.

The London Local Medical Committee (26th April, 1955) considered the foregoing report and then passed the following resolution unanimously:

> "That the London Executive Council be informed that the London Local Medical Committee is of the opinion that to disturb the present efficiently administered personal health services by transferring them back to the Borough Councils would not be in the best interests of the population of London and in fact would be highly undesirable."

Evidence submitted by The London Council of Social Service

In considering the structure of local government in greater London, the experience of the London Council of Social Service may provide both general points of principle and examples of individual problems. The Council covers the whole of the Metropolitan Police area, with the exception of Metropolitan Kent, and provides certain advisory and consultative services in the general field of voluntary social service. In Part I this paper sets out the functions of those committees of the Council and specific pieces of work with which the Council is concerned which are affected by problems of local administration. Part II provides some general conclusions drawn from the work of these committees. Part III gives evidence provided by Citizens' Advice Bureaux of the effect of the existing local government structure on the individual. The evidence given here has been supported by information received from Old People's Welfare Committees, Councils of Social Service and Youth Organisations who have also been consulted.

Part I

FUNCTIONS OF STANDING COMMITTEES OF THE LONDON COUNCIL OF SOCIAL SERVICE AFFECTED BY LOCAL GOVERNMENT STRUCTURE

A. Those serving the Metropolitan Police Area

Standing Committee of Local Councils of Social Service

1. This is a consultative committee for all local Councils of Social Service in the area.

The Citizens' Advice Bureaux Regional Advisory Committee

2. This provides training, information services and administrative advisory services in conjunction with the Family Welfare Association for the whole of the area.

Standing Conference for Old People's Welfare (Greater London)

3. This is a consultative body to which Old People's Welfare Committees throughout the area belong.

London Churches Group

4. This is a group representing all the Protestant Churches the Roman

Catholic Church and the Jewish Community, and is concerned with social problems in Greater London.

Youth Group

5. This is an advisory group concerned with any social problems affecting young people.

B. Specific pieces of work affected by Local Government Structure

Administration and co-ordination of the social services in Greater London present special difficulties because many of them are on a county basis centred on a county town outside London. The pattern which has been evolved for the various voluntary social services has not been chosen solely for convenience or efficiency but because the County Councils who have the responsibility of running the personal services, e.g. the Health Service, prefer to work through voluntary county committees.

Old People's Welfare

1. Each county has a commitee of its own. In the case of Middlesex the London Council of Social Service provides the secretariat and an advisory service and arranges training courses.

Youth Services

2. Services are provided by the London Council of Social Service for London and Middlesex Standing Conferences of Voluntary Youth Organisations. The other counties look to their County Standing Conference based on the county town in order to work in conjunction with the County Youth Committee.

Community Development Work

3. A service of advice of practical help and training is provided by the London Council of Social Service for the County of London. Outside London special consideration has been given from time to time to the large out-county estates. Each County Education Authority within the Metropolitan Police area has a different policy in regard to the provision of Community Centres, and local groups look to the London Council of Social Service for different type of services. In fact it is the out-county estates which have appeared to need most consideration because of the number of different authorities concerned with the provision of social amenities.

Welfare of the Handicapped

4. It has so far proved impracticable to have a co-ordinating committee for Greater London.

There is no common pattern of county committees for the handicapped. Local Councils of Social Service throughout the London area sometimes undertake work for the handicapped and where this is the case they look to the appropriate county committee who administer the county council grant for this work.

Part II

GENERAL CONCLUSIONS

1. The trend of post-war legislation from the Education Act of 1944 onwards has been to give greater powers to county councils to grant aid voluntary bodies undertaking the provision of social services.

2. In Greater London with its 95 minor authorities and (so far as the London Council of Social Service is concerned) five county councils, the co-ordination of activity in order to provide a good coverage of minimum services has been difficult. As can be seen from the administrative pattern described above no two types of services with which the London Council of Social Service is concerned are administered in the same way.

3. There is a natural tendency for those living in Greater London to regard themselves as Londoners, to work and to find their recreation in Central London. At the same time many of these individual Londoners may belong, from the local government standpoint to a particular community which looks to the county town for many services. In an effort to meet these conflicting factors a complicated system of organisations has been developed with considerable overlapping which does not necessarily lead to efficiency.

4. Difficulties of liaison between county councils and Greater London advisory bodies make it necessary for personnel to be wastefully employed attending meetings in which the interest is an indirect one.

5. It is difficult to obtain the financial support necessary to develop much needed services for the whole of Greater London, e.g. co-ordination of voluntary services for the physically handicapped because the grant aiding bodies are not prepared to grant aid a committee which serves an area wider than the county concerned.

6. Finally from the point of view of the individual, who may in the course of his life move about considerably within the Greater London area, or who may work in one part and live in another, this is a difficult situation which leads to ignorance about the provisions for many services, both statutory and voluntary, and may also lead to a lessening of civic consciousness.

Part III

EVIDENCE OF CITIZENS' ADVICE BUREAUX SERVICE SUPPORTED BY OLD PEOPLE'S WELFARE COMMITTEES AND YOUTH ORGANISATIONS

Introduction

1. The Citizens' Advice Bureaux Service was set up to meet a war-time need, and is now firmly established as a permanent and integral part of community life. The Citizens' Advice Bureau is at the service of every member of the

community and its purpose is to make available to the individual accurate information and skilled advice on many of the personal problems that arise in daily life. There are sixty-one Citizens' Advice Bureaux providing coverage over most of Greater London, and in the light of the enquiries which come to these it is possible to comment on some of the difficulties of the man in the street.

Main problems

2. The main problems relevant to consideration by local government administration arise because of:

(i) The large number of local authorities all with varying powers and different methods of applying these powers, making for considerable variation in the standard of services available.

(ii) The tendency to confine services within county or district boundaries, thereby sometimes causing hardship or inconvenience.

Housing

(a) These are perhaps best demonstrated in the housing field by:

(i) The large number of different housing authorities with varying qualifications for registration on their housing lists.

(ii) The loss of eligibility for rehousing by moving even temporarily from one local authority area to another. This can cause great hardship when, for example, a family is rendered homeless and has obtained, or could obtain, temporary accommodation in another area pending rehousing. We are aware that there has recently been some welcome relaxation in this ruling by some boroughs.

Education

(b) Although our evidence is fullest in the housing field, the points made in paragraph 2 also apply to the education services. Our main observations under this heading are:

(i) Varying scales of grants and fees, for example, allowances to boys going to the Canadian Jamboree were—Essex £65 and L.C.C. £5.

(ii) In some cases students are expected to use their own County Education Services, despite the fact that suitable facilities are more accessible in another county. This may cause the student financial and other hardship. For example, a boy at Sidcup was required to attend a technical college at Thanet which necessitated him being away from home because Kent Education Committee would not agree to pay the fees for a day course in London.

Welfare

(c) Adherence to county or district boundaries (para. 2(ii)) can also cause anxiety and hardship where the County Council Welfare Services are concerned. Old people often have to choose between admission to a Home or going to live with their children. The only daughter may live in another county. If the arrangement is tried and does not provide a permanent solution, then the elderly person may have lost her residential qualification and the chance of going to a Home near old friends and amid familiar surroundings.

Other problems

Health Services

(a) There may be much to be said in favour of County Health Services and Divisional Offices, which system provides for uniformity in the county and for economy in administration. At the same time, from the consumer end, it would be helpful if there were some central point in each borough, preferably in or adjacent to the Town Hall, where people needing these services could make application. This would save mothers with young children, and also elderly people, troublesome journeys. It should be noted that it is often advisable for personal application to be made rather than a telephone call, so that the case can be fully discussed. There is also some confusion in the minds of the public as to which matters are dealt with by their own Borough Council and which by Divisional Offices.

Mitcham provides a good example of the way in which the services can be grouped, as here the Health Services, Borough Housing Departments, Home Help Supervisors, Public Health Inspectors, are all housed in one building, perhaps because the Medical Officer of Health for the borough is also the Divisional Medical Officer of Health.

At Twickenham, on the other hand, the office of the area Medical Officer of Health is at Teddington which is inconvenient for many parts of the borough. Similarly the Divisional Health Centre for Surbiton is at Kingston and difficulties are reported in getting Home Helps quickly.

In St. Marylebone, the Divisional Office is at Paddington and not readily accessible. Parents needing child minders apply to the Divisional Office. Parents needing day nurseries apply to the Town Hall. Appointments for the school medical and dental clinics are made through the Divisional Office, though the clinics are held at the Town Hall which tends to cause confusion if an appointment has to be cancelled or altered.

Physically Handicapped

(b) There is a great variation in the services provided by the various county councils in the London Region for Physically Handicapped people. There seems to be a case for greater uniformity by raising the standard to that of the most progressive authority.

Homeless Families

(c) The position of homeless families is made worse by the lack of co-operation between Housing and Welfare Authorities. This situation often prevents a really united effort being made to rehabilitate and rehouse families.

Special Problems of the Out-County Estates

(d) Because the majority of municipal houses in some out-county areas belong to the London County Council and are reserved to meet the County of London needs, there is little provision for the children of the tenants when they marry. The second generation as they grow up have little alternative but to move, just at the moment when they could shoulder responsibility and become useful citizens. This has serious repercussions on the community at large, particularly on such organisations as Churches and Youth Clubs. The older generation whose children have moved away from them have no one to turn to in case of illness or to make them feel wanted and useful. A number of elderly people are now over-housed and would welcome smaller accommodation on the same estate, but do not want to move away from the district. Clergy and Youth Officers have expressed their concern about the disillusioned and sometimes "couldn't care less" attitude of young people. Many out-county estates fall within at least two local government areas. Within the boundaries of the estate, there is a strong sense of unity which over-rides the tenants' feelings of loyalty and responsibility to their own local authority.

The New Towns

(e) The New Towns are attracting the younger married couples who find that they are the best places in which to obtain houses. This however often results in their leaving behind them parents who are deprived of their care and interest and in the young families losing the help of their parents. The parents are also left with more accommodation than they need and may be offered smaller houses away from both their relatives and friends.

Evidence submitted by
The London County Council Staff Association

TABLE OF CONTENTS

Paragraphs
I Introduction . . . . 1—9
II The need for a "Capital" Authority . . . . . . 10—13
III Town Planning . . . . 14—16
IV Building Regulation 17
V Health Services . . . . 18—32
VI London Education 33
VII Welfare Services . . . . 34—35
VIII Technological Considerations . . . . 36—38
IX Conclusions 39

I. Introduction

1. The London County Council Staff Association is a registered trade union having in membership some ten thousand of the administrative, professional, technical and clerical staff of the London County Council. Its objects include (a) the defence and promotion of the interests of its members; and (b) the promotion of the efficiency of the service provided to London by the London County Council.

2. In pursuance of both these objects, the Association has given thought to the subjects covered by the terms of reference of the Royal Commission and submits this memorandum as a result.

3. It is appropriate for the Association to make these representations to the Royal Commission for two reasons. As local government officers and as citizens (the majority living within the area covered by the Commission's investigation) the Association thinks it proper that its members should offer the Commission their views on certain issues which are within their special knowledge and experience. Secondly, the result of the Commission's enquiry may affect vitally the interests of the Association's members. Although it declares frankly its interest in seeking to ensure the continuance of a form of local government administration in London which provides its members with a career which is professionally effective and satisfying, the Association conscientiously believes that, far from there being any conflict between its members' interests and those of London inhabitants at large, they will both best be served by adherence to the principles laid down in this memorandum.

4. The Association has carefully considered whether the structure of London government is a political issue for determination by elected representatives and whether the Association, speaking as it does for the salaried staff of a local authority, has any locus in such matters. Despite some hesitation about offering suggestions on local government structure and the allocation of functions as

between top-tier and second-tier authorities, the Association believes that there is a sphere in which it can properly express an opinion and should, in fact, do so. Many of its members have worked for metropolitan boroughs, boards of guardians and other authorities besides the London County Council, or have undertaken duties bringing them into close touch with such bodies. Their collective experience, therefore, enables them to form a judgment on one important issue—the merits and demerits of large-scale and small-scale bodies.

5. These considerations have led the Association to restrict their evidence to one basic subject—the advantages of a large-scale organisation in the particular circumstances of London government. Nothing in this document is intended as a criticism of the efficiency and devotion of the members and staff of the minor authorities. Its justification lies in the fact that the case for widening the sphere of their contribution to London government is being made by many witnesses on their behalf and the Association, therefore, limits itself to a statement of the contribution which can be made by a large authority.

6. As a simple political ideal there is much to be said for a form of authority in which the elected representatives are physically able to keep in close touch with those whom they represent. Doubtless the Greek city government in which all enfranchised citizens could be present at the taking of political decisions approached most closely to the ideal form of administration. But such simplicity is now outside the realm of the practical because of the sheer number of citizens. Primitive democracy has become a utopian dream; the practical issue is how far we are compelled to depart from it. The Association believes that in the discussion of this theme the case for the relatively small bodies is being over-stated, and very often for reasons unrelated to municipal machinery as such.

7. The Association finds itself an advocate of a large-scale organisation for London government for the following principal reasons:

(a) London, as a capital city, has a natural unity which ought to be expressed through a single organisation of unchallenged authority and prestige.

(b) As the largest built-up area in the country, London has important economic and social needs shared by all its inhabitants.

(c) A large-scale authority can dispose of extensive resources and so command highly qualified staff and specialised services.

(d) Wisely managed, a large authority can pool the experiences of its constituent localities and make them available for common good.

(e) The administration of the county of London has worked efficiently and in the main conveniently for the past 60 years and has effectively demonstrated that a political and geographical unit of approximately this size is practical and perhaps is the best attainable.

8. The succeeding paragraphs of this document are intended to explain and justify the foregoing grounds.

9. The general arguments are illustrated largely by material drawn from a study which the Association made in 1954 and 1955 when a proposal was current for transferring the control of certain local government functions from the London County Council to metropolitan borough councils. The views which the

Association then adopted as a result of its study of the subject are summarised below in their relation to town planning and building regulation and to the health services falling to the control of the London County Council.

II. The need for a " Capital " Authority

10. It seems to the Association that a capital city like London should have a form of government which enhances its prestige and provides a focus for the local patriotism which, though a natural growth, requires institutions through which it can find expression. Londoners have their native attachment to the area and to the establishments of state which are housed in it, to its history and traditions, and doubtless to many less praiseworthy characteristics: the fragmentation of the instruments of local government would deprive the citizens of a central political figure embodying their communal personality.

11. The sentiments of attachment to the lesser areas within the greater whole have their value indeed, but are no substitute for one directed to the national capital as a whole ; nor, indeed, are these local patriotisms always based on a local government area—the civic consciousness of the man from Tooting or St. John's Wood relates to those vaguely conceived localities rather than to the boroughs of Wandsworth and St. Marylebone of which they form parts. Such local feelings will be neither flouted nor displaced by the wider civic sense (already in being) which an all-embracing governmental body covering the whole of London can foster. Lest the Commission should regard such consideration as fanciful, or at least of little practical importance, the Association would remind them of the corresponding claims made for the maintenance of the civic honours of long-established boroughs or for their extension to areas of more recent growth. Any arguments in favour of investing such bodies with dignity and significance in the eyes of their citizens apply with at least equal force to the inhabitants of London as a whole. The growth of civic consciousness within an artificially created entity which has been fostered within the past sixty years among the people of London should not be lightly cast away.

12. There are more mundane reasons for a central authority for London government. In an area so closely developed and integrated the population is highly mobile for shopping, entertainment, social and personal needs and employment. It is desirable that there should be uniform standards of public service, control and amenity so that the inhabitants shall not be hampered by artificial administrative boundaries which may cut off their homes from the nearest service or regulation point. It is relevant to contrast the easy freedom of access to all educational establishments within the administrative county of London with the variety of cumbersome expedients which have to be built up to allow the residents in one borough to use some of the services in others.

13. The minor authorities have indeed from time to time exercised great ingenuity in establishing complex joint operations for their services in order to overcome the disadvantages of fragmentation. The interchange arrangements for public library services are an example of these joint arrangements which functions satisfactorily. Provision for refuse disposal is understood to be less economic and convenient. An instance of a service where there is little integration is street lighting and expensive and inefficient confusion results.

III. Town Planning

14. The report of the Ministry of Housing and Local Government for the period 1950-1954, commenting on the essential character of planning, remarked that "plans are built up on the experience of day-to-day control." The significance of this phrase in the planning conditions of London is manifest because of the complex nature of land uses and the daily pressures for change. In less congested and more settled areas the splitting of planning functions as between overall control and detailed application might be feasible, but London circumstances are different. The formulation of a general plan and the administrative acts which flow from it must obviously be a central function: the delegation of detailed planning can lead only to delay and frustration. A splitting of functions implies that applications for planning permission may have to be considered twice over. Records, similarly, would be duplicated and there would be a constant and elaborate stream of interchange of technical information between the two levels. The county council's organisation for handling planning applications works in close association with its high-grade legal, valuation, architectural and other specialist services available to a large authority. If these functions were divided amongst a large number of smaller bodies no economies could be hoped for and uniform and expeditious service would be less likely.

15. The area of the administrative county of London is not a natural planning area but it is much more nearly so than are any of the existing second-tier authorities or any which could be conceivably established as a result of the reconstruction of London government on a multiple basis. There is sometimes popular criticism of the complexity of the issues involved in planning work and of the number of specialist staff employed to deal with them. But these facts are imposed by the nature of the task. Land ownership and its uses are inevitably complex and nothing can be done to make them completely simple. At the same time if the tasks of planning are concentrated in a single authority there are greater opportunities of rationalisation than if the functions are scattered amongst a number of minor authorities who must perforce establish complicated links with one another.

16. From the point of view of the public there are obvious advantages in a single authority for a very wide area since all applications can be dealt with at a single centre. Most planning applications are submitted by professional advisers, solicitors, architects, valuers, surveyors or property agents who are usually located in central London and find it convenient to deal with a single central authority. They would hardly welcome the prospect of journeys to the remoter parts of greater London to discuss their business, particularly when they would often find that more than one authority was concerned.

IV. Building Regulation

17. The arguments against divided authority in the matter of building regulation follow lines broadly similar to those which apply to planning. The administration of this branch of the law requires the employment of highly skilled staff which would be more expensive if such specalists had to be repeated in each small authority. The transfer of powers to a number of bodies would result in varying views and policies even perhaps on opposite sides of the same street. Under the present central administration it is found necessary to hold weekly meetings of officers working in different areas in order to standardise policy under the complex statutory provisions. This would be clearly much more difficult if the work were in the hands of a number of separate bodies.

V. Health Services

18. An important reason advanced for the proposal to transfer back to borough councils the personal health services concerned with maternity and child welfare and cognate subjects was that the administration of these functions by a county council involved a loss of the " personal touch " with which they had been conducted by the metropolitan borough councils before 1948.

19. The Staff Association's commentary on this and on other aspects of the proposed fragmentation of the health services provides a relevant comment on the general principle of large-scale administration and is, therefore, set out below.

20. Whatever personal touch there may be in the administration of the health services derives mainly from contacts between the public and the staff and not between the public and councillors. In this respect the transfer of powers from the boroughs to the county council under the National Health Service Act, 1946, made no change. Mothers and children still see the same doctors and health visitors, householders the same home help organisers, and so on throughout the service.

21. The county council has shown itself well aware of the desirability of including in the ranks of its executive committees a strong representation of people with first-hand knowledge of local circumstances and feelings. It has established a system of local administration through divisional health committees and divisional offices (each covering a group of boroughs) to which has been delegated a wide measure of independence. The divisional health committees are given freedom to exercise a greater degree of authority and personal influence than were the members of most committees of borough councils. They have authority to spend £1,000 on any single item and to take immediate and far-reaching decisions on many issues without reference to higher authority. They have opportunities, which they are encouraged to exercise, of keeping in personal touch with the running of individual establishments both within their own local borough and in the others throughout the whole division. They are able to propose new policies to the central health committee and an impressive list has been compiled of service wide development originating at divisional level and, in the end, adopted for the whole county. London as a whole benefits from this opportunity for local initiative.

22. Any proposal again to recast the local health services would cause great confusion, destroy many existing fruitful loyalties and lower the standard of the service.

23. The post-1948 organisation has made possible the provision of services on the same footing for every Londoner. This standardisation has been obtained by levelling up and not by levelling down: the expansion of the home help or the chiropody services, the programme of building repair, decoration, or replacement, and the extension of the child minder service are obvious examples. The less satisfactory standards of some of the boroughs have been raised; charges to every participant are standardised; and new services are equally available to all. Apparently contrary evidence, such as the increased charges at day nurseries and the reduction in their number, is due to changed social and political circumstances which could have occurred whether the service was centralised or left as it was.

24. If the health services were again operated by 29 separate authorities, relations with other agencies would be far more complex than they are now. Negotiations with hospital authorities, nursing associations, government and London County Council departments, and the numerous voluntary bodies would have to be conducted on twenty-nine levels instead of on one, or at most nine.

25. A major advantage of county control of the services transferred in 1948 is the integration which it has made possible with the school health service. This means that every child remains under the medical supervision of the same doctors and nurses from its pre-natal days to the time it leaves school: the arbitrary changes at school-entry age has gone. This valuable unification does not end there, for the modern duties of a local health authority embrace all the members of the family: for the first time, the domiciliary care of all members of the household is in the hands of a single organisation, with benefits so profound and so obvious as to need no elaboration here.

26. A large-scale service undoubtedly presents administrative problems, including that of ensuring initiative and freedom at the periphery. The county council maintains an organisation and methods service constantly seeking to simplify and cheapen administrative procedures. Although differences of view on the success achieved in particular fields are bound to persist, there is no reason to believe that, by and large, there is excessive centralisation. The divisional organisation, both at member and at officer level, has sufficient power and status to ensure due consideration of the local point of view. The price of liberty is eternal vigilance and it is a price which is continuously being paid and for which value is received.

27. It is held by some that, despite all measures of delegation, a large machine may often operate more slowly than a series of small machines, at any rate where large questions are at issue. On the other hand, the reluctance of many borough councils to delegate powers to committees and officers slowed down administration. The county council appoints trustworthy committees and highly qualified officers and gives them generous freedom to carry out their functions within a broad policy formulated at the centre after full consultation with those working in the field. There is no evidence that in day-to-day administration or in matters of urgency the Council's system is subject to serious delays.

28. Some cumbrousness is created by the participation of borough medical staff in the administration of the services. They carry out functions which could well be performed by the London County Council's own officers; their removal, far from creating the need for more staff by way of replacement, might even lead to some saving of manpower; it should, for instance, be possible for the clerical work associated with the borough medical officer of health's county functions to be done by staff already engaged in divisional offices. These allegations do not tell against the principle of county control but against its dilution by an admixture of borough staff.

29. Contrasted with such dangers, there are many merits in large-scale operation. A wisely operated system of bulk purchase is more economical. Some services can be provided which would be impracticable or prohibitively costly to a group of small authorities; instances of these are the socio-medical investigations conducted by professional staff which have added much to useful knowledge in these fields; researches into administrative matters (e.g. nursery

costs) which have resulted in important economies; the county council's scheme of health-visitor training which has gone far to overcome the shortage of these "scarce" officers; or the provision of a comprehensive system of recuperative holidays. None of these achievements would have been possible on such a scale under borough administration, unless, of course, some other form of central direction had been superimposed.

30. It is significant that the county council told the Guillebaud committee on the cost of the health services how the present arrangements made at least one valuable contribution to the integration of those services which was so badly needed. The point is well exemplified by the close contact (so much easier because of unified control) between the health staffs and those of the county council's children's, welfare, or education departments—all concerned with the same citizens, serving common purposes, and now working under the same direction. To lessen the intimacy of those relations, carefully nurtured by the county council, must hamper the efforts which are being made to raise the standards of social health which are the common concern of all these workers.

31. The county system of administration is sometimes accused of extravagance, but the critics are soon confounded if they are asked for their evidence. Many who have said that the system was costly because it involved a central staff at County Hall as well as in the divisions failed to realise that there are administrative overhead costs at the town halls: the town clerk, the engineer, the treasurer all had duties related to the health services and needed staff to carry them out. Before the argument of higher costs can be taken seriously it would be necessary to have a full survey of costs before and after 1948, allowing for (a) the rise in prices since then ; and (b) the expanded and improved services now provided.

32. The county council in creating its scheme for the administration of the health services embarked on a farsighted experiment in the government of a great metropolis : it sought to resolve the dilemma which confronts all large organisations and to secure the benefits of a major service while not losing the merits of local contacts. The central health committee and the rest of the County Hall structure provide the means for co-ordination and the economies which may be derived from large-scale administration: the divisional committees and offices furnish the opportunity for local associations. It would be wrong to jettison the most constructive attempt which has so far been made in this field.

VI. London Education

33. The London Education Service has functioned as a single entity for the whole county for over half a century; no part of it has ever been administered by smaller authorities. In the course of its history the service has developed a unified tradition and a series of administrative and professional devices to ensure flexibility and full regard to local and sectional views and needs. The special experience of its members employed in that service leads the Association to include the following paragraphs which supplement some of the principles of evidence given above and significantly illustrates others.

The divisions of the London County Council area into smaller areas with separate authorities would be a catastrophe for the education service: the following are among the reasons for this view:

(1) London education has been administered by a single authority operating in the same area since the setting up of the London School Board, and the high quality of the education service now available is proof that for such a large and densely populated area a one-tier authority is the best. Certain aspects of the service which are better administered in smaller geographical areas by the same authority are dealt with most effectively in the nine divisional offices. Some thousands of voluntary school governors and managers or care committee workers provide a valuable non-official element in the running of the service.

(2) London is the metropolis, the centre of the country and the empire and should be able to offer facilities (e.g. courses for students coming from abroad, courses in unusual subjects for which there is little demand elsewhere, etc.) which only a large authority would be in a position to provide.

(3) London education and in particular secondary education has made great strides since the war. The division of the county into smaller areas administered by separate authorities might well mean a radical change of policy in some of the new areas which, now that the Council has gone so far in the establishment of large secondary schools, would result in a definite worsening of educational opportunities.

(4) Parental choice of school would be severely limited if a system of smaller education authorities were introduced and it might well be that most children would have to attend the school to which they were directed.

(5) The present London County Council area is large enough to permit of an effective system for recruiting and deploying teachers. A smaller area could not offer the same opportunities and in these days when teachers expect sooner or later to secure a post of responsibility the movement of teaching staff between smaller authorities might become unduly great.

(6) London has developed aspects of its education service which are unknown elsewhere, e.g. its inspectorate and its care committee service. Only a very large authority could employ an effective team of inspectors. The care committee service might well disappear if a change in London government were made.

(7) Services run under permissive powers, such as out-county playing fields, play centres, lectures and classes for teachers need to be organised on a wide basis. If London were divided into smaller education authorities these services would be jeopardised and more difficult and expensive to provide. If they were to continue, it would be necessary to set up co-ordinating committees resulting in a diffusion of responsibility.

(8) A more effective system of further education is likely to be administered by an authority governing an area large enough to make it possible to cover all needs; London is such an area. In special education the Council has built up a service which, because of the large and heavily populated area, can cater for all handicaps and has scope for experiment. Such a service could not be provided by a small authority. Moreover, boarding special schools, which do so much for severely handicapped children, would not be easy to maintain under a series of small authorities.

(9) In a small area the youth employment staff could not be used so effectively as it is in the existing London area. For example, at present it is possible to send a team of officers (including specialists) into a grammar school which has, say, a hundred school leavers, so that the interviewing of these pupils can be done in a comparatively short time. If only a few officers were available (as in a small area) such interviews would have to be spread over a much longer period. Moreover, the division of London into a number of youth employment areas would be bound to result in decreased mobility of labour, which would be absurd in an area which from this point of view is an autonomous whole. One other point should be made: only three local education authorities (London, Birmingham, Liverpool) are able to employ youth employment specialists, e.g. for deaf persons.

(10) Another part of the education service which it is considered might be adversely affected by the division of London into smaller authorities is the system of so-called major county awards of scholarships for university and other advanced education. Although most authorities now adopt the scales of assistance recommended by the Ministry of Education, there would be a risk that one or more of the new London authorities might adopt less generous scales and there would be a real danger that a new authority might have a less liberal attitude than has the London County Council towards conditions of award.

VII. Welfare Services

34. The Association has also considered this subject in relation to certain services provided by the welfare department for handicapped persons. These services, though small in extent, make an important and increasing contribution to the welfare of this section of the community and enable them to play a greater part than was formerly possible in the normal life of the community. Under the guidance of a corps of trained social workers, their needs are assessed, training and employment are provided—either in their own homes or ordinary places of employment—and a variety of devices are made available to alleviate their disabilities.

35. The social workers employed in these duties, if divided amongst the present number of second-tier authorities within the county, would number no more than three or four in each, and this, for reasons to be explained, would greatly reduce the effectiveness of their efforts. Nearly all of these workers become specialists in varying degrees because either (a) they are personally attracted to particular branches of social work (relating to children , the mentally or the physically handicapped, the blind, etc.) or (b) they acquire special skills in their particular field. These skills include a knowledge of Braille or Moon for those associated with the blind or an aptitude for the use of gadgets or the adaptation of premises and furniture for those who work among the physically handicapped. On the basis of a staff so small as that which would be employed by a small authority such specialisation would be unattainable; either the quality of the work would suffer through lack of expertise or it would be necessary to employ a much larger total complement so as to provide the specialists in each branch for every authority. Centralisation further enables the necessary supervision and co-ordination of this work easier to provide with a small top-level staff.

VIII. Technological Consideration

36. Two major services provided by the London County Council illustrate the principle that technological factors often demand a large area for efficient operation. These are housing and sewerage and sewerage disposal.

37. The minor authorities in London have, of course, made a valuable contribution to the solution of the housing problem of this metropolis but in point of size it is small compared with that of the county council. The built-up character of the town makes it inevitable that the search for sites should become increasingly unrewarding. There is a consequent ever-increasing trend for authorities to have to house Londoners outside the administrative county and even outside the area which falls within the scope of the Royal Commission's investigation. It is inconceivable that the immense operations involved and the need for considering complex geographical, economic and social factors in planning the re-housing of the London population could be adequately undertaken by a series of small authorities. Although many gaps can usefully be filled in by them, the major operation is clearly beyond the resources, either in money or staff, of small bodies.

38. The other field in which technical considerations are of prime importance is that of main drainage. The area covered by the London main drainage system extends beyond the administrative county and for technical and economic reasons could, with advantage, be expanded. Very heavy capital outlay is essential in the maintenance and efficient development of this system and no minor authority could effectively cope with it.

IX. Conclusions

39. In concluding this document the Association would return to its opening theme. It has no wish to belittle the importance and value of the work of the smaller authorities within and around the administrative county of London. It does not presume to offer advice to the Commission on the details of the future structure of London government. All that it seeks to do is to try to counter-balance some of the evidence which has been given considerable publicity in favour of extending the powers of the smaller authorities. For the reasons given the Association submits that the major authorities, as such, have an important role to play and that far from their powers being lessened consideration might well be given to some expansion. Although such matters are outside the scope of the Commission's investigations, the Association believes that in the future administration of the Greater London area it might well prove advantageous for the major authority to resume control of the hospital service and to take over that of water administration.

LAURENCE WELSH

Secretary

Room B.73

The County Hall

S.E.1

20th June, 1958

Evidence submitted by The London District Committee of the Communist Party

NOTE : The Committee has not included statistical and detailed material which it understands the Commission already have had put before it. The Committee will however, be pleased to submit further detail or information on any matter contained in this Memorandum, which the Commission may wish to have.

I. Introduction

1. The purpose of Local Government should be to create and administer collectively services which are socially necessary for a healthy community and family development, and which cannot, for the greater part of the community, conveniently or satisfactorily be met individually .

The method of Local Government should be democratic, that is, the organs of Local Government should be elected by and closely answerable to the community as a whole, reflecting in its operations the will of the great majority of that community.

The Communist Party takes as the kernel of its approach to the problem of re-organisation of London Government, how to make that Government more effective to meet the material and cultural needs of the majority of the people, and how to secure the greatest possible participation by the mass of the people in the development and administration of local services.

2. That the structure of London Government is a product of the conflict between the vested interests of 19th century capitalism and the growing pressures of the increasingly urbanised, organised and alert working class supported by progressive public opinion, is known, but insufficiently understood.

3. It is of course well known that, historically, the roots of local government are to be traced to the desire of the ruling groups to have locally an organisation to maintain "law and order," that is, their law and their order. The earliest forms of local organisation were designed to control the poor and the unprivileged.

But 19th century capitalism, when it created modern productive processes, also created the huge urban slums, the desperate ill-health and disease, the terrible exploitation of child labour. It aroused the demands of the poor and the oppressed, supported by enlightened thought in many circles, for good sanitation, clean water, for decent housing, for a new kind of life based on the community and not on that "rugged individualism" that the privileged pretended to uphold.

4. We have no illusion that social services are provided willingly because the ruling class believes that it is morally right that they should be provided.

Some common services are provided to meet the essential needs of the ruling class itself. Its industrial resources, homes and properties must be served by good roads, sound drainage, pure water, effective policing and other protective services. Industry demands a literate working community capable of handling the most intricate of machines, not an illiterate mass of young children driven by the Poor Law authorities into the factories. But the workers themselves organised to take a hand themselves in shaping these services by taking appropriate political action.

5. The oft repeated plea that local government should be kept out of politics fails to comprehend what is the essential character of political action. There may be many issues that call forth a different alignment from the established groupings of the parties that dominate the scene of national politics, but the moving forces of history that are the different class forces contending for political power either to maintain a system of society or to change it are necessarily the vital influences on local government as well.

6. The state machinery, as we believe, corresponds to the character of government which the economically dominant section of the community requires, to maintain under cover of law their privileged position. So the machinery of local government, while to some extent reflecting the partial gains won by the working class, ensures that progress is slow and the privileged have every opportunity to obstruct and delay the implementing of policies in housing, health and education, for example, which will provide for each according to his need. It is essentially the class content of local government that is decisive, though its organisational forms can help or hinder advance.

7. To deny that politics must guide local government, is to deny the evidence of our own experience of recent years—the pregnant mother before the maternity and child welfare committees of the thirties subjected to a means test before she could be allowed milk and eggs ; the council tenant treated as a beneficiary although paying more than the average from his earnings for rent and rates ; the private tenant told he must only expect such standard of home as is reasonable having regard to " the age and locality " of the house ; the fierce antagonism of the well-to-do to the development of a universal education comparable to that they take for granted for their own children. It was after all, as recently as 1936, that a Conservative M.P. could attack the raising of the school age to 15 on the plea that " industry has need of little hands."

8. Administrative blue-prints solve no problems. The machinery of local government cannot itself determine the services to be locally provided or administered. It is the character of the services to be provided that must determine the machinery required, and this will ultimately be decided by the section of the community which controls the organs of local government. But at all times the outdated, the hindrances, to future advance must be cleared away.

9. It is clear that the present confusion of authorities and powers in Greater London, the outdated boundaries, the cumbrous means of dealing with common problems within different independent authorities, must be cleared away. They have been and are now used as arguments to denigrate the principles of democratic local government, and to substitute beaurocratic centralism for local democratic control.

The difficulties arising from this confusion, and from the outworn system of local authority finances (which we do not go into as we understand this is outside the scope of the Commission) are cleverly used to cover the attack on the services themselves.

10. In the course of the last half century the danger has developed of accepting the present structure of London Government and the services provided as in some way sacrosanct. Many who have fought in the past for the development of the social services seem now to have lost the impetus out of which those gains were made, and have become more concerned to defend what is, than to see the possible developments and gains of the future.

The Conservative and Liberal Parties, who speak for the dominant class, seek to restrain the development of the social services, and above all to keep their control and management as far from the pressure of the mass of the people as possible; while many Labour leaders of local authorities, though imbued with the will to be of service to the people tend to substitute a conservative paternalism in the administration of the existing services for working class leadership in the struggle to develop them.

11. The Communist Party distinguishes itself from the Conservative concept of government of the people, and the Labour leadership's concept of government for the people, by asserting as the primary question to be resolved, government by the people, which in itself necessarily comprehends both government of and for the people.

12. Applying the principles we have discussed above to the question of Greater London Government we make some proposals which we hope will strengthen the machinery of local government in London in a way which will ensure the steady development of local services on a sound democratic basis.

We would however make it clear that we strongly oppose proposals that merely tinker with the problem, and in particular which play around with the powers and boundaries of authorities within the County of London, and fail to deal with the single entity which is Greater London.

II. The Framework of London Government

1. We take the view that the Government of London must cover an area which reasonably serves the people who live and work in the continuously built-up area of "Greater London." There are undoubtedly local communities with local histories, connections, and so on, that still partially exist, but London is no longer based, as it was 100 years ago, on groupings of citizens who live and work and have their being within a local precinct. The vast majority of Londoners travel considerable distances to and from their work, and the local community of work and play no longer substantially exists.

The growth of population carries with it the need to control the growth of the urban area in the interests of health and in the planning of the necessary collectively-provided services. The "lungs" of this closely-knit body must form part of that body, and London Government must therefore extend sufficiently far to take in the Green Belt, or what is left of it, and those nearby over-spill towns from which Londoners travel daily to work.

We are convinced that the boundaries of the area as defined for the purpose of this Commission are not wide enough for this purpose, and while it would be foolish for us to suggest some hard and fast boundary, an area close to that of the London Passenger Transport area covering the continuous built-up area and substantially the whole of the Green Belt would probably form a better basis for a central local governing body, with a population of about nine million.

2. The creation of a single Greater London Authority, which we suggest might be called, "the Council of London," need not destroy local parish or community groups, where their retention is historically justified and has some realistic basis, nor need it lead to the creation of a vast bureaucracy, for in our opinion, the powers of the Council of London should be closely limited to those services which, for their effectiveness, can only be planned on the basis of a large area or the needs of a large population.

3. Every service directly intended to meet the needs of people in limited localities should, so far as possible, come directly under the control of popularly elected authorities, which could be called District Councils, serving those localities.

We take the view, therefore, that if Greater London must for certain purposes have a single Government, the greatest possible devolution of responsibility should be on to a lower unit of authority, based on a community and an area large enough for that authority to provide the services democratically and economically. In our view, such units of Local Authority could reasonably comprehend a community around 200,000 population. That is about 45 such councils in the Greater London area.

4. We are not enamoured of the present boundaries of either Metropolitan Borough Councils or Municipal Boroughs or Rural or Urban Districts, or even of the existing County Boroughs as they happen to have grown up by accidents of history. There are vast disparities between the physical extent of the councils and the powers they operate, that can no longer be justified.

There is no long history of Borough or County boundaries that makes the present boundaries sacrosanct. They are not the ancient Shires; they are not the old Parishes; they are creatures of blueprints, accepted as convenient for local government nearly 100 years ago, when London presented a wholly different picture from that of today.

5. We do not come forward with a detailed scheme for the fixing of boundaries. We believe that this must be a matter for a further Commission or Joint Committee, if the principles upon which those boundaries are to be fixed is agreed. We would, however, urge that so far as may be, present boundaries should not be unnecessarily disturbed, but rather, where necessary, local authority areas should be amalgamated to form larger units.

6. We consider further, that the units so established should then be subdivided into the electoral areas for the election of single representatives to the Council of London by direct ballot. These electoral areas would also serve as Parliamentary constituencies. The present arbitrary divisions of local Council boundaries for elections to Parliament and County Council destroy the communal unity that the new electoral areas will restore.

III. The Division of Services

1. In our view, the principle that has to be applied in determining what

services shall come within the responsibility of the Council of London, and what services should come within the responsibility of the District Councils, is that all services should come within the responsibility of the District Council unless some very clear case is made to the contrary.

2. Applying this test, certain existing services clearly have to come within the scope of the larger Authority, and these, in our view, comprehend most of the impersonal services, such as main roads (other than those coming directly under the Ministry of Transport), the general principles of Town Planning for the whole area (e.g., governing zoning, siting of industry or of new or expanded towns within the Council area), main drainage and sewage disposal, and fire services.

3. The District Council would clearly be able to take, and should take, responsibility for such local impersonal services as minor roads, street lighting, local sanitary services, control of town planning in its local application.

The District Council should also control most of the local Health Services, such as the maternity and child welfare services, the home nursing, the health visitors, the midwives and home helps and the school medical services. The District Council would also be able to take responsibility for most of the children's services—the creches and Day Nurseries, the play centres, the control of adoption, boarding-out, and child care generally, and also the services for the youth. It would be the most appropriate Authority for taking responsibility for the services dealing with the needs of the aged—the domiciliary services, the provision of homes and houses for old people, the provision of laundry facilities, and recreational facilities for old people, the hot meals and the holidays, the foot clinics, and other things so badly needed by the old people. All their needs can best be understood and served on a neighbourhood basis.

4. Some services, we think, should be shared—for example, housing. We take the view that the Council of London should be able to plan and develop large estates and be responsible for the expansion of existing towns, building new towns and for housing development outside its own area. It should also be able to develop a machinery of large-scale building, which could comprehend the provision of modern building plant and equipment, and where necessary the manufacture of components, which it could place at the service of District Councils now hampered in the economic development of local schemes by the absence of these facilities, which places them at the mercy of private exploitation. The District Council would have housing powers within the limit of their own boundaries, and would no doubt continue to work in association with the Council of London, as the present Local Authorities work in association with the County Councils in this field.

5. In the field of education, we take the view that a comprehensive primary and secondary education can be organised on a District basis, but we consider that further education, and special education for the handicapped child, whether physically or mentally, can only be organised on a larger catchment area than that which the District Council would normally comprise and should therefore come under the control of the Council of London. Just as the Minister now has statutory powers to indicate essential minima for the standards of education, so we think that the Council of London should have such powers over those fields of education that are placed within the control of the District Council.

This general supervisory power would include the right of the Council of London, after due public enquiry, to take over the control and direct administration of the local service whose standards are not maintained.

6. We consider that the teaching service and the training of teachers should be a function of the Council of London, so that conditions and salaries are maintained on a regional application of national agreements, though recruitment for the primary and secondary schools should be a matter for the District Councils. The School Inspectorate should be maintained as a function of the Council of London.

7. We think the Council of London's power of inspection, as mentioned above, should not be limited to education, but should apply to any of the domiciliary health services, for example, or children's services.

8. As to services not at present within the control of any Local Authority, we take the view that the return to popularly elected administration of the public services is necessary for their health and development. We are, therefore, of the opinion that the Hospital Service within the area of the Council of London should be returned to the direct control of that Authority, and the four Regional Boards, together with the adjoining Regional Boards, of the present Hospital Services should be re-organised, with a view to the gradual transfer of all Hospital Services to the re-organised Local Government bodies.

9. We also take the view that the passenger transport services now within the London Transport Executive's control should come under the control of the Council of London.

10. We would further recommend that the distribution of Electricity should become a function of the Council of London, the generation of power remaining the responsibility of the nationalised industry.

11. Where convenient the production and distribution of gas should become a function of the Council of London.

12. The Metropolitan Water Board should be abolished, and the functions of that Board transferred to the Greater London authority, with appropriate boundary adjustments where necessary, and with arrangements, so far as necessary, with adjoining Authorities sharing in the service.

13. Our aim is to end the multiplicity of Authorities and confusion of functions.

14. We are convinced that, given such re-organisation of London Government, there is no possible excuse for the control over the Police not being in the hands of the popularly elected Authority in London, and we favour the transfer of control of the Police from the Home Office to the Council of London.

15. There are other smaller services which may be shared between the Council of London and the District Councils, such as, for example, the care and provision of museums, which may be partly a function of the greater

Authority and partly within the scope of the District Council. Parks and open spaces are clearly matters that can be appropriately shared. Cultural activity can also be shared.

IV. The Development of Democratic Control

1. All this re-organisation will remain paper re-organisation unless it is accompanied by the widest extension of democratic control.

2. All Public Authorities, in our view, should be directly elected. We favour the abolition of aldermanic seats in all Public Authorities.

3. We favour single-member constituencies for the Greater London Authority, which would correspond to Parliamentary constituencies of about 60 to 75,000 electors, enabling a Council of approximately 120 to 150 to be elected.

4. Such a council should not have powers of co-option.

5. Members of the Council of London should be paid for time spent, and their jobs protected by law.

6. For District Councils, we favour the development of small electoral areas, with one member for each polling district of about 2,000 electors. We oppose the present tendency to expand the size of the electoral area with a large number of members to be elected on a single list. It is closeness to the people that must be decisive, and the smaller the area the greater the opportunity of this taking place.

7. All Councils should be elected to serve for a period of three years, and should come up wholly for re-election at the end of each term.

8. The basis of voting should be a residential qualification only. In the City of London the elections and qualifications should be comparable to those of the other District Councils.

9. We believe there are distinctive historical reasons for retaining the City as a separate local authority area, though most of its functions could be performed by adjoining District Councils in association with it and its separate Police Force should be abolished.

10. The question is, however, how to bring the discussion and administration of each service closer to the people than at present. In our view, there should be the greatest possible encouragement to forms of popular supervision of the administration of the public services.

11. This should include the statutory recognition of committees of citizens, with powers of investigation and public report. A Parents' Committee should be as much a feature of the school as an effective Committee of Management. On housing estates, the Tenants' Committee should equally be recognised, and not just tolerated as a nuisance to be avoided where possible.

These Committees, and Street Committees which could deal with local suggestions and grievances about the handling of domiciliary health services or of children's care committees or of meeting the needs of the old people, or other local services, should have the right to make a report, and have access to council documents, and upon the publication of a report the Local Authority concerned should be bound to publish in the appropriate locality its answer to that report. They should have the right to make suggestions concerning the service which the Authority concerned, should be bound to answer publicly.

12. There should be statutory provision in all Local Authority areas for the calling of Towns' Meetings, on the requisition of a fixed number of citizens, to deal with any particular proposal of the Local Authority or on matters coming within the powers of that Authority, at which Town's Meeting the appropriate locally elected representative to the Authority should be under a duty to attend.

13. The present tendency to avoid contact with the people is to be deplored. It is the duty of the Councillors to convey the views of the electors to the Councils and their Executive Officers, and to ensure that these are carried out, unless good reason can be given to the contrary. The general tendency to avoid the participation of the people in the handling of local affairs results in a lack of trust in the good sense and goodwill of the people.

14. Wherever possible there should be discussions with the people concerned before decisions are arrived at by the elected Authority e.g., if it is proposed to pull down houses, close a school, creche or clinic, or open a new one, or take any major step affecting the lives of the people. We have yet to find any good reason why this cannot be done.

15. We in the Communist Party have no such sense of distrust and therefore we place our confidence for the future health of good government in London upon the closest possible contact with, and the greatest possible responsiveness to, the will of the people.

V. Transition

A re-organisation of London Government on the scale envisaged would mean an upheaval, which could well seriously damage the existing services in the period of transition. There must be an adequate period of preparation leading up to a predetermined appointed day for the simultaneous transfer of services.

VI. Conclusions

1. We are very conscious that many of the proposals we make will be subjected to strong attack, and as the result of discussion and examination may be open to amendment. We speak primarily as the recipients of Local Government services and our day-to-day experience of their administration is necessarily limited.

We are, however, quite clear that unless the principle referred to above, of the great extension of democratic supervision and control of the local services, is accepted by the Commission and brought into its recommendations, no effective re-organisation of London Government will develop.

2. We have our fears that the intention of the present Government in constituting this Commission is not directed to improving the London social services, but rather to finding the means of breaking up the great services which, for example, the Labour L.C.C. has provided, and which the present Government hopes by devolution can be destroyed or rendered less expensive to the ruling class.

3. We believe that a Greater London Authority will carry on, given its democratic basis, the best traditions of the Labour L.C.C., reinforced as it now is by a Labour Middlesex County Council and Labour Essex County Council and reinforced, as it will be before this Commission's report can be carried into effect, by a Labour Government.

4. But Governments and Local Authorities will be effective only so long as they carry the mass of the people with them, and reflect the will of the mass of the people.

5. Hence, the discussion of functions for this Authority and that is secondary to the question of which class is going to control the content of the policies which these Local Authorities should administer.

In our view, the future is with the working class, and our recommendations are designed to serve that class in the full development of its political and economic power.

VII. Recommendations

1. The function of Local Authority is to create and administer communal services, designed to supply collectively those social needs of the people which cannot be met individually, and which are necessary for a healthy community and family development.

2. The administering Authority should be a democratic Authority, directly elected by and from the people, and closely answerable to them.

3. A single area of Greater London, approximating to the area of the London Transport Executive, where necessary extended to the boundaries of the Metropolitan Water Board should be considered as appropriate for Greater London Government.

4. Within that area, the Local Government should be organised on a two-tier system, comprising a Council of London, covering the whole area, and District Councils, covering areas of population between 200,000 and 250,000 people.

5. Each Authority should consist only of members elected by direct election.

6. The electoral areas for the Council of London should be related to the boundaries of the District Councils (in units of population of approximately to 200,000), and the Parliamentary constituency boundaries should be altered so as to correspond to the same areas. The electoral areas should each elect a single member to the Council of London.

7. The District Councils should be elected on the basis of small electoral areas, each electing one member.

8. All Councils should be elected for a term of three years, and should be elected at one time. Members of the Council of London should be paid for time spent.

9. Councils should not have powers of co-option.

10. Citizens' committees should have statutory authority and be constituted with powers of investigation and report on any particular service in which such citizens are directly interested.

11. The responsibility of the Council of London should be for those services which cannot be efficiently and democratically administered by a District Council. These include :

(a) The main impersonal services
- Main roads
- Main drainage
- Sewage disposal
- Town Planning for the whole area
- Fire service

(b) Services to be returned to local authority administration
- Hospitals
- Gas and electricity distribution
- Water supply
- Local passenger transport

(c) A share in certain services
- Housing—
    - Planning and development of large estates and new towns
    - Organisation capable of large-scale building, with modern plant and equipment, and where necessary the manufacture of components
- Education—
    - Education above Secondary level
    - Special education for the handicapped child
    - The teaching service and the training of teachers
- The School Inspectorate
- Museums and Cultural services
- Parks and open spaces.

12. The District Councils should be solely responsible for :
- Minor roads
- Street lighting
- Town Planning in its local application
- Local Sanitary services
- Control of food and drugs
- Health inspection services
- Local Health Services, e.g.—
    - Maternity services, Home nursing, Midwives, Child welfare services, Health visitors, Home helps

- Children's services, e.g.—
  - Creches and day nurseries, Control of adoption, Play Centres, Control of boarding out
- Old people's welfare services, e.g.—
  - Domiciliary services, Laundry facilities, Hot meals, Foot clinics, etc., Homes and houses for old people, Recreational facilities, Holidays

and should share in :

- Housing, within their boundary
- Education, Primary and Secondary
- Museums and cultural activity
- Parks and open spaces

13. London Police should come under the control of the Council of London. The City of London Police should be abolished.

Evidence submitted by The London and Home Counties Traffic Advisory Committee

Present Administration of London Traffic

London Traffic is regulated under the provisions of the London Traffic Act, 1924, as amended by the London Passanger Transport Act, 1933, and the Road Traffic Act, 1956. These statutes constituted the London Traffic Area, an area within a radius of about 25 miles from Charing Cross, within which the Minister of Transport and Civil Aviation has been given wide powers to make regulations controlling traffic. They also established the London and Home Counties Traffic Advisory Committee to advise the Minister in the exercise of these powers.

2. In addition to the responsibilities enjoyed by the Minister and the Committee, however, a number of other bodies have specific power or interests in relation to traffic matters and are also involved in any proposals affecting traffic. The extent of the powers exercised by the various bodies concerned is set out briefly below :

The Minister of Transport and Civil Aviation

3. By virtue of his powers under the London Traffic Act, 1924, the Minister makes regulations dealing with all schemes of permanent traffic control. He also makes half-yearly orders to co-ordinate the timing of roadworks by highway authorities. Because of these functions, the Minister is often described as the Traffic Authority for London.

4. Whenever new or amended regulations are proposed, the Minister is bound by statute to consult the London Home Counties Traffic Advisory Committee and if such regulations may impose an additional burden on the Police, he is required to consult the Home Secretary. He may also direct inquiries to be held into certain traffic matters and delegate to the Advisory Committee the duty of holding such inquiries.

The London and Home Counties Traffic Advisory Committee

5. The London and Home Counties Traffic Advisory Committee was first constituted under the London Traffic Act, 1924, with the duty of advising the Minister on various aspects of London traffic, including the introduction of new regulations. The Committee's duties extend over the London Traffic Area, roughly a circle of radius about 25 miles, centred at Charing Cross. The Committee's constitution and duties have been amended by the London passenger Transport Act, 1933, and the Road Traffic Act, 1956.

6. The Committee now consists of 45 members representing local authorities (23 representatives), the police (3 representatives), trade unions (5 representatives), Government departments (2 representatives), the British Transport Commission (4 representatives) and other categories of road users (8 representatives). The Chairman is elected by the Committee from amongst the local authority members.

This scale of representation, drawn from a wide selection of the authorities and interests affected by traffic problems, ensures that the Committee's advice is based on wide experience and that their approach to traffic matters is neither narrow nor sectional.

7. Although the Advisory Committee has no executive functions, it has wide powers to advise the Minister and to investigate traffic problems. Its duties as defined by statute are :

(a) to consider, report to and advise the Minister on, any matters relating to traffic within the London Traffic Area which in their opinion ought to be brought to the notice of the Minister and, in particular, to consider, and to report to and advise the Minister on, any of the matters mentioned in the Second Schedule to the Act of 1924 (as extended by the Third Schedule to the Road Traffic Act, 1956) which may be referred to them by the Minister.

(b) to make representations to the Board* with respect to any matter connected with the services or facilities provided by the Board* in the London Traffic Area which ought, in the opinion of the Committee, to be considered by the Board,* and

(c) to consider, report to and advise the Minister on any other matters which, either under the Act of 1924 or the Act of 1933, are referred to them by the Minister.

8. The Committee are empowered where they think it desirable or expedient to hold or to appoint one or more of their members to hold public inquiries on any matters referred to them by the Minister under any Act and to require any person to attend as a witness, to give evidence, or to produce any documents which are not privileged from production in a court of law, at such inquiries. The Committee or its members have power to take evidence on oath and to administer oaths for that purpose at its inquiries. The Committee are also required to conduct such inquiries as the Minister may delegate to them.

9. The part of the Committee's statutory functions which derives from the days when it fell to them to advise on the regulation of competing bus services in London which for the most part date from before the establishment of the London Passenger Transport Board, now the London Transport Executive does not now arise in practice.

10. The Committee are now mainly concerned with the statutory restriction of traffic on which the Minister is bound by law to consult them. The Committee's sub-Committees and associated working parties, however, from time to time make special investigations, usually at the request of the Minister, into such matters as congestion, parking, special speed limits and the operation of parking meters, etc. The Committee's annual report must be laid before Parliament.

The Police Forces

11. The Police Forces involved are the Metropolitan Police, the City of London Police, and the Forces of the counties of Buckingham, Essex, Hertford,

---

* The London Passenger Transport Board, now the London Transport Executive.

Kent and Surrey, parts of which fall within the London Traffic Area. The following paragraph relates only to the Metropolitan and City Police.

12. The police are responsible for the day-to-day regulation of traffic within the framework of the general traffic law and the London Traffic Act, 1924, and regulations made under it. They have special powers under the Metropolitan and City of London Police Acts, 1839, for making traffic regulations for special occasions, e.g., Lord Mayor's Show, Trooping the Colour, etc. The Road Traffic Act, 1956, also empowers them to erect signs for dealing with traffic in emergency and, with the consent of the Minister, to make regulations to carry out experiments in traffic control.

13. By regulations made by the Minister under the 1924 Act, the movement of loads exceeding 8½ feet in width or 36 feet in length are prohibited between 10 a.m. and 7 p.m. on weekdays on all streets within a 3-mile radius of Charing Cross and certain other streets up to five miles from Charing Cross except with the written permission of the Commissioner of Police. Further, the police are responsible for licensing taxis, the provision of an adequate number of taxi ranks on streets and advising the Metropolitan Traffic Commissioner on applications from the London Transport Executive for new routes or variations of existing routes, and other facilities in connection with the operation of their services and other matters relating to independent coach operators.

14. Although they have no statutory standing in the making of permanent regulations (apart from being represented on the London and Home Counties Traffic Advisory Committee) or in the implementation of traffic schemes, they often initiate such matters and are usually consulted at an early stage because of their long practical experience in handling traffic.

The Metropolitan Traffic Commissioner

The Stopping Places Advisory Committee

15. Both the Metropolitan Traffic Commissioner and the Stopping Places Advisory Committee are concerned with the siting of bus stops. The Traffic Commissioner has statutory powers which enable him to fix routes and bus stops and from his decision there is a statutory appeal to the Minister. This procedure, which of its nature must be cumbersome, is very rarely necessary, and the great majority of bus stops are sited informally by agreement between the London Transport Executive, the Police and the local authority concerned. Disputed cases are examined in detail by the Stopping Places Advisory Committee, which consists of representatives of the Traffic Commissioner, the Metropolitan and City Police, the London Transport Executive, the Divisional Road Engineer of the Ministry of Transport and Civil Aviation and the Transport and General Workers' Union. The representative of the Metropolitan Police is traditionally the Chairman, and the Ministry of Transport and Civil Aviation provides the Secretariat. In many cases on-site inspections are carried out by the Stopping Places Advisory Committee, to which representatives of local authorities are always invited. The Committee has no statutory foundation but it has been in being since 1921 when it was first set up in consultation with the Commissioner of Police, the Board of Trade and the London Passenger Omnibus Company. In practice its advice is almost invariably adopted by the bodies represented on the Committee, as well as the local authorities.

16. In addition to his appellate authority, under the Road Traffic Act, 1930, the Minister has power under the 1924 Act after consulting the London and

Home Counties Traffic Advisory Committee to make regulations relating to cab stands and ranks, and stopping places of omnibuses and other public conveyances. This power has not been employed, at least in recent years. The form of the current arrangements for the siting of bus stops in the London Traffic Area and the current duties of the Stopping Places Advisory Committee date from the appointment of a Metropolitan Traffic Commissioner in 1930 and more especially the establishment of the London Passenger Transport Board in 1933. Taxi ranks are currently regulated by the Police (see paragraph 13).

17. The Stopping Places Advisory Committee are also interested in the erection of bus shelters through their concern with the location of the bus stops involved. They must also ensure that the shelters proposed do not dangerously obstruct the view of drivers. Powers to provide bus shelters, however, rest with local authorities under the provisions of the Local Government (Miscellaneous Provisions) Act, 1953, and the London Transport Executive by virtue of the London Passenger Transport Act, 1934.

Local Authorities (other than the London County Council)

18. Local authorities within the London Traffic Area exercise their individual responsibilities except on trunk roads,.where the Minister is responsible. In the Administrative County of London the local authorities concerned are the London County Council, the Metropolitan Boroughs and the City of London. Elsewhere, within the London Traffic Area, the local authorities concerned with the main roads are county councils, county borough councils, and certain borough and urban district councils having a population over 20,000. All local authorities have powers in relation to street lighting.

19. Highway authorities are also responsible for such traffic matters as the installation of traffic signs, traffic signals, roundabouts and islands. Pedestrian crossings are the responsibility of the local authority, which may or may not be the same body.

20. In general the initiative in regard to traffic matters is taken either by the local authority or by the police. There is no legal obligation on the Minister to consult the local authority as regard traffic regulations, although in practice this is always done, and the local authorities have in fact a key position because the erection of signs, etc., or minor road works are their responsibility. The Minister can to some extent influence these matters through the payment of grant, but owing to the block grant system this applies less effectively in London than elsewhere. Signs, etc., erected by the local authorities are of course subject to the Minister's general regulations.

21. The Public Health Act, 1925, as amended, confers on local authorities outside the Administrative County powers to provide off-street parking facilities and these have been conferred on Metropolitan Boroughs and the City of London by an order made by the Minister of Health in 1936. The Minister of Transport has no such powers, and neither, at present has the London County Council, although the necessary powers could be extended to them by Order. The procedure, which may have been suitable for 1925, is complicated and several local authorities both inside and outside the London Traffic Area have taken fresh powers in recent private Acts.

22. Local authorities inside the Metropolitan Police District have powers

under the Road Traffic Act, 1956, to apply to the Minister for Orders designating parking places on the highway within which drivers of vehicles can be charged for parking with or without the use of parking meters.

The London County Council

23. Though not a highway authority in the ordinary sense except for a few miles of road, the London County Council are the improvement authority and, as such, undertake works of construction on roads which carry a substantial amount of through traffic. The Minister pays grant at the appropriate rate of grant for the class of roads. The Council are also responsible for the Thames Bridges except for some controlled by the City of London.

24. As planning authority for the Administrative County, the Council control by means of their planning consents the amount of parking accommodation provided in new buildings. They also have through their planning powers a say in any off-street parking projects of local authorities. They are empowered to apply to the Minister for Orders authorising parking meters under the Road Traffic Act, 1956.

Conclusions

25. It will be seen from the above that, while the Minister of Transport and Civil Aviation has been termed the Traffic Authority for London, in fact responsibility for traffic matters in the London Traffic Area is divided among a number of bodies each of which may have some statutory powers or require to be consulted about proposals to deal with traffic problems. At least four bodies are involved in every traffic matter affecting London, namely the Minister of Transport and Civil Aviation, who is responsible for making the regulations required, the Advisory Committee, whose duty it is to advise the Minister, the police who must enforce the regulations, and the local authorities concerned who will erect the traffic signs and carry out any work involved. In addition, the London County Council and the Metropolitan Traffic Commissioner, because of their particular powers and functions, may also have to be consulted on any measure aimed at improving traffic flow. This divided machinery while it allows all points of view to be carefully investigated is understandably cumbrous and slow.

26. The Traffic Advisory Committee feel that there is a real need for a re-organisation of the present responsibilities and functions exercised by the various bodies and authorities which would result in better co-ordination and smoother administrative machinery permitting greater expedition in the handling of the complexities of London Traffic, over an area which now extends from Sevenoaks to St. Albans and from Slough to Gravesend. They consider that much could be achieved by such a re-organisation, both in the taking of adequate and early steps to relieve traffic congestion and in obtaining a better co-ordinated approach to the improvement of road conditions in the London Area. The Traffic Advisory Committee consider that the Royal Commission's attention should be drawn to the complexity of these exacting arrangements.

21st July, 1958

Evidence submitted by The London Labour Party

The London Labour Party

1. Since its formation in 1914 the London Labour Party has grown into a large political organisation, having associated with it 167 Constituency Labour Party organisations, affiliated Trade Union branches and District Committees, Co-operative organisations and Socialist Societies, with a combined membership of over 435,000. Its activities extend over the Counties of London and Middlesex.

In the field of local government the Party has amongst other things the responsibility for the formulation of municipal policy on a broad basis at the time of County Council elections in London and Middlesex. This brings it into very close contact with the Labour members on the two County Councils but it should be stated that the London Labour Party refrains from trying to determine the actions of members and does not seek to control County Council policy in between the periods of election.

There are 115 Labour members on the London County Council (including Aldermen) and 60 on the Middlesex County Council. The London Labour Party is in continuous close association with the Labour representatives on Metropolitan Boroughs and County District Councils in Middlesex. Twenty of the Metropolitan Boroughs are Labour controlled. Of the 26 County District Councils in Middlesex Labour has a majority of seats in 14. There are over 1,400 Labour members serving on such local authorities in London and Middlesex.

2. The London Labour Party has an Executive Committee of 36 members, the Chairman of which is Mr. Charles Brandon, J.P. Mr. Herbert Morrison, C.H., M.P., is the Treasurer, and the Secretary is Mr. Peter Robshaw.

3. The Executive Committee is appointed at, and responsible to, an Annual Conference held in March of each year. Conference is made up of delegates from Constituency Labour Parties, Trade Union organisations, Co-operative Society Political Committees and Socialist Societies. In 1958, 774 delegates and ex-officio delegates attended the 44th Annual Conference representing 131 affiliated organisations.

4. The London Labour Party, from its inception has been keenly interested in the functioning of local government and concerned to promote effective and convenient local government in Greater London. In 1954 a Special Conference considered a report of the Executive Committee on this subject. It was generally felt at that Conference—although there were other views—that the existing two-tier system of local government should remain, but that consideration should be given to some further devolution of powers from the County Councils to the Metropolitan Boroughs and County District Councils as might be appropriate and practicable.

5. Following the announcement in the House of Commons in July, 1957, that a Royal Commission was to be set up, the Executive Committee established

a Special Committee under the Chairmanship of Lord Latham. The Terms of Reference of the Special Committee were as follows :

> "To examine and report on the present system of the working of local Government (other than the administration of police and water), in the area of the Metropolitan and City Police Districts together with the Boroughs of Dartford, Romford and Watford, the Urban Districts of Caterham and Wallington, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District. To recommend whether any, and if so what, changes are desirable."

Being mindful that the area under consideration was wider than the area covered by the London Labour Party we invited and secured the co-operation of representatives of the Labour Party in the outer London Districts of the area under review. The evidence which follows is supported in general by our outer London colleagues in Metropolitan Kent, Essex and Surrey.

Areas

6. There are many Londons, the areas covered by such bodies as the Metropolitan Police, the Metropolitan Water Board, Port of London Authority, London Transport Executive, London Electricity Board, London and Home Counties Traffic Advisory Committee and the London County Council are all different in area, as they are in function. These bodies enjoy a separate autonomy. Indeed, the definition of Greater London is not arrived at easily, although the Metropolitan and City Police Districts are generally recognised as Greater London. In the absence of Town Planning powers in the latter part of the nineteenth century, London was allowed to sprawl and spill into the rural and semi-rural areas around.

County Boroughs as one Solution ?

7. The existing two-tier system of local government seems to be required to maintain effective administration in the Greater London area. One solution which has been posed is the creation of a series of County Boroughs covering the whole area. This would mean the abolition of the London and Middlesex County Councils, it would imply the virtual extinction of many of the individual Metropolitan Boroughs and District Councils since it is unlikely that all of them are sufficiently large in population to secure County Borough status or possess rateable resources sufficient to support the financial cost involved. The creation of a series of County Boroughs would upset and break up a well established pattern of local government in the area under review and would involve a serious dislocation of services. It would spell the end of London as a Municipal entity. London is the Capital City and has a long-established civic tradition.

Regional and Area Authorities

8. A further alternative would be the establishment of a Regional authority with a series of smaller area authorities as the lower tier. The regional body could be the authority responsible for those services which must be organised on a wide basis such as town planning functions, trunk and main roads and bridges, rivers and drainage, further education including higher technical and

technological education, fire and ambulance services.

The remainder of the County services together with those now exercised by the lower tier authorities would become functions of the area authority. This scheme does not commend itself to the London Labour Party.

9. Local government must be local. The area served by the Regional body would be so large that it would tend to be remote from the electors. This fact taken together with the suggestion that the authority would deal mainly with the impersonal services, would, in the view of the London Labour Party, make for a lessening of informed and active interest by the electors in the affairs of their local government. A regional authority dealing with impersonal services and requiring to be some eight times the size of the existing County of London hardly seems to be local government.

10. The area for the Regional Authority is problematical. As is stated earlier, there are a number of Londons. The area of the Metropolitan and City Police is 735.88 square miles, yet it is doubtful if this would be a sufficiently wide area to be suited for the boundary of a regional body. 1,000 square miles seems more reasonable so as to ensure that there would be a substantial amount of Green Belt area encompassed by the Region. Such an area would presumably be the whole of the Counties of London and Middlesex together with parts of Metropolitan Kent, Essex and Surrey. The likely effect on the finances of a severely truncated Kent, Essex and Surrey consequent upon the cutting off of the thickly populated and richly rated portions of those Counties leads the London Labour Party to the conclusion that they would be unable to maintain effective local government services in their remaining areas, mostly rural, without some new form of Government assistance.

The Existing Structure

11. The London Labour Party concludes that although the present system of local government may appear untidy, the network of consultation at member and officer level ensures two tier co-operation and provides for a high degree of effective and efficient local government. There are, of course, directions in which improvements could be made within the existing two tier structure.

12. The London Labour Party is of opinion that the existing Counties should continue as part of a two tier system of local government, but that there may be a case for an examination of certain county boundary alterations of a minor character.

13. Within the existing structure it is felt that there is room for a greater measure of devolution of powers by negotiation between the County Councils, and the Metropolitan Boroughs, and County District Councils as appropriate.

14. The personal health services such as maternity and child welfare appear to the London Labour Party to be eminently suited for transfer by conferment of powers to the lower tier authority. Personal services ought generally to be administered as close as possible to the people who require the facilities of the services, consistent with economic and efficient administration.

15. Such services as the ambulance services, health centres, mental health and the welfare of blind and handicapped persons can more conveniently be

operated by the County authority with its larger area. A further reason for leaving these functions with the County is because there is often a very high capital cost for the equipment required for the operation of health centres, mental health and ambulance services. Expansion and development can best be carried out with the larger financial resources available to County Councils, the cost being spread rateably over the whole area of the County Council.

16. In the Administrative County of London there has always been a unitary public education service, first under the former London School Board and since 1903 under the London County Council.

As a result of expansion and development this service now embraces the provision of practically every form of educational and associated services which can be publicly provided.

The administrative structure which has been built up over the past eighty years by growth and adaptation enables educational facilities of a comprehensive character and high standard for children, adolescents and adults to be available throughout the whole County, the net cost of which is spread over and borne on a rateable basis by the County.

The London Labour Party is satisfied that to dismantle this service and to distribute its functions or any of them among twenty-eight Metropolitan Borough Councils and the City of London could not fail to do serious and irretrievable damage to education in the County of London. Moreover, even the cost of primary education, and the ancillary services which are part of it, if assigned to the Metropolitan Boroughs would cast upon them a financial burden which few could bear and the incidence of which would be unfair and inequitable, with a consequent and inevitable result that there would be varying standards of education as between Boroughs largely determined by their respective financial resources.

For these and other reasons the London Labour Party is of the firm opinion that the unitary education system of the County of London should be retained undisturbed.

It is significant in this connection that the London Labour Party has received no indication of any claim on the part of the twenty Labour controlled Metropolitan Borough Councils that any part of the education services should be transferred to them.

Outside London where there are a number of Divisional Education Executives, where the local areas tend to be larger and more mixed in character, and where the County District Councils have certain limited education functions already, it is felt that there should be some further delegation of powers by negotiation.

17. In order to provide for some equality of educational opportunities and facilities within each County, it is desirable that the overall policy and financial control for the education services should remain with the County Authority. For this reason the London Labour Party does not support conferment of powers on education, feeling that such devolution as may be necessary should be by a scheme of delegation.

18. Goodwill and the desire to serve are essential factors in local government. Goodwill can be retained by respecting the integrity of long established local

possible changes which "would better secure effective and convenient local government."

7. One introductory observation which we would wish to make relates to the Royal Commission's terms of reference. We regret the absence of a specific reference to "economical" administration, because we feel that this is largely bound up with "effective local government." In our view, two of the major faults of the present local government pattern in London are extravagance and duplication of effort and activity. We make fuller observations on these points later in this memorandum.

8. We re-emphasise that the Society's interests extend only to the present County boundary, whereas the terms of reference of the Royal Commission extend to an area which is popularly described as "Greater London." We would ask that this limitation on the evidence contained in this memorandum be borne in mind.

9. We understand that the Royal Commission has informed the various local government bodies in London that it will begin its investigations by examining certain main services, viz. Education, Environmental Health Services, Housing, Personal Health and Welfare, Town and Country Planning, and Traffic. While later parts of this memorandum will seek to deal with these same matters, we feel it necessary not only to refer to certain other services but also to comment on more general defects of the local government pattern in London.

10. Our reason for this is that while the main objects of local government in this country are to provide and administer services for the inhabitants of the respective local government areas, councils are also possessed of substantial powers of direction and control and are entitled to levy large sums of money for their various purposes, and all these activities should be under proper democratic control. We believe that it is the duty of local government not only to administer services but to be representative of the citizen, to be as economical as possible, and to be sufficiently in touch with local views, opinions and desires to form a useful link between the man in the street and the Government of the country.

11. This memorandum is divided into three main parts. We first outline the existing structure of local government in London as a whole and draw attention to what we consider to be the defects which need reform. In the second part we turn to the County Council itself, and, after an examination of its working, state our conclusions that some substantial change is required. The third part of the memorandum considers various alternatives which might be adopted, and their consequences.

I. Present Structure

Division of Functions

12. Within the area of the County of London there exists a pattern of local government entirely different from that in any other part of the country. It is a two-tier system; the upper tier is represented by the London County Council, exercising a wide range of powers including most of those enjoyed elsewhere by County and County Borough Councils. The L.C.C. exercises some of its powers

beyond the County area, including ownership of housing estates, schools, special homes for children, some parks, and administration of the main drainage system for areas around the northern and north-eastern periphery of the County. In respect of housing, parks, sewerage and main drainage it exercises powers above those normally available to a County Council, while it exercises no powers in respect of police, public libraries, or food and drugs. It also exercises some powers in parallel with the Borough Councils, the most important being housing, parks, and welfare of the aged and infirm.

13. The second tier of London local government consists of the Metropolitan Borough Councils, of which there are 28. These exercise functions very roughly analogous to those exercised by non-County Borough Councils elsewhere in England and Wales, although the range of functions is limited by certain matters which are reserved to the L.C.C., in particular diseases of animals, abattoirs and some Shop Acts functions. The Metropolitan Boroughs Standing Joint Committee, which has an advisory role only and no powers, operates as a forum for discussion and co-operation between the various Metropolitan Borough Councils.

14. Mention must be made of the City of London, the Corporation of which is a great antiquity, though for Parliamentary and L.C.C. electoral purposes it is now joined with the City of Westminster. The City hold a unique place in the local government structure in London, and although any logical examination of the question might show its position to be anomalous, we do not suggest that in any reconstruction of local government it should be changed.

15. In addition to the two tiers are certain special authorities such as the Metropolitan Water Board, the Metropolitan Police under the Home Secretary, and the London Transport Executive, responsible for services which in many parts of the country are administered by County or County Borough authorities.

Disparities

16. As is shown in the Appendix,* great disparities of area, population, rateable value and rateable value per head of the population exist between the Metropolitan Boroughs as at present constituted.

Area—The County of London (including the City) consists of 117 square miles with an estimated population of 3,273,000. The Metropolitan Borough Councils range in area from Holborn (405 acres) to Wandsworth (9,199 acres). The smallest are Holborn, Finsbury (587 acres), Chelsea (660 acres), Shoreditch (664 acres), Bethnal Green (759 acres) and Stoke Newington (863 acres).

Population—Here again a great disparity exists. Holborn is again the smallest Borough with a population of 22,230, and Wandsworth the largest with 337,700. There are fifteen boroughs with a population below 100,000—Bermondsey, Bethnal Green, Chelsea, Deptford, Finsbury, Greenwich, Hampstead, Holborn, Poplar, St. Marylebone, Shoreditch, Southwark, Stepney, Stoke Newington and Westminster.

Rateable Value—Here the position is even more anomalous. Westminster has the largest rateable value (£19.9 million) and Stoke Newington the smallest (£659,168). Holborn, the smallest Borough in area and population, nevertheless possible changes which "would better secure effective and convenient local government."

---

* Not reproduced in this publication

7. One introductory observation which we would wish to make relates to the Royal Commission's terms of reference. We regret the absence of a specific reference to "economical" administration, because we feel that this is largely bound up with "effective local government." In our view, two of the major faults of the present local government pattern in London are extravagance and duplication of effort and activity. We make fuller observations on these points later in this memorandum.

8. We re-emphasise that the Society's interests extend only to the present County boundary, whereas the terms of reference of the Royal Commission extend to an area which is popularly described as "Greater London." We would ask that this limitation on the evidence contained in this memorandum be borne in mind.

9. We understand that the Royal Commission has informed the various local government bodies in London that it will begin its investigations by examining certain main services, viz. Education, Environmental Health Services, Housing, Personal Health and Welfare, Town and Country Planning, and Traffic. While later parts of this memorandum will seek to deal with these same matters, we feel it necessary not only to refer to certain other services but also to comment on more general defects of the local government pattern in London.

10. Our reason for this is that while the main objects of local government in this country are to provide and administer services for the inhabitants of the respective local government areas, councils are also possessed of substantial powers of direction and control and are entitled to levy large sums of money for their various purposes, and all these activities should be under proper democratic control. We believe that it is the duty of local government not only to administer services but to be representative of the citizen, to be as economical as possible, and to be sufficiently in touch with local views, opinions and desires to form a useful link between the man in the street and the Government of the country.

11. This memorandum is divided into three main parts. We first outline the existing structure of local government in London as a whole and draw attention to what we consider to be the defects which need reform. In the second part we turn to the County Council itself, and, after an examination of its working, state our conclusions that some substantial change is required. The third part of the memorandum considers various alternatives which might be adopted, and their consequences.

I. Present Structure

Division of Functions

12. Within the area of the County of London there exists a pattern of local government entirely different from that in any other part of the country. It is a two-tier system; the upper tier is represented by the London County Council, exercising a wide range of powers including most of those enjoyed elsewhere by County and County Borough Councils. The L.C.C. exercises some of its powers

beyond the County area, including ownership of housing estates, schools, special homes for children, some parks, and administration of the main drainage system for areas around the northern and north-eastern periphery of the County. In respect of housing, parks, sewerage and main drainage it exercises powers above those normally available to a County Council, while it exercises no powers in respect of police, public libraries, or food and drugs. It also exercises some powers in parallel with the Borough Councils, the most important being housing, parks, and welfare of the aged and infirm.

13. The second tier of London local government consists of the Metropolitan Borough Councils, of which there are 28. These exercise functions very roughly analogous to those exercised by non-County Borough Councils elsewhere in England and Wales, although the range of functions is limited by certain matters which are reserved to the L.C.C., in particular diseases of animals, abattoirs and some Shop Acts functions. The Metropolitan Boroughs Standing Joint Committee, which has an advisory role only and no powers, operates as a forum for discussion and co-operation between the various Metropolitan Borough Councils.

14. Mention must be made of the City of London, the Corporation of which is a great antiquity, though for Parliamentary and L.C.C. electoral purposes it is now joined with the City of Westminster. The City hold a unique place in the local government structure in London, and although any logical examination of the question might show its position to be anomalous, we do not suggest that in any reconstruction of local government it should be changed.

15. In addition to the two tiers are certain special authorities such as the Metropolitan Water Board, the Metropolitan Police under the Home Secretary, and the London Transport Executive, responsible for services which in many parts of the country are administered by County or County Borough authorities.

Disparities

16. As is shown in the Appendix,* great disparities of area, population, rateable value and rateable value per head of the population exist between the Metropolitan Boroughs as at present constituted.

Area—The County of London (including the City) consists of 117 square miles with an estimated population of 3,273,000. The Metropolitan Borough Councils range in area from Holborn (405 acres) to Wandsworth (9,199 acres). The smallest are Holborn, Finsbury (587 acres), Chelsea (660 acres), Shoreditch (664 acres), Bethnal Green (759 acres) and Stoke Newington (863 acres).

Population—Here again a great disparity exists. Holborn is again the smallest Borough with a population of 22,230, and Wandsworth the largest with 337,700. There are fifteen boroughs with a population below 100,000—Bermondsey, Bethnal Green, Chelsea, Deptford, Finsbury, Greenwich, Hampstead, Holborn, Poplar, St. Marylebone, Shoreditch, Southwark, Stepney, Stoke Newington and Westminster.

Rateable Value—Here the position is even more anomalous. Westminster has the largest rateable value (£19.9 million) and Stoke Newington the smallest (£659,168). Holborn, the smallest Borough in area and population, nevertheless has a rateable value of £3.4 million. The Boroughs having the smallest rateable values are Stoke Newington, Bethnal Green and Deptford, all well under £1 million.

---

* Not reproduced in this publication

Rateable Value per Head of Population—As is illustrated by the figures of rateable value per head of the population (also shown in the Appendix), some of the Metrolopitan Boroughs find it difficult to be viable without the aid of the London Rate Equalisation Scheme. Bethnal Green has the lowest figure (£12 8s. per head) and Westminster the highest (£206). The 16 Boroughs where rateable value per head of the population is less than £20 are Battersea, Bethnal Green, Camberwell, Deptford, Fulham, Greenwich, Hackney, Hammersmith, Islington, Lambeth, Lewisham, Poplar, Southwark, Stoke Newington, Wandsworth and Woolwich.

17. The above outline shows the extent of the wide extremes in size, population and rateable value among the Metropolitan Boroughs. As a result each possesses only the lowest common denominator of functions, i.e. those which all of them, from the biggest to the smallest, can exercise. Some Boroughs (e.g. Wandsworth) would be perfectly capable, as at present constituted, of carrying the full range of local authority functions exercised by a County Borough Council. Other (e.g. Bethnal Green) clearly would not. Furthermore, a number of the Boroughs having a low rateable value and a comparatively small population find it difficult to carry out even their present range of functions without high rates, despite the benefits which they receive under the Rate Equalisation Scheme.

Wasted Manpower

18. Other disadvantages also follow from the present structure of the Metropolitan Boroughs. With twenty-eight Metropolitan Borough Councils far too many officers and councillors have to be found, with a consequent wastage of manpower. Twenty-eight town clerks are required, as well as twenty-eight deputy town clerks, borough treasurers, borough engineers, medical officers of health, borough librarians, etc. Altogether there are 1,356 Metropolitan Borough Councillors concerned with the administration of a few, mostly minor, local government services, compared with only 126 London County Councillors handling the vast and complex range of services administered by the County Council. Six Boroughs (Camberwell, Lambeth, Southwark, Greenwich, Stepney and Poplar) provide 335 Councillors (including members of the L.C.C.), whilst a County Borough elsewhere in the country, such as Coventry, having a comparable size, population and rateable value, makes do with 64 Councillors.

Financial Defects

19. Mention must also be made of the financial structure, which has been severely criticised by the Metropolitan Boroughs at different times. There is no doubt that an unhealthily high proportion of the rate revenue raised by the Metropolitan Borough Councils is in fact spent not by them but by other bodies—principally the L.C.C.—over whom they have no control. For example, Westminster, with the largest rateable value within the County, was obliged to raise a rate of 14s. 6d. in the pound for 1958-59; of this only 1s. 9½d. was taken for its own local purposes. After contributions to the London Rate Equalisation Scheme and to the Metropolitan Police, the lion's share—9s. or nearly three-fifths of the total raised—was taken by the L.C.C.

20. This situation is unhealthy in itself, for any intelligent attempt on the part of Metropolitan Borough Councillors to give an account of their stewardship

to the electorate by the usual yardstick of local services related to the local rate is frustrated by the sheer bulk of the County precept which, far more than elsewhere, entirely overshadows the rate levied for local purposes whilst itself remaining above question or scrutiny by those responsible for its collection. We recognise, however, that this unsatisfactory financial situation is itself only the symptom of a deeper defect, namely top-heavy distribution of powers and functions as between the County Council and the Metropolitan Boroughs. It is not necessarily the precepting system itself which is objectionable, but the overwhelming size, relatively speaking, of the L.C.C. precept consequent upon the County Council's near-monopoly of major local government functions. Given a redistribution of functions in London, there is no reason in principle why the precepting arrangements should not work as satisfactorily as they do in other counties.

II. The London County Council

21. The L.C.C. was created in 1889 at a time when the local government pattern in London consisted only of a large number of vestries and parishes. The creation of the London County Council was intended to be only a first step, to be followed by re-organising the vestries and parishes into separate local authorities. This second stage did not in fact take place until the passing of the London Government Act, 1899, which, as already noted, created the present Metropolitan Boroughs.

22. It was inevitable perhaps that, under the London Government Act, 1899, the emphasis in the distribution of powers should have been laid on the top tier. The L.C.C. had by then already been in operation for ten years, whilst the new Metropolitan Boroughs were untried entities which as yet commanded no local loyalties.

23. Since that time, however, two new factors have arisen which invalidate the assumptions underlying that Act. The first is that the Metropolitan Boroughs have now been in existence for over half a century, and what enthusiasm or loyalties there may be for local government in London is now focused almost entirely upon them. The second factor is the enormous increase in the scope and range of local government services since 1899. One has only to consider the provisions of the National Health Service Act, 1948, the National Assistance Act, 1948, the Education Act, 1944, the various Housing Acts from 1936 onwards, and the Town and Country Planning Act, 1947, to realise the truth of this. Many of the duties which fall upon local authorities as a result of this legislation are markedly local and personal in their effects, and in so far as they are administered by local authorities, are the better for being in the hands of local authorities of moderate size. Outside Greater London many local authorities of suitable size have been promoted to all-purpose authorities. In London, however, the pattern which was first laid down in very different circumstances nearly 60 years ago still maintains a rigidity which has prevented any major response to changes in its environment.

24. Whilst the powers of the Metropolitan Borough Councils have scarcely grown at all on balance since the date of their birth, the L.C.C. by contrast has grown to such vast proportions as no longer to constitute a manageable local authority.

25. As has been said, the L.C.C. administers an area of 117 square miles with a population of 3,273,000. It furthermore possesses powers in addition to

those held by other County Councils, and its activities extend far beyond the confines of the County. The scale of L.C.C. operations is too big for the number of Councillors who are elected to exercise an oversight. 147 Councillors and Aldermen, meeting formally once a fortnight for half a day, and in committees for a few hours a week, must scrutinise and supervise the expenditure of £130,000,000 a year. The Finance Committee in particular, whose ostensible task is to examine the proposals of spending Committees in the interests of thrift and sound finance, in fact has to sanction expenditure amounting on an average to £6,500,000 every time it meets.

26. This enormous structure requires a large staff to administer it—some 68,000 people are directly employed by the London County Council—and there is a demonstrable tendency for departments to grow in size. Every year, although the population of the County decreases, the staff of the County Council increases. In spite of the fact that since the post-war peak was reached in 1950 London's population has fallen by 80,000, and the Council has not been invested with any major new responsibilities meanwhile, the L.C.C. clerical and administrative staff has nevertheless *risen* by 1,246, or over 10 per cent.

27. In the L.C.C. as at present constituted it is no longer possible to attain that balance of power which should exist between the local government officer, who seeks to implement professional ideals, and the elected representatives, whose duty it is to see that due economy is exercised in fulfilling local government functions. In a healthy and democratic local government system the balance should be tilted towards the elected councillors; in the L.C.C. it has come to rest firmly on the side of the officers, who alone can hope to have the time, experience and knowledge necessary to acquire an adequate grasp of the Council's manifold activities. The London County Council is fortunate in having officials of high quality and experience, and we make no complaint about them. But the vast range of the Council's activities makes it virtually impossible for the ordinary elected Councillor to have the direct personal knowledge which he ought to have of all the activities of the Committees upon which he sits.

28. Thus, largely as a result of the size of its operations and the consequent size of staff, the administration of the London County Council becomes more and more out of touch with the ordinary citizen. Few people in London know much about the L.C.C.'s activities. Lack of interest in the Council's work is indicated both by the scant publicity it receives in the Press and by the low percentage of the electorate voting in county council elections.

29. From the administrative point of view the activities of the various departments range so wide and are conducted upon such a large scale that it is impossible for the administrative head of the department or the Chairman of the Committee responsible to be aware of day-to-day developments at all levels. This cannot be a satisfactory situation.

30. Largely because of this, the County Council has itself been forced to sub-divide its area for purposes of administration in respect of some services. These are: Children, Education, Health, and Housing. There are ten Housing divisions (three out-County), nine Health divisions, nine Education divisions (formerly twelve) and nine Children's divisions (supervised in groups of three by elected representatives).

31. The huge concentration of powers and responsibility in the hands of the L.C.C., which has been described above, means that, in respect of a number of specific services, it does not do its job satisfactorily, as the following examples show.

Housing

32. The scale of L.C.C. housing operations results in a number of defects of a technical kind. For example, the machinery by which the L.C.C. mass-produces its houses is inflexible: changes or modifications in design suggested by new discoveries or ideas are put into effect very tardily. A smaller organisation would be more flexible and adaptable. Again, the high degree of specialisation in the Architect's Department sometimes results in faulty design. With over 500 fully qualified architects at work, there is a danger of individual architects being out of touch not only with one another but with the contractor and the officials on the building site. This is the root cause of the considerable trouble with dampness and condensation which the L.C.C. has been having with some of its post-war flats.

33. On the administrative side, sheer size makes the L.C.C.'s administrative machinery clumsy and insensitive. For example, lack of co-ordination between Departments, such as the Welfare, Planning and Housing Departments, results in such mistakes as the placing of housing applicants suffering from heart trouble on the top floor of five-storey flats without lifts. Such mistakes would happen more often but for the maintenance of a complex supervisory organisation, the cost of which per dwelling is much higher than the average for any other type of authority in the country. In a smaller and less centralised administration affording personal contact between housing applicants, housing officers and councillors, these problems would be less likely to arise.

34. From the foregoing we conclude that the main housing functions within the County should be vested in second-tier authorities, to which the existing L.C.C. housing units in their areas would be transferred. There are, however, three functions for which special provision would require to be made. The first is the provision of housing for Londoners outside the County, where some measure of co-ordination will be necessary. Secondly, arrangements might have to be made for the transfer of families from one part of the County to another, i.e. from areas where much slum clearance is due to take place to those parts of London with a higher-than-average stock of municipal houses. Thirdly, the administration of the L.C.C.'s out-County housing estates would need to be handled centrally, but we are impressed with the merits of the case for handing over these estates to those local authorities in whose area they are situated.

Education

35. As an education authority, the L,C.C. is at once too remote from the local people it serves, and too big to be controlled by the representatives whom they elect. Schools, by their nature "local." and designed to meet the requirements of a particular neighbourhood, normally benefit from an active parental interest, directed towards a controlling body accessible enough to be responsive. Central control, however, on the scale now exercised by the L.C.C. has deadened local interest and initiative. Suggestions, criticisms and requests must be addressed to the local Divisional Education Office, a purely administrative body having no elected representatives. Approaches made to it rarely receive the attention which elected members would give.

36. If, however, individual citizens are incapable of making any impression on the County Hall machine, their elected representatives at County Hall are no better off. Here, the vast network of schools to be administered from the centre makes the task of the elected representative—that of judgment based on accurate knowledge—an impossibility. A school population of 445,000 pupils, taught by 17,250 teachers and housed in 30 Nursery Schools, 933 Primary Schools, 316 Secondary Schools, and 96 Special Schools (as well as various responsibilities towards 18 Technical Colleges, 18 Polytechnics, 8 Day Colleges, 11 Colleges of Commerce, 76 Evening Institutes and 6 Teacher Training Colleges) constitutes a formidable undertaking. How can the 35 elected members of the Education Committee possibly have the direct personal knowledge of individual schools and their relative merits to enable them to exercise proper administrative and financial supervision? When, for example, the Ministry approves a central heating programme for six schools, the question of priority of schools to benefit is usually decided entirely by the officers, on grounds which may differ from those to which elected representatives would have given weight had they possessed adequate local knowledge.

37. We are of opinion that responsibility for Primary and Secondary education in London could and should be handed over to a second-tier authority. Local interest would be fostered, school managers and governors would be more easily recruited, and the cost—of which the taxpayer would in any case bear some 60 per cent.—would not be beyond the scope of Metropolitan Boroughs of the size, say, of Wandsworth or Kensington. There is probably, however, a case for retaining the control of Further Education in the hands of some central body. The more the big polytechnics and other colleges concerned with specific trades or crafts can be centralised, the more they can obtain a monopoly of the teachers and equipment for the subject in which they specialise, and thus the higher will be the standard of training they provide.

Planning

38. In the sphere of town planning, the allocation of powers is unsatisfactory in its present form. The L.C.C., as town planning authority for the County of London, falls between two stools. On the one hand its area is too restricted geographically; its Development Plan, for example, instead of dealing with a natural geographical unit, such as Greater London, is restricted by the County boundary to an area entirely artificial from the town planning viewpoint. On the other hand the functions which it does have to discharge for the County area alone are far too detailed, and result in the clogging of its administrative machinery. The proof of this is to be seen in the position over town planning applications; delays of up to three months for a simple application are now normal. We conclude that Planning control (as distinct from the preparation and periodic review of the Development Plan, which should be drawn up on a regional basis) should be administered by councillors and officers of the second tier.

Traffic

39. In the realm of communications, there is acute need for the reorganisation of the control of traffic and the planning of main roads. The American concept of "traffic engineering" is unknown in England, but is much needed. Borough and County boundaries are quite irrelevant where planning of main roads in the Metropolitan area is concerned. In the absence of any regional

co-ordinating body, nearly 60 independent organisations, departments and committees play a role in trying to administer London's traffic. Here again, planning needs to be referred to some regional body, while construction and administration should be vested in the second tier.

Public Health and Welfare

40. In the sphere of public health, there are two fundamental defects in the system as at present organised. County Hall, which is the main public health authority in London, is too remote for what is essentially a personal service. At the same time, the L.C.C. is too big to co-ordinate the overlapping functions of the Health and Welfare Departments—particularly where old people are concerned. Indeed, the two departments are run on quite distinct lines, the Health Department being decentralised over nine administrative divisions, whilst the Welfare Department is just the opposite, entirely run from County Hall.

41. There is, in addition, unnecessary and wasteful duplication. Much of the demand for a domiciliary health service is generated by the needs of aged people living alone. To these people, however, the L.C.C. Health Visitor, who is officially responsible, can give little time or attention since she is becoming increasingly preoccupied with social problems of families. The Borough Medical Officer of Health, on the other hand, the official who in fact does most for aged people living alone, has no statutory power to assist them, and in a case of need has to call in the L.C.C. Meanwhile the brunt of the burden of service to old people falls, in most Boroughs, upon the local Old People's Welfare Committee, in many cases a voluntary organisation acting independently of the local authority.

42. In the realm of Welfare, while certain welfare functions require local administration, there is a good case for maintaining in some form a centralised administration for others. The latter category would include homes for the blind, special training for the physically handicapped, and large Homes for aged people unable to look after themselves, since the demand for these services is fairly constant yet the facilities to meet it are very unevenly distributed throughout the County.

43. We conclude that the Health Services at present carried out by the L.C.C., and the Welfare Services where they are domiciliary, should be decentralised, and handed over to second-tier authorities. These should be small enough in size to provide easy local contact, and to combine, if desired, the administration of health and welfare services in one department.

III. The Alternatives

44. The pattern of local government in London therefore presents itself as follows: there is a lower tier of Metropolitan Boroughs of different sizes, entitled to exercise only the lowest common denominator of functions, although many of them, even as at present constituted, could exercise a much larger range. The upper tier consists of the London County Council, which is too big, which cannot exercise sufficient detailed and local control of the functions it administers, and which does not command the same local loyalties from the population as exist in other parts of the country. We conclude that this is a situation which, in the interests of the people of London, ought not to be allowed to continue.

45. Whilst the evidence given above has led us to the conclusion that the

present system is top-heavy it would seem that some sort of upper tier is indispensable. There are certain matters—such as water supply,* main drainage, fire and ambulance services, traffic co-ordination, preparation and revision of the Development Plan and certain aspects of Housing and Welfare—which should be dealt with at least on a County basis, and perhaps for the Greater London area as a whole. The emphasis, however, particularly for the personal services of various kinds (viz. education, housing, environmental and domiciliary health, etc.) should be placed far more than at present upon the second tier. Until the manner in which the two-tier system should be remodelled to achieve this objective has been broadly settled, it would be premature to consider in detail the nature of the body or bodies by which the upper-tier functions would fall to be exercised.

46. There are broadly three possible ways in which the two-tier system could be remodelled.

A. The "Divisional" Plan

The L.C.C. has found from experience that the most suitable way to administer a number of important local government services in its charge is to divide the county into about nine divisions (see above, paragraph 30). Close examination reveals that there would be several attractions in setting up most-purpose authorities in areas of roughly this size. The most suitable form which such a plan might take, and which would require the least alteration in present Borough boundaries, would be to regroup the Metropolitan Boroughs into seven authorities, four north of the Thames and three to the south. Each such authority would have a population of about 450,000, and, except for one, a roughly equal rateable value. Each would be entirely responsible for the control of all local government services except those noted in paragraph 45 as requiring to be dealt with on a regional basis. This proposal (which is roughly similar to the minority recommendation of the Royal Commission on London Government, 1923) has the advantage of creating areas which would be able to administer the main local government functions without any difficulty. Against this must be set the disadvantage that such areas would be liable to reproduce to a minor degree the defects of size and inaccessibility at present found in an extreme form in the L.C.C.

B. The "Amalgamation" Plan

It is believed that several Metropolitan Borough Councils are to put forward to the Royal Commission proposals for the amalgamation of Boroughs and the abolition of the London County Council. Under these plans (which may conveniently be brought together under the title of "Amalgamation") Boroughs would be amalgamated where necessary to provide about fifteen new units each having a population of between 200,000 and 250,000, and an area of 3,000 to 4,000 acres.

Such an area would be large enough to ensure viability from the point of view of population and rateable value, and would thus be able to administer the most important local government services, viz.: education, housing and public health. The redistribution of powers suggested in this plan, whilst it represents a drastic change in relation to the present structure in London can scarcely be considered revolutionary, for elsewhere in the country authorities of similar size to those here envisaged have long since proved themselves viable all-purpose authorities. One major benefit to be expected from this "amalgamation" plan would be that the local authority, whilst administering the major local government services, would still be small enough in area for its Councillors to possess first-hand knowledge of how policy was working out in practice.

---

* We recognise, however, that this service is outside the Commissions terms of reference.

C. Minor Re-organisation

A scheme of minor re-organisation could be produced by eliminating some of the smaller Metropolitan Boroughs and amalgamating them with others. If Boroughs with a population of below, say, 90,000 were so amalgamated, ten Boroughs (Holborn, Finsbury, Shoreditch, Stoke Newington, Chelsea, Bethnal Green, Bermondsey, Poplar, St. Marylebone, Deptford) would disappear, while twelve Boroughs (Battersea, Camberwell, Fulham, Greenwich, Hammersmith, Islington, Lambeth, Lewisham, Paddington, Southwark, Wandsworth, Woolwich) would remain unchanged. The ten Boroughs which would disappear would either be merged with existing Boroughs (e.g. St. Marylebone and Hampstead; Holborn and St. Pancras), amalgamated to form a new Borough (e.g. Finsbury, Shoreditch and Bethnal Green), or divided between two existing Boroughs (e.g. Chelsea divided between Kensington and Westminster).

The result of this would be to create more viable Metropolitan Boroughs, but hardly areas large enough to administer the major local government services. It would not, moreover, deal with the major defects of the present pattern of administration as they have been described in this Memorandum. It is not, therefore, an alternative which we would recommend.

47. In submitting this Memorandum, we wish finally to express our willingness to give further evidence should the Royal Commission desire it, either by additional memoranda or by oral evidence, or both.

On behalf of the London Municipal Society

RONALD RUSSELL, Acting Chairman
PHYLLIS GELLI, Secretary

Palace Chambers
Bridge Street, S.W.1

29th May, 1958

Supplementary Evidence submitted by The London Municipal Society

On June 6th, 1958, the London Muncipal Society submitted a Memorandum of Evidence for the consideration of the Commission. It consisted of an Introduction setting out the objects and activities of the Society; an outline of the existing structure of London Government; an examination of the working of the London County Council and, in Part III, a consideration of three possible alternatives to the present local government arrangements. No final recommendation was made in respect of these three schemes.

Since the publication of the Society's Memorandum we have given further detailed consideration to the problem of the future structure of London Government. We have had the advantage of studying the oral evidence of the *L.C.C.*, the *Metropolitan Boroughs Standing Joint Committee* and those *Metropolitan Boroughs* whose representatives have appeared before the Commission, together with the written evidence of the *Government Departments* and the *Association of Municipal Corporations*. In the light of this additional material we have thought it right to make more specific recommendations than appeared in Part III of our Memorandum.

The following proposals are the agreed conclusions of the Executive of the Society and represent our suggestions for securing the most effective and convenient structure for the good government of London.

Two-Tier Structure

In our original memorandum (Paragraph 45) we stated our conclusion that "it would seem (that) some sort of upper-tier is indispensable." After careful reconsideration of this aspect of the problem we do not wish to depart from that view. We now recommend, however, that the upper-tier authority (which we describe below) should extend over the Greater London area as a whole. Within this area the local authorities responsible for all but a few functions would have strengthened status and autonomy comparable with County Borough Councils. The new upper-tier authority would not resemble the London County Council as at present constituted.

The Greater London Authority

We propose an upper-tier structure in the form of a Greater London Authority, elected by and from the Councils forming the lower tier, and charged with the administration of certain largely non-personal services which require to be dealt with over the metropolitan area as a whole. The Authority would have a co-ordinating role in the planning of the metropolis in respect of major decisions such as the improvement and development of main roads, the provision of parking facilities, the location of industry and broad limits of population. Its task would be first to endeavour to co-ordinate the several proposals presented by the County Borough Councils, as we suggest the lower-tier Councils should be called, at each quinquennial review of the Development Plan. Failing agreement it would have the right to present its own proposals to the Minister concurrently with those of the County Borough Councils. The ultimate decisions to be embodied in the Development Plan would rest, as they do at present, with the Minister.

In addition, the Greater London Authority should take over the management of the existing out-county estates where they lie outside the metropolitan area. We consider that these estates should, where possible, be transferred to and managed by the appropriate Councils for the communities in which they are situated. Some system of allocation providing a quota for London families must, however, be preserved and this, together with the development of any new town by the Greater London Authority, could conveniently provide the outlet for those displaced as a result of the major planning decisions sponsored by the Authority.

The functions of the Greater London Authority should therefore broadly cover the following :

> Main drainage ; Sewerage and sewage disposal ; Fire service ; *Ambulance service ; Extra-metropolitan estates ; New town development ; Overall planning proposals ; River tunnels and bridges ; Prevention of River Pollution and flooding.

The County Boroughs

We recommend that all other local government functions should be the responsibility of the County Borough Councils.

While we are convinced that the Metropolitan Boroughs in their present form rather than the L.C.C. attract the local loyalties and civic sense which is to be found in the present County area, we accept that for the discharge of almost all local government functions some increase in their size in certain cases is essential. We believe that these new boroughs should be large enough to command the services of highly qualified specialist staff ; but small enough to enable the elected members to bring their local knowledge effectively to bear on the problems of municipal administration.

In our view a resident population in the region of 250,000 most suitably achieves this purpose. It should not, however, be regarded as a rigid measurement. Where for example a lower level might be thought appropriate we suggest that the Commission should have regard to the statutory presumption in the Local Government Act, 1958, that where size is to be taken into account a population of 100,000 is sufficient to support the discharge of county borough functions. Assuming that a form of rate equalisation scheme would be operated, and in view of the increased yield resulting from the partial re-rating of industrial property, we do not anticipate that financial difficulties will occur.

The creation of these new boroughs should take place by amalgamation of existing boroughs, so as to preserve, with minor adjustments, as much of the present framework of areas as is reasonably possible. In this respect, we believe it to be logical that amalgamation could, if thought fit, take place between authorities on different sides of the present County boundary. Once the County area has ceased to exist there is no case for treating the boroughs formerly within it as a separate group for purposes of amalgamation.

---

*Alternatively this service could be transferred to the Regional Hospital Boards

Main Advantages of the Scheme

In our view there are four main advantages which would be gained by the adoption of these proposals in comparison with the existing structure of London Government. While we should like to develop our ideas in greater detail in the course of our oral evidence we set out the principal points below :

(a) **Effective Local Control**

The elected member would be able to make a substantially more valuable contribution particularly on the personal services than is now possible at County level.

(b) **Greater Local Interest**

The simplified structure proposed, having only one elected Council for most purposes, should make for better public understanding of the local government system in London. Concentration of responsibility for local services in one group of Councillors instead of two, with administration largely at the Town Hall replacing the present division between Town and County Halls should raise both the status of the Councillor and the interest of the electors.

For the extensive personal services at present maintained by the County Council one elected member represents over 25,000 people. In the new structure, assuming an average population of 250,000 and County Borough Councils of approximately 70 elected members, each member would represent some 3,500

(c) **Administrative Economy**

Most overlapping of local functions would be eliminated. Closer co-ordination of services would be achieved where they are at present divided between Borough and County, e.g., education and libraries, large and small parks, environmental and personal health. This is particularly so where a single service such as housing management is divided between two authorities; while the personal health services would be considerably improved by a close liaison with the local authority medical officers and the hospitals. The convenience to the public of making all local payment : rates, rents, licences, etc., to the same authority at the same local office should also not be under-estimated. The necessity for huge precepts from the County Authority, often absorbing more than half the total rate would cease, and generally the authority spending most of the money would become responsible for collecting it from the public—in itself a worthwhile incentive to careful control of expenditure.

(d) **Overall Planning**

A serious defect of the present system is the lack of any body concerned with the problems of the conurbation of London as a whole. A Greater London Authority, however, could make a vital contribution towards solving the acute traffic problems of the metropolis and generally in respect of the services which we envisage as its responsibility it would be a more sensible and convenient administrative organisation than the present group of six County Councils, and three County Boroughs. Although primarily charged with duties of a non-personal character, the calibre of its membership, drawn from and elected by the Councils of the new County Boroughs would be an adequate guarantee that in its work it would not lose touch with local feeling and knowledge.

On behalf of the London Municipal Society

ROLAND FREEMAN

Director

Evidence submitted by The London Society

Thank you for your letter of 11th March, which we discussed at our executive committee last week. Our interest in the Commission's work is, of course, only concerned with amenities, and we decided not to go into details but to send you the enclosed recommendation, which, I should like to add, is the result of a great deal of personal experience of all our members.

I should add, that our discussion concerned the present London area only, but our views on the country near London would concur with those of the London Green Belt Council and the Council for the Preservation of Rural England.

Yours sincerely

E. BRIGHT ASHFORD

Recommendation

The Society consider that the preservation and development of amenities in the Greater London area require that the town planning powers conferred on Local Authorities should be exercised only by those authorities which have sufficient resources to provide an adequate standard of service.

The Society would deplore the transfer of town planning functions to societies so limited in financial resources that they were not equipped to provide services of the standard necessary for the proper exercise of such functions.

Evidence submitted by The London Teachers' Association

The London Teachers' Association, formerly known as the Metropolitan Board Teachers' Association was formed in the year 1872 and one of its main objects is to ascertain, represent, and support the collective opinions of its members in matters affecting education and the interests of teachers.

At the present time there are over 12,000 members of the London County Council teaching staff in membership of the Association drawn from all branches of the Education Service—Further, Special, Secondary and Primary. Therefore, the Association claims to be in a position to be recognised as speaking with authority for the teachers of London.

At the turn of the century our predecessors in office were vitally concerned with the new Education Act which gave control of London's education to the London County Council as we know it today. The attitude of the Association to the proposed changes can be judged by the following extracts from the official articles which appeared in the Association's Journal at that time. The views are expressed in the vigorous language of that day, but they are essentially valid and unchanged today :

March 1st, 1902 : " There is, of course, the danger that in the dilemma in which it is placed the Government may turn to the Borough Councils as offering a way out. To give these bodies full control of education is to an educationist absolutely unthinkable. It would be too ludicrous. The intelligent Londoner would not have it at any price. None the less there is a real danger of some reactionary attempts at this ridiculous solution. The rating difficulty might easily be cleared out of the way by a modified Equalisation Bill. But the educational aspect is grim indeed. The Borough Councils are excellent bodies in their way. But their way is not along the line of educational advance. It is evident that the teaching profession in London would suffer very gravely by being cut up into twenty-nine sections. And what is bad for the teacher is necessarily bad for the scholar . . . In some sixteen of the London Boroughs there would be almost complete stagnation. To these hopeless quarters none of the brightest and freshest and most vigorous teachers would think of going. Just where the humanising effects of knowledge and advantages of sound instructions are most needed, there only the inferior teachers would venture."

June 1st, 1903 : " The County Council is to have actual authority. Teachers are not to be cabined, cribbed, and confined within little sections of the metropolis, with never a chance of moving outside the petty ring fence of one of those artificially arranged pieces of London called grandilouquently enough Boroughs. Thanks are due to Sir John Gorst for his brilliant piece of work in helping to destroy that absurdity. The main outlines of the administration in the provided schools of London it is now almost certain will remain as they are for a long time to come. It is safe to conclude that the County Council members will have ballast enough to seek amusement in the prank of pulling up the education seedlings just for the fun of seeing whether they are likely to root well."

April 1st, 1904 : " One thing is certain, the desire for improvement, the keen, eager desire to place London education upon the highest possible footing, will unceasingly animate the L.C.C. To work out a complete scheme of education adapted to all London's needs is not the task of one month, but will require the patient and assiduous devotion of several years. We are profoundly convinced that the new body is prepared to give this service in no grudging spirit. So we fervently wish them 'God speed' in their labours."

It is obvious that our predecessors were convinced that London's education should be considered as a whole and administered accordingly and we have no reason whatsoever to disagree with that viewpoint, indeed, experience has shown that their judgment on what was to them a most vital issue has been abundantly justified.

The average citizen of the metropolis does not, in our opinion, consider himself as a citizen of Hackney or Lewisham, but rather as a citizen of London and all that that means to him. In our experience, the children in our schools take pride in being recognised as one of the London community. The *Times* leader of 11th August, 1958, gave weight to this viewpoint in stating: "There are no strong local civic loyalties which bind together as fellow borough members the inhabitants of Lambeth who live by the Thames and those who live in Norwood. What most unites them is their sense of belonging to London, the metropolis."

The position at the present time is that the London County Council is striving, with some considerable measure of success, to make a reality of the Education Act, 1944. The London School Plan (covering Primary, Secondary and Special education) and the London Scheme of Further Education have been prepared and these plans are now in the process of being brought to fruition. Each plan has dealt with London as a whole and in our opinion it would be disastrous on educational grounds if at this stage any action should be taken which would lead to disintegration of these plans. We are convinced that the children of London would inevitably suffer educationally if there should be any partition of London as has been suggested in certain quarters.

On professional grounds there are certain features of the existing London County Council education lay-out which we are satisfied would be adversely affected if there should be partition. As examples we would cite:

(a) It is now possible for teachers in the London County Council service to obtain the widest and most varied experience of all types of educational institutions without the difficulties inherent in changing from one local education authority to another. This experience gained is of value to both teacher and taught.

(b) The London County Council education library of some 150,000 volumes is much appreciated by the teachers; as also are the arrangements made for courses and lectures for teachers—some one hundred have been arranged for the current term. We are extremely doubtful if such services, on such a scale would be possible in a smaller authority.

On occasions there has been criticism of the London County Council Education Service on account of its size, but we are satisfied that this criticism is unwarranted and those who have day-to-day contact and experience in our schools and colleges would not subscribe to that opinion. Indeed, it can be considered as a somewhat specious argument if one looks at the facts as they are today.

First, there is the democratically elected membership of the London County Council Committees; secondly, there is the provision whereby "local interests can be recognised on the bodies of Governors and Managers so appointed to the Educational institutions"; thirdly, there is the fact that in the Articles of Government and Rules of Management it is laid down :

"14(a) The Council shall determine the general educational character of the school and its place in the Council's educational system. Subject thereto, the governors shall, in consultation with the head master, exercise the oversight of the conduct and curriculum of the school.

"(b) Subject to the provisions of these Articles, the head master shall control the conduct and curriculum, the internal organisation, management and discipline of the school, the choice of books, the methods of teaching and the arrangement of classes; and shall exercise supervision over the teaching and non-teaching staff. He shall have the power of suspending pupils from attendance for any cause which he considers adequate, but on suspending any pupil he shall forthwith report the case to the governors; the parent shall be notified that he has the right of appeal to the governors and in all cases the governors shall report the facts to the Council."

Thus it is possible for any parent to have close and intimate contact with the school and it is equally possible for any citizen actively interested in education in London to play a not unimportant part in the schools and colleges themselves. The majority of the parents in our experience are not primarily concerned with higher policy as expressed by the Council and its Education Committee but rather with the school or classes in which they have some personal interest.

So far as the teaching staff is concerned, we have not felt that the size of the London County Council has proved in any way detrimental to those engaged in teaching. Provision has been made whereby there is the closest relationship between the County Hall and those employed in the schools. Two Committees have been set up by the London County Council Education Committee, which Committees act as a liaison between the teachers on the one hand and the elected representatives of the Council and its Officers on the other. The first is the Consultative Committee on Educational Matters which consists of representatives of the Education Committee together with representatives of teachers' organisations concerned with the schools in London with the Chairman of the Education Committee as the Chairman of that Committee. The second is the Standing Joint Advisory Committee made up of the Senior Officers of the Education Officers Department and representatives of the teachers' organisations. These Committees meet regularly and their terms of reference provide that any matters affecting the educational service of London can be considered. Thus through these two Committees a very close relationship is maintained as between "County Hall and those employed in the schools." We are satisfied that these Committees serve a most essential purpose in ensuring the smooth working of the Education Service.

The evidence now submitted should not be taken as an assumption that the Association is satisfied with the state of education in London. Since the ravages of the war years when the whole service was completely disorganised, very considerable progress has been made towards the implementation of the Education Act, 1944, by the London County Council. We hold the strongest views that the continued progress, as essential to the welfare of the country today, will not be found by any re-organisation of the London County Council education lay-out as it is today, but rather by the Council being provided with the necessary financial resources which would enable them to carry out effectively, and reasonably quickly, the programmes already proposed.

We would therefore urge that the London County Council should continue to be responsible for the education service of London.

27th August, 1958

Evidence submitted by The Manorial Society of Great Britain

Preliminary

1. In order to explain and justify the interest of the Society in the work and problems of the Commission (as disclosed in its terms of reference), it is necessary to explain briefly the constitution and objects of the Society. To fulfil this purpose there is attached to this Memorandum, as an Appendix, a reprint of an article* written by the Honorary Secretary which appeared in the Summer (1956) issue of The Parish Councils Review, the official organ of the Parish Councils Association which is under the Presidency of the Right Hon. Lord Justice Denning; from the article it will be seen that though the Society was formed only in July, 1955, it is really a resuscitation or re-formation of "The Manorial Society" constituted about 1905 with similar objects; this functioned and did much work of great value and lasting effect until about 1925, when the passing of the Law of Property Act (generally known as Lord Birkenhead's Act) with its abolition of copyhold tenure, led apparently to the belief that the Manors had no longer any function or sphere of usefulness left, and the Manorial Society became dormant. The setting-up of the present Society was co-incident with a great revival of public interest in the Manors, their customs and Courts, their rights and privilges; and it may with all modesty be claimed that this revival is due in some measure to the Society's work which has attained a great measure of publicity, both in this country and abroad.

The Link-up

2. The Commission is to examine the present system and working of local government in the Greater London area, which for this purpose (with some limitations) is to comprise the boroughs of Dartford, Romford, and Watford, the urban districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, Walton and Weybridge, and the parish of Watford Rural in the Watford Rural District; and it is to recommend any changes it may deem desirable, to secure effective and convenient local government. In this rather extensive area there must be many Manors, which are in themselves units of "local government" though in the normal interpretation and statutory definition of that term they would not be deemed to be included.

3. The ancient grant of a Manor carried with it (by derogation of power from the Crown) the right and the duty to govern and administer the area in the best interests of its particular inhabitants and the country as a whole, and for this purpose the Lord had (and still has) his Courts with legal powers of hearing and determining matters within their jurisdiction. Originally, this jurisdiction was comprehensive, and governed the stranger who came into the area just as it governed the inhabitant (freeman or slave); the stranger might be arrested by the officers of the Court, and haled before a jury empanelled by the Lord or his Steward; the Lord appointed his own officers, constables, ale-testers, verderers and coroner. In a long series of Acts of Parliament,

---

* Not reproduced in this publication

statutory bodies have been set up to deal with "blemishes of the peace," to try small actions in County Courts, to administer the affairs of town and country, build roads and bridges, drain marshes, and promote public health and welfare out of funds provided by levies of rates. Some laws acted to oust the jurisdiction of the Lord of the Manor, some ignored it, some definitely recognised its continued existence.

4. Conceding that the Manor is a definite unit of local government, there is clearly a link-up between the Royal Commission and the Lord of the Manor, and for the latter this Society is the premier (if not the only) representative and voice.

Commons and Wastes

5. In the area of many a Local Government unit—be it parish, district, borough, city, or county council—one may discern patches or plots of land, unbuilt upon and apparently unowned; they may be small and insignificant, occasionally they are extensive; they are unenclosed; they may be grassed over, the haunt of evening dog-exercisers, or trampled flat from the feet of small-boy cricketers or footballers. If they become untidy and an eyesore, some neighbours will complain to the local authority who will reply "It is not our land; we don't know the owner, or his agent; we can do nothing."

6. The probability is that these lands once formed part of the territory of a manor. The Lord, reserving for his own use a suitably-sited piece for his manor-house and home farm, parcelled the rest out among his tenantry until he came to the less cultivable parts—possibly uncleared of boulders or scrub, possibly marshy or poor soil; this part he reserved for the pasturing of his tenants' sheep or cattle, each tenant being entitled to put a limited number of beasts thereon and paying a fixed price per head; these prices and stints were fixed by the jury, on which all were liable to serve.

7. Then began the urbanisation of the country; hamlets became villages; industrialisation brought towns. Over the succeeding years—may be centuries—suburbs grew round the towns, builders avidly bought up land, farms disappeared; the "common" or land over which the lord's tenants had a right of pasturage was unfenced; that remained, the lord owned the soil but the commoners had a right to resort to the land so it was unsaleable. The manor disappeared, the lord left the district and perhaps the country, but the land remained—encroached on here and there, without doubt.

8. The general public have come to consider the term "Common" or "Waste" as synonimous with "ownerless" and have so regarded the land. In collecting and collating evidence to lay before the Royal Commission on Common Land (which concluded its sittings last February but not yet issued its Report) this Society was informed of a number of cases where common land remained, but no owner could be traced.

9. For instance, at Totteridge (London, N.20) the condition of the open spaces seemed to be having no one's attention. A committee of public-spirited residents was formed to raise a fund and take steps to improve the position. They traced the owner of the Lordship of the Manor who proved most

co-operative. A Company was incorporated, having no share capital and limited by guarantee, to "maintain the common lands and rural amenities of Totteridge in the County of Herts" which was enabled to purchase the Manorial rights over the commons for a nominal sum; it has since maintained the greens free from encroachment or damage by indiscriminate parking, and in first-class condition. It works through enthusiastic sub-committees who control branches of activity, and the greens are now a credit to the community and a great asset to the township. Any desired further information could be obtained from Mr. R. B. E. Phillipps, "Sunridge," The Close, N.20.

10. In other cases, people of British descent now living in Canada, Australia, and other dependencies of the Crown, have written to the Manorial Society inquiring if manors yet existed which family history declared had once belonged to them; though the Society has no funds for research, it gladly gives to such enquiries what information it possesses or can trace.

Suggestions

11. (1) In the Appendix hereto will be found, on the first page, under the heading "Three Chief Courts" an explanation of the working of the ancient Manorial Courts, of which the paramount is the "Court Leet." It is suggested that greater use of these Courts may be recommended, where they exist and function; that steps to revise dormant Courts be taken; that such Courts, in conjunction with the Lord of the Manor where possible, should have power, by a majority verdict of their jury—

(a) to override commoners' rights (if any) and grant permission for the fencing-in of any common, subject to the provision of suitable gates for the passing through of stock or passengers;

(b) to adjudicate on all claims by an individual or corporation to be entitled to commonage rights;

(c) to bar any claim to such rights if not exercised or renewed for a space of say ten years;

(d) that execution of any judgments be enforceable by the Court's bailiff in the same way that County Court judgments are enforced.

(2) That in the case of any common or waste land being apparently derelict, or being uncared for by a known owner after due notice given, and there being no Court Leet existent having jurisdiction over the land, the local authority shall have power to take possession, as trustees, of the land and to take all reasonable steps to care for the same, until a true owner shall appear; and to be reimbursed from such true owner all expense which it shall have reasonably incurred.

(3) That in the case of common lands within the provisions of the Metropolitan Commons Act of 1866, the procedure be simplified by permitting any scheme for enclosure to be submitted in simple language, by the Lord of the Manor or anyone claiming Commonage-rights, to the Court Leet whose decision shall be conveyed by the Steward to the Ministry of Agriculture for registration by them as a land charge.

(4) That in any case of land being sought by a local authority or Ministry for compulsory purchase or requisition, the owner of the land have a right

of appeal to the High Court of Justice from the decision of any administrative tribunal.

12. Signed for, and on behalf and at the request of, the Society the day and date before named.

CONSTANCE DIXON, President
A. P. LEACH, Hon. Solicitor
EDWARD GEOFFREY SERGEANT, Chairman
HUBERT W. HUGHES, Hon. Secretary.

Evidence submitted by The Mental After Care Association

14th August, 1958

The Secretary

Royal Commission on Local Government

in Greater London

Evidence before Royal Commission

Dear Sir

Thank you for your letter of the 8th inst., which I have discussed with the Association's Chairman.

We should be happy to be of use in connection with the Enquiry of the Royal Commission but we are not quite clear in what respect we can submit observations relating to the Association's work that would be within the scope of the Commission.

Our dealings with Public Authorities are principally with the Health and Welfare Departments of County Councils, the Hospital Authorities, the National Assistance Board and Town Planning Authorities.

Our difficulties relate to the responsibility for the payment of maintenance for patients in our Homes.

There is little trouble so far as the Hospital Authorities are concerned, as they are clearly responsible for patients under Certificate, but in the case of other patients, there is frequent conflict between the Health and Welfare Departments as to whether a patient is ill or in need of care and protection. Where both of these Departments disclaim responsibility, the patient becomes within the scope of the National Assistance Board and certain difficulties arise there as to the amount of the payment made to the patient to cover maintenance in our Homes.

So far as the Town Planning Authorities are concerned, our difficulties arise out of reluctance on the part of those Authorities to give Town Planning consent for our premises to be used as our Homes.

If it is thought that our fuller observations on these points would come within the scope of the Commission's terms of reference, I should be happy to arrange for you to have a Memorandum, but it will be seen that, apart from a recommendation that all people who are sick, in need of protection or destitute, should be dealt with by one Authority, the difficulties to which I have referred arise largely out of matters of policy and which differ, or do not exist, in the case of various Authorities.

Yours faithfully

(Sgd.) H. S. RUSSELL

Secretary

Evidence submitted by
The Commissioner of Police of the Metropolis

New Scotland Yard
London, S.W.1

21st May, 1958

Sir

You wrote to the Commissioner on 5th March inviting him to submit evidence to the Commission within its general terms of reference but, at the outset, with particular reference to matters primarily affecting roads and traffic.

The Commissioner has considered the matter and in view of the fact that he is not directly concerned in these matters under statute he feels that it would be inappropriate for him to submit a formal memorandum of evidence. If, however, it proves practicable for the evidence of other witnesses to be made public while the Commission is still sitting, he would be glad to be afforded the opportunity of submitting such a memorandum based on this evidence, if this seemed desirable.

Meanwhile, you may find the following general comments of interest.

The responsibilities of the Metropolitan Police are mainly to control traffic movement and enforce the traffic law. They have no real responsibility for traffic planning although, because of their practical experience in handling traffic, they are able to give useful advice on most traffic matters. In many cases their advice is sought by planning authorities but there is no general statutory requirement to this effect and the Commissioner would very much like to see, in any plans that may be made for the future of local government in Greater London, provision made for consultation with the police at all stages of planning which may affect traffic movement and/or traffic law enforcement.

As regards the particular points referred to in your letter, the only one which the Commissioner desires to comment at this stage is parking places.

Street parking places are appointed by the Minister of Transport and Civil Aviation but facilities for off-street parking vary very greatly between one area and another. This is due in some cases to lack of suitable sites on which such car parks might be developed but all too frequently it is due to the fact that the Local Authority does not view the matter with sufficient urgency. It is estimated that at the present time there are over 200,000 vehicles parked in the streets of Greater London and if this most unsatisfactory state of affairs is to be effectively remedied, it is eessential that all authorities concerned should make full use of all the powers they possess which would help in solving the parking problem.

I am, Sir
Your obedient Servant

(Sgd.) G. C. RICHARDSON
Secretary

The Secretary
Royal Commission on Local Government
in Greater London

Evidence submitted by The Middlesex Local Medical Committee

Middlesex Local Medical Committee

Status

1. The Middlesex Local Medical Committee is a statutory body set up under the National Health Service Acts elected on a representative basis by the general medical practitioners providing services under the National Health Service Acts in Middlesex.

It is charged with the overall supervision of the status, interests and professional responsibilities of general medical practitioners and advises the Executive Council or any other organisation on questions affecting the General Medical Services.

The membership of the Committee is predominantly general practitioners but it also has representatives from the Consultants, Public Health Services and Private Practitioners. It can thus lay claim to have knowledge and to speak with authority on matters concerning the Medical Service.

Preparation, Scope and Objective of Evidence

2. (a) The Terms of Reference include, inter alia, consideration of local authority functions in the Greater London Area and as some medical services come within that category the medical practitioners of the area are considerably concerned.

(b) The Middlesex Local Medical Committee has instructed that the opportunity to give evidence on some medical aspects be taken.

(c) Having in mind the Terms of Reference of the Royal Commission and the covering letter received, reference 2/609/1, the Committee submits this memorandum based on broad principles, with such amplification as is necessary to maintain a point or explain a circumstance. The main objective of the evidence is to bring to the notice of the Commission some observations on the medical services in Middlesex, to make criticisms of their present organisation and to suggest improvements. The Committee does not desire, at this stage, to give detailed plans or intricate organisational structure.

(d) In the Terms of Reference the Committee notes that the Police and Water Services are regarded as outside the functions of Local Authorities and would suggest that Medical Services should also be removed from the functions of Local Authorities.

(e) The evidence has been complied by a sub-committee of the Local Medical Committee, composed of representatives from each of the Health Areas of Middlesex and has been approved by the Main Committee for presentation to the Royal Commission.

(f) The fundamental consideration of the Committee is the efficiency of the medical services in Middlesex in all aspects but the Committee decided to restrict their evidence to such aspects as impinge on general practice.

Historical Survey of Medical Services

The evolution of the Medical Services and the impact of the National Health Service Acts.

General Practitioner Medical Services

1. Prior to the advent of the National Health Service, general practitioner services were provided under three headings :

(a) Private arrangements between patient and doctor.

(b) The National Health Insurance Act, 1911, and the subsequent amending Acts for gainfully employed individuals within prescribed income limits.

(c) Contact between individual doctors and certain organisations such as Friendly Societies, industrial organisations, Public Medical Services, etc.

On the advent of the National Health Service all individuals in the country became entitled to medical services and the medical profession accepted overall responsibility for the medical care of the whole population.

The local administration for this is through Executive Councils which are appointed bodies representative of not only general medical services but also dental, ophthalmic and pharmaceutical services, with lay representation for the general public, the patients.

Hospital Services

2. Prior to the National Health Service, hospital services were available under three headings :

(a) Voluntary Hospitals, which included teaching hospitals.

(b) Private Hospitals set up by organisations for their own members.

(c) Municipal hospitals administered by Local Authorities.

The advent of the National Health Service saw the hospitals, with the exception of a few in category 2 taken over by the Ministry and administered on its behalf by Regional Hospital Boards and Hospital Management Committees.

These are appointed bodies and have representation of medical and other interests but are not elected by popular vote.

Local Authority Medical Services

3. These fall to be considered under two headings :

(a) Public Health Services—founded on the various Acts relating to the promotion and safeguarding of the health of the public and, in effect, were largely preventive medicine locally applied .

(b) Clinical Services.—These were initiated, and extended, under various Acts simply to provide certain medical facilities for such people who were unable to pay for such services themselves or did not belong to an organisation providing them.

The National Health Service Acts had an impact on both these aspects of Local Authority Services.

The Public Health Services were largely taken from the Borough Councils and given to the County Council. The Clinical Services were not affected directly, except by transference to the County Council, but exactly the same services were made available, by statute either through the Executive Councils, via general practitioners, or through the Regional Hospital Boards, by the hospitals.

Integration

4. During the ten years that the National Health Service has been in existence the three branches of the medical services in Middlesex have striven to effect complete and practical integration with one another by means of liaison committees, personal contacts and exchange of correspondence. The fact remains that integration has not been accomplished. It is obvious that complete integration would be to the benefit of the general public, our patients, and would greatly enhance the prestige and efficiency of the National Health Service.

The Middlesex Local Medical Committee is convinced that an entirely new method of control of the personal medical services now provided by the Middlesex County Council as the Local Health Authority is required.

Proposal of Principle

5. The Middlesex Local Medical Committee proposes that the method of control of the personal medical services at present provided by the Local Health Authority should be by an appointed body not a Committee or Council elected by the lay public on a party political basis.

Such appointed body should contain nominees of general medical practitioners, Public Health Medical Officers, Dental Officers, Health Visitors, District Nurses, Midwives, Home Helps or any other category of employee engaged in providing personal services plus nominees of the general public (which could be nominated by the County Council). Lay members would be appointed to this body in the same way as such appointments are now made to Executive Councils.

This appointed body is hereinafter referred to as the Personal Services Committee.

The Personal Services Committee would be represented at local level by local committee or other organisations and could delegate its authority for certain day-to-day administrative decisions to them.

The sub-committee would have a constitution based somewhat on the same lines as the Personal Services Committee.

The scope and nature of the personal services to be administered by the Personal Services Committee are indicated in the subsequent paragraphs but the Local Medical Committees would desire to indicate to the Royal Commission why it has decided to put forward this proposal.

(a) Defects in the present system arise through the practice of voting on both policy making and day-to-day decisions on party lines rather than on the merits of the case.

(b) Professional representatives on Local Area Health Committees in Middlesex have been deprived of voting powers because of political prejudices.

(c) General Medical Practitioners have no direct representation on the Health Committee of the Middlesex County Council.

(d) Professional persons who wish to serve on Area Health Committees with effective voting powers would have to accept a party affiliation and successfully stand for election to the local authority.

(e) Recruitment of staff by the County (e.g., midwives) is jeopardised in some cases by local authorities not co-operating in providing attractions and amenities if the local authorities disagree with the political complexion of the County Authorities.

(f) Appointments to the Personal Services Committee should be made by interested bodies and not elected by the general public on a party ticket.

(g) The personal Services Committee if implemented would bring the present local authority service into line with the other two branches of the National Health Service .

(h) It is noteworthy to appreciate that the services at present being provided through local authority clinics are already provided in statute by other branches of the National Health Service.

6. The Nature and Scope of the Services to be administered by the Personal Services Committee and the impact on the present system as it is administered at present by the Middlesex County Council

1. Health Centres

As and when Health Centres as envisaged by the National Health Service are instituted they shall be under the control of the Personal Services Committee.

At present, there are no Health Centres as such in Middlesex but some "clinic" centres do exist to which general medical practitioners either have access or in which they are employed on a sessional basis.

2. Care of Mothers and Young Children

(a) Infant Welfare Clinics, Toddlers' Clinics, Ante and post natal clinics

The medical requirements of these are already provided as obligations under the Terms of Service of General Practitioners and, indeed, it is now the practice of these clinics to refer the patient to the general practitioner for any treatment, as distinct from advice, that is required.

It is proposed that these services should be left to the General Practitioners who will obtain any ancillary help regarding preventive medicine and education from the Local Authority and any Consultant help from the Hospital Services.

The present set-up for medical staffing and the increasing tendency to require consultants to attend these clinics seem to us a sheer waste of medical manpower.

It has been pointed out that the clinics at present expend considerable time and expense in maintaining clinical records which could be available in future years but we would point out that within one month of birth a medical record is opened by the general practitioner and that record is maintained through life. At present, the records compiled by the above clinics do not reach the general practitioner so there is a gap, maybe extending to school leaving age, in which records are incomplete. The Committee's proposal would remedy this defect.

(b) Dental Clinics

The advice of the appropriate professional body should be taken on this subject.

(c) Day Nurseries

These are essentially more economic than medical in their impact and should be included in the functions of the Borough Councils. Any medical attention to the children and staff to be provided as it often is at present, by the General Practitioner Services.

(d) Care of Premature Infants

The responsibility for the care of Premature infants is quite properly that of the general practitioner with such specialist advice as is required to be obtained from the Hospital Services. This method is already used by some parents for their babies and works well but there is no justification for the circumstance whereby a premature baby is seen at a Local Authority Clinic, which keeps office hours only and is not available for emergency calls out of office hours. The frantic parents then call on the general practitioner who has no knowledge of what the clinic has said or done.

(e) Care of Unsupported Mothers

Like the Day Nurseries, this service is more economic than medical.

The Local Medical Committee considers this work should remain as the responsibility of the Local Authority.

(f) Specialist Clinics, e.g., Ophthamic Clinics, Orthopaedic Clinics

These are entirely unnecessary so far as Local Authorities are concerned as the facilities are already provided under other branches of the Health Service.

The initiation of any specialist advice required should lie at all times and for everyone, with the general practitioner and the specialist treatment with the Hospital Services.

(g) Training of Deaf Children and Children suffering from Cerebral Palsy

The Local Medical Committee considers that two factors are present in these instances :

(i) Education

(ii) Specialist control

It is also possible that other disabilities may fall to be catered for in similar clinics in the future but the same principles should be observed in all such cases.

(i) Education is the responsibility of the Education Authority

(ii) Specialist control is the responsibility of the Hospital Service

(iii) The General Practitioner should be kept informed and should record in his appropriate file the progress and results of the case.

(h) **Maternity Outfits**

These should be obtained on prescription (E.C.10) ordered by the General Practitioner.

The provision of these outfits by the Local Authority is a relic of pre-National Health Service days when some mothers were unable to provide them out of their own funds. That situation has now disappeared and there is no longer any justification for making these a charge on the rates and hence on other members of the community .

Midwifery

7. The Committee considers the present triplication of midwifery services as wastefully extravagant but awaits the report of the Cranbrook Committee in the confidential hope that that Committee will make recommendations to remove the extravagance.

The Committee considers that general practitioners and the Hospital Services between them can and should provide all that is needed on the medical aspect of the maternity services.

Midwives and Maternity Nurses should be administered by the Personal Services Committee.

Maternity Education Classes, exercise classes, etc., should be also under the control of the Personal Services Committee.

Health Visitors and Home Nurses

8. The present system of deploying Health Visitors, Home Nurses and to some extent Maternity Nurses is wasteful. Increased efficiency of the Service and less frustration for all parties would result from a closer integration with domiciliary medical services.

The Committee recommends that the control of these personnel should be the responsibility of the Personal Services Committee.

Vaccination and Immunisation

9. These two measures are the application of preventive medicine to an individual patient for LIFE.

There is no doubt whatever that this should be the responsibility of the general practitioner and he can then record them in the patient's life-long medical history.

As there is an impact in this service on the preventive aspect of the Public Health Service it is suggested that close liaison at local level is necessary and the Committee feels that general practitioners would have no hesitation in co-operating.

Ambulance Services

10. These Services are completely outside the domain of Local Authority Services.

The Committee considers that they should be under the control of the Hospital Services. The Hospital Services have Administrative Officers at all hospitals who already play a large part in the day to day administration of Ambulance Services and are fully conversant with the intricate problems which arise.

The present arrangement whereby one organisation supplies emergency ambulances and another one the non-emergency ambulances is confusing and wasteful.

Prevention of Illness, Care and After Care

(a) Tuberculosis

(b) Mental Health

(c) Venereal Disease

11. These are essentially specialist medical problems and should be under the control of the Hospital Services.

In their impact on public health, full liaison between the Hospital Services and the Public Health Medical Officers already exists in almost all areas, in fact, there is a strong feeling that Medical Officers of Health should have honorary consultant posts at the larger hospitals in order to stress the importance of complete liaison.

(d) Chiropody

The Committee feels that the omission of a Chiropody service from the provisions of the National Health Service Acts was most lamentable and there is an urgent need for the introduction of such a service.

It should be under the control of the Personal Services Committee.

(e) Recuperative Holidays, Convalescent Homes, etc

These should be under the control of the Hospital Services but the Committee feels that it should be made easier for general practitioners to obtain these facilities for their patients.

(f) Problem Families

The Local Medical Committee considers that " problem families " are essentially psychiatric problems and as such, should be dealt with by consultation between the psychiatrist, the general medical practitioner and the Health Visitor.

Where housing difficulties are a major factor, the general practitioner would then approach the appropriate department of the Local Authority.

(g) Provision of Nursing Equipment

The Local Medical Committee's information and experience is that the provision of Nursing Equipment is not made directly by the Local Authority but by arrangements with various organisations. The Committee considers that this service should be controlled by the Personal Services Committee as, in that way, the general practitioner could directly prescribe some form of equipment on an E.C.10 and for the rest could obtain it by arrangement with the local depot of the voluntary organisations.

(h) Health Education

It has been axiomatic from the earliest times that everyone who has had a medical or a quasi medical education shall at all times and wherever possible further health education.

It follows that all three branches of the Health Services, general practitioners, hospital services and public health services shall maintain a constant furtherance of Health Education. The Local Medical Committee considers, however, that any research in Health Education should be organised on a national basis.

Domestic Help—" Home Helps "

12. This service should be under the control of the Personal Services Committee and could quite properly form one of the functions delegated to the local sub-committees.

Mental Health Service

13. As stated under 11. Mental Health Services should be controlled by the Hospital Service.

School Health Services

14. This service is another relic remaining from pre National Health Service days and was originally instituted to detect, advise on and treat defects in children of those parents who were economically or otherwise unable to provide such services.

Fundamentally it is a service which is normally carried out by general practitioners under the National Health Service.

Local Authorities derive some of their powers under this heading from various Education Acts.

The Local Medical Committee considers that the medical aspects should be the responsibility of general practitioners.

Registration of Nursing Homes

Registration of Nurseries and Child Minders

15. These should be the responsibility of the Personal Services Committee.

Supervision of Midwives

16. The Committee is not prepared to recommend any action until after the publication of the Report of the Cranbrook Committee.

Health Control Services at London Airport

17. No proposals are put forward as the subject does not come within the province of the general practitioner.

Summary

1. The Clinical Services at present provided by Local Health Authorities should cease and their commitments undertaken by the General Practitioner Service or the Hospital Service, whichever is appropriate.

2. The personal services at present provided by the Local Health Authority through its staff should be controlled by the proposed Personal Services Committee an appointed body not elected by popular vote but representative of all interests concerned.

3. The non medical services should be the responsibility of the Borough Councils.

4. Certain services which require the co-operation of Local Health Authorities and the Medical Services are noted and the principles which should regulate that co-operation are set out.

5. The Public Health Services would then fulfil their proper function, that is the promotion and maintenance of Public Health measures and the prevention of communicable diseases.

A financial memorandum has been prepared which is based on the Middlesex County Council's Financial Statement and is attached to this document. The following points are made on this financial memorandum.

(a) Figures as far as we can tell would release a large sum of money which would not be required for financing local health authority medical services.

(b) The Personal Services Committee as suggested would obtain its finance in the same way as the Police by means of a precept on the County rate.

(c) The Treasury contribution to this large sum no longer required by the local health authority could then be made available to the Hospital services and possibly the General Practitioner services.

(d) The Committee feels that these proposals should result in a substantial decrease in the rates levy in Middlesex.

(e) The Committee realises that the present medical administrators of the Public Health Services would continue in their present posts under the control of the Service employing them.

A. N. MATHIAS, Chairman

W. M. EVANS, Vice-Chairman

R. B. L. RIDGE, Treasurer

G. BARWELL, Secretary

Summary of certain items extracted from the Abstract of the Accounts of the Middlesex County Council for the year ended 31st March, 1957

	(1) *Total Gross Cost*	(2) *Income other than M.O.H. Grants*	(3) *Net Cost borne by Rates and M.o.H. Grants*	(4) *Proposal No.*	(5) *Affecting Personal Services Committee*	(6) *Taken over by G.P.s and Hospitals*
	£	£	£		£	£
Maternity Service	298,586	70,422	228,164	6 (2)		228,164
Midwifery	135,511	10,315	125,196	6 (7)		125,196
Health Visiting	80,380	—	80,380	6 (8)	80,380	
Home Nursing	226,863	2,098	224,765	6 (8)	224,765	
Vaccination and Immunisation	32,005	—	32,005	6 (9)		32,005
Domestic Helps	348,199	37,634	310,565	6 (12)	310,565	
Administration Costs of Health Services administered on an Area Basis	181,874	744	181,130	—	45,280	135,850*
District Nurses Training Scheme	5,809	539	5,270	6 (8)	5,270	
Prevention of Tuberculosis	75,525	2,123	73,402	6 (11)		73,402
Sheltered Workshops (Tuberculosis)	31,062	8,599	22,463	6 (11)		22,463
Tuberculosis Clinics and Hostels	10,985	3,854	7,131	6 (11)		7,131
Prevention of Diseases other than Tuberculosis	31,181	7,035	24,146	6 (11)	24,146	
Mental Health	127,125	4,951	122,174	6 (13)		122,174
Administration Expenses of Health Services administered centrally	175,837	293	175,544		43,890	131,654*
Registration of Nurseries and Child Minders	337	—	337	6 (15)	337	
Registration of Nursing Homes ...	2,928	—	2,928	6 (15)	2,928	
Ambulance	758,491	3,999	754,492	6 (10)		754,492
Medical Inspection and Treatment under Education Committee	674,946	937	674,009	6 (14)		674,009
	3,197,644	153,543	3,044,101		737,561	2,306,540

* NOTE.—The proportion in which these figures have been allocated is 1 : 3 in accordance with the approximate ratio between the totals of columns—numbers 5 and 6. In these two cases the allocations therefore cannot be supported by any evidence, which it would be extremely difficult for us to arrive at.

Evidence submitted by The Middlesex Touring Club

Founded in 1953, the Middlesex Touring Club was established by a few enthusiasts with the slogan: "Get to know your own county bettter." Each year since, it has arranged on average, 16 visits to places of historic and general interest in Middlesex. From a membership of 183 in 1953, the organisation has grown each year, and for 1957, the membership totalled 440. The membership is fully representative of the 26 administrative areas of the county, and the Club can almost certainly claim to be among the largest of the county organisations.

The Club feels concern over the possibility that there may be major boundary and administrative changes which would lead to the disappearance of Middlesex as a county, and urges upon the Royal Commission to take into account the historic traditions of Middlesex.

At the 1951 Census, the figures showed that only one person in three was actually born in the county, but the indications are, that with development having virtually ceased in the county, the population is becoming much more static with the likelihood that the 1961 Census will show that almost half the population will be natives.

Hitherto, because of the small proportion of native population, there has been little evidence of a county spirit among modern Middle Saxons, but in recent years, there has been an awakening of interest in Middlesex, not only by natives, but by those residents who have come from elsewhere.

Local history societies are now to be found covering over 90% of the county. Such societies are federated through the Middlesex Local History Council—the body which has taken the initiative in promoting continuance of preparation of the Victoria County History of Middlesex (work on this has been suspended since 1911).

It is significant that the L.C.C. has contributed to the cost of the Victoria County History of Middlesex in as much as the history covers the whole of the original county as it was prior to the creation of the L.C.C. in 1889.

In the opinion of members of the Middlesex Touring Club, there is an overwhelming case for the restoration of the original Middlesex but under a new title—the North London and Middlesex County Council to be administered from the present Middlesex Guildhall at Westminster.

The present L.C.C. headquarters at Waterloo could, it is suggested, be the administrative headquarters of a South London County Council.

Not since 1889 has there been any alteration of the historic boundaries of Middlesex apart from the transfer of Hadley to Hertfordshire.

The Middlesex Touring Club hopes very much that the Royal Commission will try to adhere to the historic county boundaries, but it does admit, on administrative grounds, that there may be a case for incorporating Barnet into Middlesex in view of the many complaints that children in this area are forced to attend schools which are not the nearest to place of residence, but merely the nearest one in Middlesex or Hertfordshire (sometimes a mile or more away when the nearest school to place of residence is a few hundred yards).

Summary of certain items extracted from the Abstract of the Accounts of the Middlesex County Council for the year ended 31st March, 1957

	(1) *Total Gross Cost*	(2) *Income other than M.O.H. Grants*	(3) *Net Cost borne by Rates and M.o.H. Grants*	(4) *Proposal No.*	(5) *Affecting Personal Services Committee*	(6) *Taken over by G.P.s and Hospitals*
	£	£	£		£	£
Maternity Service	298,586	70,422	228,164	6 (2)		228,164
Midwifery	135,511	10,315	125,196	6 (7)		125,196
Health Visiting	80,380	—	80,380	6 (8)	80,380	
Home Nursing	226,863	2,098	224,765	6 (8)	224,765	
Vaccination and Immunisation	32,005	—	32,005	6 (9)		32,005
Domestic Helps	348,199	37,634	310,565	6 (12)	310,565	
Administration Costs of Health Services administered on an Area Basis	181,874	744	181,130	—	45,280	135,850*
District Nurses Training Scheme	5,809	539	5,270	6 (8)	5,270	
Prevention of Tuberculosis	75,525	2,123	73,402	6 (11)		73,402
Sheltered Workshops (Tuberculosis)	31,062	8,599	22,463	6 (11)		22,463
Tuberculosis Clinics and Hostels	10,985	3,854	7,131	6 (11)		7,131
Prevention of Diseases other than Tuberculosis	31,181	7,035	24,146	6 (11)	24,146	
Mental Health	127,125	4,951	122,174	6 (13)		122,174
Administration Expenses of Health Services administered centrally	175,837	293	175,544		43,890	131,654*
Registration of Nurseries and Child Minders	337	—	337	6 (15)	337	
Registration of Nursing Homes ...	2,928	—	2,928	6 (15)	2,928	
Ambulance	758,491	3,999	754,492	6 (10)		754,492
Medical Inspection and Treatment under Education Committee	674,946	937	674,009	6 (14)		674,009
	3,197,644	153,543	3,044,101		737,561	2,306,540

* NOTE.—The proportion in which these figures have been allocated is 1:3 in accordance with the approximate ratio between the totals of columns—numbers 5 and 6. In these two cases the allocations therefore cannot be supported by any evidence, which it would be extremely difficult for us to arrive at.

Evidence submitted by The Middlesex Touring Club

Founded in 1953, the Middlesex Touring Club was established by a few enthusiasts with the slogan: " Get to know your own county bettter." Each year since, it has arranged on average, 16 visits to places of historic and general interest in Middlesex. From a membership of 183 in 1953, the organisation has grown each year, and for 1957, the membership totalled 440. The membership is fully representative of the 26 administrative areas of the county, and the Club can almost certainly .claim to be among the largest of the county organisations.

The Club feels concern over the possibility that there may be major boundary and administrative changes which would lead to the disappearance of Middlesex as a county, and urges upon the Royal Commission to take into account the historic traditions of Middlesex.

At the 1951 Census, the figures showed that only one person in three was actually born in the county, but the indications are, that with development having virtually ceased in the county, the population is becoming much more static with the likelihood that the 1961 Census will show that almost half the population will be natives.

Hitherto, because of the small proportion of native population, there has been little evidence of a county spirit among modern Middle Saxons, but in recent years, there has been an awakening of interest in Middlesex, not only by natives, but by those residents who have come from elsewhere.

Local history societies are now to be found covering over 90% of the county. Such societies are federated through the Middlesex Local History Council—the body which has taken the initiative in promoting continuance of preparation of the Victoria County History of Middlesex (work on this has been suspended since 1911).

It is significant that the L.C.C. has contributed to the cost of the Victoria County History of Middlesex in as much as the history covers the whole of the original county as it was prior to the creation of the L.C.C. in 1889.

In the opinion of members of the Middlesex Touring Club, there is an overwhelming case for the restoration of the original Middlesex but under a new title—the North London and Middlesex County Council to be administered from the present Middlesex Guildhall at Westminster.

The present L.C.C. headquarters at Waterloo could, it is suggested, be the administrative headquarters of a South London County Council.

Not since 1889 has there been any alteration of the historic boundaries of Middlesex apart from the transfer of Hadley to Hertfordshire.

The Middlesex Touring Club hopes very much that the Royal Commission will try to adhere to the historic county boundaries, but it does admit, on administrative grounds, that there may be a case for incorporating Barnet into Middlesex in view of the many complaints that children in this area are forced to attend schools which are not the nearest to place of residence, but merely the nearest one in Middlesex or Hertfordshire (sometimes a mile or more away when the nearest school to place of residence is a few hundred yards).

5. Richmond and Barnes are a Parliamentary constituency; registration could, therefore, be carried out under one roof.

6. We have only a prefabricated block of administration offices, with no Council Chamber. We meet on licensed premises monthly. Richmond have a Town Hall complete with Council Chamber and Committee room accommodation, but this building, since the war, has proved to be inadequate, and they are overspilt into other premises for Public Health and Housing.

To summarise, we shall both, within a few years, need a new Town Hall. Both Councils have already discussed this problem, and, in the case of Barnes, sketch plans provided.

7. Richmond is divided into ten Wards, Barnes eight, with a collective representation of seventy-two. Reorientation of these eighteen Wards could reduce them to, possibly, fourteen, again a saving in costs.

8. As amalgamated Boroughs, we could introduce a repairs and maintenance staff of housing estates, thus saving on private contracts and providing a better and a continuity of service.

9. Richmond swimming bath is acknowledged past repair, and they are in an advanced state of planning for new baths, costing over a quarter of a million pounds. The site chosen is off the bus routes covering Barnes, and, as far as we are concerned, is badly sited. This might become a joint effort.

Commons and open spaces

10. A considerable portion of our area is composed of delightful open spaces, including a portion of Richmond Park and the River Thames. Richmond is similarly situated, with added charm of laid-out gardens.

In Barnes, our open spaces have been seriously neglected of recent years for reasons of trying to keep expenditure within a limited income. A unified staff under one Superintendent would, with greater mechanisation, effect a more skilled service, and reduce costs.

Main roads

11. Both areas have their traffic problems. Some of these are of dual concern. In this respect, we feel a central authority should be set up to deal with main arterial roads out of London, with some delegated authority to the amalgamated district authorities.

Geographically

12. With amalgamation, we should have a population of approximately 80,000, and a glance at the map of Surrey would indicate a very compact unit of administration.

Street lighting

13. We have at present existing on our converging main roads two different systems of lighting.

14. To summarise our reasoning, we feel Richmond and Barnes together would make a compact and easily administered unit of local government. There is an affinity between the two Boroughs, i.e.—

(a) We are a Parliamentary constituency.

(b) Both political parties are based in Richmond.

(c) An area of Barnes is within the Richmond postal area.

(d) A fair proportion of the inhabitants of the western area of Barnes shop in Richmond.

(e) Sewerage, dust disposal, education, County Public Health and Welfare, Road Safety, are jointly administered.

Jointly, we could effect economies, reduce administration costs, and render a better service to the inhabitants.

We have not attempted to express our opinions on the wider problem of Greater London, but have confined our suggestions to the area we are thoroughly conversant with.

We are prepared to suggest that if the Royal Commission tend towards reducing the area of the County of London, we feel all our arguments could equally apply if Putney and Roehampton of the Borough of Wandsworth were attached to Barnes.

And, finally, we would agree to a well conceived County Borough if financial safeguards could be afforded the County of Surrey.

Evidence submitted by A Minority of Members of the Fulham Metropolitan Borough Council

Mr. Chairman, Madam and Gentlemen

By letter dated the 17th February, 1958, addressed to the Mayor of Fulham, the Chairman of your Commission invited the Fulham Borough Council to submit evidence to it. It is understood that in addition to the evidence submitted by the Council as a whole, your Commission is prepared to receive the views of minorities and this memorandum is accordingly submitted by Conservative members of the Council who form the minority party in opposition.

At the outset, we would inform your Commission that your Chairman's letter was not reported to any Committee of the Council until April, 1958, and this is one of the reasons that the present minority report has been so long delayed. We wish to express our regret for any inconvenience which a report at this late stage may occasion the Commission.

The Fulham Borough Council consists of 6 Aldermen and 40 Councillors. All the Aldermen and 29 of the Councillors belong to the majority Labour party; this report represents the unanimous views of the remaining 11 Councillors.

Description of Present Local Government Arrangements

We would not add to the facts already submitted to your Commission in the memorandum of the Fulham Borough Council dated the 22nd May, 1958.

Analysis of Defects on Present Local Government Arrangements

We believe the present London County Council is too large and remote to provide for the needs of the population of London with anything like the close knowledge and touch required. On the other hand we consider that the present Borough Councils, with the possible exception of Wandsworth, are too small to provide efficiently or economically the many services best undertaken on a more local basis than by the L.C.C. Furthermore there is a considerable duplication of services at present by L.C.C. and the Metropolitan Boroughs.

We find support for this view in the factual report submitted by our Council on the present administration of services in London. Duplication occurs in Housing, Environmental Health, Civil Defence and Town Planning.

For example as to Housing, we believe that this duality of control does not generate efficiency where the provision of houses is concerned. There is not infrequently disagreement between the county council and the borough council as to which should develop certain areas and this applies both as to the provision of new estates and in the clearance of slums. The borough council has to get the consent of the county council before it can develop land for housing purposes, a cause of unnecessary delay. In connection with the estates provided by the county council, the borough council has no control at all and it by no means follows that the accommodation provided by the County Council will be made available for Fulham people. There seems to be no advantage from this duality of control and quite considerable disadvantage.

With regard to the joint responsibility for slum clearance, this is carried out according to an agreed programme submitted to the London County Council for consideration, discussion and consultation. Only the smallest areas are normally left for the borough council to deal with. This duality of control is most unsatisfactory. The borough council is not always aware of surveys taking place in its own area, nor the reason for their being carried out and in the matter of investigation and inspection, there may well be disagreement between the authorities in the subsequent action taken. There would appear to be no reason why the borough council should not deal with this problem in its entirety.

We understand that the Chief Officers of our Council are in agreement with these views.

In Education, health and services connected with the regulation of buildings, the desirability of a measure of decentralisation is admitted by the L.C.C. We would stress the desirability of closer contact with local problems.

Consideration of Local Government Re-organisation

We consider that the area of Local Government in London should remain in principle in the present boundaries administered by the L.C.C. and should not be extended.

We advocate, however, the adoption of a one-tier system of Local Government, to consist of about 7 authorities of County Borough status, each with a population of 350,000/450,000. The boundaries of these County Boroughs should as far as possible follow some traditional lines. Members would be elected by the electors of the County Borough. Some re-organisation of boundaries of electoral divisions might be necessary, as there is an inequality in the sizes of the Wards in the present boroughs.

Certain services require either centralised administration or a measure of centralised control and we suggest that these might be dealt with by one of the following methods.

(a) The setting up of a Public Board on the pattern of the Metropolitan Water Board with an appropriate representation of members elected by the County Boroughs.

(b) The establishment of Co-ordinating Committees, composed of members elected by the County Boroughs.

Services which appear most usefully to be administered by method (a) would be:

Fire Services
Ambulances

Services which appear appropriate to method (b) would be:
Further Education
Sewage and River Pollution
Tunnels
Trunk Roads
Flood prevention and embankments

Bridges
Aerodromes
Water Pollution
Ferries
Housing outside London
Some broad and general aspects of Town and County Planning

We believe that a County Borough is a large enough unit to provide for all the remaining services needed, and yet is near enough to the local conditions for these latter to be given due weight. Furthermore the services could almost certainly be administered with a useful reduction in staff as duplication would have been eliminated.

The Town Hall remains the normal focal point of the citizen, and in the County Borough, the existing Town Halls could be retained to provide the important service of maintaining contact with the citizens, while at the same time providing the accommodation required for the various County Borough departments.

Conclusion

At a later stage we would welcome the opportunity of amplifying these views. We believe that the County Borough system of local government for London is fundamentally sound and merits serious consideration. We would again finally stress that we would not support any amplification of the views expressed by the majority group on the Fulham Borough Council.

We are, Mr. Chairman, Madam and Gentlemen

Yours faithfully

W. J. PARSONS, Leader of Opposition

S. N. B. LEISHMAN, Deputy Leader

MISS G. M. COWELL

B. J. F. GALPIN

R. H. GIBBONS

J. HARDING-MARSH

A. J. S. LAVER

MRS. R. LONGSTAFF

MISS E. M. MANN

MRS. L. M. MILLS

C. PARTINGTON

Members of the Metropolitan Borough of Fulham representing the minority group on the Council

August, 1958

Evidence submitted by The Minority Party on the London County Council

I. Introduction

1. The Minority Party on the London County Council does not accept many of the contentions contained in the written and oral evidence submitted to the Royal Commission by the Council.

2. At the meeting of the Council on July 15th, 1958, at which the written statement of evidence for submission by the Council to the Royal Commission was approved, it was unsuccessfully moved on behalf of the Minority Party, that the evidence be amended,

> " To indicate that the Council, recognising that the multiplicity and scope of its functions have resulted in an increasingly cumbersome administrative structure which no longer constitutes an effective or convenient unit of local government, urges upon the Royal Commission the desirability of giving full consideration to the possibility of so re-organising London Government that the functions of the upper-tier authority are confined so far as possible to matters of overall policy and planning whilst leaving detailed administration to lower-tier authorities."

We still adhere to that general statement of views.

3. Almost from its inception in 1889, the Council has been divided on party lines. The standing orders of the Council since 1934 have recognised the Party system—" Leader of the Council " and " Leader of the Opposition " are official titles. Each Party has its own Whips. Aldermen, Committees and representatives on outside bodies are all normally appointed by party nomination in proportion to the strength of the parties among the elected Councillors. Only after the elections in 1889, 1895, 1910, and 1949 has this custom been breached to any significant extent. At the present time where the Minority Party numbers 32 out of the total Council Membership of 147, we think it right to make it clear that in our view the standing orders and procedures of the Council adequately protect the rights of the Minority Party and its individual members, and, in particular, their freedom to examine and comment upon the policies and administration of the Council so far as that remains physically possible. It is also fair to say that in spite of the organisation on party lines of the Council, its committees, and even its sub-committees, the relations between the parties are normally friendly, and there is a reasonable degree of consultation, co-operation, and agreement on a great many matters of day to day administration and policy.

4. The Minority Party as well as the Majority Party has reason to be proud of the notable successes which the Council has achieved over the years in carrying out its many and varied functions. Our criticisms of the present structure of local government in London are not to be confused with our criticisms of the Council's current political policies or their implementation. This evidence is

directed to defects which in our view cannot be corrected within the framework of the present structure.

5. Although it has been said that the present system works, we do not consider that it works well enough. The services provided by the Council are of a reasonably high standard but fundamentally this is due not to the satisfactory nature of the existing structure, but to the fact that the Council can draw upon the revenues of one of the richest areas in the world and by virtue of its powers and responsibilities has attracted the service of staff of a very high calibre.

6. The Minority Party's main submissions may be summarised as follows:

(i) The range and scope of the Council's functions have grown to such an extent that its administration has become increasingly cumbersome and remote from the public it is intended to serve.

(ii) The volume of business is now so great that members of the Council are increasingly unable to keep control of the general direction of policy.

(iii) Members are being drawn from an unduly small section of the electorate because of the demands made upon their time by the work of the Council.

(iv) We do not advocate a system with which members are in a position to try and undertake the detailed work which is properly the function of the officers, but we are firmly of the opinion that real local government can only be restored in London by limiting the functions of the upper-tier authority to a minimum of major matters of overall policy and planning.

(v) While wishing to see the devolution of greater powers to the lower-tier authorities—by conferment rather than delegation—we do not accept that the major functions retained by the upper-tier authority should necessarily be confined within the area of the present Administrative County of London.

(vi) While the paramount need is to break down over-centralisation the resulting relief to the upper-tier authority would pave the way for the co-ordination of certain services over a wider area than at present.

(vii) We are of the opinion that while the existing structure could be improved by a minor re-organisation involving a greater conferment of powers upon the existing lower-tier authorities it can only be made fully effective by a major surgical operation involving both a new lower-tier and a new upper-tier structure.

(viii) In our opinion what is required in London is fewer lower-tier authorities which are capable of exercising more functions as of right and an upper-tier authority where functions are limited to main drainage, sewerage and sewage disposal, the fire service, the ambulance service (so long as this is not transferred to the Regional Hospital Boards), out-county housing, including overspill and new town development, major planning proposals, including major road improvements and traffic control, further, technical and special education, and certain public control and licensing functions.*

---

* Note.—It will be seen that we have referred repeatedly throughout our evidence to the "upper-tier" and the "lower-tier" authority. Whether the "upper-tier" authority or the "lower-tier" authority shall be the existing L.C.C. and Metropolitan Boroughs respectively is a matter upon which we hesitate to express dogmatic views, but we are fully aware that the division of functions which we recommend necessarily raises questions of the suitability of the existing local government units for carrying out the functions to be allotted to them. We are also well aware that the devolution of functions which we are anxious to see may well depend upon the suitability of the weakest unit within the lower-tier unless the possibility of altering existing boundaries is firmly borne in mind.

II Special Services

Education

7. (i) We share the view expressed in the Memorandum of Evidence from the Ministry of Education * that "in most ways London is an efficient local education authority" (para. 19), but in our view it is essential to obtain a proper balance between administrative convenience and the responsibilities of members in a healthy local government structure.

(ii) The complete centralisation of education administration may make for satisfactory relations with the Ministry of Education, but it imposes an almost impossible burden on the members of the Council's Education Committee who are responsible to the Council for maintaining or assisting some 1,380 schools with over 443,000 full-time pupils and 17,000 teachers on the rolls. In addition 300,000 students attend 120 further education establishments run or assisted by the Council. Much of the work has to be delegated to sub-committees the members of which tend to become specialists in a limited field. Many important matters are decided in the absence of any member with local knowledge.

(iii) We agree with the Ministry of Education view that the introduction of a system of divisional administration in London is not to be recommended * (para. 35), but for different reasons. In our opinion such an ad hoc body would only serve to add to the complexity of the existing structure and erect a further barrier between the lower and upper-tier authorities. We reject this suggestion not because of London's long history of centralised administration but because we are convinced that there should be an effective devolution of primary and secondary education to authorities smaller than the London County Council.

(iv) We recognise that in the sphere of education size may have certain advantages. Over the years the Council has not only acquired great experience in school building but the bulk buying of furniture and school books has proved economical, and, for example, furniture design has reached a very high standard. The large size of the authority has also allowed a great variety of both full-time and part-time courses in further education and much specialisation in the various colleges. We do not feel, however, that these advantages would necessarily be lost by devolution to the lower-tier authorities. In any event such advantages must be weighed against the disadvantage of inadequate supervision and control by members and remoteness from local and parental opinion.

(v) Although it is a matter which might be dealt with within the framework of the existing structure we are particularly concerned about the evidence already given to the Royal Commission about the present constitution and powers of governing and managing bodies. At present there are something of the order of 6,000 seats on these bodies and the vast majority of the members are nominated by the parties at County Hall in proportion to their strength on the Council and that proportion applies throughout the whole of London. We do not accept the statement made by the Leader of the Council that these governors and managers must in practice be active members of the party which nominates them (Day 11, page 394).† That is not the practice so far as the Minority Party is concerned. We try to nominate the best people that can be found locally regardless of their political affiliations, but there is great difficulty in building up any central register of suitably qualified persons who have no party affiliations and we are often forced to rely predominantly upon nominations of active members of the party

---

* Royal Commission on Local Government in Greater London—Memoranda of Evidence from Government Departments—published by H.M.S.O. refers.

† Royal Commission on Local Government in Greater London—Minutes of Evidence—Days 11 - 12, published by H.M.S.O. refers.

known to us. We would accordingly prefer the lower-tier authorities aided, if possible, by the churches and local voluntary organisations to be, in any event responsible for nominating a large proportion of members of governing and managing bodies.

(vi) We are strongly in favour of increasing the authority possessed by school governors and managers. This should be not less than that possessed by the divisional officer.

Housing

8. (i) The number of dwellings owned and managed by the Council is now of the order of 200,000. Altogether the number of persons housed by the Council is now over 750,000, substantially more than the total population of Manchester. The Council owns 27,000 acres of land, mostly for housing purposes, equal to the size of Liverpool.

(ii) The size of the housing organisation of the Council and the financial resources behind it has enabled the Council in the past to carry out new building on a vast scale which might well have been beyond the capacity of the existing lower-tier authorities, but we agree with the opinion expressed in the Memorandum of Evidence † from the Ministry of Housing and Local Government (para. 30) that " there is no necessary connection between the size of an authority, and the efficiency or quality of its house building." At present the Council's Housing Committee has to do most of its work on paper since it is impossible to know in detail the enormous number of estates and sites with which it has to deal.

(iii) Although the Council, which employs a highgly qualified and experienced technical staff, has done first class work, it has been stated by the Ministry (para. 30)† that " they are more expensive in their building than other authorities in Greater London." In our view this is due in part to considerations of pride and prestige and the complications of the unwieldy machine. The vast scale of the Council's housing operations makes it impossible for the Housing Committee to have proper detailed control over housing expenditure—which in the present year alone is estimated at some £17 million on capital account and £20 million on maintenance.

(iv) As it is conceded in the Ministry's evidence (para. 46)† that " now most of the available land has been used up and the time is not far distant when housing authorities in Greater London will, for this reason, be forced to restrict their activities to slum clearance and re-development," we think the time has come for building within the county to be the sole responsibility of the lower-tier authority leaving the upper-tier authority responsible for all housing outside the area, namely the management of the out-county estates, and overspill to new towns and to expanding towns.

Town and Country Planning

9. (i) The planning functions of the Council are unsatisfactory in their present form. On the one hand its area is too restricted geographically; the Development Plan, for example, instead of dealing with the whole of the present Metropolitan area is confined to the area of the Administrative County which is an entirely artifficial unit from a planning viewpoint. On the other hand the functions which it at present discharges for the Administrative County area alone are much too detailed for a single body to discharge without its administrative machinery becoming clogged or members overwhelmed by detail.

---

† See * on page 299

(ii) A system which requires the members of the Council to deal with some 12,000 or more applications for planning permission in a year is clearly overloaded. In such circumstances delays which give rise to public complaint are inevitable. When applications are submitted to the metropolitan borough councils for their views the boroughs are required to express these within 14 days and they do so. Although the Council has made determined efforts to reduce the number of outstanding applications that are on hand at any one time the figure has risen again to some 1,500, and the average time of clearing an application is over six weeks.

(iii) The Ministry of Housing and Local Government in their Memorandum of Evidence † express the view (para. 10) that " within the County of London the highly centralised administration does seem to work pretty well. It is true that some cases take a long time but they are usually cases of great difficulty." We agree that speed is not the only factor. The Ministry's comments are necessarily limited to the question of administrative efficiency. We attach greater importance to the terms of the decision ultimately conveyed to the applicant and regret that with the present system such factors as the local knowledge of members, flexibility of policy to meet the varying needs of different areas, and responsiveness to local desires and opinion, are at a discount.

(iv) In our view while the upper-tier authority must remain responsible for the preparation of the Development Plan, the lower-tier authority should have power either to approve a planning application if it conforms to the Plan, or to reject it if it does not conform to the plan, and they think it should be rejected. If an application does not conform to the Plan and the lower-tire authority thinks that it should be approved it should refer the application to the upper-tier authority with a recommendation.

(v) A striking example of the effects of the present over-loading of the Council's Town Planning Committee is afforded by the Memorandum of Evidence submitted by the Ministry of Labour and National Service,† paragraphs 14 to 19 of which deal with Means of Escape in Case of Fire. This reveals a state of affairs of which we think it fair to say Council members were almost entirely unaware. A quarterly report on certificates issued is laid before the Town Planning Committee but not in such a way as to enable members to exercise any control or appreciation of what has (or has not) been going on.

(vi) The present system of building control in the county, based on the London Building Acts, is, in our view, satisfactory. If there is to be an attempt to achieve uniformity for the reasons given in the Ministry of Housing and Local Government Memorandum of Evidence † (para. 19-20) we consider the London Building Acts system preferable.

Traffic

10. (i) We are in complete agreement with the statement in the Ministry of Housing and Local Government Memorandum of Evidence † (para. 15) that " the major failure of planning in Greater London has been in dealing with the problems of traffic congestion."

(ii) As regards road improvement we do not consider that there is cause for any great dissatisfaction in the present system of dual responsibility, whereby the L.C.C. are mainly responsible for major improvements and the Metropolitan Boroughs primarily responsible for minor improvements, but we consider that if there is any major reconstruction of the structure of London Government the lower-tier authority should be the highway authority subject to the overall planning responsibilities of the upper-tier authority which would include co-ordination of proposals for major road improvements and traffic control.

---

† See * on page 299

(iii) At present the control of traffic in Greater London is the concern of some 60 different authorities or bodies. This has created a chaotic situation particularly in relation to car parking. In our opinion what is needed is for overall co-ordination of town planning and traffic (including car parking) functions to be carried out by one and the same authority, that is by whichever authority constitutes the upper-tier, whilst leaving detailed execution to the lower-tier authorities. This is indeed an example of the sort of problem which in our opinion renders it necessary to consider the possibility of the upper-tier authority for London covering a wider area than that represented by the present administrative county.

(iv) While accepting the view expressed by the Ministry of Transport in their Memorandum of Evidence † (para. 43) that if there were to be created an upper-tier authority covering the Greater London area no difficulty would arise, we are opposed to the Ministry's alternative policy of creating a separate executive agency. We desire no increase in the number of ad hoc authorities.

Health

11. (i) With the coming into operation of the National Health Service in 1948 the L.C.C. lost the hospital services which it has been running for some 19 years and in turn took over from the Metropolitan Boroughs the health services which the latter had been running successfully for a long time. From the beginning the Council was concerned about the vast and unwieldly task allocated to it. In order "to effect the largest practicable measure of local decentralisation" (see Council Minutes May 28th, 1946, p. 354) the Council was obliged to divide the county into nine divisions. This reflected the need for decentralisation, but the system of divisions has not worked as well as was hoped and is no substitute for complete local autonomy.

(ii) With the exception of the ambulance service, which must continue to be controlled by the upper-tier authority (unless transferred to the Regional Hospital Boards), we are in favour of the conferment of all the personal health services upon the lower-tier authorities.

Welfare

12. (i) The Ministry of Health's Memorandum of Evidence † (para. 52) refers to the need for local authorities to combine their health and welfare services under one committee. This question of integrating the health and welfare services of the L.C.C. was fully considered some years ago and both parties came to the conclusion that, as far as the L.C.C. was concerned, this was inadvisable. It is a measure of the excessive concentration of power and responsibility that is in the hands of the L.C.C. that it is generally agreed that a joint committee would be hopelessly over-burdened.

(ii) We are aware of the problems of duplication and overlapping but in our view they can only be dealt with satisfactorily by the conferment of those welfare functions which are virtually health functions (homes for old people, mother and baby units and special units for rehabilitating problem families) upon the lower-tier authorities. At the level it would be both practical and desirable to concentrate health and welfare functions under one department and one committee.

---

† See * on page 299.

(iii) Within the framework of the present structure there is, however, a strong case for the upper-tier authority retaining its responsibility for certain specialised services, including homes of the blind, special training for the physically handicapped, and existing large homes for aged people unable to look after themselves.

Children

13. (i) The Home Office in their Memorandum of Evidence state (para. 26(1) and (3)) that " there seems to be no particular disadvantage in the organisation of child care in large local government units such as the London County Council," and " standards of child care in Greater London are considered to be generally satisfactory." From the point of view of departmental organisation this is probably true, but we think that insufficient attention has been paid to the position of Council members within the framework of a local government system.

(ii) The present organisation involves the breaking down of the work of the Children's Department into nine divisional areas which are grouped geographically into three districts, each with its District Committee upon which members sit. It is just possible for a hard-working member of the Council to keep a grip on the work of one district but it should be understood that each divisional area of the Children's Committee is larger than most local authority Children's Departments in the rest of the country. Thus area 2 is fourth in size in the list of authorities in England and Wales, and area 4, the smallest, comes eighteenth. As each district comprises three divisional areas, it is clear that each District Committee is responsible for more children than any other local authority. In general it is our experience that few members are able to know much of the work of the children's establishments outside their particular district.

(iii) The way in which the work of the Children's Department has been broken down strengthens our opinion that it is both feasible and desirable that the functions of local authorities under the Children Act of 1948 should be exercised by the lower-tier authorities.

(iv) We are of the opinion, looking to the future, that the obvious line of development should be the drawing together of all the work of the family under one administration. This might involve a single Committee not only for health and welfare services (which have already been discussed) but also including the children's services. If this should be thought desirable the argument for devolution from the upper-tier authority becomes even stronger .

Financial Control

14. (i) The huge concentration of powers and responsibilities in the hands of the L.C.C. means that the system of financial control is largely exercised by the Comptroller and his officers. Members of the Council can do little more than query the odd item and sanction the remaining flood. This cannot be considered good and convenient local government.

(ii) We have already referred, for example, to the fact that the vast scale of the Council's housing operations makes it impossible for the Housing Committee to have proper detailed control over its expenditure. Yet the Housing Committee and every other spending Committee depend upon the Finance Committee to examine its expenditure. The Finance Committee with an average expenditure of £6 million before it at every fortnightly meeting, spread over an average of about 60 items, is quite unable to investigate in detail. In any event the economical operation of any spending committee's projects cannot be investigated in detail because it is always alleged that the spending committee has already approved of the minimum standard.

Financial Adjustments

15. (i) In any re-organisation of the structure of Local Government or the re-allocation of functions the question of financial resources is a crucial one.

(ii) Whatever action is taken rateable values will still vary considerably between different authorities and there is no doubt of the necessity of some equalisation scheme. We envisage no insuperable difficulties in adjusting the present scheme to meet any new situation created by the implementation of any recommendations which we have made in the Memorandum of Evidence.

GEOFFREY RIPPON
Leader of the Opposition
FRANCIS BENNETT
Opposition Chief Whip

9th September, 1959

Evidence submitted by The Minority of Members on the Penge Urban District Council

Town Hall,
Anerley Road,
London, S.E.20
10th October, 1958

J. R. Niven, Esq.
Royal Commission on Local Government
in Greater London

Penge Urban District Council

Dear Sir

We, the undersigned five members of the above Council, wish to record our complete disagreement with the submission and recommendation contained in the further Outline of Evidence which the Council on a majority vote agreed to submit to the Commission.

The present constitution of the Penge Council is 13 Labour members and 5 Conservatives, and we, the Conservative members as undersigned, would wish it to be clearly understood that we adhere in all particulars to the original Outline of Evidence submitted to you. It is our belief that in a matter so vitally affecting the welfare and good government of the district in the future, politics should, as far as is possible, be divorced from any submission.

As will be seen from the appended figures, we, although we only hold 5 seats on the present Council, do represent approximately 50% of the votes cast and submit, therefore, that we speak for as great a number of our people as do the Labour element holding thirteen seats.

Local Election

18 seats. 6 seats in each of three wards. Each elector entitled to six votes in his or her ward.

Election 1958

Votes cast 41.883. Conservative 20.237. Labour 21.646 equals 41.883. Result: Labour 13 seats, Conservative 5 seats.

Election 1955

Votes cast 43.400. Conservative 24.583. Labour 16.828. Tenants, etc., 1998 equals 43.400. Result: Conservative 18 seats.

We ask your indulgence for approaching you in this manner but we feel it is our duty as the representatives of so many of the residents of the district to make our views clear to you and we should appreciate the opportunity of attending should you consider taking oral evidence. If, as was the case with the original Outline of Evidence, thirty copies of this letter are required, we shall be pleased to supply them.

Yours faithfully

Councillor F. A. SMITH, J.P.
Chairman of the Council 1952-3 and 1954-5
Chairman of Finance Committee and Staff Committee

Councillor K. M. PRICE
Chairman of General Purposes Committee and Park Committee

Councillor H. A. B. COPPARD
Chairman of Parks Committee and Public Health Committee

Councillor C. J. W. BUNN

Councillor V. S. H. MITCHELL
Member of Darenth Area Town Planning Committee

Evidence submitted by The Minority of Members on the Richmond (Surrey) Borough Council

1. The signatories to this statement of evidence are all Members of the Richmond (Surrey) Borough Council, whose views on the desirable structure of Local Government in the Greater London Area differ from those contained in the statement submitted by the majority of the Council which can be summarised as being in favour of maintaining the "status quo." For easy reference the signatories are:

	Name	*First elected to Council*	*Remarks*
Ald.	T. Raymond Starr, J.P.	1927	Mayor 1945-6
,,	J. Leonard Hawkins ...	1935	Mayor 1942-3. Break in service of 2 years
Cllr.	Harold A. Taylor, J.P. ...	1940	Senior Magistrate, Local Bench
,,	Joan E. Whitty	1941	Break in service of 9 years
,,	James S. Harwood ...	1946	Mayor 1958-9. Break in service of 2 years
,,	A. J. M. Carroll ...	1953	
,,	Bernard Hughes ...	1956	
,,	Francis J. Hurley ...	1956	
,,	Emil H. Campion ...	1957	
,,	Arthur R. Hatcher ...	1957	
,,	Gwendoline D. Smith ...	1957	
,,	Alfreda McNae, J.P. ...	1958	
,,	Charles J. Moody, J.P. ...	1958	

2. As a result of:

(a) our experience in the operation of the present two-tier system

(b) our study of the many reports prepared by interested organisations during the past fifteen years

(c) our first hand investigations into the functioning of Local Government in a County Borough within the London conurbation

we are satisfied that Greater London could be better served by the establishment of a number of contiguous authorities all enjoying powers very similar to those exercisable by County Boroughs but with special provision to deal with those services which in the public interest ought not be confined within a comparatively small geographical extent.

3. To avoid wearisome repetition, we would state that our views are very much in line with the evidence submitted to the Royal Commission by the Association of Municipal Corporations but whilst we agree that satisfactory arrangements could be made under which one authority would administer a service for the benefit of two or more adjoining authorities, we believe that some services (e.g. Fire Brigade) should be planned over a much larger area and in consequence we think that further consideration should be given to the structure

of some form of Joint Committee to operate such services.

4. Our criticism of the present two-tier system of Local Government may be summarised as follows:

It is Administratively Uneconomic

(a) In many services such as Town Planning, Education, Health and Welfare, the actual structure is, in fact, a three-tier one. It frequently happens that in consequence three Committees (together with their respective Officers) all deal with one problem. This arises from the fact that although the County Council is the statutory authority they have delegated certain of their functions to the District Authorities and at the same time have esablished a " group " committee comprising representatives of both the County Council and of the various District Authorities grouped together for the purpose of operating the particular service. We feel that this is extremely cumbersome, leads to unnecessary delay and is wasteful both of money and of members' time. We agree that to date these delegated services have worked quite well in the Richmond area but there can be no doubt that this is due very largely to the particularly happy relations existing between the Surrey County Council and the Richmond Borough. It is quite certain that if these relations were other than what they are, the administration of some of the services concerned could become very unsatisfactory.

It is becoming increasingly difficult for Minor Authorities to attract the best brains or the best Officers

(b) The general trend of legislation for a considerable time has been to transfer to the County Authorities many of the powers formerly vested in the minor authorities. Responsibility now vested in these latter authorities is so diminished that fewer and fewer people are willing to give up their time to serve on them. We feel that it is only a question of time before the same effect will become very apparent with the calibre of officers available for Local Government Service. It is quite clear that the most competent officers will naturally gravitate to the large authorities and it will only be officers of the mediocre type who will be satisfied to serve the minor authorities.

The field for Potential Members of County Councils is far too limited

(c) It is the general practice for County Councils to meet in the daytime and there are no doubt very good reasons for this. The effect is, however, to exclude from membership of the County Council many persons in the prime of life since their attendance at daytime meetings is impossible. We feel this is very regrettable but is inseparable from an authority covering a very large area.

It is extremely difficult to focus public attention on the County Councils

(d) In general the percentage poll for County Council elections is lower than that for elections to minor authorities and members of major Councils are less accessible to most ratepayers. This again stems from the wide areas covered by the County Councils and introduces a sense of remoteness which is absent from the deliberations and activities of the Borough or Urban District Council.

5. Apart from the discussion which took place at the Richmond Borough Council prior to its " status quo " decision referred to in para. 1 above we have had conversations with many of our colleagues on that Council. Almost without

exception they expressed the view that they are influenced solely by what they feel would be in the best interest of Richmond, without regard to what might be the ideal form of Local Government for Greater London as a whole. Indeed, some of them readily accept that a single all-purpose authority is to be preferred in many places but they are unwilling to contemplate such a development locally because they fear it may involve some amalgamation of existing Boroughs as a result of which Richmond might lose its identity. We are satisfied that this need not be so and by way of local example we instance the parish of Kew which whilst absorbed in the Borough of Richmond for Local Government purposes remains an easily recognisable separate entity, maintaining its traditions and atmosphere.

6. We take the view that the structure, functions and boundaries of Local Authorities should be determined in the light of what appears to be the best for the whole of Greater London. We accept the necessity for adjustments of boundaries to form units having resources capable of providing adequate Local Government services, yet sufficiently small geographically that there is no sense of remoteness. We believe that in the past too much emphasis has been laid on regarding the river as a natural boundary between Counties or between Minor Authorities; we are mindful of the fact that in several localities the river is the one factor which authorities on both banks have in common and that arrangements exist to permit an authority on one side to examine and comment on proposals for development on the opposite bank of the river. It could well be that an area embracing both banks would prove a happy solution and might result in a greater appreciation of the River Thames. Naturally we reserve the right to comment on and to suggest amendments to any proposals which may result in the creation of a Local Government Unit covering an area different from the several neighbourhoods which now comprise the Borough of Richmond.

27th November, 1958

Evidence submitted by The Minority of Members on the Ruislip-Northwood Urban District Council

13 Mount Pleasant
Ruislip

15th December, 1959

The Secretary
Royal Commission on Local Government
in Greater London

Sir

1. The minority Group of the Ruislip-Northwood Urban District Council welcome this opportunity of submitting a statement to the Royal Commission on Local Government in Greater London on the housing problem in both Middlesex and Ruislip-Northwood.

2. The group is most concerned that the Ruislip-Northwood Urban District Council has failed to accept the invitation of the Royal Commission to submit the views of the Urban District Council on housing for examination by the Royal Commission.

3. The main details of housing in the Urban District are set out in the attached appendix.

4. Save for the replacement of temporary bungalows, now in progress, and the erection of a small number of eventide homes, it is the declared policy of the Urban District Council not to exercise further its powers under the Housing Acts. Indeed the Council has now decided to release for private development land in the district acquired for housing purposes, the following being the relevant extract from the Housing Committee's report to the Council:

> Clause 162, 28th January, 1959
>
> Your committee has considered a report upon the circumstances concerning the acquisition of the land and the powers under which it is held by the Council and has instructed the Engineer and Surveyor to prepare a plan within the next 12 months to be submitted for consideration in January, 1960, to include arboreal development on the Joel Street frontage, provision for a limited number of Eventide Homes in Wiltshire Lane leaving the balance of land available for private development.

5. The Urban District Council has also at its meeting of 22nd July, 1959, decided to oppose the proposal of the Middlesex County Council to seek additional powers to:

(i) promote and finance a New Town by establishing a Corporation or by other means;

(ii) be an authority eligible to participate in development under the Town Development Act, 1952;

(iii) exercise outside Middlesex the powers exercisable by a Housing Authority in its own area and otherwise under the Housing Acts.

The Council resolution went on to state that "it is inappropriate for the County Council to seek additional powers pending the findings of the Royal Commission on Local Government in the Greater London Area being made known."

6. From the attached appendix (para. 6) it will be seen that very few housing applicants are housed in the New or Expanded Towns.

7. It is difficult without conducting a detailed investigation to estimate what is the extent of the housing problem in Ruislip-Northwood. It is known however that young married couples with children who have lived in the district for a considerable number of years cannot get on to the list of housing applicants. This is but one example which demonstrates the inadequacy of the waiting list as a guide to the housing problem.

8. It is the view of the minority group that not only should the Middlesex County Council be granted the power set out in para. 5 above, but that there is also a need to consider granting, with suitable safeguards, to the County Council the powers of a Housing Authority in Middlesex.

9. The minority group of Councillors would welcome the opportunity of appearing before the Royal Commission to supplement this statement.

Yours faithfully

(Sgd.) A. J. BEASLEY

Councillor

on behalf of the Minority Group of the
Ruislip-Northwood Urban District Council

APPENDIX

Statement of Housing

1. There was at 31st March, 1958, some 21,607 domestic hereditaments in the Urban District, of these:

3,654	had	rateable values	over £25	and	under	£30
7,600	,,	,,	£30	,,	,,	£40
5,567	,,	,,	£40	,,	,,	£50
2,129	,,	,,	£50	,,	,,	£60
18,950						

the remaining domestic hereditaments had rateable values either above £60 or below £25.

2. Schedule of dwellings erected or acquired by the district council and the amount of subsidy received, as at 12.12.1959:

Housing Act	*No. of Houses*	*Grant per dwelling*	*Period*
1919	229	over 1d. rate	(excess of expenditure). No time limit
1923	80	£6	20 years
	30	£4	20 ,,
1924	82	£7.5	40 ,,
1938	24	£7.5	40 ,,
	12	—	—
	457		
1944	108	(Temporary Bungalows provided by the Government) (Now being replaced by permanent units)	
1946	1,314(1)	£16.5	60 years
	307(2)	£26.7	60 ,,
	2	£31.2	60 ,,
	44	£37.85	60 ,,
	39	£55.5	60 ,, (Flats)
	12	£60.9	60 ,, (Flats)
	82(3)	£22.05	60 ,,
	32	£33.3	60 ,, (Flats)
	12(4)	£22.05	60 ,, (Slum clearance)
	6	£10	60 ,, (Subsidy ceased in certain circumstances)
	2,415		
1955	6	£75	20 ,, (Requisitioned houses)
1957	3	—	(Purchased from Housing Account)
1956	54	£10	60 years
1956	39	£22.05	60 ,,
1956	38	Not known	60 ,,

Notes: (1) dwellings completed before 1st March, 1952

(2) dwellings completed before 1st April, 1955

(3) dwellings for which tenders accepted before 3rd November, 1955

(4) dwellings for which tenders accepted on or after 3rd November, 1955

3. Requisitioned Properties

Number held at 20th December, 1947. 318 properties, all of which were released from requisition by 11th December, 1959.

4. Waiting List

(a) Applicants for inclusion on list require that either husband or wife to have been a

(i) resident of the district prior to July, 1946 and

(ii) unbroken residence in the district for five years prior to application.

(b) Waiting list 12th December, 1959

"A" (registered before 31st March, 1958)	270
" B " (registered after 31st March, 1958, and only considered where special hardship)	221
" C " (considered and permanently deferred unless change of circumstances)	112
Eventide Home List	197
	800

of the A and B lists, of this total, 292 have indicated willingness to move to a new or expanded town.

5.

New and Expanded Towns
Cost Each Year

	£	s.	d.
1954-5	44	10	0
1955-6	229	12	0
1956-7	348	0	0
1957-8	593	12	0
1958-9	444	10	6
Total ...	£1,660	4	6

The above figures have been extracted from the General Rate Fund Ledger and are not included in the Housing Revenue Account.

Numbers Re-Housed

6.

Town	1954-5	1955-6	1956-7	1957-8	1958-9	*Total*
Basildon	—	—	2	—	2	4
Bletchley	—	3	11	1	3	18
Bracknell	2	1	—	—	6	9
Crawley	—	—	2	5	4	11
Harlow	—	—	1	4	2	7
Hemel Hempstead ...	—	1	9	14	5	29
Stevenage	3	1	4	2	6	16
Swindon	3	14	8	6	5	36
Welwyn and Hatfield	—	—	4	1	1	6
Totals	8	20	41	33	34	136

Notes : (1) Up to 1955-6 payments are made to the town. From 1956-7 payments are made to the Ministry under the 1956 Act.

(2) The above are *all* the families officially re-housed. No payment is made if they were re-housed by any official body other than the Council prior to 1956-7, and they are not included.

(3) Although all the above have been re-housed by the Council it does not seem that payment is being made in respect of all 136. No payment is made in respect of tenants rehoused in re-let property in respect of 1956-7 onwards, and payment ceased in respect of those re-housed in 1954-5 and 1956 on the termination of the tenancy.

Evidence submitted by The Mottingham Residents' and Ratepayers' Association

Foreword

The Mottingham Residents' and Ratepayers' Association was formed on the 1st March, 1932, and has continued functioning energetically in the interests of residents whilst the Local Authority has progressed from Parish Council, Rural District to its present status as an Urban District Council (Chislehurst and Sidcup Urban District Council). The surrounding fields have given place to London County Council Estates and new housing, but the character of Mottingham as a purely residential area has not changed. The Association feels that there must be many areas of a similar character and that the views of the inhabitants of these purely residential areas should be expressed and receive the consideration of the Royal Commission in its task of recommending a form of Local Government for Greater London.

Recommendations

1. We recommend that the indivisible services, such as Classified Roads and their lighting, bridges, sewerage, planning, fire and Ambulance services be separated from the remaining services. That there should be a Board of Control for the indivisible services functioning separately from the administration of purely Local Government services and functions.

2. We recommend that the area of Greater London be divided into Local Authority Districts with full County Borough Status (less the indivisible services).

3. We recommend that the divisions be so selected that the areas on the periphery be amalgamated, so as to preserve the class and conditions that the residential population have selected as amenities which they consider necessary for health and happiness. In order that revenue for Local Government service may be adequate this may well mean that such Districts may be larger than the inner and more densely populated Industrial and Commercial areas.

4. We consider an extension of the London County Council to embrace Greater London to be neither economical nor practical. The conception is throughly abhorrent to our members.

5. We recommend that the form of Government should be so planned as to eliminate costly and redundant authorities. In this respect members feel that the ceiling for rate demands has been reached, and that the purpose of any reform in Local Government should be directed to cause a reduction of the rate burden. Residents, particularly those of fixed incomes, have no means of passing on financial obligations such as are available to business concerns.

6. We recommend that Teachers' Training Colleges, Universities, Polytechnics and Technological Colleges should be the direct responsibility of the Ministry of Education and that the remaining education be administered by the proposed Districts.

7. We consider that the intrusion of Party Politics is a disservice to Local Government and all means should be employed to exclude these influences.

E. W. McARTHUR, Major
Chairman

July 3rd, 1958

Supplementary Evidence submitted by The Mottingham Residents' and Ratepayers' Association

We wish to amplify our previous recommendations, dated 3rd July, 1958, with the following recommendation, i.e.:

> "That the divisions recommended in Clause 3 be administered locally as a County Borough remaining in the County of Kent and are not included in 'Greater London'."

R. P. PORTER

Vice-Chairman

Evidence submitted by
The National Association of Fire Officers

J. R. Niven, Esq.

Royal Commission on Local Government

in Greater London

Dear Sir

With reference to your letter of the 20th February, I have to inform you that this Association has given consideration to the question of possible changes in the Local Government structure in the area covered by the Terms of Reference of the Royal Commission, and has reached the view that no changes should be made which would result in an increase in the number of fire authorities. It is thought that any increase in the number of fire authorities would tend to result in a decrease in the overall efficiency of the fire brigades as at present constituted. In the view of this Association, the fire brigades which are now in being in the Greater London Area (as defined in the Terms of Reference) fulfil their functions in a most satisfactory and efficient manner.

Yours faithfully

(Sgd.) J. CAMP

General Secretary

16th April, 1958

Evidence submitted by The National Associaton of Head Teachers (South Herts Branch)

The School House,
High Street,
Elstree, Herts

The Chairman
Royal Commission on Local Government
in Greater London.

Sir

The members of the South Hertfordshire Branch of the National Association of Head Teachers understand that evidence is being taken by the Royal Commission on Local Government of the Metropolitan Area with regard to future recommendations relating to administration of education in the Greater London Area.

We urge that the following points be given most careful consideration:

1. The South Herts Division, comprising Barnet and East Barnet, Elstree and Boreham Wood, contains an educational unit in the form of the South Herts Divisional Executive which is able to understand, appreciate and administer the detailed educational needs of the area.

2. The educational administration of the area is eminently progressive.

3. Close personal relationships exist between the teachers of the area and the Divisional and County Education Officers.

4. The financial autonomy granted to individual Head Teachers in their respective Schools has proved most successful over several years.

Because of the decided advantages which accrue to educationalists in this particular area we would strongly resist any proposed change in administration which would prove detrimental to the present progressive system.

The foregoing is the unanimous opinion of 46 Head Teachers of Primary and Secondary Schools in this Division with a child population of over 17,000.

Yours faithfully

(Sgd.) K. E. A. WEBB, President

C. T. ADCOCK, Honorary Secretary

14th May, 1958

Evidence submitted by The National Association of Local Education Authority Youth Service Officers

(South-East Region)

26 Mulgrave Road
Sutton, Surrey

J. R. Niven, Esq., Secretary
Royal Commission on Local Government
in Greater London

Further to my letter of 18th September, I have been asked by my region of the National Association of Youth Service Officers to say that, if the Royal Commission should decide not to take oral evidence, they would be glad if you would convey the following statement:

> "It is the opinion of the members of the South-East Region of the National Association of Youth Service Officers that Youth Service should remain an integral part of the Further Education Service."

If you require thirty copies of this statement I shall be glad to supply them.

Youth faithfully

(Sgd.) M. TARRANT
Hon. Secretary

16th October, 1958

Evidence submitted by The National Chamber of Trade—Greater London Area Council

Contents

Page 320. Preamble

Page 321. List of Members of Special Sub-Committee

Page 322. Examination of Existing structure of Local Government in Greater London

Page 324. General Recommendations

Page 326. Minority Report on Population

REPORT OF SPECIAL SUB-COMMITEE ON THE RECONSTRUCTION OF LOCAL GOVERNMENT IN GREATER LONDON

Preamble

The National Chamber of Trade is the national organisation which represents—as its name implies—the interests of Traders nationally; and in this context, the term " Traders " denotes primarily those who contribute actively or by ancillary services to the chain of retail distribution. It represents, through 857 affiliated Chambers of Trade and Commerce throughout the country, together with 33 national allied Trade associations, more than half a million Traders. The National Chamber of Trade is the pre-eminent body in this connection and is recognised as the " voice of the Trader."

For administrative purposes, the National Chamber of Trade is divided into eleven Areas in England, Wales and Northern Ireland, each having its own Council, Executive Committee, Officers and Secretariat.

The Greater London Area Council (No. 9) covers the administrative County of London together with the whole of Middlesex, Hertfordshire and Bedfordshire and the " metropolitan " parts of Surrey, Kent and Essex. The territory embraced by the terms of reference of the Royal Commission to investigate Local Government in Greater London therefore lies wholly within the sphere of operations of the Greater London Area Council. The Area Council is responsible for services to 156 affiliated Chambers of Trade and Commerce within its boundaries, the majority of which are also within the area covered by the Royal Commission.

The Greater London Area Council welcomed the setting up of the Royal Commission and immediately sought permission to submit a Report containing the results of its consideration of these matters. Immediately after the formal setting up of the Royal Commission, the Area Council approved the setting up of its own special Sub-Committee with the same terms of reference as those of the Royal Commission and delegated to it "power to draw up and submit, in the name of the Greater London Area Council of the National Chamber of Trade, a Report of its findings and recommendations for the consideration of the Royal Commission."

The Committee as set up was drawn widely from all sections of the Trading community; from all parts of the area under review, and had a comprehensive grasp of the needs and interests of Traders in particular, and of Ratepayers in general, with respect to Local Government in Greater London.

The part which Traders have long played in the affairs of Local Government as well as in National Government is too well known to need elaboration—suffice it to say that no other section of the community has played or continues to play a greater part.

It was unanimously agreed by the Committee that this Greater London Area Council of the National Chamber of Trade is both competent and an appropriate body to make recommendations to the Royal Commission and it appends its findings and recommendations hereto.

The list of members comprising the Special Sub-Committee is as follows:

Chairman:	
Sidney J. Bull	**Insurance Broker**; Chairman of the Greater London Area Council of the National Chamber of Trade 1957-1958 and unanimously re-elected to continue in office for a second term 1958-1959. Past Chairman of the Balham and Tooting Chamber of Commerce.
Members:	
Denis Ambrose	**Electrical Engineer**; Deputy Chairman of the Greater London Area Council of the National Chamber of Trade 1958-1959; Chairman of the Traders' Section of the Stepney Chamber of Commerce.
R. F. Rummery	**Retail Jeweller**; Hon. Treasurer of the Greater London Area Council of the National Chamber of Trade; Past President of the Willesden Chamber of Commerce.
H. B. Matthissen, LL.B.	**Solicitor**; Member of the Board of Management of the National Chamber of Trade; Member of Executive Committee, Greater London Area Council; Chairman, Council of Management, London Chamber of Trade; Chairman, Feltham and District Chamber of Commerce.
P. W. Alcock, F.I.M.I.	**Motor Trader**; Member of Executive Committee, Greater London Area Council; Past Chairman, Borough of Lewisham Chamber of Commerce; Past Member of Deptford Borough Council for 14 years.
Councillor Mrs. B. A. Beaumont	**Justice of the Peace**; Member of the West Drayton Chamber of Trade; Member of the Yiewsley and West Drayton U.D.C.

Councillor E. P. G. Lewis	**Retail Ladies' Outfitter**; Member of the Executive Committee Twickenham Chamber of Commerce; Chairman, Highways Committee Twickenham Corporation; Member of Twickenham Corporation's Special Committee on Local Government Re-organisation; President, Twickenham Ratepayers' Association.
Major E. W. McArthur	**Secretary, Stepney Chamber of Commerce and Poplar Municipal Alliance**; President, Mottingham (Kent) Ratepayers' Association.
Councillor W. S. Manners	**Builder**; Member of Executive Committee, Greenwich Chamber of Commerce; Member of Greenwich Borough Council.
W. R. Piper, M.B.E., M.H.C.I.	**Retail Tobacconist and Confectioner** also a **Hotelier**; Member of Executive Committee, Greater London Area Council; Member of Executive Committee, Weybridge Chamber of Commerce.
Hubert A. Robertson, F.R.I.C.S., F.A.I.	**Rating Surveyor**; Member, Chamberwell, Peckham and Dulwich Chamber of Commerce.
W. W. Smyth	**Retail Draper and Outfitter**; Past Chairman of the Balham and Tooting Chamber of Commerce.

Mr. A. S. E. Trayford, F.Comm.A., A.C.C.S., Secretary of the Greater London Area Council of the National Chamber of Trade, acted as Secretary to the Special Sub-Committee.

Existing structure of Local Government in Greater London

The Committee gave very careful consideration to the present structure of Local Government in Greater London, with particular reference to the factors of:

(a) the complex arrangement of differing types of Local Government Authorities within the area, comprising County Councils, County Borough Councils, Metropolitan Borough Councils, Municipal Borough Councils, Urban District Councils, Rural District Councils and Parish Councils, together with certain other autonomous bodies responsible or particular functions.

(b) the very considerable variations in the functions of these Authorities and their differing sizes and undoubted duplications of staffs, premises and activities.

(c) the widely differing densities of population, types of property and consequently, rateable value.

(d) the fact that the subject of Local Government in Greater London is without parallel anywhere else in the world and must be treated as a unique problem, and that any realistic proposals for the re-construction of Local Government within the area must take cognisance of this and, if necessary, provide for the creation of and the introduction into Local Government Structure entirely new concepts to meet the special conditions prevailing.

After a consideration of all the facts, experience and information before it, the Committee unanimously agreed :

That changes are desirable in the present structure of local government in Greater London and will make recommendations in due course to the Royal Commission now sitting to examine this matter.

The Committee then proceeded to examine further the existing structure of Local Government in Greater London under the four headings of :

(a) Geographical considerations

(b) The " Tier " system

(c) Functions

(d) Finance

In the course of its examination, and before arriving at the recommendations which are annexed hereto, the Committee took into account the following points :

Geographical Considerations and the " Tier " System

(a) The whole of the area delineated in the terms of reference of the Royal Commission is a unit which enjoys certain indivisible services which should be administered by ONE Authority; at the same time, it was recognised that when going into the details of administration, the Royal Commission might deem it desirable to make adjustments to the boundaries.

(b) The multiplicity of existing Local Authorities having varying functions is an uneconomic structure and should give way to the uniform pattern of " most purpose Authorities " in the " second tier."

(c) Within the present Administrative County of London there is an unnecessarily large number—28—of Metropolitan Borough Councils which serve only three and a quarter millions out of a total population for the whole area of eight and a half millions. It follows that there should be a drastic reduction in the number of administrative units in that part of the area.

(d) It was appreciated that the same considerations would need to apply to the outer part of the area if economic working units are to be established there. The other factors of " human and intimate relationships " were considered; the Committee was united in feeling that considerations of economic and efficient administration should take precedence.

(e) No changes in the Local Government structure of Greater London should be made which would alter the character, as now existing, of the City and Corporation of London and its traditional role in civic affairs.

Functions

(f) Only a minimum range of functions should be given to the "Top Tier Authority," and the "Second Tier Authorities" should be charged with the responsibility for carrying out all other functions.

(g) Responsibility for education is a difficult matter to allocate. It was generally agreed that, except for one or two special matters, the "Second-Tier Authorities" should be charged with these responsibilities.

Finance

(h) The present method of collecting the money for financing the activities of the various Authorities was considered to be satisfactory.

General Considerations

(i) It is improper for any Local Authority to be able to enter into competition with its own ratepayers in the sphere of Trade in the accepted sense of buying and selling and such action by Local Authorities should be prohibited—as has long been advocated by the National Chamber of Trade.

(j) The amount of money which is handled by Local Authorities is so vast that every possible method of effecting savings and of achieving efficient administration should be used, and it should be a statutory requirement for every Authority to set up and maintain, as a Standing Committee of the Council, an Organisation and Methods Committee.

(k) The introduction of Party Politics into Local Government is to be deplored and, whilst the Committee recognised that this is not a matter which can form the subject of a recommendation, it was felt that the opinion of this Committee should be placed on record, and that it was not possible to give too much emphasis to their views on this matter.

Having regard to the foregoing factors and the discussions which ensued in connection therewith,

This Committee submits the following recommendations for the consideration of the Royal Commission.

General Recommendations for the Consideration of the Royal Commission

That :

1. The future local government structure of Greater London should be on a two-tier basis.

2. The top-tier authority should operate with limited functions over the whole of the area covered by the terms of reference of the Royal Commission, or such changed area as they may recommend.

3. The members of the top-tier authority should be nominated by the constituent second-tier authorities.

4. Any new single top-tier authority created in a re-construction of local government in Greater London should not be linked in any way with the existing City and Corporation of London.

5. The City and Corporation of London should be left unchanged.

6. The top-tier authority should be responsible for the administration of certain indivisible services only over the whole area, as follows :

(a) Main drainage and sewerage

(b) Lighting of trunk and classified roads, bridges and tunnels

(c) Maintenance of classified roads, bridges and tunnels

(d) Fire and ambulance services

(e) Overall Town and County Planning for the area on a broad basis of policy only, without power to act, in matters of development.

Note : It is understood and accepted that the matters of police and water are outside the " terms of reference," but these services are considered to be compatible with the functions of the " Top-Tier Authority " as envisaged.

7. Education services, except those of teachers' training colleges and the proposed new technological training centres, should be administered by the second-tier authorities.

8. All functions except those specified in recommendation No. 6, and as provided for in recommendation No. 7, should be administered by the second-tier authorities.

9. The River Thames should continue to be used as a boundary in the delineation of the territories of the second-tier authorities where applicable.

10. In arriving at the optimum size of the second-tier authorities, consideration be given to the several factors of :

(a) Finance

(b) Rateable values

(c) Efficient administration

(d) Human and intimate considerations of the population

and that the optimum basis of population for second-tier authorities be 500,000.

11. Second-tier authorities be empowered to levy their own rates and collect rates for the top-tier authority by precept.

12. Local authorities be prohibited from any form of trading.

13. Both the top-tier authority and the second-tier authorities be statutorily required to set up and maintain, as standing committees of the councils, organisation and methods committees.

14. The implementation of the foregoing proposals would, in a major re-construction of local government in Greater London, benefit ratepayers in general and traders in particular.

It is suggested that the term "Metropolis" be substituted for "Greater" in the Context Greater London so that the expression the Metropolis of London would indicate the whole administrative area of the Top-Tier Authority which in turn would embrace the total territories of the Second-Tier Authorities.

It is suggested that a suitable name for the Top-Tier Authority would be The London Metropolitan Council.

It is suggested that a suitable name for the Second-Tier Authorities would be Metropolitan District Councils.

It is suggested that the adoption of the several concepts of Metropolitan Council (as a Top-Tier Authority with special and limited powers), and Metropolitan District Councils (as "most purpose" Second-Tier Authorities), with the word Metropolis denoting the whole, provides the new concepts in Local Government which are necessary to deal with the special problems implicit in the area now under review—namely, Greater London.

Signed : Sidney J. Bull (Chairman); Denis Ambrose; R. F. Rummery; H. B. Matthissen; P. W. Alcock; B. A. Beaumont; E. P. G. Lewis; E. W. McArthur; W. S. Manners; W. R. Piper; Hubert A. Robertson; W. W. Smyth.

Note : Although Councillor E. P. G. Lewis and Councillor Mrs. B. A. Beaumont, J.P., are signatories to the foregoing Report and to the Recommendations annexed thereto, they submit a Minority Report in connection with the matter of the population basis of Second-Tier Authorities as covered by Recommendation 10.

Minority Report on the matter of Population in the Perimeter Areas of Greater London

Having regard to the considerably reduced density of population in the perimeter area, especially in Middlesex; and the fact that the incidence of the Green Belt in this area will prevent any substantial increase in population, we are of the opinion that the Minimum population for a "most purpose authority" in the perimeter area could reasonably come down from 500,000 to 100,000. This would enable the creation of coherent and workable "most purpose authorities" in any area in which a community of interests could be achieved, rather than a sprawling hotch-potch put together purely to satisfy a statistical population requirement.

Signed: E. P. G. Lewis; B. A. Beaumont

Evidence submitted by The National Federation of Women's Institutes

3rd April, 1958

Sir

We have two submissions :

1. We hold that there is a flaw in the town and country planning legislation in that no account is taken of the desirability of securing suitable central sites in London for the main national voluntary organisations of the country. We venture to quote our own sad experiences in the belief that they may be typical of what is happening to similarly placed organisations. We are a recognised charity, with limited funds. We have been tenants of these, our main offices, since 1926. It is necessary to have a central meeting place, as our elected Committee consists of members living all over the country, and also of representatives of Government Departments in Whitehall. Our work developed rapidly after the last World War, and it became necessary to house one department in a separate office. For obvious reasons it was vital that this office should be as near as possible to the main office. After a prolonged search, we secured the remainder of the lease of 155 Ebury Street (expiring 25th March, 1967) but planning permission only until December 31st 1956. The house had previously been used as a private residence, and we were therefore made to pay £250 as a Development Charge. In 1952 were were informed that these offices were in a semi-residential part of the London Development Plan (shops and domestic flats). In June, 1956, we were refused on the first application (and also on appeal, in January, 1957) a request for the extension of the planning permit to the date of expiry of the lease. This was tantamount to an eviction, as no alternative accommodation was offered, no compensation whatever paid, and no refund made of the Development Charge.

For our main offices we lease 63 and 64 Chester Square. The planning permit of 63 Chester Square expires in January, 1966, though the lease runs to 1985. Chester Square is in a 100% residential zone in the London plan. If our request for an extended planning permit meets with the same refusal as did that for 155 Ebury Street, we shall have no other course but to dispose of both leases. If office rents in Central London remain at their present level, we shall be forced to move out of central London either to a suburban area or to a provincial town, and both alternatives would be highly inconvenient and detrimental to our work.

We hold that the object of planning should be to secure that the right people are in the right places, and by that we do not simply refer to private residents, but to all the various kinds of house and office users who inhabit a town. Those who conceived and have since administered the London Plan seem to have had very much in mind the difficulties of private residents, but to have overlooked the needs of national voluntary organisations, which cannot afford high rents, and yet whose status and work call for offices in central London. It would seem to be the very antithesis of good planning that in central London he who pays the highest gets the best site.

2. Our second point concerns the qualifications of local government electors. We consider that the method in London could hardly be more undemocratic than at present. The County of London has a population of 3,273,000, and

its income from rates is over £33 million per annum. Of this income it has been estimated that something like three-quarters comes from ratepayers who have no local government vote. Even those who are qualified to vote are apathetic and seem to regard the London County Council and even the Metropolitan Borough Councils as bodies too remote to attempt to control. We have been told, for example, that in 1955 only 32.4% of the electorate voted in the London County Council elections. We consider that the non-residential qualification for voting as defined in Section 21 of the Representation of the People Act, 1948, is invidious and that the law should be amended on the principle that there should be no taxation without representation. A delegation of duties by the London County Council to the Metropolitan Boroughs might also help towards a closer relationship between the local government electorate and the administration.

We submit this view as a voluntary organisation which prides itself on its own democratic methods, and which is at present entirely deprived of any responsibility for local government in London, to which it contributes a substantial sum year by year.

Yours truly

FRANCES FARRER
General Secretary

The Secretary
Royal Commission on Local Government
in Greater London

Evidence submitted by The National Housing and Town Planning Council

1. The National Housing and Town Planning Council was first established in 1900, and at present 1,025 local authorities are in membership, comprising county councils, county borough councils, non-county borough councils, urban district councils and rural district councils. In the Greater London area covered by the terms of reference of the Royal Commission, approximately 85% of the local authorities are members of the Council. In addition to local authority members there are affiliated to the Council some 70 Professional Associates and Subscribers and 50 national bodies representing Associations, Trusts, Societies and Trade Unions, etc.

2. The aims and objects of the Council are as follows :

> "To collect and to disseminate among its members and others by conferences, literature, and other means, all available information for the improvement of the housing conditions of the people, and the planning of town and country, and to assist its members in dealing with any differences which may arise in connection with questions relating to or affecting housing or town and country planning.
>
> To secure by all possible means the abolition of unhealthy and socially undesirable housing conditions throughout the United Kingdom.
>
> To urge the adoption nationally and locally of a definite and continuous policy which will ensure a proper standard of housing accommodation and amenity for every family.
>
> To organise and stimulate independently of all political parties a strong public opinion in support of the objects before-mentioned, and to unite for this purpose all men and women interested in the progressive welfare of the community.
>
> To promote or oppose legislative and other measures relating to or affecting housing or town and country planning."

3. To assist the Council in achieving the aims and objects outlined above, there have been established twelve regional committees which meet at frequent intervals to consider housing and planning problems arising in their particular areas, and which put forward to the central National Executive Committee any of these problems which cannot be resolved by the Regional Committees. A conference is held annually in each region when papers are presented covering many aspects of housing and planning. A national conference is also held annually which is attended by 1,800 delegates. Through their work over the years the Council can claim to know what are the housing and planning problems in all parts of England and Wales, and in their consideration of this evidence they are indebted to the London Regional Committee for their advice.

4. The Council appreciate that the Royal Commission will be concerned with all aspects of local government and that they will be receiving evidence on these aspects from other associations of local authorities and from individual authorities. As will be seen from their aims and objects the Councils are mainly

concerned with housing and planning services and have therefore directed our attention to these matters only.

5. It is thought appropriate, before examining the present and future administration of housing and planning, to consider what has been achieved since the war. In the post-war period 163,300 new dwellings have been completed in the Greater London Area. This is no mean achievement and the Council would pay tribute to the efforts of all housing authorities wthin the area which have made this possible.

6. In spite of this achievement, much still remains to be done to solve the housing problem, and in considering this solution it is clear that the future of housing in the Greater London area is inextricably bound up with the future planning of the area. The Council has considered the movement of population which has taken place between 1921 and 1951 as shown in the report issued by the London County Council on congestion in Central London, an extract from which is as follows :

Changes in Population in the Greater London Planning Region

	1921 *Thousands*	1951 *Thousands*	*Decrease Thousands*	*Increase Thousands*
Central Area	368	225	143	—
Rest of London County ...	4,117	3,123	994	—
	4,485	3,348	1,137	
Rings				
Inner Urban	1,752	1,782	—	30
Suburban	1,057	2,686	—	1,629
Green Belt	557	1,314	—	757
Outer Country	533	1,002	—	469
	3,899	6,748	—	2,885
Total for Greater London Planning Region ...	8,384	10,132	1,137	2,885

7. Despite the large transfer of population which has taken place it is understood that the London County Council say that they still have *380,000 to move out of the county. In the opinion of the Council this is primarily due to the fact that when tenants are transferred to the fringe areas or new towns, there is an influx of further population due to the fact that London has been, and always will be a centre of attraction for immigrants and for professional and other classes from large provincial towns.

8. As would be expected from the figures shown above, this transfer has brought new problems to the outer areas. Some of the new estates are already overcrowded, and the amount of land available for building purposes is rapidly diminishing. The competition for housing sites is such that a number of authorities have been obliged to acquire sites in the areas of other local housing

---

* This figure was submitted by the L.C.C. for the Greater London Plan in 1951. The Minister said that the figure was 250,000 or more.

authorities. Some of these, in turn, have thereby had to acquire building sites outside their administrative area. Another factor which has to be borne in mind is that following the transfer of large numbers to the outer area, with the passage of years this brings a new problem inasmuch as the children of the original tenants on growing up require housing accommodation of their own.

9. The Council submit that in determining the future of local government in Greater London so far as housing and planning are concerned, it is essential that the population, and thereby the number of residential units to be built within the area, should be determined now. In saying that, the Council particularly have in mind the necessity to determine the number of residential units and to control the development of office blocks in the Central area. They are aware that this problem is not unknown to the Minister of Housing and Local Government as is shown by some of his recent decisions.

10. The Council feel that in order to achieve these objects it may be necessary for local authorities in the Greater London area to be given greater powers of planning control than exists in other parts of the country. They have in mind that an overall Planning Authority should be made responsible, either within the existing framework of local government or such other framework as may be determined by the Royal Commission. This authority should have the power to control the development of commercial and industrial sites and to restrict the development of residential units according to the predetermined plan. It is appreciated that these recommendations necessarily involve compensation questions of some complexity particularly insofar as displaced industries are concerned for which special provision might have to be made.

11. While the Council feel that the central planning authority should be responsible for the overall development within a predetermined plan, it is their opinion that increased functions should be given to the local authorities within the area. The Development Plan would clearly be the responsibility of the central authority, but the majority of planning applications do not involve complex questions and could be dealt with locally.

12. The foregoing recommendations leave one important factor still to be determined. If future development is to be controlled by a predetermined fixing of population and residential units, steps will have to be taken to deal with the surplus population which cannot be accommodated in Greater London. This problem is of such magnitude that the Council feel that it should receive the urgent consideration of the Royal Commission. Despite the efforts which have been made in the post-war years, no real solution has been found and the Council feel that until this problem has been resolved it is difficult to see how there can be an effective re-organisation of local government in the Greater London Area.

Evidence submitted by The National League of the Blind—London and Home Counties District Council

The National League of the Blind is an organisation composed entirely of blind people, which since its formation in 1899 has sought to establish national and local services for the well-being of all blind people, and it is in this connection that we are interested in any revision which might take place in local government function or structure. We wish therefore to make the following points, which are based on the presumption that the two-tier system of local government will be retained in principle.

In our view the most efficient method of dealing with blind welfare is by the major responsibility remaining with the first-tier authority, whilst there are a number of services that could usefully be transferred to the second-tier authority.

Hereinafter the first and second-tier authorities will be referred to respectively as the " County " and " Borough."

The present position is that the responsibility for blind welfare rests with county councils, and small authorities with the status of county boroughs. These authorities have power under the National Assistance Act, 1948, to provide for the rehabilitation and employment of the employable blind, and the general welfare exclusive of financial assistance of the unemployable blind. The responsibility for financial assistance rests with the Ministry of National Insurance through the National Assistance Board.

There are some aspects of blind welfare however, which we feel could be better served by a more local service, and we set out our suggestions in the following paragraphs.

Suggestions

Education

1. This responsibility rests with the Local Education Authorities; we feel that although the education of blind children is not normally a matter of blind welfare, we should comment upon the provision of same in London. It is claimed in certain quarters that the borough council should have the powers of education authorities. Whilst there may be a case for general education being undertaken by the borough we feel by reason of the numbers involved and the specialised treatment needed for blind children their education should remain the responsibility of the " County." In our experience the blind school administered by the L.C.C. for children up to the age of sixteen, is one of the finest of its kind, and could not be approached by any school provided by a much smaller authority who would of necessity be catering for only a smaller number of children.

Rehabilitation and Training

2. The Ministry of Labour and National Service is responsible for the training of blind persons capable of being trained and employed in sheltered

employment or in open industry. They work in collaboration with the county who recommends a blind person for rehabilitation in a special centre, or for training, or both. In some instances the Ministry of Education also assumes responsibility for training up to the age of 21 years. In our view this is undesirable and in future all trainees over school leaving age should be the responsibility of the Ministry of Labour and National Service working in co-operation with the Specialist Officers of the local authorities.

Employment

3. The welfare authorities have the obligation under the National Assistance Act to make provision for the employment of the blind. These powers are carried out either by the establishment of workshops under the direct control of the local authority or may be delegated to a voluntary organisation who act as their agent. Whatever form the service takes, we feel that it would not be in the interests of the blind workers for the employment service to be split up between a number of smaller authorities. With regard to the provision of sheltered employment we are convinced that this service should remain in the hands of the county authority who should provide a direct service and not delegate to voluntary organisations.

Regarding the workers in open industry we feel that this too is a service which can best be performed by a central authority. The present position is that in London the placement service is under the direct control of the L.C.C., but in the areas surrounding London, with the exception of Essex, the service is carried out by a voluntary organisation. We are of the opinion that this should be a function of the Ministry of Labour and National Service who, in accordance with the recommendation of the Piercy Committee, should have Officers specially trained for this purpose.

Home Teaching

4. The home teaching service is at present carried on by the county and works in the following manner. The home visitor, male or female, blind or sighted, visits the blind person in their home, and instructs them, where it is suitable by age or adaptability, in braille, and in handicrafts. It is also the function of the home visitor to give advice or assistance on matters connected with blind welfare, and to assist in arranging where necessary, visits to hospitals, holidays, and to give advice generally in anything affecting the personal welfare of the blind person. They also spend one or two afternoons a week at a centre where blind people can meet and carry on handicrafts, and some social activities.

It is our opinion that a personal welfare service of this kind is one that could quite adequately be carried on by a small local authority. Home teachers could be engaged by borough councils and a local service provided, which would be more intimate than the present service, which we feel is apt to be very remote.

Personal Welfare

5. Under the welfare scheme, the council is expected to see that the blind person is provided with the necessities of life, and to see that such amenities are provided as will make life bearable for the blind person. As stated above, the home teachers help, by assisting in social activities, such as arranging outings, parties, and visits to concerts, etc. The council may also arrange holidays for those blind persons whose financial circumstances will not permit them to

take a holiday in the ordinary way. Homes for aged disabled persons, including the blind may be established by the welfare committee. We see no reason why these functions could not be carried out by the borough councils.

Public Libraries

6. Hitherto, the public library service has been able to do only a little for the blind. It is possible for local libraries to obtain stocks of braille books from the National Library for the Blind, which could be loaned to blind readers in the borough, but this could only be done on a limited scale, as the bulk and volume of braille books makes it impossible to store any number. In addition, there are many blind persons who, by reason of their age, or their lack of touch, find it impossible to learn to read braille. These people could be helped greatly if the public libraries had power to purchase Talking Book Machines, which they could loan to suitable cases in the locality. At present, it is most uncertain whether libraries have the power to do this, and local authorities are reluctant to undertake any expenditure which may result in their being surcharged. We suggest therefore that Library Authorities be given the power to purchase these machines, and also to expend money on any other assistance which they can show is calculated to help the blind in the enjoyment of literature.

We should be happy to furnish any further details on any aspect of blind welfare should it be the Commission's wish.

Evidence submitted by The National Library for the Blind

The Council of the National Library for the Blind, at its meeting on 27th June, 1958, and on the recommendation of its Finance and General Purposes Committee, resolved :

> That the Royal Commission be informed that the National Library for the Blind would prefer the Blind Welfare responsibilities of Local Authorities to be administered only by Counties and County Boroughs as at present and that it is prepared to make supporting submissions.

The following submissions are now made in support of this resolution :

The National Library for the Blind is a voluntary organisation (a company limited by guarantee) which provides a library service of books in embossed types (Braille and Moon) for blind readers. It has at the present time approximately 11,000 registered readers of whom some 1,500 are resident in the Greater London area. The service is provided free to blind readers and return postage is pre-paid by the Library. The service, which is almost entirely postal, is essentially an individual one : great care is taken to ensure that the requirements of readers are met to the fullest extent possible.

The National Library for the Blind works in close co-operation with Local Welfare Authorities. Its relationship with them is not only that of a voluntary organisation providing a grant-aided service but also that of an employer of a small number of the blind persons for whose welfare the Local Authorities have statutory responsibility.

A. The relationship of the National Library for the Blind as a voluntary organisation providing a library service for blind readers

(i) General

Most blind people become blind after the age of 50. The first contact of the newly blind with the National Library for the Blind is usually made through the Local Authorities' Home Teachers who have initially instructed them in Braille or Moon. The Council of the National Library for the Blind is well aware of the difficult problems inherent in training blind people and also of the difficulties experienced by Local Authorities in recruiting sufficient numbers of qualified Home Teachers. It is of the opinion that the existing administration of blind welfare powers by large Local Authorities within the Greater London area facilitate the deployment to best advantage of the limited number of Home Teachers available and likely to become available in the foreseeable future. If welfare powers were to be administered instead by a larger number of smaller authorities the deployment of the limited number of Home Teachers would probably be retarded and hence it would be difficult for the same high standard of service to be rendered to blind people. It has to be borne in mind in addition that in some areas the small numbers of blind people to be served would also preclude specialisation by other members of the staffs of necessarily small Welfare Departments. It is considered that the resulting drawbacks would far outweigh any advantages accruing to individual blind persons on account of greater nearness and possible easier immediate access to Welfare Departments.

Were welfare powers to be administered by a larger number of small Authorities, the National Library for the Blind would also have to maintain contact with a correspondingly larger number of Welfare Departments, the staffs of which would probably lack that specialised knowledge of blind welfare problems so clearly apperciated by the large Local Authorities and which are essential to full and effective co-operation.

The Council of the National Library for the Blind anticipates with concern the possible implications of the implementing of Part III of the Local Government Act, 1958 : in view of the small number of existing Welfare Authorities in Greater London, there is exceptionally sharp contrast here between Welfare areas as they are and as they might be.

(ii) Grant-Aid

Local Welfare Authorities in the Greater London area now grant-aid the National Library for the Blind to the extent of £2 10s. per annum in respect of each blind resident in their areas who is a registered reader at the Library. This grant basis is, however, not nationally negotiated : the agreement of each Local Welfare Authority has to be obtained individually. When it has been necessary in the past for the Library to seek increases in the amount of the agreed grant basis, Local Authorities, understandably, have frequently required much detailed information in support of the new claims. The allocation of welfare powers to a larger number of smaller Local Authorities could hardly fail to result in a substantial increase in the administrative and clerical work of the National Library for the Blind.

To secure annual grant payments, the National Library for the Blind has to agree the number of blind readers served with the Welfare Departments of the Local Authorities concerned. Time-devouring queries frequently arise, particularly in connection with the determination of " ordinary residence." It is considered that any increase in the number of Local Welfare Authorities will inevitably increase the complexity of this problem for the Library.

The Council of the National Library for the Blind must view with concern any possibilities of substantial increases in the amount of its administrative work : in the light, in particular, of its charitable background it must spare no effort to minimise its administrative expenditure.

B. The relationship of the National Library for the Blind as an employer of blind persons

The National Library for the Blind employs blind persons, mainly as Braille proof readers and copyists. Most of the blind employees are " Home Workers," each of whom produces a minimum output on a basis agreed between the Library and the Local Authorities through their Joint Blind Welfare Committee. There has to be regular contact between the Library and the Welfare Departments of the Local Authorities on such matters as the productivity of individual Home Workers, Augmentation payment to be made to them by the Local Authorities or by the Library on their behalf, etc. If the many resulting problems of detail are to be resolved satisfactorily then it is essential that Welfare Departments should employ adequate numbers of staff who can specialise in blind welfare. In the opinion of the Council of the National Library for the

Blind the number of queries arising and the amount of necessary intercommunication would tend to " snowball " were the number of Local Authorities concerned to be increased : the difficulties in solving these queries would also tend to mount.

To summarise

The Council of the National Library for the Blind supports its resolution primarily because of its concern for the welfare of the large number of blind persons served by it and for that of the smaller number for whom it provides employment. Its secondary support is due to the greater administrative economy and convenience to it resulting from the existing distribution of Welfare powers among Local Authorities in the Greater London area.

Signed on behalf of the Council of the National Library for the Blind

35 Great Smith Street

Westminster, S.W.1

W. A. MUNFORD

Librarian and Director-General

October, 1958

Evidence submitted by The National and Local Government Officers' Association

1. In submitting evidence in response to the invitation of the Royal Commission on Local Government in Greater London, the Association has decided that it could not appropriately deal with the structure of authorities or the possible adjustment of boundaries between them, but that subject to these limitations it could contribute views and information which might be helpful to the Commission in its consideration of some of the administrative problems involved, particularly those relating to the responsibilities and control of officers.

2. One problem which arises in many parts of the area relates to the duality of control of officers whereby one officer may serve two authorities, examples being medical officers of health whose services are divided between different authorities on a percentage basis and education officers responsible on a borough footing for the work of a divisional executive but answerable to the County Council for disciplinary and establishment purposes.

3. Such arrangements not only affect the position of chief officers but also have repercussions throughout the organisation, particularly where county and borough or district services are provided under the same roof. Differences of policy in relation to grading of posts and varying office hours become sources of administrative difficulty and irritation, an example being that of a town hall where borough staff leave at 5 p.m. and county health staff at 5.15 p.m., and where some officers work a five-day week and others do not, according to the policy of the parent authority. Distance also adds to the problem inherent in dual control in the case of those officers working in one authority but ultimately responsible to heads of departments at another perhaps many miles away.

4. Whilst some of these matters can clearly be settled by local arrangement, it is the Association's submission that many of the difficulties arise from a lack of co-ordinated planning in the original allocation and division of functions, and insufficient consideration at that stage to the desirability of allowing the maximum possible measure of responsibility to rest at the local administrative level. It is submitted that these could be remedied irrespective of any structural changes which the Royal Commission may or may not recommend.

5. Difficulties also arise in relation to the position of chief officers themselves. Medical officers of Health whose services are shared between two authorities may find difficulty in appearing to serve both adequately, particularly in a time of emergency, and one result may be the overloading, or apparent overloading, of the chief public health inspector's department, in either authority or both. Dissatisfaction and friction on both sides may result, sometimes communicating itself to the elected Council.

6. The circumstances of the preceding paragraph can arise where services are shared between two authorities of the same type (e.g., two metropolitan boroughs). The situation is even more acute where an officer is responsible both to a county and a borough authority, and in this respect education officers

may well feel themselves at a disadvantage in relation to other chief officers, whether in the service of the county or borough.

7. Without entering into discussion on matters relating to structure and powers, the Association suggests that in cases where it is thought advisable to redistribute functions, the ends of unified administration can best be served by outright transfer rather than by delegation.

8. For the reasons given in preceding paragraphs the Association feels that in any consideration of the working of local government in the Greater London area account must be taken of the position of officers working under a system of dual control, with a view to removing causes of inefficiency due to overlapping responsibilities, competing loyalties, friction and discontent, so that he may comply fully with that part of the Code laid down in the National Joint Council's Scheme of Conditions of Service which requires him " to give his undivided allegiance to the authority employing him."

(Fourth Edition, paragraph 37)

W. C. ANDERSON
General Secretary

2nd May, 1958

Evidence submitted by The National Union of Conservative and Unionist Associations — Home Counties North Provincial Area

Authority

The Home Counties North (Essex and Middlesex) Provincial Area Council is the authority representing Conservative members of local Associations in the geographical counties of Essex and Middlesex, and its Finance and General Purposes Committee which submits this memorandum is the body which transacts day-to-day business on behalf of the Council. Accordingly the views expressed subject to such reservations as appear (particularly as expressed by Ilford) are those of representatives of the Conservatives in the geographical County of Essex.

In matters of this kind concerned with local government, the Finance and General Purposes Committee is advised by the Area Local Government Advisory Committee, and the action now being taken results from advice in that sense offered by the Chairman of the Local Government Advisory Committee (who is also the Vice-Chairman of the Party Local Government Advisory Committee at the national level) following (1) a meeting on 19th November, 1959 of the Area Local Government Advisory Committee which consists of one local authority member and one non-local authority member from all Parliamentary Constituencies in the Area, and (2) a meeting on 2nd February, 1960, of members of the Finance and General Purposes Committee with the members of the Local Government Advisory Committee, Constituency Chairmen and leaders of Conservative Group of the local authorities in Essex only within the ambit of the Royal Commission's terms of reference, from which all Ilford representatives were absent and from whose conclusion the Walthamstow representative dissented.

Approach

Since the first notice of the setting up of the Commission the appropriate area committees have consistently followed its purpose and deliberations and they have from time to time convened meetings at which it was hoped some line of thought might emerge upon which evidence could be given. However, at the outset, and in fact until the late autumn of 1959, the divergent approaches by authorities or groups of authorities in the two Counties have made difficult any such course in any clarity. Furthermore, it has been felt that in its early stages the problem was essentially a matter in which the main and initial views should be given by the direct agents of Local Government, i.e. the local authorities at all levels.

In the course of evidence given by the various Essex authorities on 21st, 22nd and 23rd August, 1959, controversy and cross-examination ranged broadly over the respective merits of a County Borough system and of the existing two-tier system in the South West Essex area and many searching points were put by the Commission.

In the event, as the Commission well know, the views of the relevant authorities were sought and/or given as to—

1. (a) The effect on the finances of the County Council of Essex if the whole of South West Essex were severed from it,
and

   (b) The probable cost to the Borough of Ilford and Walthamstow of running each County service as an independent authority.
(Upon which a factual view might have been possible.)
and

2. Whether, if there were in the future, as a result of the Commission's recommendations, a " TWO-TIER " system exercising " not necessarily the full powers of Government but some powers," it should be—

   (a) A new South West Essex County Council, or

   (b) the present Essex County Council, and

   (c) whether it should be elected directly as at present by the local government electors or by the local authorities covering its area.
(Which obviously could only provide replies of opinion.)

These views have recently been given and it is because of the striking information thus adduced that the Area feels that it must in turn make known its views.

In framing its evidence the Area has recognised, as no doubt will the Commission, that political opinion, which is particularly virile in Essex on both the national and local government planes, must have a high place in any consideration of the problems involved. It being assumed as axiomatic that " politics is the art and science of Government " and that " politics is the art of the possible," the views and philosophies of the respective political parties must largely influence proposals for the future and their successful implementation and operation. On the other hand, extreme Party controversy should be avoided if the " give and take " and mature political judgments and tolerance which have grown up over the years both in National and Local Government activities are to have proper place.

Accordingly this evidence is drawn with a knowledge of the " facts of (political) life " but is actuated throughout by a desire, as expressed in the Commission's terms of reference, to consider the present system and working of local government in order to see what changes, if any, may be required in order to secure effective and convenient local government.

Proposal for New Upper-Tier Authority and its Mode of Election

While maintaining their case for County Borough powers the authorities reply variously to the proposal of an upper-tier authority exercising " not necessarily the full powers of government but some powers."

Some authorities wished to have a new South West authority of the kind suggested; others preferred the present Essex County Council; and opinion was divided between those favouring the new authority as to its methods of appointment but all preferring the present County Council desired the normal method of election to remain.

As to the nature and powers of the proposed new authority Ilford, from the Minutes of that authority, appear to favour " an entirely new authority for South West Essex directly appointed by the Constituent Councils with a limited number of functions exercised over the whole area and answerable to the Appointing Authorities." (That is to say if they are not successful in their application for County Borough powers.)

Adherence to the Present County Council

There is little doubt that left to themselves, many of the authorities would have expressed a desire to remain as a second-tier authority within the present Essex County Council framework but with greater powers, as of right, e.g. Primary education, Personal Health Services and certain Welfare Services, and would even now, if all thoughts of County Borough status were eliminated, be happy to enter into discussions with the County Council for delegated powers on the basis of the Local Government Act, 1958, as applied outside Greater London (by applying Section 53(2) of the Act) and in planning as proposed by the Town and Country Planning (Delegation) Regulations, 1959.

There seems no reason why the Essex County Council should not grant all such powers to all the authorities including those under 60,000 population and be prepared also, as they said, to give autonomy for further functions or parts of functions if financed by the authority.

Political and Administrative Control

If it is accepted that "politics is the art and science of government" and furthermore that an effective and representative minority is an essential part of good government, the Commission will no doubt be prepared to accept the arguments which follow, based as they are rather on good government than political grounds.

The present position

Since the war the County Council of Essex has changed its political colour at every triennial election. This has resulted in a change of control at most member levels, but with one exception there has always been a large, effective and vocal minority taking its full part in the work of the authority. In fact, apart from the relatively few acute party-political issues there has been at committee level and on administrative matters the maximum of co-operation between the two parties. In addition the triennial swing has prevented any long term policy being adopted which could not obtain the support of both sides.

Consequently, fundamentally good government in Essex has been ensured to meet the very great tasks, additional to those generally in the Country, arising from War Damage, the flood of 1953, two New Towns and five L.C.C. Housing Estates and Overspill.

The possible future

Were a new County Council for South West Essex to be set up it is almost certain that it would have a permanent Labour majority, varied occasionally, perhaps, by parity between the parties producing a state of stalemate with the inevitable difficulties which such a situation creates. It is equally certain that the County Council remaining for the rural portion of Essex would have a permanent

Conservative majority. Neither situation, it is submitted, would be conducive to good and effective local government, and the degree of "remoteness" often attributed to County Councils might well increase through lack of interest on the part of many voters in Elections the result of which appears to be a foregone conclusion.

Financial Effects of a Severance

One substantial advantage follows from this late submission in that the Area has been in a position to see from the supplementary evidence of the Essex County Council (disputed though in some details it may be) the effect upon the remainder of the County, were the South West area severed from it.

It does not appear necessary to quote from that evidence any but one fact, i.e. that the probable effect would be to raise the rate poundage in "rural" Essex by 3/- in the £ after making full allowance for government grants.

The concomitant effects of reduced rateable value and population upon man-power resources, attractiveness for local authority employment and the like, do not need emphasis, although it is relevant to point out that these difficulties and the overheads of running County offices would be duplicated, thus adding considerably to overall expenditure in the County.

It is apparent to the Area that these proposals have created great misgivings in the affected parts of the County which, apart from the County Council, have had no right of appearance hitherto before the Royal Commission.

Integrity of the County of Essex

Hitherto the geographical County of Essex has been coincident with the administrative County, administered by the Essex County Council, apart from the three County Boroughs of West Ham, East Ham and Southend.

These exceptions have nevertheless not materially affected the feelings of County loyalty and pride which all Essex people enjoy. Historically, the territory of the ancient Kingdom of the East Saxons has survived to the present day; Essex was the only Home County which did not yield acres from which to form the new London County Council and to-day the ancient boundaries of the Rivers Lee, Stour and Thames, and the North Sea still contain the County.

General

Knowledge going back over very many years into the background of the matters under consideration, a critical examination of the evidence given and the "demeanour" of the authorities generally, and perhaps an equally good knowledge of the thoughts of the "man in the street," lead to the opinion that, with the exception of West and East Ham, all authorities, in varying degrees, have a sense of disappointment at the loss of powers brought about by legislation; some have also a feeling of frustration that they cannot decide themselves what sometimes appear to be purely local issues; and others a sense of loss of "amour propre" by having in their eyes to defer to the views of any other authority.

On the general philosophy of "upper" and "lower" authorities it is the Area view that a little more "outward-looking" would be a corrective. The aim of good local government should be and is recognised to be, to place on an authority such responsibilities as the number and quality of its population and its financial resources and its physical and functional relationships with surrounding authorities warrant. If there were less talk of "upper" and "lower" or "major" and "minor" and more talk of an "adequate" "satisfactory" or "qualified" authority, a happier solution might be nearer.

To sum up, this Area would recommend to the Royal Commission:

1. That effective and convenient local government will be secured and substantial financial burdens to the rural parts of the County avoided
   (a) by a continuation of the general two-tier structure within the present administrative County of Essex, allowing for the grant of County Borough Status where exceptional circumstances can be proved.
   (b) by the application of Section 53(2) of the Local Government Act, 1958, and of the Town and Country Planning (Delegation) regulations, 1959, to South West Essex.
   (c) by the grant of powers beyond the general level of those delegated by a delegation scheme on payment by the delegatee of the extra cost.
   (d) by the promotion of a conference between the South-West authorities and E.C.C. to reach agreement upon (b) and (c) above.
   (e) by legislative action to achieve any of the matters in (a) and (c) not already permissible by law.

March, 1960

Evidence submitted by The New Hampstead Society

Appointment of Planning Officers

At the present moment, the authority for administering the Town and Country Planning Acts within the London County Council is the County Council itself. We understand that there is a possibility that in future, certain planning powers, other than the most fundamental ones such as zoning, communications, etc., will be delegated to the Borough Councils. These delegated powers would probably include elevational control. We suggest that if such delegation does take place, a fully qualified Planning Officer should be appointed by each Council which receives delegated powers, and that he should deal with all matters concerning Town and Country Planning. Furthermore we feel that such a Planning Officer should have an Architectural in addition to his Town Planning qualification. This, we realise, is to an extent goverend by the availability of men with both these qualifications, but if good salaries are offered to suit the responsibilities involved, this difficulty we feel would be reduced in time to come.

Appointment of Panels of Architects

In our opinion, all matters directly related to design should be in the hands of qualified persons, and if they are architectural matters, of architects. We understand that in some areas a panel of architects, on a voluntary basis, and formed at the instigation of the Authority, advises on matters of design and elevational control when no architecturally qualified Planning Officer is available. We think that this practice should be extended to all authorities with Planning powers. It is also of great importance that such panels should reflect the inevitable changes that occur in opinion of design, and that they should have an equal number of the younger as the older generation. It should not be difficult to refer to schools of architecture in order to obtain the names of recently qualified architects who would be willing to do such work. Such a panel could also advise on matters of design of street furniture and advertisements, when problems of their selection or approval arose.

Appointment of Borough Architect

We also feel there should be a qualified architect appointed to be in charge of all architectural work in the Borough. We do not suggest that he should carry out directly all work commissioned by the Council. This is, in fact, undesirable as it does not allow the variation and contrast that can only come from a variety of approaches to design, and it should be directed that a certain agreed proportion of work be given to architects in private practice. Major projects should be the subject of architectural competitions.

Trees

It has been estimated recently that the Central London Boroughs are losing the trees of their streets and private gardens at the rate of one tenth per annum. The problem of their protection and preservation has therefore become the major responsibility of Borough Councils, especially so far as trees under their jurisdiction are concerned. In our experience, trees are generally pruned incorrectly, resulting in mutilation and sometimes destruction. We feel that a qualified horticultural expert should be appointed to supervise all work on trees within the Borough. He should work closely with the Borough Engineer and Borough Architect on all matters, especially those concerning the replanting or new planting of trees.

Publication of Committee Decisions

We suggest that the reasons for decisions made in committees considering all matters should be available to the public. We found that in the case of an important matter of wide interest to ratepayers, only the barest outline of the reasons for the ultimate decision was available on application to the Town Clerk, and we were told that full reports of discussions in committees were not published. We appreciate that public apathy may be one of the causes of this reticence on the part of Councils, but unless a full account of how decisions have been reached are available to those who apply, Council procedure in such instances can only be considered autocratic.

Advice on the Social Needs of the Borough

At the present moment a new civic centre is being designed to serve the Borough of Hampstead. No details of the accommodation and facilities which will be provided by this building are yet available. To our knowledge, however, these are being decided by the Council without any real scientific appreciation of the social requirements. We think that such a major project—and indeed all important building programmes carried out by Councils, should be planned in close relationship with such social requirements, and that they should take into account all the facts that the latest studies in sociology and other human sciences can discover. We feel that an expert team, consisting of sociologists, architects and others concerned with social science should be employed to give expert advice on all major building programmes before the design is commenced. In fact the employment of such a team, if only on a consultant level, is essential if a Borough's development is to be guided by the most recent ideas in social planning. The ultimate decision must, of course, be made by the appropriate Council committee, but at the moment these decisions are based on personal whim and piecemeal knowledge rather than a full study of investigations scientifically based.

Evidence submitted by The Northaw and Cuffley Ratepayers' Association

Resolution

Passed by the unanimous vote of a General Meeting of the Northaw and Cuffley Ratepayers' Association held at Cuffley on the 24th day of October, 1958

RESOLVED :

That this meeting of the members of the Northaw and Cuffley Ratepayers' Association having received the report of the Committee concerning evidence submitted by the Potters Bar and Cheshunt Urban District Councils respectively to the Royal Commission on Local Government in Greater London, adopts the report and authorises the Committee to take such steps as they consider expedient to safeguard our interests, and to ensure that the Parish of Northaw be retained within the administrative area of the Hatfield Rural District Council having regard in particular to the following matters:

(1) There is the strongest objection on the part of the Association's members in Northaw and Cuffley, for the inclusion of the Parish of Northaw in the local government structure for Middlesex and Greater London, with particular reference to the Urban District Councils of Potters Bar and Cheshunt.

(2) The Parish of Northaw is within the Metropolitan Green Belt, the preservation of which is essential to preserve the amenities of the area.

(3) The Hatfield Rural District Council, under delegated powers of the Hertfordshire County Council, has exercised to the full the policy of preserving the Green Belt, and the Association is satisfied that the Hatfield Council is the appropriate Authority to exercise this power.

(4) The Minister of Housing and Local Government has consistently upheld this Green Belt policy of the Hertfordshire County Council, exercised through the Hatfield Rural District Council, and members of the Association are wholly in support of the Minister's policy in this matter.

(5) The value of the premises in Northaw would tend to drop if the Green Belt policy was in any way relaxed.

(6) The Ratepayers' Association has, at all times, received courteous and sympathetic hearing from the Hatfield Rural District Council and there is close co-operation between the Association and the Council.

(7) The local government services in the area administered by the County, District and Parish Councils have proved adequate and satisfactory and the members of the Association see no reason whatsoever for any change in the local government organisation.

Evidence submitted by The Northaw Women's Institute

The Chairman

Royal Commission on Local Government

in Greater London

I am writing at the express desire of the members of Northaw Women's Institute, who strongly oppose the Potters Bar Urban District Council in their proposal to annexe the Rural District of Northaw to their Council.

We in Northaw are a closely knit community sharing many rural activities with other villages in Hertfordshire. We have few mutual interests with Potters Bar, which is, of necessity, gradually developing into a truly urban community, with its increasing influx of population from Greater London; whereas Northaw is a village situated within the Green Belt area.

Hatfield Rural District Council has always looked after our interests and we sincerely hope this present satisfactory administration will continue.

Yours sincerely

(Sgd.) PHYLLIS TATE

Secretary

14th November, 1958

Evidence submitted by
The North Mymms Ratepayers' Association

Having read the proposal by Potters Bar Urban District Council for an extension of its area of administration to include part of the Parish of North Mymms, the Committee of the North Mymms Ratepayers' Association, representing over 1,208 families, desires to place before the Royal Commission the following summary of its views on such proposals.

Preservation of Green Belt

1. Suburban sprawl ends in a northward direction at Potters Bar. Urban development exists at Hatfield and Welwyn Garden City. The need is to control rigorously any attempt, however benevolently disguised, to " link-up " the urban development of Potters Bar with the rural nature of Brookmans Park and Welham Green, so desecrating what little remains of the local countryside. Abercrombie may have said that houses at Brookmans Park should have been built at Potters Bar, but the fact remains that they exist at Brookmans Park and have developed into a live, individual community. The perimeter has not been extended and the term " in-filling " has been a true description of recent development. Any attempt to link by development Brookmans Park with Potters Bar by the work of speculative builders, however planned, cannot be regarded as less than vandalism and completely contrary to Green Belt preservation. If this is permitted, the next step is surely to link Welham Green to Hatfield, and so forth. Such fusion would also affect adversely the chosen way of life of people who have moved to the district to escape the dreary uniformity of the suburb.

Community Interests

2. The proposals of Potters Bar Urban District Council would make it appear that Brookmans Park and Welham Green have no community life of their own. There are over twenty active societies and institutions, typical of English village life in the parish. The erection by voluntary contributions of the Memorial Hall and the building of a school swimming pool by residents are examples of the enthusiasm shown by residents for their own local activities. It cannot be too emphatically stated that to embrace these activities into the no doubt well-intentioned organisation of Potters Bar Urban District Council would do much harm to what little remains of village life in South Herts.

Dormitory areas

3. This expression is not altogether true. In Welham Green the majority of people work locally. In Brookmans Park there are many who have sought retirement here.

Services

4. Shops exist at Brookmans Park and Welham Green for most local needs, and some additional requirements can be obtained at somewhat larger enterprises at Potters Bar. This equally applies to St. Albans, Welwyn Garden City, Hatfield and the metropolis and it surely cannot be seriously advanced as a reason for annexing the villages. There is no evidence to show that social activities at Potters Bar are attended by residents of Brookmans Park and Welham Green in preference to those organised locally.

Consequences of threatened expansion

5. Northward expansion would primarily threaten the Potters Bar Golf Course and the recently established Royal Veterinary College Field Research Station at Bolton's Farm and Hawkshead. The fine views from Hawkshead Lane, and the land scheduled for smallholdings along Blue Bridge Road, would be forever destroyed.

This Association desires that an opportunity be afforded its representatives to give verbal evidence to the Royal Commission, and looks forward to an invitation to attend at the appropriate time. Any member or members who would care to visit the district will be welcomed by our Committee in order that a clear picture of local activities and way of life may be formed .

Evidence submitted by Odhams (Watford) Limited

St. Albans Road
Watford, Herts

Secretary
The Royal Commission of Local Government
in Greater London

I understand that Mr. Greenhill of Sun Printers Limited has submitted a memorandum to you setting out the effects on the printing industry in the Watford area which would arise in the event of the Watford district falling within the jurisdiction of the L.C.C.

I would confirm that in our opinion any change which brought the Watford district into the Greater London area would react unfavourably on the Watford Printing Industry and as an indication of the importance of print to the town and district, I would mention that Watford is the greatest Gravure printing centre in the World.

Further, at the present time, the Watford district falls outside the London Union area and any alteration in boundaries would almost certainly lead to difficulties between certain of the printing unions and this in turn would react unfavourably on the printing industry in Watford.

We employ some 2,500 work people at our Works in Watford and I should be happy to forward to you some examples of our products if you consider that they would be of interest to the Members of the Royal Commission.

Yours faithfully

C. E. S. WOOD

Managing Director

13th June, 1958

Evidence submitted by The Poplar Borough Municipal Alliance

Local Government for Greater London

The Poplar Borough Municipal Alliance was inaugurated in May, 1905, by Industry and Commerce at the start of the period known as " Poplarism," for the purpose of safeguarding their interests in the borough. Many of the reforms in Local Government at that time were recommended by the Alliance and eventually accepted by the Government of the day.

The Alliance therefore feels justified in tendering the recommendations of its members for consideration by the Royal Commission now sitting to consider Local Government for Greater London.

Structure

It is recommended that the Local Government should be divided on a two-tier system.

The Top Tier Authority should be constituted of members nominated from the Second Tier and of distinguished members from private Industry and Commerce (nominated by the Ministry of Housing and Local Government) and should operate over the whole area with limited functions and with responsibility for public services which are indivisible.

The Second Tier Authorities should be similar in composition to the present Borough Councils but fewer in number by the amalgamation of suitable adjoining areas. These new and fewer district authorities should each be large enough to have adequate finance for carrying on their functions as an economic and efficient unit.

Industry and Commerce should be represented also on the Second Tier Authority and it is suggested that a proportion of such representatives should be amongst those nominated to serve on the Top Tier Authority to preserve continuity of interest and responsibility.

The City and Corporation of London should remain unchanged and should be excluded from any such division.

Functions and Services

The Top Tier Authority

The Top Tier should be the administrative authority for all the indivisible services only, for example, Town and Country Planning, sewage disposal, fire and ambulance services, classified roads and bridges and their lighting, and others of a like indivisible nature.

The Second Tier Authority

The remainder of the functions and services should be under the Second Tier Authority who should administer all services, particularly of a local character which are not the primary responsibility of the Top Tier Authority and who also have the duty of implementing the plans for the services of the Top Tier Authority. For this purpose it is suggested that the divisions should have a similar status to that of the present County Borough without the functions and services enumerated above under " Top Tier Authority."

Education

We feel that Teachers' Training Colleges, Universities, Polytechnics and Technological Colleges should be directly the responsibility of the Ministry of Education and that the remaining education only should be administered by the Second Tier Local Authority.

General

Advice and Recommendations from Industry

We feel that statutory Industrial panels should be set up for consultative purposes for the Local Authority councils and with powers to make recommendations to them. Nominations for such panels should be made by the Board of Trade Regional Boards for Industry.

Business Premises Vote

Although the subject of the Business Premises Vote devolves under the Representation of the Peoples Act, none-the-less we feel that the present method of qualifying for a vote is most unsatisfactory and is in the nature of a subterfuge, of which many concerns disapprove in principle. It is suggested that the Business Premises Vote and the number of votes allocated should be linked to the assessed value of the premises.

Publication of Minutes of Council Meetings

The present system of publication of the proceedings of Councils leaves much to be desired. We feel that the proceedings of the Councils and, where possible, of sub-committees, should be widely publicised and available to the public. There is no doubt that the apathy of the public in local government affairs is in no small measure due to lack of knowledge of what is happening.

Discretionary Powers of Councils

Instances of the use of the discretionary powers of Councils have from time to time caused considerable feeling amongst aggrieved sections of the community and there is a constant fear of such powers being abused. We feel that the community in general should have some means of protection against these powers where there is proof of abuse and there should be provision for an appeal by such an aggrieved section of the community. It is realised that the London County Council (General Powers) Act invests councils with discretionary powers and the subject might not appear to come within the terms of reference of the Commission. It is submitted, however, that since the Commission is reviewing the reform of local government, this is a matter which should receive its attention.

Finance

We are not in a position to make any recommendations regarding a new financial structure but we feel that the Equalisation Grant system as it at present obtains in the County of London, or some similar system, may well be extended to the whole of Greater London.

We deprecate most strongly the intrusion of party politics into local government and all and any means possible should be employed to exclude these influences.

JULIAN M. LEONARD

Chairman, Poplar Borough Municipal Alliance

3rd July, 1958

Evidence submitted by The Regional Advisory Council for Technological Education—London and Home Counties

Introduction

1. (i) The Chairman of the Regional Advisory Council informed the Secretary of the Royal Commission in March, 1958, that the Council did not wish to offer evidence in connection with the work of the Royal Commission on Local Government in Greater London. The view was taken that the constituent Local Education Authorities involved in the Greater London area would be submitting evidence individually and that the other Local Education Authorities who co-operated in the Regional Advisory Council's work would not wish to express opinions on matters which appeared at first to concern only those Authorities in the Greater London area.

It has, however, been noted in the written statements submitted by other bodies and in the printed minutes of oral evidence that references have been made to the Regional Advisory Council and questions have been asked by members of the Royal Commission about its work. The Regional Advisory Council has decided, therefore, to submit a written statement of evidence to the Royal Commission and is prepared to give oral evidence if desired.

The Council hopes that this statement will make clear the present position reached in the Council's development and that it will correct any misleading impressions which may have been created by evidence already submitted by bodies that did not take into account the Council's recent work. There have been rapid developments in the Council's work since the publication of the Government White Paper on Technical Education in 1956, the issue of A.M.545 in 1957 and the re-organisation of the Council in 1958: the effective contribution now made to regional co-ordination is of major significance. The Council has become an increasingly efficient organisation providing in the region an accepted system of voluntary co-operation between the major bodies interested in technological education.

(ii) The statement of evidence is divided into two parts: Part I being an account of the Council's development and work, and Part II being a statement of the value of the present system of voluntary co-operation which has proved an effective method of ensuring the co-ordination and expansion of technological education in the region.

PART I

An account of the Council's development and work

Establishment and Constitution of the Council

1. The Regional Advisory Council for Technological Education (London and Home Counties) was voluntarily established in 1947, as a result of conferences

convened by the London County Council on the invitation of the Ministry of Education.

2. The eighteen Local Education Authorities in the London and Home Counties area which established the Council are as follows:

Bedfordshire County Council
Brighton County Borough Council
Buckinghamshire County Council
Canterbury County Borough Council
Croydon County Borough Council
East Ham County Borough Council
East Sussex County Council
Eastbourne County Borough Council
Essex County Council
Hastings County Borough Council
Hertfordshire County Council
Kent County Council
London County Council
Middlesex County Council
Southend-on-Sea County Borough Council
Surrey County Council
West Ham County Borough Council
West Sussex County Council

3. The printed Constitution of the Council (revised 1958), which is submitted as Appendix I, contains the terms of reference of the Council, the Academic Board, the Distribution of Courses Committee and of the advisory committees ; the constitution of these bodies is also stated.

4. The area covered by the Regional Advisory Council is bounded approximately to the west by Buckinghamshire, Surrey and Sussex, to the north by the line Luton, Brentwood, Southend, and to the south and east by the sea: thus, only part of the area of Bedfordshire, Hertfordshire and Essex are contained in the Council's area. The other parts of these counties are in the area of the East Anglian Regional Advisory Council. It should also be mentioned that, although no precise boundary has been defined, part of west Sussex, including Chichester, is regarded as falling within the sphere of the Southern Regional Advisory Council.

Development of the Council's work since 1947

5. The origin of Regional Advisory Councils for technical or further education is explained in the following extract from the White Paper on Technical Education of 1956:

> " 39. It was clear as far back as 1925 that the growth of technical colleges was leading to unnecessary duplications of courses in the highly industrialised regions. This was particularly true in Yorkshire, where on the advice of the then Board of Education, a regional advisory council representative of both educational and industrial interests, was established. Here and in other areas where other types of co-ordinating machinery were established much successful planning was done. In post-war conditions co-ordination was clearly still more desirable and in 1947 nine regional advisory councils were set up to cover the whole of England. In Wales

> this function was entrusted to the Welsh Joint Education Committee. The regional advisory councils serve two main purposees : (i) to bring education and industry together to find out the needs of young workers and advise on the provision required, and (ii) to secure reasonable economy of provision. Associated with these councils are regional academic boards for ensuring close co-operation between the universities and technical colleges in the provision of advanced courses. At the centre a National Advisory Council on Education for Industry and Commerce, which is largely representative of the regions, advises the Minister on national policy."
>
> "40. Much has been done by these bodies to establish good relations between industry and the colleges and to stimulate sound development. They must clearly play an even greater part in the future if courses, especially advanced courses, are to be organised on a strong and efficient basis and if adequate facilities are to be provided with reasonable economy in buildings and teaching staff."

6. The London and Home Counties Regional Advisory Council is particularly concerned with the distribution and development of advanced work in technology, commerce and art.

7. The establishment of the Regional Advisory Council in 1947 represented a new development in technical education in the region. For the first time, through the medium of the Council, machinery was available for achieving a voluntary but systematic association between Local Education Authorities, Principals and teaching staffs of Technical Colleges, the University of London and industry, and ensuring an efficient co-ordination and advancement of technological and commercial education in London and the Home Counties.

8. The constituent Local Education Authorities and the area covered have been mentioned in paragraphs 2 and 4. Other figures may be mentioned briefly. The region contains about 28% of the country's population and about 25% of the country's industry. The total population is estimated at some 13 millions, of which about 8½ millions are in Greater London. The Council normally concerns itself with work in some 150 technical, commercial and art colleges in the region.

9. The Council is responsible for securing throughout the region an effective and economical distribution of courses—in particular advanced and specialised courses. It is from this point of view that it not only considers and either recommends approval or disapproval for new courses, but also initiates proposals for such courses with the authorities concerned. In exercising this function it does not duplicate the work of the Ministry of Education with whom the Executive decision rests. While the Ministry is concerned with other important factors, such as finance and the general efficiency of the colleges, it looks to the Council to secure, through the local education authorities, a proper distribution of these courses.

10. With effect from November, 1956, the Council delegated authority for the consideration of matters concerned with the location of courses to a Distribution of Courses Committee, which makes its decisions very largely on the advice and recommendations of the specialist advisory committees. Every Local Education Authority now makes known to the Council its proposals for the establishment of advanced courses or for changes in its provision of advanced courses and must obtain a decision of the Distribution of Courses Committee

before the Ministry of Education will consider the establishment of a new course. Thus, all the Local Education Authorities are made aware of the developments proposed throughout the region. The Distribution of Courses Committee now commands the consent of all the constituent Local Education Authorities for its decisions.

Regional Advisory Council, Academic Board and Committees

A brief description is given in the following sections of the work carried out by the Council, the Board and the Council's committees.

Regional Advisory Council

11. The Council secures the co-operation of Local Education Authorities, the University of London, representatives of industry and teachers in technical colleges, in ascertaining the needs of industry and commerce for technical and commercial education and in advising education authorities and others in membership of these needs.

12. In addition to its task of co-ordination the Council also stimulates development, often on the advice of its industrial advisory committees, by requesting Local Education Authorities to consider the provision of new forms of technological education, and by drawing their attention to under-provision of courses in the region.

13. The Council supervises the work of the Academic Board and committees, receives minutes and reports and considers such recommendations as are submitted to it for approval.

14. An Annual Conference and an Annual Meeting are organised, providing opportunities for members of the Council and its committees to learn, in informal contacts, more of each other's problems, both educational and industrial. In 1958 the Annual Conference took the form of a three-day visit to the Netherlands to see the work of technical education carried out in the Delft Technological University, a Technical College in Eindhoven, the College for Representation Abroad at Nijenrode, and in the large training department of Phillips' Industries at Eindhoven. A similar conference with the object of studying the methods of technical education developed by our trade competitors was held in North Rhine-Westphalia in 1959. Visits were paid to Aachen Technische Hochschule, the University of Bonn, an Art Academy, a Berufsschule and the training departments of the industrial establishments of Bayer, Demag, Krupp and Mannesmann. On each of these occasions eighty-five delegates took part in the conference and reports have been issued.

15. Reports on matters of current interest are published at intervals and reports and bulletins about courses in the region are issued each year.

16. Through the Council a joint approach can be made to Government departments and national bodies, and by nominating seven members to the National Advisory Council on Education for Industry and Commerce, the Council takes part in national consideration of the problems of technical education.

17. In 1955 the Council initiated a major survey of the distribution of industry and facilities for technological education in the region. This survey was given very full and careful study and consideration by the Council and in particular by the Distribution of Courses Committee in 1957-58. It provided basic essential information for the proper working of the Council. Nevertheless, it was never intended that it should be a static document from which a fixed and final plan of development could be made. Changes in industry, in residence and in the pattern of educational provision require that the whole position should be kept flexible: a rigid development plan could not possibly be in the best interests of the region. The Council therefore decided that the most suitable way to deal with the development and planning of technological education was to ask each advisory committee to consider and keep under review the advanced educational facilities required for its industry in the light of the survey and of subsequent changes both in provision and requirement. The position is therefore kept under constant review by the advisory committees which, by reason of their constitution, are best fitted to keep an up-to-date picture of the ever changing pattern before the Regional Advisory Council.

18. Towards the end of 1958 the Council formed a committee to consider the relationship of Universities and Technical Colleges and this committee is at present engaged in studying on a very wide front the place and function of the major technical colleges in the future. This committee consists of representatives of the University of London and the University College of Sussex, of technical colleges, of Local Education Authorities and of industry.

Academic Board

19. The Board has the responsibility of considering and reporting to the Council on general matters of educational policy. Its membership consists of representatives of the University of London, of principals and teachers in technical colleges, of Chief Education Officers and of industry. During the last year the Board has given consideration to problems of recruitment of students from small and medium firms to sandwich courses in technical colleges and has hopes that a pilot group training scheme may be initiated in the region as a result of its recommendations. A memorandum has been prepared on the training of technical teachers in the region and has been sent to all Local Education Authorities. Recommendations on payments to Research Assistants in technical colleges have been made and a report about Library facilities in technical colleges has been given a wide distribution and has been in demand by interested parties throughout the country.

Distribution of Courses Committee

20. During the period of development the Regional Advisory Council had come to realise that the most effective way of achieving a comprehensive and balanced distribution of courses was to set up a committee consisting of representatives of all L.E.A.s in the region to which would be delegated the duty of dealing with the location of courses in colleges in the region. Thus, in November, 1956, the Distribution of Courses Committee was formed. This committee in reaching its decisions whether to support the establishment of new courses or to recommend alterations in existing patterns, considers the recommendations of the appropriate advisory committee in the light of the general distribution of courses and colleges in the region. Its main function is, therefore, to inform individual authorities and the Ministry of Education whether it is prepared to support an application

put forward by a Local Education Authority for the establishment of a new advanced course of technological education. Similarly, the committee considers suggestions made by the advisory committees for the establishment of new courses. The issue of the Ministry of Education Administrative Memorandum 545 in March, 1957, considerably strengthened the position of this committee since under the new procedure all proposals for the new advanced courses must first be considered by the Regional Advisory Council before the Minister of Education decides whether or not to approve. The procedure may be described as follows:

> The Principal and Governors of a technical college decide after consultation with industry and if necessary with associated colleges and schools to put forward a proposal to start a new advanced course to the Local Education Authority. The Local Education Authority decides in view of its knowledge of the situation in its own area and of the position in neighbouring areas whether the course will fill a need and thereafter submits an application for approval of the course to the Ministry of Education and at the same time to the Regional Advisory Council. The application with the necessary evidence is first of all considered by the advisory committee for the industry concerned which submits its recommendation to the Distribution of Courses Committee. The Distribution of Courses Committee decides whether it shall support the establishment of the course or not and informs the Ministry and Local Education Authority accordingly. Thereafter the Ministry informs the Local Education Authority and the Regional Advisory Council of the Ministry's decision.
>
> A time-table is followed so that all courses proposed to start in September are normally dealt with during the three months of January, February or March of the same year, although the procedure is sufficiently flexible to deal with exceptional cases when they arise. H.M. Regional Staff Inspector of the Ministry works in close co-operation with the Distribution of Courses Committee.

21. In each of the years 1957-8 and 1958-9 about 140 applications for support for the establishment of new courses have been considered. About 100 of these are part-time day and/or evening courses mainly for Higher National Certificates and City and Guilds of London Institute Certificates and present little difficulty. The main attention of the Distribution of Courses Committee as of the advisory committees has therefore been directed towards ensuring the efficient and economic development of courses in technology at an advanced level chiefly by means of full-time and sandwich courses. About 12 courses each year have been finally refused support; that the large majority of the courses are supported is due to the early consultation which now takes place between principals of colleges, industry, schools, H.M. Inspectors and Education Officers of neighbouring authorities before an application for approval of a course is submitted and, of course, to the general expansion which is taking place.

Advisory Committees for Industries

22. These committees play a most important part in the work of the Council. The members have expert knowledge of the industry, being representatives from employers' associations and trade unions, from professional institutions, from universities and from technical colleges. One representative of the Local Education Authorities is present to help by giving the point of view of local education authorities in general. He is not nominated in order to represent

his area. One of H.M. Inspectors is also present as an assessor. Since the re-organisation of the Council in 1958 the advisory committees have representation on the Council as five Chairmen are members. Apart from the routine duties of consideration of new developments and of trends and needs in the industry the committees are at present engaged in consideration of the future distribution of courses in technological education required for the various industries. Examples of the type of report produced are (i) the Printing advisory committee's report of which a copy is submitted (Appendix II); (ii) a Report of the Architecture and Building committee entitled "A College of Advanced Building Technology in Central London." A copy of this report is also submitted (Appendix III).

PART II

The Values of the Present System

23. The development of the Council's work in the first decade of its existence has led to complete acceptance of the need for co-ordination on the part of all concerned—local education authorities, industry, colleges, teachers. Some of the evidence already submitted on this point appears to have been based on out-of-date information.

24. It was natural that in the development of an active and lively body there should be in the early stages have been differences of opinion and difficulties, particularly with regard to the field of the Council's work. In this connection, a statement made in the memorandum of evidence submitted by the Greater London Group of the London School of Economics and Political Science (Part 1, paragraph 76) is misleading. It is not true that any Authority withdrew financial support entirely or did not attend for a number of years, although one Authority was not prepared to pay the increased contribution asked of it until it was satisfied that the Council was adhering to its original terms of reference. Granted that there have been some difficulties, it is true to say that as the pace of expansion of technical education has accelerated since the Government's White Paper, so the links between the members of the Council and its committees have become closer and the difficulties have been overcome. All the organisations which participate in the Council's work have the same object, but naturally different methods of approach. The Council has had the difficult task of reconciling these different viewpoints and can now claim that it is an harmonious body and has established relationships, in particular with industry, which are of the utmost value.

25. The description already given of the powers and functions of the Distribution of Courses Committee should also suffice to correct the misleading impression left by paragraph 76 of the L.S.E. evidence. The paragraph states that "the Council has failed because of its inability to take positive and independent action. It lacks executive powers and cannot subordinate local authority interests even where this would be for the advantage of the whole." This is incorrect as examples can be given of decisions opposed originally by local education authorities who have nevertheless accepted the majority decision of their fellow members. In the face of this evidence the Council can claim that it has taken, and is able to take, positive action where required. The statement that "contentious subjects of deep significance are ignored, and a conspiracy of

silence ensues on major issues" is unsupported by evidence and contrary to the facts.

26. The association of technical education with industry is its most significant and important feature. This association exists principally at local level and it is due to local enterprise and co-operation that the expansion so urgently required is taking place. The Council is able to merge the interests and advice of its advisory committee, which takes a regional view, with the interests of local industry co-operating with and advising the L.E.A. concerned. Thus, under the present system, the most valuable feature of local enterprise and co-operation between technical and industry is secured and in addition consultation at regional level, also a vital necessity to secure co-ordination, economy and efficiency, takes place. It is very doubtful whether a Greater London Authority for technical, commercial and art education would be able to secure the same measure of local interest and support as is at present obtained by the existing local education authorities.

27. The stage which the Council has reached in its development is a particularly significant one, since within the next year or two the advisory committees will be ready to issue their reports on the future development in the region of technological education for their industries. Some reports have reached the draft stage, while others such as those of the Mechanical and Electrical engineering committees, with their vast scope, will take some considerable time yet. Nevertheless, the process of consideration of regional development is a continuing one and one which has been throughout the Council's existence and will continue to be the subject of study. The necessity for the regional plan to be a flexible and growing one is recognised in paragraph 214 of the L.S.E. memorandum which states that further education promises to be much more developed in the future and that many decisions must be experimental. This is hardly compatible with the implications of paragraph 78 of the same memorandum that it is possible to make a comprehensive master plan for technological education. The Regional Advisory Council after very careful consideration of the survey which they themselves initiated and encouraged and with a detailed and up-to-date knowledge of the developing requirements and facilities have accepted the need for flexible planning and have evolved effective machinery to achieve this.

28. A criticism in the memorandum of the London School of Economics is that the question of free trade has not been dealt with by the Council. On the contrary, the Council has given it the most serious consideration and has recorded its support and acceptance of the principle of free trade, whilst fully recognising that the problem is not so simple as is often represented. Since the introduction of pooling of expenditure on advanced level courses there has been virtually free trade at this level. At lower levels restrictions are sometimes necessary in the interests of economy and efficiency, but the great majority of students are able to attend the college of their choice.

29. As an alternative to the method of voluntary co-operation between local education authorities, the suggestion has been made that a Greater London Authority should exercise, as one of its functions, that of control of technical education or at least the advanced levels of technical education. It is assumed that this in fact means technical, commercial and art eduction.

It may be useful to summarise and comment on the implications of this proposal:

(1) The new Authority would be faced de novo with the task of enlisting the support and commanding the confidence of the universities, the local education authorities, industry, the technical colleges and the schools. It is not suggested that this formidable task is, necessarily, impossible of achievement; but all experience proves that it would be neither rapid nor inevitable.

(2) It would be essential for the new Authority to be responsive to local needs, to encourage local initiative and to win local support and confidence. How far a new and somewhat remote Regional Authority, preoccupied with large-scale planning could meet these requirements must be a matter for serious doubt. There can be no doubt, however, that the existing arrangements do in fact achieve this double objective of regional planning combined with an understanding and encouragement of local need and local initiative.

(3) The new Authority could not be self-sufficient. It would have to work closely with the local education authorities outside its own area but within the wider area now covered by the Regional Advisory Council. These local education authorities are responsible for the technical education of some 4½ million people. The problem of regional planning of technical education would not, in fact, be solved by the establishment of a Greater London Authority.

(4) Administratively, the lower levels of technical, commercial and art education would be separated from the advanced levels. The majority of colleges provide in varying degrees for both lower and advanced level work. Any such separation would be both impracticable and undesirable.

(5) The principle that the three stages of education should be progressive is embodied in the Education Act of 1944. The Crowther Committee has recently propounded three principles for the development of further education. The first of these principles is a greater degree of integration between schools and further educaton. This can hardly be disputed. It is fundamental to the problem of avoiding " such a loss of potential technical skill as we shall bitterly regret in later years." The Council believes that any administrative divorce between schools and further education or between lower and advanced levels in further education would seriously prejudice the development of a unified yet varied system of education.

There is one final point. Education is passing through a stage of transition and rapid expansion. The Council is of opinion, based on the experience and endeavours of more than a decade of unprecedented educational change and progress, that the present arrangements for the development of further education are sufficiently flexible to meet the future needs of the region. It feels bound therefore, to express its conviction that the proposals for a Greater London Authority, so far as they concern technical, commercial and art education, are neither practicable nor desirable in the circumstances of the times.

30. The Regional Advisory Council wishes to re-emphasise—

(1) The removal of administrative responsibility for any one stage or part of one stage from the one authority at present responsible in its area for the whole process of school and further education would be a retrograde step.

(2) A new Greater London Authority having responsibility for technical education or for the higher levels of technical education would face such serious new problems of co-ordination and retention of local initiative and interest that the urgently required development would be seriously prejudiced.

(3) The present Regional Advisory Council works efficiently and has achieved the necessary expansion and co-ordination. It has done so by securing through long and continuous effort the harmonious co-operation of all interests. In the opinion of the Council the present system of voluntary co-operation is the most suitable method of ensuring the rapid, orderly and efficient expansion of technological education in the region.

January, 1960

Supplementary evidence submitted by The Regional Advisory Council for Technological Education—London and Home Counties

Thank you for your letter of 17th February which has been considered by the Chairman of the Regional Advisory Council in consultation with some of its members.

The Chairman has asked me to say that he and the Council are very conscious of the great courtesy of the Royal Commission in offering to hear oral evidence from the Council despite the fact that this would be outside the time-limit set by the Commission. The Council is anxious not to take up unnecessarily the Royal Commission's time by supplementing written by oral evidence and is quite content, therefore, to leave the decision on this matter to the Commission.

It is only right, however, that I should make clear to you that the Council is most disturbed at the impression which, according to your letter, the Chairman of the Commission has obtained from the evidence it submitted. In the circumstances, therefore, perhaps you will allow me to recapitulate, briefly, what views, based upon its own considerable knowledge and experience, the Council was concerned to convey. It was not prompted to do so solely because of the evidence of the London School of Economics. In the introductory paragraph of the Council's Statement of Evidence reference is made to the written statements submitted by other bodies and to the oral evidence which touched upon the work of the Regional Advisory Council and which appeared to the Council to be based upon inadequate information about the work of the Council combined with an insufficient knowledge of the scope and complexity of the field of Further Education and the extensive developments which are being carried out in this field. The London School of Economics was only one amongst such bodies. As a result the Council felt it necessary to submit its own evidence to the Commission.

It may be that in its desire to be brief the Council failed to convey as cogently or to substantiate as effectively as it would have wished the points which it is convinced. They are as follows :

(i) The term Further Education covers a wide and complex range of services in which generalisations are misleading and dividing lines dangerous. The distinction between vocational and non-vocational work is not always clear and both are often provided in the same institution. Still more necessary is it in many instances to provide in the same institution both advanced and lower level work in technical, commercial and art courses in order to achieve economy in the use of accommodation, equipment and staff.

(ii) The line between Secondary and Further Education is becoming increasingly blurred; the two are likely to run in parallel and in co-operation up to the age of 18 or 19. To impose, therefore, an artificial administrative division would be counter to the whole trend of educational development.

(iii) The element of persuasion is inevitable and essential in Further

Education as in any form of administration in which so many interests are concerned. The mere conferment of powers would not necessarily make administration more effective even if it made it, apparently, easier. Effectiveness in this field is not measured by the powers conferred upon a particular body but by the extent to which the confidence and co-operation of Local Authorities, industry, commerce, schools and colleges can be achieved and sustained. The Council believes it has, over the years, won this confidence and co-operation. This is shown by the fact that the Local Education Authorities in the Region have, in practice, voluntarily given up to the Council important parts of their powers and the functions conferred upon the Council by the Ministry of Education in Administrative Memorandum No. 545 have only confirmed and strengthened the process.

(iv) The Council from its experience and its knowledge of the realities of the situation in Further Education is convinced that the existing system of voluntary co-operation which has been built up and strengthened over the years is the surest and most effective method of administering Further Education in the region.

These points have, of course, not been developed in detail. If the Commission would wish the Council to do so or if they would like any further information I need hardly say that the Council would be very ready to meet their requirements.

Yours sincerely

(Signed) R. D. JAMIESON

Secretary

J. R. Niven, Esq.

Royal Commission on Local Government

in Greater London

31st March, 1960

Evidence submitted by
The Residents of Aldersbrook Estate—East Ham

St. Margaret's Court
St. Margaret's Road
East Ham
London, E.12

7th December, 1959

The Secretary
Royal Commission on Local Government
in Greater London

For many years people living in this part of the Aldersbrook Estate in the County Borough of East Ham have been hoping that if the opportunity arose they would be able to join the rest of the Aldersbrook Estate in the Borough of Wanstead and Woodford.

They consider that :

1. This part of the Aldersbrook Estate is too remote from East Ham;
2. The boundary between it and Wanstead has nothing to recommend it;
3. The interests of most of the residents lie in Wanstead.

I, and some of my neighbours, feel that the opportunity has now arisen for a sensible adjustment of the boundary, and we request you to recommend that this part of the Aldersbrook Estate becomes a part of the Borough of Wanstead and Woodford.

To add weight to our request we have collected the signatures of some of the people living in this part of the estate who are in agreement with us, and have enclosed them* with this letter.

Yours faithfully

B. H. DAWSON

---

* The petition containing a total of 256 signatures is not reproduced in this publication.

Evidence submitted by The Residents of Carpenders Park—Watford Rural Parish

15th October, 1958

The Secretary

Royal Commission on Local Government

in Greater London

The undersigned wish to make representations in regard to the area now constituting the Carpenders Park Ward of the Watford Rural Parish Council in relation to the re-organisation of Local Government and also in relation to existing applications for alterations of boundaries.

We are all long-established residents in this area (five of us have each been here twenty years or more) and we consider by our knowledge gained over this period that the majority of the residents of Carpenders Park would be in full agreement with this statement.

It is our view that the opinions and desires of this area in relation to this matter are not accurately portrayed by the views expressed by the Watford Rural Parish Council, of which we are and have been members, and for this reason we submit the following :

1. The Carpenders Park Ward would be better added to the Bushey Urban District, a suggestion which was in being at least in 1938, if not before. We feel very strongly that many of our interests are more in line with those of Bushey Urban District than with those areas at present forming part of the Watford Rural Parish. The enormous majority of the residents are individuals who have privately acquired their properties and who have come here for reasons very closely allied to the outlook of the Bushey authorities, who we feel would preserve those features of our social and economic life which would disappear if we were to form part of an Urban District of Oxhey or part of Watford.

2. The inhabitants of this Ward, many of whom are retired, have little in common with the aspirations or needs of the newly developed L.C.C. Estate which at present dominates the Watford Rural Parish Council.

3. The railway line which at present forms a boundary between Carpenders Park Ward and the other three Wards of the Parish would, in our view, constitute a logical boundary for the purpose of Local Government administration. We further consider that it would be in the interests of good local administration if this boundary, i.e., the railway line, were extended northwards to include within Bushey a small part of Watford comprising Chalk Hill and adjacent streets.

4. **Education.** The education of children of primary school age is already provided in the Ward. For secondary education the children already go to

Bushey or Watford, but in no case to the secondary schools existing on the L.C.C. Estate.

5. It has been stated that communications between the St. Meryl area and Bushey are inadequate, but we have reason to believe that there are schemes of considerable importance to link the two localities, and we would point out that the only vehicular communication with South Oxhey is by a railway bridge at the extreme end of the St. Meryl Estate.

6. It is our view that the Bushey Urban District Council has an admirable record in regard to open spaces, playing fields, etc., and the future needs of this Ward are likely to receive more sympathetic consideration from them than they do under the present administration which has made no attempt to site any open spaces on this side of the railway.

7. We feel that the Rent policy of the Bushey Urban District Council as applied to its housing schemes would meet with widespread approval from the ratepayers of this area.

8. We would emphasise that while admittedly the majority view of the Watford Rural Parish Council was against inclusion of the Carpenders Park Ward into South Bushey Electoral Division, they did not acknowledge the views of the Councillors of this Ward who were in favour of the inclusion, and we feel that a minority report, had it been allowed, would have made this clear.

9. We also feel that on the matter of planning and roads the Bushey Urban District Council as the Highway Authority would have a closer association and greater interest in this locality than any other Authority.

In conclusion, may we say that in the welcome event of visits of Members of the Royal Commission to this locality, we would be most grateful if local opinion could be consulted in this particular area.

We remain Sir

Yours faithfully

(Sgd.) C. T. ELAM, 52 St. George's Drive
G. E. F. HOWARD, 62 St. George's Drive
Wm. RUFFELL, 57 Alva Way
} Present Members of Watford Rural Parish Council

E. G. RAWLINS, 124 Greenfield Avenue, Past Chairman and Member Watford Rural Parish Council

J. BENNETT, 1 Alva Way, Past Member Watford Rural Parish Council

E. R. STOW-MORRIS, 45 Alva Way, Past Member Watford Rural Parish Council

Evidence submitted by The Richmond Society

The Richmond Society

The Society was formed in 1957 and now has over 500 members. The objects of the Society are :

> " to protect the beauty and the historic character and to extend the amenities of the Borough of Richmond."

In carrying out these functions the Society is naturally greatly concerned with the activities of the Richmond Borough Council and the Surrey County Council particularly in the fields of planning, housing, care of parks and open spaces, and highways.

The Society therefore thought it desirable to consider whether the present set-up of local government for Richmond was as effective as it should be in the fields which concern the Society. The views formed by its Executive Committee, as set out in this paper, were circulated to all members. Nearly 200 of our members replied—a striking figure for a questionaire issued during the holiday season on a hypothetical issue : and of these 95% endorsed the views of the Executive Committee.

The Richmond Area

In considering the best form of local government for the Richmond area the Society considers that two important factors should be born in mind :

1. Richmond is still a community with a vital corporate life of its own. It is in no sense a London suburb, despite the number of " commuters " who live there. Nor is it primarily a holiday resort, in spite of the crowds who visit it. This real community sense is no doubt enhanced by its relative geographical isolation. Broadly there is only one road leading south to Kingston, one north to Brentford, two close together leading east to London, and two again close together across the river to Twickenham.

2. The Richmond area is particularly rich both in fine open spaces and in historic or interesting architecture. Even apart from Kew Gardens and Richmond Park (which are not the concern of local government) a very large proportion of the Borough is commons and meadows. And in addition to the large number of 17th and 18th century houses, there are the unique series of small pedestrian shopping streets in the Town Centre.

General Principles

We believe that the central problem in local government in the London area is to achieve efficient administration and yet at the same time maintain responsiveness to local needs and feelings.

Efficient administration demands units of a workable size able to secure high quality staff in senior posts. But responsiveness to local needs and feelings means that local government ought to be built up out of real communities wherever they can be found. We believe that for Richmond this problem is best solved by a continuation of something like the present "two-tier" system of local government.

Richmond as an "All- or Most-Purpose" Authority

We do not consider that Richmond, with a population of 40,000, is a large enough area to operate effectively the full range of local authority functions. This is a generally accepted view. And we would only confirm that even in the restricted range of functions carried out by an urban borough council, we find from our experience that it is not easy always to employ staff of sufficiently high calibre. For example, in Richmond there is no separate Architect's Department, in spite of the fact that a substantial building programme is carried out.

Amalgamation with neighbouring boroughs

We have carefully considered the merits of merging Richmond with neighbouring boroughs, such as Barnes or Kingston, to form a single tier authority. We believe such a solution is basically undesirable. There is no sense of community joining Richmond with these other boroughs. Geography has separated them. Character distinguishes them. It is difficult enough to get the Richmond Borough Council to recognise the effects of many small individual decisions on the life and character of the town. It would be a hundred times more difficult with a Council drawn from a far wider area, in which the Richmond members would form a minority. One example will suffice. The Richmond Council, as a result of representations from residents and in particular from the Richmond Society, has agreed to special forms of lighting in certain areas of high amenity. The discussions in Committee and Council were conducted by people all of whom knew the areas concerned. That would not be true of a Council for a much larger area.

Moreover, we believe that in questions of town planning the two-tier system is of very real value and should be retained. We deal with this in the following section.

Retention of the "Two-Tier" System

We recommend very strongly that for Richmond at any rate the present "two-tier" system is preferable to any major change.

There are many functions which can effectively be carried out by a unit covering 40,000 people. And we believe that they are best carried out by a local government authority as closely in touch as possible with the wishes and feelings of the local population.

There are other functions which can only be carried out on a larger scale. Here the County Council is an effective unit.

But in "planning" administration we find the two-tier system is highly desirable. It enables lesser decisions to be taken by a group with intimate knowledge of the area concerned. But at the same time it enables larger matters to pass through two stages of consideration. It thus gives more time for public discussion and reflection. A good example was a proposal to build high flats beneath Richmond Hill with its world-famous view. The design of these flats did not emerge in the handling of this scheme by the Richmond Council. Had their decision been final, building would have been under way before anyone realised. But when the proposal came before the Surrey County Council more details were made public; and as a result modifications were made to the design and the height was reduced so as not to affect the view from the Hill.

We believe that this opportunity for review at a second stage is particularly valuable; the more so where local authorities are themselves builders on a large scale.

The Second-Tier Authority

We believe it would be a great mistake to bring Richmond under a " second-tier " authority based on central London. At present the tide of London in effect stops short before reaching Richmond—though it extends to Barnes. It is important to maintain Richmond distinct from the central London anonymity.

We would however see some advantage in creating a County Council for those parts of Surrey within the Greater London area. There is little connection between the problems of rural Surrey and those of the boroughs in the built-up area, and a split would we believe on balance be desirable.

Conclusion

We believe that effective local government in the Richmond area would be best achieved by maintaining the present urban borough council under a County Council of Metropolitan Surrey.

Evidence submitted by The Romford Borough Constituency Labour Party

1st February, 1960

At a meeting of the General Management Committee of this Party held on Thursday, 28th January, 1960, the following resolution was passed :

> "That this meeting of the Romford Constituency Labour Party records its opposition to any proposals for constituting a new County Council, which would consist of members appointed by the lower tier authorities. It takes the view that any County Council should be elected by the General body of electors."

Trusting that you will place this before the Commission.

Yours sincerely

J. SMITH

Secretary / Agent

Evidence submitted by
The Royal College of Midwives

The Royal College of Midwives has pleasure in submitting to the Royal Commission this Memorandum which relates specifically to the administration of the domiciliary midwifery service.

Introduction

In 1948, County Councils and County Borough Councils were designated Local Supervising Authorities, and ultimate control of the domiciliary midwifery service was removed from the smaller Local Health Authorities. This change was beneficial because firstly, it became possible to improve the standard of the midwifery service in areas where it was inadequate, by better distribution of staff and the provision of up-to-date equipment. Secondly, a large area of control affords a greater possibility of co-ordination with Regional Hospital Boards and Executive Councils. This is particularly important in the domiciliary midwifery service because of the tripartite administrative structure of the maternity service as a whole, and the need for close co-operation with the maternity hospital and general practitioners.

Administration of the Domiciliary Midwifery Service

We consider that on the whole the present arrangements are working satisfactorily, and we do not think it would be in the best interests of the service if responsibility for its administration were delegated to small local authorities.

Our reasons for taking this view are as follows :

1. If the standard of the domiciliary midwifery service is to be maintained at a high level, the midwives must be supervised by a Non-medical Supervisor of Midwives (i.e., an experienced member of their own profession) who is on the staff of the Medical Officer of Health and is directly responsible to him. She should supervise the midwives in accordance with Section 17 of the Midwives Act, 1951, and she should also superintend their day-to-day work.

The appointment of a Non-medical Supervisor in very small areas is wasteful of administrative staff. Consequently there would be small groups of midwives who would not be under the supervision of a Non-medical Supervisor at all.

2. The Authority should be large enough and have sufficient financial resources to be able to provide the midwives with the best type of equipment (including analgesia apparatus), uniform and transport.

3. The Authority should be in a position to provide ante-natal and maternal and child welfare clinics, where the midwives, general practitioners and hospital medical staff can attend their patients.

4. It is a great advantage if the Authority responsible for the domiciliary midwifery service is also the Housing Authority, since the provision of suitable flats or houses for domiciliary midwives is a vital factor in the recruitment of

staff and the maintenance of an efficient service. If this is not the case, it is important that there should be very close co-operation with the Housing Authority.

Conclusions

In the light of these considerations the Royal College of Midwives is of the opinion that the minimum population of a Local Health Authority responsible for the domiciliary midwifery service should be 200,000, and the maximum 400,000. Within this range it should be possible to satisfy the conditions which are essential to the efficiency of the service, and at the same time allow the Medical Officer of Health and his administrative staff to keep in close contact with the midwives.

29th May, 1958

Evidence submitted by The Royal College of Nursing Public Health Section

Introduction

The Royal College of Nursing is a professional organisation of general trained state registered nurses, incorporated by Royal Charter. The membership of over 43,000 nurses includes many whose work lies within the community in their own homes, and who are employed by local health authorities directly or by their agents. Health visitors and school nurses, district nurses, domiciliary midwives and matrons of day nurseries are all concerned with the health and well-being of the family and contribute towards the efficiency and acceptability of the services provided by the local authorities by whom they are employed.

Members of the Public Health Section of the Royal College of Nursing appreciate having the opportunity of presenting their views to the Royal Commission on Local Government in Greater London, and at the same time wish to affirm their readiness to co-operate in any revision of local government in the area under review designed to improve family and community care.

A working party composed of public health nurses from the various domiciliary health services has prepared a memorandum which the Council of the Royal College of Nursing is pleased to submit to the Royal Commission on Local Government in Greater London. The working party had an opportunity of discussing the matter with a group of public health nurses employed in the Greater London area and of obtaining their views, and these are incorporated in the memorandum.

The Present Position

The College is aware that the area under review is governed at the present time by multiple authorities whose functions vary from the naming of streets and numbering of houses to the provision of comprehensive and costly health and education services. Some of the services are provided by large major authorities, while others are the responsibility of smaller and more localised councils, or even parishes.

The Public Health Section of the Royal College of Nursing, while interested in the many and varied aspects of the matters under review, is most concerned, as will be appreciated, with the organisation of the health and welfare services and with education. The social legislation of the last 10-15 years has been responsible for considerable changes in the administration of these services, particularly with regard to local authority health services. It is felt that many of the changes have been beneficial to the community, while at the same time there are certain disadvantages in the present position.

For example, it has been possible for the larger authorities to promote minimum standards of service and to provide services for those areas where formerly the provision of adequate services had been difficult. On the other hand, the very size of these authorities has raised administrative problems.

Some of the larger authorities have made valiant efforts to meet one of the problems by dividing their administrative counties into areas or divisions, and many public-spirited residents have tried to stimulate and preserve local interest in the affairs of local government by serving on area or divisional committees. It must be said, however, that where local area or divisional committees endeavour to administer the health and welfare services without having the necessary financial powers a feeling of frustration develops which may well lead to apathy.

Public Health Nursing Interests

Recent legislation and changing ideas have focussed the attention of public health nurses on family care rather than on the giving of a particular service to an individual or to a special community group. The public health nurse today is very conscious of the importance of human relationships in the family, at school, at work or at play, and also of the close association of mental, physical and social factors in illness, of the need for health education and for a positive approach to the promotion of health within the community.

Public health nurses, therefore, have welcomed developments which have helped to promote family care and well-being—e.g., the trend towards the integration of the school and health visiting services, which in many parts of the country has resulted in the employment of one visitor to the home—the health visitor/school nurse—instead of a duplication of visiting personnel.

Planning for the Future

The Public Health Section of the Royal College of Nursing ventures to suggest that any future organisation of local government in the Greater London area should ensure as great a measure as possible of integration of the personal health and welfare services. To secure this such services would need to be administered by the same authority. In the view of the Royal College of Nursing this authority should also be the education authority.

Local government units consisting of a mixed social population should be large enough to secure full and efficient education service, while at the same time be of a size consistent with good local administration.

The provision of houses, slum clearance and other local authority functions related to the health and welfare of the community should also be administered by the authorities responsible for education. There are a number of other functions which might be more effectively carried out by some form of regional administration.

It is felt most strongly that whatever may be the size, designation or status of the administrative unit in the future, and whether there might be a one or two-tier system of administration, the body responsible for day-to-day administration at local level should also have the necessary financial resources and control.

May, 1958

Evidence submitted by The Royal Institute of British Architects

1. In submitting evidence to the Royal Commission, the main concern of the Royal Institute of British Architects must be for the furtherance of good planning and architecture in the Greater London area and for the effective and economical administration of planning and of by-law control. Clearly, good architecture and environment in any locality can be evidence of the excellence of the structure of its local government, as well as a vital contribution to the well-being of its inhabitants. It is hoped, therefore, that the proposals put forward here, with the emphasis clearly on matters of planning, architecture, and building control, will contribute towards the simplification and improvement of all aspects of local government administration in Greater London, a matter which must be the concern of any professional organisation.

2. Since the Local Government Act, 1888, brought into being the London County Council whose boundaries at that time roughly coincided with the extent of the built-up area of London, there has been such an extensive spread of the capital city into the Home Counties that the existing administrative boundaries of the County, and of other authorities within the built-up area and beyond, no longer relate to the reality of the situation. Within Greater London, as defined in the Royal Commission's terms of reference, there are six county councils, three county boroughs, 73 district councils, the London County Council, City Corporation and the 28 Metropolitan Boroughs.

3. In planning, the county councils are responsible for the preparation of development plans, but their powers of control of development have been delegated in varying degrees to the constituent district councils. In the London County Council area, except, however, in respect of the City Corporation, this delegation has hitherto been prevented by the Town and Country Planning Act, 1947, although, should it receive Royal asset, the L.C.C. (General Powers) Bill, will permit a degree of delegation in respect of minor planning matters to the Metropolitan Borough Councils. As the county boroughs of East and West Ham and Croydon are all-purpose authorities this division of responsibility for development plan and for development control does not arise there.

4. As regards the regional aspect of planning the Ministry of Housing and Local Government is in a position to prepare a plan and secure its implementation. Over a long period regional planning for the Greater London area has been a matter of concern both to individual architects and to the profession as a whole as represented by the R.I.B.A. When in 1927 the Greater London Regional Planning Committee was set up — a Committee which performed a valuable service in defining, and advising on considerable purchases of land for London's Green Belt—an architect, Sir Banister Fletcher, was appointed its Chairman. During the war, Members of the Institute worked voluntarily on the preparation of a regional plan for Greater London; in 1944 the then Minister of Town and Country Planning commissioned the late Sir Patrick Abercrombie, F.R.I.B.A., to prepare the Greater London plan.

5. Since the publication of the Abercrombie regional plan, attempts have

been made to secure administrative arrangements to ensure continuity of thought and action at regional level. The Clement Davies Committee were asked to advise the Minister on " the appropriate machinery for securing concerted action in the implementation of a Regional Plan for London as a whole," and in 1949 they recommended the establishment under the 1947 Act of a regional joint advisory committee under an independent Chairman. At the same time the minority report of the Committee recommended the establishment of a Joint Board of the constituent planning authorities in Greater London for regional planning with more executive power than an advisory committee. The Committee also recommended that a Royal Commission should be set up to examine local government in the Greater London area. No action was taken on either of the former recommendations, but the Royal Commission has now been appointed.

6. Meanwhile, the Ministry of Housing and Local Government has continued to be responsible for regional questions. The Minister, however, being in the position of arbitrator on town planning matters, is not able to sponsor a continuing regional plan, and so the various aspects of planning in London have tended to become split up between various Ministries and ad hoc organisations. For instance, the Ministry of Transport is the only body responsible for the road plan in the region; the Board of Trade has the responsibility for the industrial location policy and other bodies, such as the Metropolitan Water Board and the London Transport Commission, all deal with their separate aspects without a common meeting point which would enable them to merge their contributions into a single co-ordinated plan.

7. As regards architecture, standards of design has varied with the authority, but experience has shown clearly that large authorities such as the London County Council are in a much better position to command the services of first-rate architects and planners. For most types of buildings the London County Council has made an outstanding contribution to a new London; in addition the Home Counties have been able to make an equally valuable contribution especially in educational buildings. All these authorities have adequately staffed architectural and planning departments. At county borough level, however, only one of the three county boroughs in the London region has an architectural and planning department, and amongst the smaller authorities, the borough councils and the district councils, only a small proportion have architectural departments. Many only employ architectural assistants serving in the Borough Engineer's department. To a large extent this has meant that the quality of work done by these authorities often falls short of what is possible and desirable.

8. In any re-organisation of local government in the London region, the R.I.B.A. is concerned to see that the administrative arrangements should permit a high standard of architecture to be attained consistently over the whole of that area, while securing the establishment of two levels in planning and in the control of the construction of buildings on the following lines :

(i) Regional, covering the whole of Greater London and including, in respect of planning, such aspects of roads, railways, port facilities, transport, overspill, industrial location and other matters, all of which can be described as strategic to London, plus overall control of the construction of buildings, aimed to achieve a common standard throughout the built-up area.

(ii) Local, where, in respect of planning, the main task is the implementation of detailed plans within the framework already laid down at regional level. Here architectural planning aspects involving questions of civic design are of first importance and competent architectural and technical staff are required to design three dimensional layouts and buildings, at the same time conducting day-to-day administration of building regulations.

9. In the event of a wholesale re-organisation of local government in Greater London the R.I.B.A. considers that at regional level there should be an elected Greater London Council which would be responsible for all major local government of the kind described above. The Greater London Council would have responsibility for preparing and keeping under review a broad regional plan, reporting on progress and, if necessary, securing the implementation of the plan by providing financial assistance to areas where the need for reconstruction was greatest. It would also have responsibility for securing a consistency in the decentralisation and location of industry and the movement of populations to new and expanded towns. In addition appropriate relationships would be established with the existing large public development authorities, such as the Port of London Authority, London Transport and so on. The Greater London Council should also be empowered to make all building control regulations for the area and be responsible for overall control of their administration, both as to the hearing of appeals and as to relaxations. This would constitute the regional policy level of local government.

10. At the local level it is considered that the region should be divided into a series of city districts which would be most-purpose authorities with elected councils having responsibility for local government functions including town planning, education, housing and slum clearance and the day-to-day administration of building regulations. They would require to be of such a size and have command of sufficient rateable value to enable them to employ the right calibre of staff. This would mean they would have to be very much larger than the existing Metropolitan Boroughs within the London County Council area or the district councils in the Home Counties.

11. In this way the present confusion of authorities would be replaced by a simpler and more rational structure of local government. Regional planning policy would be determined by a democratically elected body and local planning in the city districts would be sensitive to local opinion. The R.I.B.A. is mainly concerned with the principles underlying such a re-organisation of local government to secure the highest standards of architecture and planning from the point of view both of efficiency and appearance, but considers that if these principles are accepted it would be possible to work out a division of Greater London into city districts which would bear a close relationship with existing community structures.

12. The Institute strongly maintains that these proposals must be considered together, to be accepted or rejected as a whole. Re-organisation of planning and administration in the Greater London area into regional and local units would be unacceptable unless those authorities, assuming responsibility at the local level, were of adequate size—able, in the case of planning and architectural matters, for instance, to employ first-class architects and planners, as is at present the case with the London County Council.

As already mentioned, existing Metropolitan Boroughs and district councils in the Home Counties would not be large enough to employ the qualified staff needed to carry out ably the functions of planning at the proposed local level.

13. The R.I.B.A. has been interested to note that the boundary for Greater London, as defined in the terms of reference of the Royal Commission, appears to run approximately through the centre of the Green Belt. Although the regional authority, here proposed, could come into operation over the area of Greater London as so defined, it nevertheless seems only right to suggest that if the case for a regional authority for the area can be thought acceptable, there may well be reason to consider Greater London as that area which includes the New Towns, covered by the Greater London Plan drawn up by Sir Patrick Abercrombie.

14. If these proposals for a major re-organisation cannot be considered acceptable by the Royal Commission, the R.I.B.A. considers that a superimposition on the existing local government structure in Greater London of a further ad hoc body to deal with regional problems would probably only confuse still further the local government administrative arrangements, adding yet another tier of responsibility. Already there is an undesirable overlapping of functions between authorities, and an ad hoc regional body, which might not be democratically elected, would not carry the necessary authority. Rather than this the R.I.B.A. would prefer to see the Ministry of Housing and Local Government once again assume initiating and co-ordinating powers for dealing with problems of the region as a whole. Even then it considers that this would not be wholly acceptable unless proposals on the lines put forward by the Barlow Commission were adopted, namely that a Committee of Ministers composed of Heads of Departments with powers for planning and development be formed having available to it a planning secretariat. This would bring together the various aspects of planning which are at the moment dealt with separately in the various departments.

15. The R.I.B.A. most strongly deprecates all moves which may reduce the efficiency of the London County Council by delegation of powers to the existing Metropolitan Borough Councils. The L.C.C. is outstanding for the contribution it has made in architecture and planning since its formation, and in building by-laws has achieved a uniformity of administrative treatment which should, at all costs, be maintained, indeed extended to the whole of the Greater London area. If, therefore, the proposal for the enlargement of the area over which a single Greater London Council can secure co-ordination is not acceptable, it is considered essential that the L.C.C. which at least covers a large part of the built-up area of London, should retain its planning, development and co-ordinating powers. Otherwise a confusing series of variations in the interpretation of planning and building standards is bound to develop, undermining standards which have been patiently built up over the last 60 years. Likewise, to carry out the work which any delegation of responsibility for planning and architecture would entail, the existing Metropolitan Borough Councils or district councils, with their limited financial resources, would be unable to employ the calibre of architectural and planning staff which the L.C.C. already commands.

It appears to the R.I.B.A. that there is a strong possibility that all the existing larger authorities in the Greater London area will press for the retention of their existing powers, while the smaller ones will ask for delegation or further delegation of powers from these larger ones. To take these demands as a starting point for the establishment of an appropriate Local Government structure in Greater London would, it is felt, lead to a worsening of the present situation. Either the Royal Commission should consider complete re-organisation as described, or else accept the status quo as preferable to further disintegration of the larger authorities, particularly the L.C.C. by the delegation of their powers to the smaller ones.

10th July, 1958

Evidence submitted by The Royal Institution of Chartered Surveyors

1. The Royal Commission on Local Government in Greater London has the following terms of reference :

> "To examine the present system and working of local government in the Greater London area; to recommend whether any, and if so what, changes in the local government structure and the distribution of local authority functions in the area, or in any part of it, would better secure effective and convenient local government; and to regard, for these purposes, local government as not including the administration of police, or of water, and the Greater London area as comprising the Metropolitan Police District together with the City of London, the Boroughs of Dartford, Romford, and Watford, the Urban Districts of Caterham and Warlingham, Chorley Wood, Hornchurch, Rickmansworth, and Walton and Weybridge, and the Parish of Watford Rural in the Watford Rural District."

2. The boundary of the area covered by these terms of reference falls mainly within the green belt around the metropolis. The area which it encloses is mostly built up, and only the outer periphery contains substantial areas of undeveloped land. The Royal Commission is therefore primarily concerned with a problem of urban local government, and this is of interest to chartered surveyors who are professionally engaged in town planning, in estate management or in the administration of building regulations. It is convenient to arrange the Institution's evidence under those headings.

Town Planning Administration

3. The Greater London area, as defined by the terms of reference, at present falls within the administrative areas of nine local planning authorities—namely the counties of Essex, Hertford, Kent, London, Middlesex and Surrey, together with the county boroughs of Croydon, East Ham, and West Ham. Within the administrative counties, varying arrangements exist for delegating planning powers to borough and district councils, making a complex pattern of administration.

4. Co-ordination of town planning within the Greater London area is of the greatest importance. The nine local planning authorities are autonomous bodies, and certain weaknesses of the existing arrangements have been mentioned in earlier reports, notably in the Report of th London Planning Administration Committee, published in 1949 (the "Clement Davies" Report). Paragraphs 53 *et seq* of that Report, though not a conclusive condemnation, are critical of the existing framework. Although the Report was prepared soon after the new planning administration was set up in 1948, subsequent experience confirms that many of its observations were justified.

5. It may be suggested that supervision by the Ministry of Housing and Local Government could achieve all necessary co-ordination between the separate authorities. The Ministry undoubtedly has an important part to play in

supervising the local government of Greater London, but its functions are not such as will achieve the kind of co-ordination that is required, namely, to initiate positive planning within the Region. The Ministry has a two-fold functon : on the one hand, responsibility for national planning policy, and on the other, to oversee local government and, in appropriate cases, to act as an appellate authority, as in town planning appeals.

6. In the present context, "town planning" means the preparation of development plans, the implementation of development control, and the carrying into effect of building plans. The Institution believes that the initiation, execution and co-ordination of this work are essentially functions of local government, and not of central government. It is therefore necessary to consider what alternative arrangements, if any, are necessary for securing concerted action.

7. At present, much town planning work is done piecemeal. In the absence of practical experience of any alternative machinery, it is not possible to assert that better results could be achieved. It is a reasonable inference, however, that there is scope for improvement, and the Institution believes that a single regional authority could be created for the Greater London area, with responsibility (in regard to town planning) for that part of the work which ought to be handled on a regional basis. The existing authorities within the area are not the most suitable units for effective or efficient town planning, and in place of county and district authorities, it might well be preferable to create new authorities, as a second tier below a single regional authority. It would be necessary to preserve a system of two-tier—rather than three-tier—government if the administration were not to become unwieldy.

The Regional Authority

8. The constitution and the financing of a regional authority are matters on which the Institution would not wish to offer suggestions, beyond saying that it would preferably be representative, and though it should possess financial independence it should be a precepting authority rather than an authority which itself levies rates.

9. Such a regional authority would be autonomous, and essentially a "local" authority. Its primary functions would include the supervision and direction of the lower tier authorities, and responsibility for certain financial matters.

10. In regard to town planning, its functions would include the following:

(a) the laying down of a standard policy of development control in respect of matters which affect the areas as a whole ;

(b) control over the location of industry within the area ;

(c) control over the provision of accommodation for office employment within the area ;

(d) the co-ordination of communications and transport arrangements within the area ;

(e) the making of "overspill" agreements with authorities outside the area ;

(f) the following work covering the area as a whole, as cited in paragraph 66 of the "Clement Davies" Report:

(i) planning survey and research;

(ii) adjustment of target populations;

(iii) preservation of green belt, provision of open spaces, and treatment of the riverside;

(iv) distribution of all major development projects;

(v) mineral workings; and

(vi) programming and priorities.

11. The area to be administered by the authority would need to be carefully considered. As has been stated, the area covered by the terms of reference broadly comprises the development area enclosed by the green belt, together with the inner part of the green belt itself. If this were the area of the regional authority, the preservation of the green belt as a whole would be divided between that authority and a number of surrounding "outer" authorities; and this would have the merit that each would jealously watch any tendency by the other to permit intrusions upon the undeveloped belt. Another view is in favour of entrusting the preservation of the green belt wholly to the inner authority or wholly to the several outer authorities, but this decision must clearly rest upon many considerations besides those of town planning.

The lower-tier authorities

12. The population within the Greater London area was estimated to 8.7 millions in 1951. If a single lower tier of local government were created below the regional authority, a convenient arrangement would be to have about 20 authorities, each responsible for a population between 250,000 and 500,000—with the average tending towards the higher figure. This would be a convenient unit for efficient administration, and the number of authorities would be sufficiently small to permit effective co-ordination and supervision.

13. The lower-tier authorities would exercise all functions of local government other than those assigned to the regional authority as already described.

14. The Institution believes that a scheme on the foregoing lines would provide an administration equal to the important challenge of "urban renewal," which must be met if the Greater London area is to continue to thrive.

Estate Management

15. The London County Council and the local authorities in the Greater London area own and manage a large amount of property, including many housing estates. Housing management in particular is a matter that deserves special consideration in the context of the Royal Commission's investigation.

16. The County of London differs from the rest of the country in having a duplication of housing authorities. Both the London County Council and the metropolitan boroughs build and manage dwellings within the County, which seems to be an unnecessary dispersal of resources. The London County Council also own and manage several large housing estates outside the administrative county.

17. The framework proposed in this Memorandum for dealing with town planning should, in so far as it relates to the regional and second-tier authorities, provide a more convenient framework within which to organise the work of housing management, including house building. This work should be divided between the regional authority and the second-tier authorities on a functional basis, so as to eliminate duplication. The precise allocation of functions would require detailed examination, but in general terms it might provide that—

(a) the regional authority would deal with housing policy, the determination of housing requirements, slum clearance, overspill problems, and possibly house-building (for all of which they would be able to employ suitably qualified staff) ; and

(b) the second-tier authorities would undertake housing management, including the keeping of waiting lists and the letting of dwellings, and if these authorities were of the size contemplated in this Memorandum, they would be sufficiently " local " to preserve a close-relationship with their tenants, whilst being also large enough to employ suitably qualified staff for these management functions.

Building Regulations

18. From the point of view of the individual developer, uniformity in the regulations governing the construction of buildings in the Greater London area, both in respect of the regulations themselves and in respect of their administration and interpretation, is highly desirable. No particular legal or administrative problems should arise if all authorities adopted a uniform code of basic building regulations. What requirements should be made uniform by those regulations, however, is a question requiring special and expert study ; and it will be necessary in preparing any uniform code to allow for difference in local circumstances.

19. Uniformity in the administration of building regulations presents another set of problems altogether : for a measure of discretion is always exercisable in the administration of any law. Complete uniformity in administration is thus virtually unattainable, even if it were considered desirable to attain it. The measure of uniformity in the exercise of discretion can, in fact, be no greater than the measure of uniformity which common training and experience can inculcate in those who exercise it. Or, to put the proposition in a more practical form, unless local authorities have the means to attract to their service professional and technical men of about the same calibre, and if such calibre is not a reasonably high one, there will be an undue risk of wide divergencies in the administration of building regulations. No local authority should be so financially ill-equipped as to be unable to pay a technical officer of a reasonably high calibre, for the purpose of attending to the administration of building regulations; and this danger could be overcome by the proposals already put forward in this Memorandum.

20. The question of interpreting building regulations is again different from the question of their administration, though the same general contentions with regard to the exercise of discretion applies to both. Administration is a matter with which councils and committees of laymen, adequately advised by their professional technical staffs, can, and should be expected to deal. Councils and committees of laymen cannot, however, be equally expected to deal with the technical interpretations of building regulations. Nor might it be considered wise that either they, or the staffs responsible to them, should be empowered to do so.

What seems to be required, in fact, is a properly qualified person, independent of the local authority whose duty it is to attend to the administration of building regulations, on whom should rest the duties of deciding on technical interpretations and of inspecting actual construction. District Surveyors at present perform precisely such functions.

21. Finally, and since applications to develop usually involve the seeking both of planning and building approvals, it would be a matter of considerable convenience to developers if both kinds of application could, initially at least, be dealt with by the same office within the County of London.

22. To summarise the Institution's views under this heading, therefore, it is submitted that, in considering the re-organisation of local authorities in the Greater London area, regard should be paid to the following points:

(a) the need for a unified code of building regulations;

(b) the need for all local authorities to possess the financial means to secure the services of professional and technical officers of an approximately equal calibre, in order to ensure the maximum degree of uniformity in the administration of building regulations;

(c) the need for appointing professional and technical officers to act independently of local authorities, in adjudicating on the technical interpretations of building regulations, and in ensuring actual compliance therewith; and

(d) the desirability of ensuring that administrative arrangements for dealing with planning and building applications march hand-in-hand, in so far as may be possible.

30th June, 1958

Evidence submitted by The Royal National Institute for the Blind

The Executive Council of The Royal National Institute for the Blind at its meeting on the 24th July, 1958, resolved:

> "That the Royal Commission on Local Government of Greater London be informed that The Royal National Institute for the Blind would prefer blind welfare responsibilties of local authorities to be administered by counties and county boroughs only as at present and is prepared to make supporting submissions."

The following submissions are now made in support of this Resolution:

1. The Royal National Institute is a voluntary organisation incorporated by Royal Charter which provides that:

> "The objects for which the Chartered Institute is established and incorporated are to promote the better education training employment and well-being of the blind (which expression as used in this Charter includes where the context admits persons who though not totally blind are partially or intermittently deprived of sight or are threatened with blindness) to carry out the functions of the National Body and generally to watch over and protect the interests of the blind and to prevent blindness . . . "

2. The Commission will no doubt be aware of the numerous services provided for the blind by Local Authorities under schemes established in accordance with the National Assistance Act, 1948. These schemes embrace arrangements for the medical examination and certification of applicants for admission to the registers of the blind; the registration of those persons duly certified as blind, the provision of a home teaching service by qualified home teachers, the provision of sheltered employment in special workshops and through home workers' schemes, assistance in securing employment in open industry, arrangements for promoting the general social welfare of blind persons including assistance in the disposal of articles made by blind persons in their own homes and elsewhere, the establishment and maintenance of social clubs and the provisions of library facilities, etc. Provision also has to be made for residential accommodation for blind persons who, by reason of their disability or other circumstances can no longer reside in their own premises and, ancillary to this, arrangements made for blind persons to have adequate holidays.

3. The Royal National Institute operates in very close co-operation with Local Authorities in carrying out these services and has, therefore, a dual interest in the terms of reference of the Commission; firstly, by virtue of its Charter it is charged generally to watch over and protect the interests of the blind and secondly as a contractor carrying out many of the activities on behalf of the Local Authorities.

4. It has always been the considered opinion of this Institute that the care of the blind in all its aspects demands a specalist service which has had practical and theoretical training in and experience of the thinking processes of blind persons and which, ideally, should include on the staff administering such a

service one or more blind persons. A specalist service of this nature can clearly only be provided where the unit of administration is sufficiently large to permit of the employment of specalists—and yet at the same time it is highly desirable that the service should be as " local " as possible so that the needs of the blind persons concerned can be dealt with by persons having direct and intimate knowledge of the cases concerned. We have found from experience that the most nearly ideal size for a unit of administration appears to be that of the larger Welfare authorities which are sufficiently large to provide the specialist element postulated as essential but not so large as to eliminate the all-important intimate personal contact between the individual " cases " and the central administrative organisation.

It is our view, therefore, that any great multiplication in the number of authorities administering blind welfare must inevitably lead to a reduction in the amount of specialised service available for blind people and this is borne out by our experience. In the larger Welfare Authorities (such as the London and Middlesex County Councils, for example) it is the normal practice to provide for a blind welfare section as a specialist branch of the Welfare Department specially designated to deal with blind welfare in all its aspects, and usually a number of the officers in the section have themselves been trained in the practical aspects of blind welfare as Home Teacher before becoming administrators. On the other hand, many of the smaller Local Authorities have not found it economically possible to carry a specialised blind welfare officer and the work has been carried out by an officer concerned also with other duties, who has not therefore through force of circumstances been able to specialise in matters pertaining to the blind. While, therefore, many of these officers have given much whole-hearted service to the cases in their care, we are convinced that in many instances the welfare of the blind persons concerned has not been promoted to its fullest extent simply by reason of the lack of experience and knowledge of the officers concerned. We firmly believe that a specialist service is necessary and that this service can only be economically and efficiently provided if the unit of administration is sufficiently large. We should, therefore, view with concern any further breaking down of the areas of administration into smaller units than those which at present exist.

5. So far as the Institute is concerned as a contractor for supplying services to the blind, it will be appreciated that every increase in the number of administrative Authorities with whom we have to deal in regard to our numerous services, part of which are provided on an agency basis (e.g. residential homes, holiday homes, educational establishments at varying levels, and placement services) and part through sales of apparatus, Braille and Moon literature, etc., must add considerably to our costs of administration.

6. Our main point, as will be seen from the foregoing paragraphs, is that welfare of the blind should not be administered by Authorities other than counties and county boroughs, but we would go further and urge most strongly that the same position should apply in the case of education. The arguments based on specialisation does not apply in the case of education, as it does in the case of welfare, as there are not, happily, sufficient blind children in any Authority's area to justify a full-time officer. Nevertheless, the Education Department of a county council which constantly has several blind children in its care is better equipped to see that their education is properly catered for than is a smaller Authority which may well only have isolated cases of a blind child to deal with at sporadic intervals. Furthermore, the functions of the Welfare and Education Departments

are closely interdependent in the case of blind children. The present arrangement is that the Home Teacher who calls on the child at its home is on the staff of the Welfare Department, while the responsibility for educational fees and the oversight of its education is vested in the Education Department of each Local Authority. Quite clearly, confusion and lack of a smooth service to the blind child could easily arise if the provision of the welfare services was the responsibility of the County Council while the educational services were the responsibility of a Borough Council. Such division of responsibility must inevitably mean delay and expense involved in joint consultations between the two authorities.

Evidence submitted by
The St. Marylebone Chamber of Commerce

1. This Memorandum is submitted by the St. Marylebone Chamber of Commerce to the Royal Commission on Local Government in Greater London, set up by H.M. Government, with the following Terms of Reference.*

2. The St. Marylebone Chamber of Commerce represents the respective Trades and Professions in the Metropolitan Borough of St. Marylebone. Included in its Membership are the Departmental and Multiple Stores, Building Societies, Banks, Importers and Exporters, in addition to the smaller Traders and the members of the various Professions.

Local Authority Finance

3. When the St. Marylebone Council fixed the General Rate for the Year 1958-59 to the 31st day of March, 1959, at 15/2d. in the pound, they estimated this amount to produce £4,323,440 as shown on the Schedule on the back of their Rate Demand Notice. This Schedule also shows that they only need £782,015 (representing 2/9¼d. in the pound) for their own purposes, but they estimate to collect £2,570,400 (representing 9/0d. in the pound) to meet the precepts of the London County Council; and estimate to collect £452,200 (representing 1/7d. in the pound) for the needs of the Metropolitan Police. The Balance of £483,372 (representing 1/9¾d. in the pound) being the sum required under the London Equalisation Scheme. Of the Total Amount which the St. Marylebone Borough Council have estimated to collect, they need less than one-fifth for their own purposes and they collect over four-fifths on behalf of the London County Council, the Metropolitan Police and the London Equalisation Scheme (Section 10 of the Local Government Act, 1948).

4. Our Chamber of Commerce considers that in order to ensure real and efficient economy, that the London County Council should collect their own rate for the purposes of the money which they spend as is at present being done by the Metropolitan Water Board, who use for their purposes the Assessments as agreed by the appropriate Department of Inland Revenue.

5. Our Chamber does not consider the present method of the Metropolitan Borough Councils collecting the London County Council Rate to be economically sound, as the spending authority should be directly responsible to the ratepayers for the monies which it spends, especially when such large sums are involved.

6. Our Chamber also considers that it should not be a function of the Borough Councils to collect the Metropolitan Police Rate.

7. Our Chamber considers that the Rating Authorities should not levy their Rate Demands on the Owners of properties but on the Occupiers of such

---

* Not reproduced in this publication

properties, on the grounds that as rates are payable in advance and as the owners of properties or their agents usually collect the rates in either weekly, monthly or quarterly instalments, according to the respective agreements, the owners of properties are at present in fact financing the rating authorities, which does appear to be unjust, especially as it often needs a considerable amount of money for such purposes. This procedure may also help to make tenants more civic minded, which we consider to be a desirable objective.

Town and Country Planning

8. The Local Planning Authority for the Administrative County of London is the London County Council. The London County Council are required to consult the respective Borough Council in certain instances. Many applications are of a comparatively simple nature, e.g., change of user in the case of business premises. The present procedure is cumbersome and causes needless delay as applications have first to go to the London County Council, are then referred to the appropriate Borough Council for their observations who then return them to the London County Council who make the decision. In the case of change of user from Residential use, the property is usually the subject of a Housing Direction Order. Inspection is required by Officers of both the London County Council and the appropriate Borough Council.

Recommendations

9. The St. Marylebone Chamber of Commerce recommends:

(1) That the London County Council collects its own Rates for the purposes of its own Expenditure.

(2) That the Metropolitan Borough Councils should only collect the Rates for the purposes of its own Expenditure.

(3) That it should not be the function of a Metropolitan Borough Council to collect the Metropolitan Police Rate.

(4) That Rates should be levied upon, and collected from, the Occupiers of premises and not from the owners of properties.

(5) That all matters under Town and Country Planning Regulations and Orders, with the exception of New Building, should be delegated to Metropolitan Borough Councils, as are Applications under Town and County Planning (Control of Advertisement) Regulations, 1948-1951, at the present time.

On behalf of the St. Marylebone Chamber of Commerce

EDGAR J. HARTNELL

Honorary Secretary

9th September, 1958

Evidence submitted by
The St. Pancras Chamber of Commerce

The Secretary
Royal Commission on Local Government
in Greater London

Further to your letter of February 20th last, I now send you thirty copies of our Executive Council's recommendations:

Recommendations

Borough Level

The Metropolitan Boroughs to be reduced in number and amalgamated in areas suitable geographically, and given status similar to County Boroughs.

We suggest 7 to 9 Boroughs in the existing London County Council Area, similar to Civil Defence Regions during the War Years.

This we feel would effect a considerable economy in administration and staffing cost, and avoid the remote control now associated with the administration of matters of local concern at County Level.

County Level

The London and Middlesex Councils to be abolished and a joint Authority (or alternatively two authorities covering North and South of the Thames) be established for the whole London conurbation to administer those matters which would be specially reserved to them, e.g.:

(1) Rivers, Drainage and Sewage disposal.
(2) Fire and Ambulance Service.
(3) Higher and Technical Education.
(4) The Development Plan.
(5) Such matters as affect a major part of the suggested higher authorities area, or as they are requested to consider by the Borough Council's concerned.

Such Authority or Authorities to be formed of representatives appointed by the Borough Councils, and not by direct election.

Representation

The Committee feel that any organisation, Society, or Company occupying premises and paying rates should be accorded representation and the right to vote on local elections by duly appointed proxy.

Yours faithfully

A. SWINNERTON-BEET

Secretary

18th April, 1958

Evidence submitted by The Society of Clerks of Urban District Councils in England and Wales

1. The Society of Clerks of Urban District Councils, which was founded in 1920, has for its objects—

(a) To discuss the law and promote the practice of local government and to promote the advancement of local government administration as affecting the work of Clerks of Urban District Councils;

(b) To promote the study of and research in local government;

(c) To consider all matters relating to the duties and status of Clerks of Urban District Councils, and to take such action as may be deemed desirable;

(d) To improve the conditions and protect the interests of the members; to regulate the relation between the members and between them and their employing authorities; to do all such things as may from time to time be considered necessary or advisable to promote, safeguard, maintain or improve the interests and status of their members, and to give active support to any member or members in any cause or matter affecting his or their rights and interest;

(e) To do all such other lawful things as are incidental or conducive to the attainment of the above Objects, or any of them.

2. There are 563 Urban Districts in England and Wales, and the membership of the Society is—

Ordinary Members (Clerks of Urban District Councils) ...	470
Associate Members (Town Clerks and Clerks of Rural District Councils)	18
Honorary Members (persons who formerly held the appointment of Clerk of an Urban District Council)	95
	583

3. The affairs of the Society are conducted by an elected Executive Committee and this Memorandum has been prepared in accordance with their directions.

4. The Society much appreciate the opportunity given to them to submit evidence to the Royal Commission on Local Government in Greater London, particularly having regard to paras. (a) and (b) of the Objects of the Society. The Executive Committee, however, feel that the Members of the Royal Commission will appreciate that the Ordinary, and virtually the active, Members of the Society are Chief Administrative and Executive Officers through whom the Councils might individually or collectively express certain views. In consequence,

it might be invidious and indeed difficult for the Society to express any views which might be thought to be in conflict with the views which some of the Members may have to propound on behalf of those whom they serve.

5. Nevertheless, the Society desire to give the maximum help in their power to the Commission, and if at some stage in the Royal Commission's deliberations the Commission would like the views of the Society on any particular aspect of their terms of reference, representatives of the Society will be ready to give evidence orally and informally.

13th August, 1958

Evidence submitted by
The Society of County Librarians

County Library Headquarters
Widemarsh Street
Hereford

The Secretary
The Royal Commission on Local Government
in Greater London

11th June, 1958

Towards the end of last year this Society was invited to submit evidence to the Committee on Public Libraries in England and Wales. As that evidence, a copy of which is enclosed, is also applicable to the circumstances of the county library services in the area of Greater London, the Society hopes that the submission made below may be reviewed with any other evidence upon public library matters that the Commission proposes to consider.

The Society wishes to make it clear that it is not its intention to claim that the present boundaries are or are not the correct ones. That aspect of the Commission's deliberations will obviously be influenced by many factors beyond the field of public libraries.

It is, however, anxious to establish the point that County Districts within a County Library service normally enjoy facilities beyond these which they would be able to provide themselves if independent. These additional facilities are those which stem from membership of a large library unit offering a range and variety of bookstock and services greater than could be afforded by smaller units. Any change which would create small Library Authorities without financial resources to provide these wide facilities would, in the Society's view, be retrograde.

Should boundary changes make a transfer of powers necessary, the Society wish to urge that any county district involved should form part of a large and, if necessary, new library unit capable of providing the wide range of public facilities envisaged in the attached memorandum of evidence.

Yours faithfully

N. A. W. WRIGHT
Honorary Secretary

Committee on Public Libraries in England and Wales
Submission by the Society of County Librarians

THE CIRCUMSTANCES WHICH MAKE THE SUBMISSION OF THESE OBSERVATIONS DESIRABLE

1. (a) There exists among some members of local authorities an attitude that the library service as a local function is a matter of local prestige rather than one of economic efficiency.

(b) The potentialities of a comprehensive library service are not fully understood and the tendency is to regard public libraries as a municipal substitute for commercial and subscription libraries.

(c) Much of the great expansion in book resources of county libraries in post-war years has been masked by an inability, due to national circumstances, to provide adequate buildings for their display and proper use.

(d) The existence of a multiplicity of library authorities both large and small brought about by the present stage of library legislation.

(e) The lack of uniformity in library provision which results in an uneven standard of service to readers.

(f) The lack of accepted and required standards of provision preclude both readers and library authority from having criteria by which they may judge.

(g) Local Government boundaries, often of a purely arbitrary nature create difficulties in the promotion of library services.

(h) It is desirable that the wider possibilities of a good public library should be considered rather than what existing libraries have achieved.

WHAT A COMPREHENSIVE SERVICE SHOULD ACHIEVE

2. (a) The Report on Public Libraries in England and Wales, 1927, para. 94 said: "Even now we should not venture to say that the possibilities of the public library are always adequately recognised . . . But with the coming of the second generation brought up under the system of universal education the conception of the use of books has widened. Commerce and industry have learnt, more slowly in this country than in America, but still have learnt, that study and research are essential, not merely for progress but for survival in the struggle for existence. The war of 1914-18 brought home this necessity with irresistible force, and few would deny that if a crowded industrial population, such as that of Great Britain, is to continue to hold its own, it can only do so by the utilisation of its best brains and by the application of all the resources of knowledge and intellectual culture."

A statement of fact even more applicable today with the vastly increased field of knowledge and discovery.

(b) There is a growing realisation of the value and use of books in all walks of life: the impetus of technological advance and the demand for recorded information make libraries an essential service in the community.

(c) The public library should set out to help both those individuals who visit the central, branch or mobile library and also those many groups of readers to whom the service must be taken. Examination of some of these classes of users will demonstrate the range of resources that are required:

(i) **by the individual**

The child must be encouraged to enjoy and to use books for reasons which we do not need to detail. If this is not done the benefits of the adult library are unlikely to follow.

Having learned at school to use books, the student turns to the public library for aid during his professional or other training.

The research worker is only too conscious that others have worked on his problems elsewhere, and he needs libraries in order to consult this recorded information.

The technician, the business and the professional man have also need to consult recorded data outside the scope of that to which they normally have access.

The reader of foreign languages, expert or beginner, needs aid and encouragement.

The musician, performer and listener, seeks scores and records.

And forming the largest group—to which many of the above also belong—there are those who may be termed " the common readers." These may read because they are interested in history or literature or affairs of the day, because they follow a hobby, because they are trying to help their children, or for any reason that makes them turn to, and derive benefit from, books.

(ii) **by groups of readers**

There are those in hospitals who need books for both enjoyment and rehabilitation.

There are those in prisons and borstals where reading has proved its value to prisoner and prison life.

There are those in old people's homes and other in similar environments who need special collections of books.

The technical colleges need the help of the public library in co-ordinating services and in supplementing their stocks.

Not all local industry can afford the specialist library service organised by the large firm. They must turn to the public library which by acting as a co-ordinator can help both small and large organisations.

Within the broad field of adult education there are not only such organised groups as the W.E.A. and University tutorial classes, but also those smaller yet often influential local activities such as dramatic, gramophone or music societies, literary circles, etc., all of whom, whether they meet in the library or not, need books, scores, records, illustrations and other material in order to pursue their aims thoroughly. Many local societies with limited financial reserves are handicapped by lack of suitable meeting places and public libraries should provide accommodation which, being within the library, brings its resources immediately to hand. Choral and play groups need the multiple copies available only in large collections.

(d) In brief, the public library should provide books and other material for the individual, for commerce and industry and for cultural and educational efforts; it provides readers with the opportunity of richer enjoyment and of gaining wider horizons and skills.

THE ADVANTAGES OF THE LARGER LIBRARY UNIT

3. (a) So much printed material is now published that only the largest public library can buy all that is worth adding to stock. But the larger the book fund, the easier it is to meet, to anticipate and to create readers demands.

(b) An expensive book can be bought without hesitation as a part of the normal acquisition policy and in the knowledge that within the population there are potential readers.

Conversely, the smaller library must weigh the purchase of an expensive book against the loss of many cheaper titles. Yet within its local government boundaries there may be as wide a range of demand as in a larger area.

(c) Only the larger library can bring great flexibility to the use of stock and staff. This enables the library to provide and maintain changing stocks in good condition in its public libraries and also to provide libraries for schools, hospitals, prisons, etc., without strain on stock or administration.

(d) In the fields of foreign literature, sets of plays, music score and gramophone records, only the larger library can collect a comprehensive range of titles and make them available through all its service points.

(e) These and other specialist fields require specialist librarians to exploit the stocks fully and to guide their users. Only in the large units is the staff able to call upon the services of such specialists.

(f) Reference libraries are recognised as one of the weakest links in our public library service. The larger unit can provide at one strategic point a large and comprehensive collection of reference material. The telephones, transport facilities and modern advances in copying techniques now encourage the students to use the first class collections, particularly as the larger unit will have the financial resources to include many standard works in its lending stock for home reading. It should be noted that certain co-operative schemes upon reference material and methods, such as those of the metropolitan boroughs and of CICRIS, are an indirect admission of the need for larger units. Even the large city libraries find it advantageous to co-operate with local industry, which they can do more efficiently than can a series of small authorities. The proposed National Lending Library for Science and Technology could also co-operate more efficiently with a small number of large authorities than with a large number of smaller authorities each acting independently.

The reference library is one which mocks the rigidity of local government boundaries, especially in the suburban areas and in large provincial groupings. Further, the availability at a central point of experienced and qualified reference librarians familiar with a comprehensive stock promotes a high degree of co-operation with other major reference collections, both public and specialist.

(g) The existence of separate but small neighbouring authorities often requires tedious reciprocal arrangements for the use of the libraries of one authority by the residents of another. This facility is rendered necessary by the disparity between local government boundaries and library catchment areas.

(h) The larger library can provide at or through a central point technical equipment necessary for the full use of audio-visual material, photo copying services and micro-records.

(i) It can conserve older materials without unnecessary duplication and without cumbersome routine.

THE LESSONS OF THE REGIONAL LIBRARY BUREAU SYSTEMS

4. (a) That schemes of co-operation have been found necessary is indicative of the need for access to large book stocks.

(b) Co-operation is obviously necessary in order to make available to students all over the country those books which usually, by reason of their age, cannot be bought and have been preserved by a few libraries either by accident or by design.

These remarks do not ignore the positive achievements of library co-operation in this country.

(c) At present far too many books, not all making an equal contribution to scholarship, are being moved from library system to library system at a cost exposed by R. F. Vollans in his "Library Co-Operation in Great Britain, 1952."

(d) This should be contrasted with the ease by which a larger unit, having purchased and immediately located an important and expensive book, may move it quickly from one service point to another within its area at little cost and trouble.

(e) The well known difficulties of Regional Bureaux in maintaining an up-to-date location of their many constituent stocks would be considerably reduced if there were fewer but larger authorities.

(f) In short, co-operation should mean mutual help with books difficult to obtain. It should not be a means by which a larger library is expected to bolster up the service offered by the smaller.

THE SIZE OF THE LARGE LIBRARY UNIT

5. (a) The one frank survey of this problem by McColvin in his "Public Libraries System of Great Britain, 1942," concluded that the minimum population was 250,000. This has been attacked but the supporting statements upon the inefficiency of so many libraries have not been refuted. Such a figure might not be easily fitted into the framework of local government as it appears to be envisaged, but its implications should not be ignored.

While it is held that the ultimate library authority should be one of not less than 250,000 population if it is to achieve the standards outlined in these observations, it is accepted that a great step forward would be the limitation of library powers to county councils and county boroughs, a step which could be fitted in to the framework outlined in the general proposals on local government.

(b) A unit of local libraries linked by a central organisation must be large enough to provide and justify the provision at local or central levels of all books and other materials for a comprehensive service: and do so without adding elaborate co-operative machinery to the normal routine.

(c) It must also be able to employ expert staff for each type of library service and so provide informed advice for readers and staff.

(d) No proposals have been mooted for the breaking down of the large cities into smaller library units. In their libraries are to be found some of the finest collections of books to be seen anywhere.

(e) In elaboration of the foregoing attention is drawn to the example of the county library headquarters located in the small town with independent library powers. Both can be, by present day standards, progressive authorities. The town has a library building reasonably adequate for its purpose but with an inadequate book stock. Nearby one usually also finds an inadequate county library headquarters building well stocked with books for individual and group use. To combine both libraries and to make the joint service available to all would benefit both town and country.

(f) Pride in local ownership is understandable. It is however merely a parochial attitude on the part of individuals who prefer the sole possession of their own to participation in a larger, richer, scheme.

THE GOVERNMENT OF THE LARGER LIBRARY UNIT

6. (a) It is considered appropriate that there should be a standing committee directly responsible to the library authority for library matters. The service is the concern of people in all walks of life: its administration will be eased by direct contact of these people both with those who control and with those who serve in official or other capacities.

(b) It is further urged that the larger library unit offers the opportunity to create library committees to include, and which would attract, representatives of those concerned with the use of all types of libraries. Members acquainted with University, technical, school and private libraries would not only encourage co-operation but promote better understanding of the library needs of the whole area.

(c) It is unlikely that any one pattern of control will apply to all libraries. Appropriate arrangements for control could well be left to individual large library authorities in the light both of local knowledge and of their desire not to forfeit the benefits inherent in the large library unit.

THE FINANCIAL IMPLICATIONS

7. (a) Fewer library authorities would bring a proportionate decrease in administrative work.

(b) At a per capita cost no greater than that incurred by the lesser authority, the larger unit can provide a wider range of books, with necessary duplication, and can employ such specialist staff as are necessary.

(c) The great flexibility within one large unit enables adequate resources to be provided at a lower per capita cost.

(d) It should be remembered that county libraries abolished differential rating for administrative efficiency. The same benefit would result from the creation of fewer library authorities.

THE POTENTIAL INFLUENCE OF A SMALLER NUMBER OF LARGER LIBRARIES

8. (a) The present non-comprehensive stocks would be merged and extended.

(b) All authorities, instead of some, would be capable of initiating advances in such fields as school and technical libraries.

(c) In librarianship as a profession there would be greater scope for activities with books and readers and less duplication of office routine.

(d) There would also be greater opportunities of internal staff exchanges to the benefit of staff and library.

(e) If librarianship is to play its full part in the educational and cultural opportunities that a civilised community should offer, it must attract men and women of the right calibre with a good educational background. Such persons, who might well enter professional rank as a result of attendance at full-time training etablishments, will not be attracted by the creation of more small library authorities.

(f) The emergence of a common pattern and purpose among public libraries would facilitate the preparation and issue of a set of library standards for the guidance of local authorities.

(g) This in turn would lead to the creation of progressive levels of responsibility in library establishments, due regard being paid to professional and non professional duties. It should be possible thereby to permit national scales of salaries on the lines of those given to such services as, for example, education.

Evidence submitted by The Society of Housing Managers (Incorporated)

The Society of Housing Managers has been asked to make comments on the present working arrangements of Local Government of London as far as housing is concerned—covering as it does both the Metropolitan and Greater London Areas. In the evidence set out below Part I deals with the Metropolitan Area and Part II with other areas.

PART I

The metropolitan housing service could for this purpose be thought of in three main aspects—(a) Supply of Dwellings, (b) Waiting List and Lettings and (c) Management.

(a) Supply of Dwellings

Since the end of the war the rate of supply of dwellings to deal with housing need has been of major concern to the Society, and the figures of 45,000 erected by the L.C.C. in the Metropolitan Area, compared with 50,000 erected by all the 28 Metropolitan Boroughs, would seem to call for detailed consideration of the many factors which have given rise to this state of affairs.

The Society is also most concerned with the cost of building which is inevitably reflected in the rent—it is not known whether the L.C.C. do build at a lower cost than the Metropolitan Boroughs, but if they do, there may be a strong argument in favour of widening their building operations even further than now. This would, however, not necessarily be desirable unless the Metropolitan Boroughs had a measure of control to ensure that variety was maintained to the fullest extent possible, and that local considerations were given due weight.

(b) The Waiting List and Lettings

At present, separate waiting lists of applicants for accommodation are kept by the London County Council and the Metropolitan Borough Councils. Some applicants are registered on one or other list and some on both. This would seem to be uneconomic and to prevent any statistics being readily available of the over-all housing need in the Metropolitan Area. It is also confusing to the applicants.

The size, and consequent remoteness, of the L.C.C. administration tends to make applicants feel that insufficient concern is shown about their particular problems. Also they find it more difficult to seek out and approach their elected representatives about these than in the case of Borough Councillors.

The L.C.C. in letting houses naturally considers the Metropolitan Area as a whole. This results in some mobility of families which is advantageous in certain instances. It also causes discontent, however, when families in need of accommodation in a particular area see others from a different part of London being housed there. Local knowledge and circumstances are of great importance in placing families and ensuring that the best use is made of every dwelling. Because of its remoteness, the L.C.C. can easily overlook these points.

A particular aspect of lettings administration is the re-housing of slum clearance families. Because of the wealth of property on which is has to draw, and the utmost priority it is giving to the procedure, the L.C.C. is able to clear slum areas expeditiously and with the greatest amount of satisfaction to the people concerned. Metropolitan Boroughs cannot give such a choice of property to families being displaced by their own clearance schemes and this causes considerable ill feeling and operates rather unfairly.

A further special aspect of the allocation of property is the re-housing of homeless families, i.e., those evicted under Court Orders, etc., and the Society feels that it would be helpful if the functions of the L.C.C. and the Metropolitan Borough Councils regarding such families were more clearly defined. At present it is the responsibility of the L.C.C. to give them shelter, but neither authority has the responsibility for re-housing them or making any other arrangement.

(c) Management

As with the waiting list, management should be personal and the most satisfactory estates are those which are fully integrated in every way with the area in which they are situated, and where adequate consideration can be given to the needs of the individual family. This entails contact between the tenant and a responsible officer of the managing body, able to give a decisive answer to enquiries, and to explain policy. This can only be achieved with difficulty if the management is as detached as it must be in the case of such a vast authority as the L.C.C., and it is doubtful whether in fact it is achieved.

To sum up—the above facts would seem to show that lettings and management are undoubtedly best carried out by authorities more in touch with local feeling, but since the County must be responsible for over-all planning, there might be advantages in extending their field of building operations in some areas.

PART II

The Outer London Areas

The tremendous variation in the housing achievements of local authorities in the Outer London area is very apparent. The reasons for this appear to range from apathy to definite political prejudice. This reacts to the disadvantage of families who happen to reside in areas where there is no progressive housing policy, and since such families have no alternative means of obtaining local authority housing (as have families in the Metropolitan area), it would seem that a method of requiring some authorities to adopt a more progressive policy should be considered.

A noticeable feature of housing in the Outer London area is the out-County estates of the L.C.C., which has done an excellent job in building these and removing so many of the overcrowded and badly housed families from the Metropolitan Boroughs. The administration of the estates is, however, undemocratic because the tenants vote for local councillors, who have no influence on the housing policy of the estate, and conversely, cannot vote for the London County councillors who do frame this policy. The fact that the L.C.C. retains control of the letting and management of these estates, and in particular allocates vacant houses to families within the London County area, giving no consideration to married children who have grown up on the estate, means that :

(a) these estates never become completely integrated in the surrounding area, but remain something separate in the locality, so that the feeling of resentment against them lasts longer than it need;

(b) the older tenants on the estates tend to deplore the intrusion of so many fresh families from London, when their own married children are without homes;

(c) the housing problem in the receiving area may be aggravated by a large number of applicants from the estate on their list, who are not allowed on the L.C.C. list.

The Administration of Local Authority Services generally

It is impossible to ignore the fact that not enough local Councillors of really good calibre are attracted, or held, by Local Government, and that this affects adversely the whole housing service of Local Authorities. This may well be accounted for by lack of scope, as the more able Councillor dislikes being involved in a lot of administrative detail and petty political issues. A widening of the functions and responsibilities of districts and Metropolitan Borough Councils might well improve the situation.

April, 1958

Evidence submitted by The Society of Municipal and County Chief Librarians

1. The printed word is the most important medium for the communication and preservation of knowledge and opinions of all kinds. Hence public libraries are, as custodians of the printed word, of sufficient importance to justify an independent and free status similar to that enjoyed by the B.B.C., the universities and the national libraries, museums and art galleries.

2. Individual chief librarians have assisted in the preparation of the general evidence of the Library Association and other bodies, but the Society of Municipal and County Chief Librarians must, as a registered trade union, restrict its evidence to what concerns the status and conditions of service of chief librarians. Nevertheless, public libraries can only discharge their vital functions in a modern democratic society if the status and conditions of service of chief librarians are in line with those of the senior professions in local government.

3. Any re-organisation of local government in Greater London should, therefore, require all library authorities to appoint separate standing committees for libraries and chief librarians of chief officer status.

4. At the moment all local authorities which adopted the Public Libraries Acts prior to 1919, including all metropolitan boroughs, have power to appoint separate standing committees for libraries and are served by chief librarians of chief officer status.

5. Local authorities adopting the Public Libraries Acts since 1919, e.g., county councils, must refer their library powers to education committees. In some cases chief librarians of chief officer status have been appointed by county councils to serve Education Committees, but in many cases the chief librarian has been subordinate to the chief education officer which has had an adverse effect on the quality of the library service and salaries have been inadequate to attract the same range of personnel as is attracted to boroughs with separate library committees and chief librarians of chief officer status. Most chief librarians serving Education Committees are graded 3 or 4 grades lower than comparable chief librarians serving separate library committees.

6. Local authorities appoint councillors to education committees because of their special interest in schools and formal education and not because of their enthusiasm for libraries as sources of self-education, recreation and information. Hence, Education Committees have fallen much behind independent library committees in the establishment of reference and special services and in the erection of library buildings, and the interests of libraries have often been subordinated to those of schools. In those foreign countries in which the Ministry of Education has assumed general responsibility for public libraries, local library committees are normally independent of local education committees, e.g., France, in order to ensure that the interests of libraries are not subordinated to those of schools.

7. When the library committee is a sub-committee of the Education Committee, or a sub-committee of a sub-committee of the Education Committee, its status is such that it is not generally able to attract councillors and co-opted members of the calibre of separate standing committees, nor substantial donations from private citizens, which have greatly enriched the library service of municipalities.

8. It is, therefore, recommended that in all future legislation all types of library authorities should be required compulsorily to appoint separate standing committees for libraries and chief librarians of chief officer status.

Evidence submitted by The South East Metropolitan Regional Hospital Board

Third Floor
11 Portland Place
London, W.1

3rd April, 1958

Sir

With reference to your letter of 20th February, I am desired by the South-East Metropolitan Regional Hospital Board to state that in their view there should be no alteration of the division of functions under the National Health Service Act, 1946, between Hospital Boards and Local Health Authorities. They are not clear whether the division of such functions with Hospital Authorities is within the terms of reference to the Royal Commission; but in any event would not desire to give evidence unless the question of any alterations were raised and the views of this Board were desired.

Yours faithfully

(Sgd.) C. M. KER
Secretary

The Secretary
Royal Commission on Local Government
in Greater London

to the Royal
to advantage
resent pattern
s. Divisional

based upon
education in

ly recognised
e relationship
members, the

ce was made
and by which
Allowance"
em to use it
from firms of

upon most

pecially Head-
untry because

s advanced by
Council about
cation service,
rative arrange-

Schools and a

students come to the College from outside the area.

In a similar manner many of the students at Hatfield Technical College go there from South-West Herts.

In the event of a County Borough being established a great amount of book-keeping, financial adjustment and administrative arrangement would be necessary for the College to function as it does at present.

5. The South-West Herts. area at present enjoys the services of advisers, etc., based upon County Hall. The proposed County Borough is a large area—much of it rural—and it would be necessary for an expensive secretariat to be established for efficient educational administration. It is doubted whether services which could be provided would be comparable with those at present provided by the County Authority.

6. The teachers in South-West Herts. have found that being associated with a large body of teachers throughout the County under the one authority has led to the sharing of experience and the holding of County Conferences on various aspects of education. These have been of inestimable value. This has been of particular note in the teaching of mathematics, science, rural studies and music. They are of the opinion that separation from the rest of Hertfordshire by the formation of a County Borough would seriously curtail such activities.

7. The good relationships which have been established between the teachers of this area and the Hertfordshire Local Education Authority have a direct bearing on the relationship of the schools to the general public, especially the parents of children. Anything which disturbs in any way the harmony which now exists would be unfortunate, and it would take considerable time to establish the present position under a new authority.

13th January, 1960

HARRY JOLLY
Hon. General Secretary
South-West Herts Teachers'

Evidence submitted by The South-West Herts. Teachers' Association

The South-West Herts. Teachers' Association, representing over 700 teachers in all types of school at present administered by the South-West Herts. Divisional Executive, set up a sub-committee to consider the reports made to the Royal Commission on Local Government in Greater London by:

Watford Borough Council
Bushey Urban District Council
Rickmansworth Urban District Council
Watford Rural District Council
Chorleywood Urban District Council ; and
Hertfordshire County Council.

Having considered all the reports—written and verbal—given to the Royal Commission by these bodies, the sub-committee concluded that no advantage was to be gained in the educational field by the alteration of the present pattern the administration in South-West Herts., viz. the South-West Herts. Divisional Executive under the Hertfordshire Local Education Authority.

It felt further that the establishment of a County Borough based upon the town of Watford could well have a detrimental effect upon education in South-West Herts., for the following reasons :

1. The Hertfordshire Local Education Authority is nationally recognised as a progressive and famous authority. Over many years an excellent relationship has been established among the Hertfordshire County Council members, the educational administrators and the teachers leading to :

(a) The "Freedom for the Teacher" scheme to which reference was made in the evidence given by the Hertfordshire County Council and by which the Head-teachers of Hertfordshire are given a "General Allowance" paid into the bank on behalf of their school with freedom to use it as they please and to purchase supplies and equipment from firms of their own choice.

(b) Full consultation between teacher and administrator upon most educational matters.

Many teachers at present serving in South-West Herts.—especially Head-teachers—were attracted to the area from other parts of the country because of the fame of the Hertfordshire Local Education Authority.

2. The sub-committee was not impressed by the arguments advanced by the Watford Borough Council and the Watford Rural District Council about the remoteness of control and it felt that, as regarding the education service, this feeling does not in fact exist and that the present administrative arrangements are quite satisfactory.

3. The South-West Herts. area contains four Grammar Schools and a Technical High School. Many children from outside the area at present attend these schools and the parents of many of the children resident in South-West

Herts.—in particular in the Abbots Langley area—have the choice of Grammar Schools not in South-West Herts. An attempt has been made to respect the wishes of parents in the selection of secondary schools for their children.

Teachers have been consulted to a very large measure in the establishment of the present system by which transfer from primary to secondary education is affected within the County of Hertfordshire. They believe that the system evolved is a good one and have no guarantee that the same or an equally good system would be used by the proposed County Borough or that teachers would enjoy the same measure of consultation as they receive at present.

Higher Education

4. A County Borough based upon Watford would contain the Watford Technical College, which, although specialising in subjects which are important to Watford, e.g., printing and light engineering, none the less serves a much greater area than the proposed County Borough. Approximately 45% of the students come to the College from outside the area.

In a similar manner many of the students at Hatfield Technical College go there from South-West Herts.

In the event of a County Borough being established a great amount of book-keeping, financial adjustment and administrative arrangement would be necessary for the College to function as it does at present.

5. The South-West Herts. area at present enjoys the services of advisers, etc., based upon County Hall. The proposed County Borough is a large area—much of it rural—and it would be necessary for an expensive secretariat to be established for efficient educational administration. It is doubted whether services which could be provided would be comparable with those at present provided by the County Authority.

6. The teachers in South-West Herts. have found that being associated with a large body of teachers throughout the County under the one authority has led to the sharing of experience and the holding of County Conferences on various aspects of education. These have been of inestimable value. This has been of particular note in the teaching of mathematics, science, rural studies and music. They are of the opinion that separation from the rest of Hertfordshire by the formation of a County Borough would seriously curtail such activities.

7. The good relationships which have been established between the teachers of this area and the Hertfordshire Local Education Authority have a direct bearing on the relationship of the schools to the general public, especially the parents of children. Anything which disturbs in any way the harmony which now exists would be unfortunate, and it would take considerable time to establish the present position under a new authority.

13th January, 1960

HARRY JOLLY
Hon. General Secretary
South-West Herts Teachers'
Association

problems tend to be introduced in an unrelated fashion without any broadly conceived pattern on which to base a programme of road development and traffic regulation commensurate with the needs of the Metropolis.

The Standing Joint Committee believes that there is a real need for a thorough review of the existing complicated machinery for handling London's traffic problems. Any suggestion involving the centralisation of the responsibility may prove to be unpopular in some quarters, but the motoring organisations are firmly of the opinion that no real progress can be made in bringing about an improvement in London's traffic and transport arrangements unless there is a strong sense of central direction. Plans for road transport, rail transport, building development and parking accommodation should all be carefully co-ordinated. The road pattern must be regarded as a whole, and it should not be possible for the value of any improvement in one local authority area to be largely nullified by the policy of a neighbouring area.

C. Conclusion

The Standing Joint Committee wishes to suggest to the Royal Commission that in any recommendation that they may make for changes in the local government structure, special attention should be given to the possibility of securing a more effective system for the planning and control of London's roads and traffic.

September, 1958

Evidence submitted by The Stepney Chamber of Commerce

The Stepney Chamber of Commerce was inaugurated in 1905 as the Union of Stepney Ratepayers to protect the interests of Industry and Commerce in the borough at a time when there was corruption in Local Government in Stepney.

The Chamber appreciates the opportunity now extended of once again offering its views on the reform of Local Government, a matter, in its consideration, of urgency in Stepney.

The Stepney Chamber of Commerce is affiliated to the National Chamber of Trade, the Greater London Area Council of which set up a Special Committee to make recommendations to your Royal Commission.

Mr. Denis Ambrose (Messrs. N. Chamberlist Ltd.), a member of the Executive Committee of the Stepney Chamber of Commerce and Chairman of its Traders' Section, Chairman of the East London Standing Joint Committee of the National Chamber of Trade and Vice-Chairman of its Greater London Area Council, and Major E. W. McArthur, General Secretary of the Stepney Chamber of Commerce, Hon. Secretary of the Stepney/Poplar Joint Committee on Town Planning, were appointed to the Special Committee.

The Executive Committee of the Stepney Chamber of Commerce have considered the recommendation of the Special Committee of th National Chamber of Trade and, on behalf of its members, fully endorse them. From the point of view of a local borough organisation, they wish to add the following general recommendations:

Advice and Recommendations from Industry

We feel that statutory industrial and commercial panels should be set up for consultative purposes for the Local Authority councils and with powers to make recommendations to them. Nominations for such panels to be made by the Board of Trade Regional Boards for Industry.

Business Premises Vote

Although the subject of the Business Premises Vote comes under the Representations of the Peoples Act, nonetheless we feel that the present method of qualifying for a vote is a subterfuge and one of which many concerns disapprove in principle. It is suggested that the Business Premises Vote and the number of votes allocated should be linked to the assessed value of the premises.

Publication of Minutes of Council Meetings

The present system of publication of the proceedings of Councils leaves much to be desired. We feel that the proceedings of the Councils and, where possible, of sub-committees, should be widely publicised. There is no doubt that the apathy of the public in Local Government affairs is in no small measure due to lack of knowledge.

Discretionary Powers of Councils

Instances of the use of the discretionary powers of Councils have from time to time caused considerable feeling amongst aggrieved sections of the community and there is a constant fear of such powers being abused. We feel that the community in general should have some means of protection against these powers where there is proof of abuse and there should be provision for an appeal by such an aggrieved section of the community. It is realised that the London County Council (General Powers) Act invests Councils with discretionary powers and the subject might not appear to come within the terms of reference of the Commission. It is submitted, however, that since the Commission is reviewing the reform of local government, this is a matter which should receive its attention. The Chamber is prepared to give evidence on the subject.

A. MACKENZIE-CHARRINGTON
Chairman, Stepney Chamber of Commerce

3rd July, 1958

Evidence submitted by The Director and General Manager of Sun Printers Limited of Watford

Effect on Local Industry of Incorporation of District into an enlarged Greater London

Industry in Watford and District would view with grave dismay any change which brought them into the area controlled by London County Council.

This is a prosperous district with the second best, if not the best, employed record in the country (in May, 1958, unemployment was .7% compared with an average 2% for the country as a whole).

This vitality is dependent to a large extent on the Printing Industry. Out of the total numbers (62,000) employed (Industry, Commerce, Retail and Distributive Trades, Local Government, etc., etc.) in the district, approximately 10,000 were in Print. Watford is the largest Printing Centre in this country—70% of the National Illustrated magazines are printed in this area. Terms and conditions of service follow behind the lead created by Print.

At Sun Printers Ltd. there are 3,200 employees with an average earning of £1,055 per male employee.

At Odhams Ltd. there are over 2,000 employees operating under similar agreements.

The structure of the Printing Trade in this area is closely interwoven with the Daily Newspapers and Editorial and Advertising staffs and Advertising Agencies who centre in and around Fleet Street. The Wholesalers also who distribute the finished product from London Main Line Termini to various centres all over the country are, of necessity, situated in the City. The favourable conditions which have grown up in the Watford area have played a vital part in the development of this area as a premier centre of printing. National Illustrated Journals are produced in Watford because of its proximity to London and because of the lack of restrictive practices which have grown into the London Printing Trade. No town in the country can provide the excellent road and rail services to Fleet Street for news and to London Main Line Termini for despatch of goods. Editorial and Advertising Staffs from Fleet Street are in daily attendance at the Watford Works, enabling news and copy to be dealt with on time schedules comparable to those in existence in London. Whereas rates of pay comparable to, or in excess of, London are regularly paid, the area has created the conditions under which economical production is possible and to bring Watford back into the London area would reverse the whole of the Trade trend in this centre.

It is significant that there has been a continuous exodus of Printers from the London area over the last 25 years, largely because of the onerous conditions imposed on production by the L.C.C. Authorities and by the Trade Unions. The present suggestion to bring Watford within the enlarged Greater London area is viewed with grave concern by the larger Printing Organisations and in at least one case a major item of factory development costing some £350,000 for which an I.D.C. was granted over 12 months ago, is being held over pending a decision. There is little doubt that the incorporation of Watford into London would deal a grave blow to the prosperity of the Printing Trade in this area.

The importance of the foregoing lies in this, that London conditions and limitations have forced Print out of London into this district. All the Printing Production of the largest firms either originate in London or were originally printed in London.

" Conditions " cover a host of detail involving the operation of printing undertakings generally, not all confined to details of pay. For example, in London, machines must be fitted with flame-proof devices but not so outside.

In London, Trade Unions' prejudice in respect of Gravure Processes have prevented the economical operation of them (an example is a Gravure machine operated in Watford staffed by eight Machine Minders whereas, in London, the same machine would have to carry 18 Machine Minders).

There is a host of rules and regulations all gravely affecting the Print trade which have driven Print out of London into surrounding districts, notably this.

The Board of Trade is well aware of all the factors leading to this movement and counld confirm that in the last twenty years between thirty and fifty firms have moved out of London, in order to secure favourable operation. It is a movement which in the end is benefitting employees as much as, if not more than, employers.

If this District were brought into an enlarged County Council area, then the London conditions would ultimately apply to this District. The Printing Industry would be gravely and adversely affected. In time, it would again move away and sooner or later the whole prosperity of this district would be gravely affected and the economy destroyed. On this ground alone, Local Industry would oppose any suggestion for incorporation with London and would not hesitate to use all means within its power to attack any suggestion therefor.

Evidence submitted by The Surrey County Teachers' Association

In submitting this memorandum the Association makes reference to the Preliminary Memorandum of Evidence by the Surrey County Council, para. 13, which states :

> " The County Council will wish to put forward their fully detailed views in due course.
>
> They would only wish to say at this stage :
>
> (a) that in their belief, whereas no increased efficiency or economy of other public advantage would accrue either to Metropolitan Surrey or the rest of the County from any proposal for severance of the Metropolitan part from the rest of the County, there would be definite disadvantages inherent in and clearly following from any such proposal, particularly so far as the interests of the rest of the County are concerned ;
>
> (b) that in their opinion the interests of the inhabitants of the Administrative County are best served by the maintenance of the two-tier system of administration which, with the co-operation of the County District Authorities, has worked so efficiently and harmoniously in the past."

The Surrey County Teachers' Association finds itself in agreement with the views expressed in this paragraph insofar as the Education Service in the County is concerned and offers the following observations for the consideration of the Royal Commission.

Administration

1. The Association believes that under the scheme of Divisional Administration put into operation in 1945 there have been few serious differences of opinion between the County Council and any of the District Councils and where difficulties have arisen they have been resolved by consultation and negotiation. It may be that the time has now arrived for the powers delegated to Divisional Executives to be reviewed but the Association believes that the educational interests of the community will be best served by the County Council maintaining control of :

(a) Finance

(b) Broad lines of development of the education service

(c) Further Education

(d) Allocation of pupils to different types of secondary education

(e) Recruitment and conditions of service of teaching staff.

Development of the Education Service

2. Because those County Districts which would have claimed " Excepted District " status in 1945 did not do so, it was possible for the education service to be developed with the county as a unit and to have regard to centres of population rather than to county districts as such. The S.C.T.A. believes that, so far, the development has been on sound lines and that the County Council is the best instrument for further development. It also believes that a change

in the administration at the present time could only hinder developments which are urgently necessary.

The proximity of part of the county to London has made it necessary for the schools to provide for a wide variety of needs in industry and commerce and it has been a distinct advantage for the development to be planned by a body which would take a wide survey of the educational possibilities. There have been ample opportunities for experiment in the field of secondary education and the experience gained has been of value to the whole county. The fact that there has been no administrative difficulty about a child living in one county district being educated in another has enabled many children to follow specialised courses which could not have been available in a more restricted area. Similarly, Institutes of Further Education have been established in such places as appeared to give the best "coverage" for the county, and Technical Colleges have been able to provide highly specialised courses because of the aims of the population on which they could draw. In short, it can be said that the rural and urban parts of the county have been complementary to each other and that each has benefited from educational facilities provided in the other.

Teaching Staff

3. The Association believes that the size of the teaching force in any L.E.A. is an important factor in attracting a good flow of well-qualified teachers and it also believes that the County of Surrey is well placed in this respect. The service can offer a wide variety of teaching posts, reasonable opportunities for promotion and scope for both the general practitioner and the specialist. Employment can be offered in schools which are widely different in character and they can be large or small, single sex or mixed, urban or rural, maintained, controlled or aided. On the other hand the teaching force is not so large that it becomes impossible to maintain real contact between the authority and the teachers. Over the last forty years excellent relationships have developed between the authority and the teachers and there has grown up a tradition of partnership between them which has been to the advantage of the community. The Association is of the opinion that it would take a long time to achieve the same kind of relationship with any new authority .

The Association would deprecate strongly any change in administration which would place in jeopardy the teacher's right to offer himself for election to his local district council.

Conclusions

4. The Association and its officers have given very careful consideration over a fairly lengthy period to the suggestions contained in the Government's White Papers on Local Government and have come to the conclusions :

(i) The children in the county would derive no educational benefit from a change in the administration of the education service.

(ii) None of the changes which has been suggested would result in any lessening of the administrative cost of the service.

(iii) In view of the special circumstances created by the geographical situation of the county in relation to London, none of the County Districts is large enough to be able to give a satisfactory education service as an Excepted District.

(iv) If the metropolitan part of the county were taken away, the remaining part would not provide an adequate administrative or financial base for a service of such vital importance as education.

Evidence submitted by The Teaching Hospitals Association

61 Lambeth Palace Road
London, S.E.1

14th March, 1958

Dear Sir

With further reference to your letter of the 20th ultimo inviting the Association to submit written evidence to the Royal Commission on Local Government in Greater London, I have to state that the Association do not feel it necessary to accept this invitation. They attach great importance however to good relations and close liaison with the local health authority, and in the London County Council area this is already well secured both with the County Council and with the Metropolitan Borough Councils.

The constituent Teaching Hospitals in London provide services for the London County Councils in regard to Midwifery, and there is joint concern also with problems of Psychiatric and Dentral services.

The Association has the privilege of nominating a co-opted member of the Health Committee of the London County Council and has also a close liaison with the Department of the Medical Officer of Health of the County.

The Association would be concerned that in any changes that might be contemplated in the pattern of London Government these links should be preserved and strengthened.

Yours faithfully

(Sgd.) A. E. DALE
Secretary

Secretary
Royal Commission on Local Government
in Greater London

Evidence submitted by The Conservators of the River Thames

History

The Conservators of the River Thames (Thames Conservancy) were originally incorporated by the Thames Conservancy Act, 1857, and their jurisdiction as successors of the Corporation of the City of London then extended from Staines to Yantlet Creek, in the County of Kent.

By the Thames Navigation Act, 1866, the river from Staines upwards to Cricklade, in the County of Wiltshire, formerly under the control of the Thames Navigation Commissioners, was added to the Conservators' jurisdiction.

Very limited pollution prevention powers were conferred on the Conservators by the Act of 1857, but their powers in that behalf were enlarged by the Act of 1866.

Their powers as navigation and river purification authority were extended and enlarged by various Acts passed in 1867, 1870, 1878, 1883 and 1885, and were eventually consolidated in the Thames Conservancy Act, 1894, which also reconstituted the Conservators.

By the Port of London Act, 1908, the rights, powers and duties of the Conservators in the tidal waters, i.e., below an imaginary line about 265 yards below Teddington Lock were, as from March 31st, 1909, transferred to the Port of London Authority, but above that limit the Thames remained under the jurisdiction of the Conservators, who were reconstituted by the Act.

Since that date their powers and duties have been further amended by the Thames Conservancy Acts of 1910, 1911, 1921 and 1924, and consolidated in the Thames Conservancy Act, 1932, which latter Act was itself amended by the Thames Conservancy Act, 1950.

By the Land Drainage Act, 1930, the Conservators were constituted the Drainage Board of the Thames (above Teddington Lock) Catchment Area, in addition to their other functions, and exercise jurisdiction over some 2,402 miles of " main river " as determined by Section 5 of the Land Drainage Act, 1930, comprising the Thames proper above Teddington and the whole or part of certain tributaries, indicated on the statutory map.

The Rivers (Prevention of Pollution) Act, 1951, also conferred further powers in respect of the prevention of pollution upon the Conservators.

Constitution

The following is the constitution of the Conservators (38 Members in all) as prescribed by the Thames Conservancy Acts, 1932 and 1950 :—

Appointing Authority	*Number*
Agriculture, Fisheries and Food, Minister of	4
Berkshire County Council	2
Buckinghamshire County Council	2

Appointing Authority	*Number*
Gloucestershire County Council	1
Hertfordshire County Council	2
Joint Committee representing the Councils of the Royal Borough of New Windsor, of the Boroughs of Abingdon, Henley-on-Thames, Maidenhead and Wallingford, and of the Urban Districts of Chertsey, Egham, Eton, Marlow, Staines, Sunbury-on-Thames and Walton and Weybridge	2
Joint Committee representing the Councils of the Royal Borough of Kingston-upon-Thames, of the Boroughs of Surbiton and Twickenham and of the Urban District of Esher	2
London, Corporation of the City of	1
London County Council	1
Metropolitan Water Board	4
Middlesex County Council	3
Oxford County Borough Council	1
Oxfordshire County Council	2
Port of London Authority	1
Reading County Borough Council	1
Southampton County Council	1
Surrey County Council	3
Transport and Civil Aviation, Minister of	4
Wiltshire County Council	1

Powers, Duties and Finance

Navigation and River Purification

The Conservators are the authority charged, by statute, with the conservancy of the Thames above the landward limit of the Port of London, and are entrusted with certain powers and duties with respect to the conservancy preservation and regulation of the Thames and the preservation and maintenance of the flow and purity of the water of the Thames and its tributaries above the said limit.

The powers and duties of the Conservators under the Acts of 1932 and 1950 relate mainly to the maintenance of the Thames as a navigable river by the construction and maintenance of locks, weirs and other works; the regulation of the flow and level of the water in the various reaches by means of weir sluices; the removal of sunken vessels and other obstructions from the river; dredging for the purpose of maintaining the navigation and the flow of water; the prevention of pollution of the Thames and all tributaries and streams connecting directly or indirectly with it; the registration of pleasure boats; the levying of tolls on vessels and merchandise; the regulation of the navigation; the preservation of the fisheries; the making of Byelaws; the purchase and sale of land (including compulsory purchase); and other matters.

The jurisdiction of the Conservators as a navigation authority extends over a distance of about 136 miles of river, namely from Cricklade (Wilts) to Teddington (Middlesex), approximately 70 miles above the mouth of the Thames, and for the prevention of pollution the powers of the Conservators extend over the whole catchment area (above Teddington) of 3,845 square miles, comprising portions of the counties of Warwickshire, Worcestershire, Wiltshire, Gloucestershire, Oxfordshire, Northamptonshire, Berkshire, Buckinghamshire, Bedfordshire, Hertfordshire, Southamton, Surrey, Middlesex, East Sussex and West Sussex and the county boroughs of Reading and Oxford.

The Conservators' income for these purposes, which is virtually fixed, by statute, is derived from contributions by the Metropolitan Water Board and other water undertakers who abstract water; contributions by the riparian councils of counties and county boroughs; tolls on pleasure and merchandise traffic; charges for registration of pleasure boats and sundry receipts from rents, etc.

Land Drainage

The powers and duties of the Conservators as the Drainage Board of the Thames (above Teddington Lock) Catchment Area are concerned, briefly, with the general supervision with respect to the drainage of the Thames Catchment Area; exclusive permissive powers and jurisdiction with respect to the "main river" and the banks thereof, and with respect to drainage works in connection therewith, improvement of existing works, and construction of new works, the cleansing, repairing, deepening, widening and straightening of the "main river" and generally maintaining it in a due state of efficiency; the promotion of or opposition to Bills in Parliament and the application for or opposition to provisional or other Statutory Orders; the purchase, sale or exchange of land, including the power to acquire land compulsorily by means of a Compulsory Purchase Order; the making of Byelaws to secure the efficient working of the system of drainage; the appropriation and disposal of dredged material.

To meet the expenditure incurred in connection with land drainage, the Conservators are empowered to precept on the county councils and county borough councils in the Catchment Area, and do so.

General Observations

It is noted that parts of the Thames Catchment Area come within the definition of Greater London, and the Conservators are of the opinion that the present geographical limits of the area of their functions are the most suitable to secure the efficient performance of their powers and duties, and any variation in those limits would not be in the best interests of the districts concerned or of the area as a whole.

G. E. WALKER
Secretary

10th April, 1958

Evidence submitted by
The Town and Country Planning Association

Introduction

1. The Association's special concern is with town planning policies and the administrative structure and procedures for implementing these policies. Therefore in this memorandum the question of the organisation of local government in Greater London for other puprposes is only briefly discussed. But it is felt that a local government structure suitable for the discharge of town planning functions would also be suitable for a number of other local government functions. The converse of this is also probably true. The essential problem is to determine the best unit for the various purposes.

2. The Association, which advocates the creation of new towns of limited size, is conscious of the advantages of the small unit in representative government for purposes within its capacity. But in a metropolitan region of complicated economic, social and physical structure, there may be few services that could be carried on on a "small district" scale. In any case, as the number of tiers increases—and with it the number of elections—so does the electorate become more confused and consequently less anxious to vote in elections.

3. On the other hand, a directly elected authority exercising a number of functions for the entire review area is a formidable conception. It could lead to indifference on the part of the electorate because of its remoteness, as could the establishment of elected ad hoc authorities over very large areas. Thus it may well be that the best solution will be a group of two-tier systems, with one or more federal authorities (such as a joint planning board, a joint higher education authority, etc.) for functions which have to be handled on a regional scale.

Functions of a Regional Planning Authority

4. Whether there is a single elected authority for the whole area, or several federal bodies for separate purposes, the Association is strongly of the opinion that one of the functions which must be dealt with on a regional scale is town planning in its broader aspects.

5. The Association tnerefore recommends the establishment of a single planning authority for the area under review. (Though, ideally, the Association considers that the area should be somewhat larger.) This Greater London planning authority should have executive powers, and be responsible for determining :

(a) the permitted limits of urban development within the region and reservations for green belts around and between these urban areas;

(b) the distribution and permitted limits of population and employment, and the balance of employment, within these urban areas and the region as a whole;

(c) important lines of communication in the region;

(d) the location of major developments, such as power stations, airfields, etc., through the submission of a statutory development plan for its entire area.

It follows that this Greater London planning authority, charged with these functions, would also have to be responsible for planning survey and research and programming.

6. Within the framework of this regional plan, the next tier authorities could be responsible for producing town maps and carrying out their reviews. They may also have extensive duties in controlling development as suggested in paragraph 10 below.

Constitution

7. If a single authority is established for a number of purposes for the whole area, one of its functions should be town planning, as outlined above. The constitution of such an authority cannot be considered separately from the number and types of its proposed functions. If there were a multi-purpose regional authority, however, it would presumably have to be directly elected.

8. If two or more multi-purpose authorities are established in the review area, a Joint Planning Board for the entire area should be formed, with executive powers and the functions already mentioned. It should be composed of appointees of these authorities.

Staff and Finance

9. This Greater London planning authority would of necessity have its own headquarters and expert staff. The income needed to discharge its functions could be raised by precept on the constituent authorities. It is appreciated that some difficulties might arise in relation to the Government's general grant proposals, but these should not be insurmountable, especially if given the will to make the authority effective.

Devolution of Functions

10. The matter of devolution of powers and duties cannot be discussed without some knowledge of the structure which will emerge for other purposes. A considerable amount of delegation of development control and related functions to urban councils of 60,000 and more population has been accepted by the Government as desirable. Presumably the lowest tier in the review area, whatever may be the final structure, will be made up of authorities no smaller than this. All the Association would add is that the two over-riding aims of devolution should be (a) to secure maximum local interest and participation in local planning, and (b) the speedy and efficient settlement of applications, appeals and inquiries into objections to development plan proposals and compulsory purchase orders.

Evidence submitted by The Town Planning Institute

Introduction

1. The need for co-ordination in the planning of Greater London has been recognised for more than 30 years, and has grown with the growth of London. A map is attached showing the extent of areas covered by previous Reviews, and of other areas, to which reference is made in this evidence.

2. In 1923 the Royal Commission on London Government, with terms of reference not unlike those of the present Royal Commission, recommended the establishment of an Advisory Committee, representative of the Local Authorities in its area, with representatives of the Police and transport and labour organisations, to assist the appropriate Minister in the administration of matters relating to transport, town planning, housing and main drainage. The area to be covered by this Advisory Committee was roughly that lying within 25 miles of Charing Cross.

3. In 1933 the Greater London Regional Planning Committee constituted by the Minister of Health to review the area defined by the London and Home Counties Traffic Area, roughly within 25 miles of Charing Cross, stated their conviction that the further expansion of London threatened to create insoluble problems of traffic and other congestion, and their conclusion that planning within the Region should be inspired by a common purpose and co-ordinated towards its realisation, and that unless this co-ordination is secured, the activities in its several parts "may tend to become mutually obstructive."

4. In 1937 a Standing Conference on London Regional Planning, covering the same area, was constituted, again by the Minister of Health, to consider and advise upon such questions relating to planning in the Region, as might be referred to it. By the outbreak of war it had become clear to the Conference, and accepted by the Minister, that nothing less than a Master Plan for the whole of the London Region would suffice.

5. Meanwhile, in 1935, Sir Charles Bressey had been appointed by the Minister of Transport "to study and report upon the need for improved communications by road in the area of Greater London and to prepare a Highway Development Plan for that area." His Report, submitted in 1938, contained a programme of improvements to be carried out over 30 years. Some have already been carried out and several are included in the later Development Plans of the Local Planning Authorities.

6. In 1940 the Royal Commission on the Distribution of the Industrial Population under the Chairmanship of Sir Montague Barlow, reported that "the continued drift of the industrial population to London and the Home Counties constitutes a social, economic and strategical problem which demands immediate attention." It was perhaps unfortunate, in the light of later developments, that the Commission's terms of reference did not relate also to commercial activities generally, but the Commission gave the warning that so long as the number

of persons employed in Inner London continued to increase while the population living there continued to decline, traffic congestion would grow. In this the Commission brought out the fundamental relationship between the distribution of employment and the distribution of population.

7. The year 1944 saw the publication of the Greater London Plan, prepared at the request of the Minister of Town and Country Planning, with the agreement and collaboration of the Local Authorities represented on the Standing Conference. It was in fact the Master Plan for which the Standing Conference had asked. With the County of London Plan and the Plan for the City of London, to which it was complementary, it covered an area in which London was the dominating influence. It reviewed the whole pattern of the Region, its growth and its needs, and it laid down broad principles to be followed in the making of more detailed plans and in the control of development. In particular it stressed the fundamental importance of an administrative machine capable of carrying its proposals into execution.

8. In 1946 the Minister of Town and Country Planning appointed the London Planning Administration Committee under the Chairmanship of the Rt. Hon. Clement Davies, P.C., Q.C., M.P., to advise him on " the appropriate machinery for securing concerted action in the implementation of a Regional Plan for London as a whole." The area was that covered by the three Advisory Plans for Greater London, the County of London and the City. The Report was published in 1949 and the Committee's conclusions were reached in the light of the new powers and duties of Local Authorities and the distribution of functions brought about by the Town and Country Planning Act, 1947, the Education Act, 1944, the National Health Service Act, 1946, and other legislation. The Committee saw the Regional Plan not as a final pattern of land use, but as " a draft programme of physical development." It listed a number of matters which, in its opinion, required " concerted and therefore regional action," including some which are the prime responsibility of other Ministers and with which the Local Authorities are not directly concerned until they are consulted "ad hoc " on a proposal in a particular area.

9. In 1956 the Town Planning Institute, feeling that a comprehensive review of the existing state of development was urgently required, published its own Report on Planning in the London Region, covering the area included in the Greater London Plan. It was an attempt to assess the extent to which development in London was being guided by the Regional Plan, and to discover the nature of present difficulties and the reasons for them. It found that "while the planning authorities have clearly made enormous advances in the exercise of their statutory powers, the fact remains that there is still no truly regional co-ordination of development in Greater London." The Report stops short of any suggestions as to new machinery by which such co-ordination might be brought about. In the present evidence the Institute responds to the opportunity offered by the Royal Commission, to take this further step.

10. The evidence which follows contains a description of existing arrangements, an analysis of the defects which the Institute sees in them and an outline of the Institute's views on the points to be considered in seeking a remedy for those defects.

I. Present Arrangements

11. Within Greater London as defined in the Royal Commission's Terms of Reference, the powers and duties of a Local Planning Authority are exercised for

separate parts of the Area by six County Councils and three County Borough Councils. These powers and duties are of two kinds: the making of a Development Plan for each part of the Area indicating the manner in which land should be used (whether by development or otherwise) and the stages by which any such development should be carried out (Part II of the Town and Country Planning Act, 1947); and the control of development and, where necessary, the acquisition of land (Part III of the Act) so that the objects of the Plan shall be achieved. To a considerable extent, but varying from County to County, the County Councils outside the County of London have delegated Part III powers, subject to certain reservations, to their constituent County District Councils, of which in all there are 73, and the London County Council has similar arrangements with the City Corporation. All these delegation arrangements are approved by the Minister of Housing and Local Government. The duties of a Local Planning Authority under Part II of the Act cannot be delegated, and are exercised directly by the County and County Borough Councils.

12. The 1947 Act empowers the Minister, if it appears to him expedient, to constitute a Joint Board as the Local Planning Authority for the areas of any two or more County or County Borough Councils, or for parts of them, the members to be appointed by the constituent Councils. No such Boards have been established in Greater London.

13. The Act also provides that any two or more Local Planning Authorities may establish a Joint Advisory Committee to advise them as to their development plans and generally as to the planning of development in their areas. The Minister may similarly establish such a Joint Advisory Committee if it appears to him expedient. The constitution of such Committees is left to the Authorities concerned, provided that a majority of the members are members of one or other of those Authorities. Two such Committees have been established in Greater London: one between Essex County Council and the County Borough Councils of East Ham and West Ham, and one between the Surrey County Council and the County Borough Council of Croydon. In each case the Advisory Committees deal only with matters referred to them by their constituent Authorities and meet only as occasion requires.

14. Occasional meetings are held at the Ministry of Housing and Local Government at which particular problems are discussed by Officers of the Ministry with the Administrative and Technical Officers of the Local Planning Authorities, together with Officers of the City of London. While the Development Plans were being prepared these meetings were fairly regular, about four in the year, but they have since become very infrequent. Matters discussed have included the policies which were to form the basis of the several Developmnt Plans, the distribution of land for cemeteries and, most recently, the possibility of encouraging the movement of office work from the central area of London. Apart from these meetings the Ministry's officers are always available for consultation by the Officers of individual Planning Authorities on particular points.

15. Advice is also available to the Planning Authorities on particular points in the making of their Plans, and in the control of development, through other Government Departments, particularly the Ministry of Agriculture, Fisheries and Food, the Ministry of Transport and Civil Aviation, the Ministry of Labour and National Service and the Board of Trade, and also where appropriate, the Forestry Commission, the National Praks Commission, the Nature Conservancy, and the Royal Fine Art Commission.

16. The several Development Plans, in the words of the London Planning Administration Committee already quoted (see paragraph 8), are draft programmes of physical development. They are not, however, limited to proposals for which the Authorities themselves are responsible. They provide also for development by Government Departments and Public Bodies, by commerce, industry and other private interests, and they allocate land to meet the estimated demand for new housing—by far the largest single factor in the programme—and for the educational and other services which must go with it. They are limited to a period of twenty years and they are related to the resources of labour and finance which may reasonably be expected to be available in that time. They present as one comprehensive whole, for the area of each Local Planning Authority, the considered views of the responsible Authorities as to the extent of development of all kinds which is desirable and capable of achievement during the period, and they contain estimates of the population to be served in each part of the area at the end of it. The several Plans are submitted to the Minister of Housing and Local Government and correlated by him.

17. Co-ordination of development within the framework of the Plans has no such straightforward solution. London, inits factories and especially in its offices, is a centre of employment for the whole Region, and any substantial change in this potential affects the demand for houses and services in the Home Counties. Some major services, too, are administered in units which cross the boundaries of Local Planning Authorities, and some, such as Transport, are the responsibility of Government Departments or Statutory Bodies whose interests extend beyond the Region and whose programme of improvements is subject to wider considerations. Any loss of balance, such as that produced by the slow rate of reconstruction in the central areas of London, which has driven office development in to the West End, or the delay in the expansion of towns beyond the Green Belt, which were intended to provide work and homes for those moving out of London, can have serious and far reaching consequences.

II. Analysis of Defects

18. The Greater London Plan aimed at a stabilisation of the employment potential of the Region, following the recommendations of the Barlow Commission, and the movement of employment within it so as to reduce congestion at the centre, to provide better conditions both for working and living without the need for long journeys between the two, and so to reduce the cost of services.

19. The situation, as it stood in 1956, is reviewed and analysed in the Institute's Report on Planning in the London Region, and it would add too much to the length of this evidence to repeat the statistics here. The trends found then have continued. The need for the co-ordination of development on a wider scale can be seen in the streets of central London, and in the tubes and buses and at the main-line stations in the rush hours. In spite of the efforts of the Local Planning Authorities, working within their own limits, the daily number of passengers arriving at the main-line termini during the peak period increased by 32,000 in four years, from 382,000 in 1952 to 414,000 in 1956 (London Transport Executive); and the number of cars, buses and motor-cycles counted on one day at fifteen points on radial roads leading into the centre increased in the same four years by 37% (Metropolitan and City of London Police). The Chairman of the British Transport Commission, as reported recently in *The Times*, has said that there is no other city in the world that has a commuter

problem of this magnitude, and he added that there was little that the Commission could do to expand the capacity of many of the London main lines except at the expense of disproportionate and unremunerative capital investment.

20. In making their Development Plans for the several parts of the Greater London area, the Local Planning Authorities were required to follow the guidance of the Greater London Plan, which had been accepted in principle by the Government. At this point a clear directive was given to them and to their work was part of one recognised whole. Since the several Plans were submitted to the Minister, the earliest in 1951 and the latest in 1953, this sense of common purpose has been largely lost, except in certain matters such as the Green Belt which has caught the public imagination. No further directive has been given, except so far as this may be included in the Minister's approval of a Development Plan, or in general Circulars which seldom have special reference to Greater London; and no assessment is regularly available of the progress from year to year of development in Greater London, as a whole, except so far as this is given in the Minister's Annual Reports to Parliament which are necessarily in general terms.

21. It was fundamental to the proposals of the Greater London Plan that employment which moved out to new and expanding towns should not be replaced. Without that, the conception of a Green Belt with a firm inner boundary was unreal, and the population changes, which on the scale envisaged could only result from voluntary movement following the movement of work, could have had little hope of acceptance. Many manufacturing firms have moved from the central area and some business offices, too, but total employment at the centre has continued to grow, and it is not unreasonable to expect that the present falling trend of residential population in the inner areas may be reversed, with a consequent increase in the pressure on the Green Belt from within.

22. Development is undertaken, or guided, by a great number of Authorities, with diverse functions and interests, acting in their separate spheres. The Government Departments are responsible to their own Ministers and are not subject to planning control as other developers are; Local Authorities may be responsible for all Local Government functions (the three County Borough Councils), for most of them (the London County Council) or for particular services only as are the Councils of the five Home Counties, their 73 County Districts and the 28 Metropolitan Boroughs and the Common Council of the City in varying degrees. The Board of Trade is able to influence the distribution of industry, but the granting of permission for office development, which is the more intensive employer of labour, is in the discretion of the several Local Planning Authorities. Finally, the rate of development in any particular field be it private or public, depends on the money that can be found for it, and this in turn depends upon changing circumstances, the effect of which is different upon different forms of development.

23. The Minister of Housing and Local Government is charged " with the duty of securing consistency and continuity in the framing and execution of a national policy with respect to the use and development of land throughout England and Wales," but he is restricted by his function as arbitrator in matters of dispute, and having laid down a policy, necessarily on very broad lines, he must keep aloof from its execution except in matters referred to him; but apart from this it would seem impossible for him to act in an executive capacity without abandoning his essential position as the final authority.

24. There is no co-ordinating Authority, representative of the Local Planning Authorities, to speak for Greater London.

III. Outline of Views on how Defects might be remedied

25. That Town and Country Planning, if it is to be successful, must be informed by local opinion, there can be no doubt. It is indeed of the very stuff of Local Government, and the local Planning Committee, through which all proposals for development must pass, is the forum at which local opinion can be tested and heard. With finance, to which it is closely related, Town and Country Planning is a means of securing the best use of limited resources; but it is a public service, and the means of co-ordinating the development of many other public services, and, like other services, it needs positive direction on broad lines.

26. The Author of the Greater London Plan (1944) proposed a Planning Board for the whole Region " not merely a sanctioning Authority with power only to prevent wrong use of land " but " an Authority with constructive duties and powers to produce physcial changes in the Area, both immediately and for a long period of time."

27. The London Planning Administration Committee (1949) came to the conclusion that some kind of regional authority must be established " possessing not only supervisory powers but also—under the Minister—such powers of direction and finance, if not indeed of execution, as may be necessary for Regional purposes." Recognising that such a regional authority could affect the whole of local government in the Region they recommended the setting up of a Local Government Commission to consider the matter in all its aspects, and the Institute sees in the present Royal Commission the implementation of this recommendation. As an interim measure the Committee proposed a Joint Advisory Committee for the Region, though a minority of three of its nine Members were " convinced that the planning of Greater London must be placed in the hands of an Authority exercising powers throughout the Region " and recommended, as an alternative interim measure, the creation of a Joint Planning Board under the Act of 1947. In fact no action has been taken on either of these recommendations.

28. Since 1948 the Planning Authorities and the County District Authorities have learnt much from the exercise of the new powers cotnained in the Act of 1947. Mistakes have been made and are still being made, but these are of two kinds: those which affect mainly local interests, and those of wider significance. Errors of judgment in matters primarily of local importance, as, for example, in the granting of permission for development, the effect of which on the locality was not clearly foreseen, may become less frequent, through better understanding and the force of public opinion. Decisions can be made, however, or a line of policy followed, which may have consequential effects for other Planning Authorities, and even for the whole of the Region. Such problems, as, for example, the demand for office space which, at present, is being met mainly in the inner areas, may arise form circumstances which were not foreseen when the plans were made. These larger problems require new machinery for their solution.

29. The London Planning Administration Committee, in paragraph 66 of their Report (see Appendix A), listed the matters which in their view required

concerted, and therefore regional, action. The Institute agrees with these and it would only underline the following points:

(i) The need for correlation of survey and research, whether or not this work is done in a central office, is vital, for changes in the rate of development in one part of the area may well involve adjustments in another. Equally important is the need to ensure that the reviews which the Authorities are required to carry out within five years of the approval of their Plans, are related as nearly as possible to the same point in time.

(ii) It is essential to the carrying out of the Plans, and to the ecenomical use of land and services, that the distribution and balance of employment, on which virtually the whole pattern of development, including the re-distribution of population, depends, should be viewed and controlled for the conurbation as a whole. Projects under this head include, besides buildings for manufacturing industry, the larger office blocks and warehouses.

(iii) The selection and continuous review of a programme of priorities, not necessarily in the sense of a "rationing" of private or public building, but to ensure that public works, the total expenditure on which in any series of years must always be limited by other considerations, are undertaken where, and when, they are most needed in the public interest.

30. It is the Institute's view that for matters of regional concern a co-ordinating body is necessary and that there are four main forms which it might take:

(a) A Joint Advisory Committee, composed, as to the majority of its members, of members of the nine Local Planning Authorities, with an independent Chairman named by the Minister of Housing and Local Government. Such a Committee could be established under the powers provided in the First Schedule to the Town and County Planning Act, 1947. It could give advice on matters referred to it and it could go some way to achieving a co-ordinated view of the broader issues, as the Joint Committees of Local Authorities have done in the past, though generally those Committees covered much smaller areas. It would, however, have no powers of direction and no financial responsibilities. It was recommended by the majority of the London Planning Administration Committee as an interim measure in 1949, but the Committee did not look upon it as a permanent solution.

Such a Committee could have been set up long ago, by the Local Planning Authorities themselves or, if he had thought it expedient to do so, by the Minister. The fact, as noted in paragraph 13 of this evidence, that only two Joint Advisory Comimttees have been established in the area, and those only for parts of it, is some indication of the value put upon Advisory Committees by the responsible Authorities, and of the use that would be made of them.

Already, the number of consultations undertaken by Planning Authorities on matters of importance, militate against those speedier decisions which are desired by the Authorities and by the public alike. In the Institute's opinion, the addition of another consultative body to the list would be justified only if it can be ensured that all matters of regional significance are referred to it and, subject to appeal to higher authority, that its advice is followed. In the absence of financial responsibility, it is hard to see how these conditions could be fulfilled.

(b) A Joint Planning Board for the whole of the conurbation, however defined. This, too, could be established under existing legislation by the powers in Section 4 of the 1947 Act. Its members would be appointed by the constituent County and County Borough Councils and it would become the Local Planning Authority for the whole if its area, for all purposes of the Act, subject to such delegation as might be deemed appropriate. It was recommended as an interim measure by the minority of the London Planning Administration Committee, in preference to a Joint Advisory Committee, but it was not proposed as a permanent solution.

A Joint Planning Board would have certain advantages over a Joint Advisory Committee. It would have real power and responsibility, it could acquire and hold land, and, so far as its constituent Authorities were prepared to provide it, it would have money to spend. It would, however, almost inevitably become clogged with too much detail, for notwithstanding delegation, it would remain the responsible Authority it the public eye. Further it is open to the real disadvantage that it would be denied the intimate relationship which can exist under present arrangements between the Planning Committee and other Committees of the Authorities, and between the County Councils and their constituent District Authorities, which are themselves responsible for development in many important fields.

(c) An alternative form of Planning Board in which some of the disadvantages noticed in the previous paragraph might be avoided. Its membership might include, in addition to representatives of the Local Planning Authorities, independent members, named by the Minister, who could bring to the Board special qualificaions or experience. It is suggested that such a Board should not assume all the powers and duties of a Local Planning Authority for the conurbation, but that it should be responsible only for the matters of wider importance listed by the London Planning Administration Committee and referred to in paragraph 29 above, and that so far as these relate to applications for permission to develop, the Local Planning Authorities should be required to refer such matters to the Board for decision, with their own recommendations thereon. The Board should also have powers in respect of the programming and phasing of major developments in the Region. Its running expenses might be provided by the constituent Authorities, but it would be necessary for some additional financial assistance to be available, in some cases, to enable it to achieve satisfactory development, or to encourage development or redevelopment, where and when it is required, which the responsible Local Authorities might not otherwise be ready to undertake.

One reason for such unreadiness might be that the Local Authority concerned would not itself benefit to any great extent from the development or redevelopment. In which case an adjustment of the cost involved would be necessary upon a regional basis, and this in turn might involve an adjustment of available Government Grants. Also, because of the national importance of the issues, additional assistance from Government sources might be justified. In the first case the Board should deal with the regional aspect, subject to a right of appeal to the Minister. In the case of additional Government Grants, it should be the function of the Board to advise the Government upon the appropriate apportionments.

The establishment of such a Board would require special legislation.

(d) A Regional Authority, for Regional matters, which would affect the whole of local government in the conurbation, and beyond it. It is the ultimate solution envisaged by the London Planning Administration Committee, but for an area much larger than that of the conurbation (paragraph 57 of their Report), and it is the one that most commends itself to the Institute. The needs of Greater London, however, affect, the whole of the Home Counties, not only those parts of them which lie within the conurbation as at present defined. The purview of a Regional Authority, covering the conurbation alone, would therefore be incomplete, in town and country planning as, no doubt, in other functions of local government, and, in the opinion of the Institute, the Royal Commission should consider, for this solution, a larger area than that comprised in their terms of reference. The creation of a separate Regional Authority, particularly if other local government functions were attached to it and if it involved the division of Counties as now constituted, would have consequences, financial and otherwise, which are outside the scope of this evidence.

31. In this evidence, in considering the administration of the Town and Country Planning Acts and the development of Greater London, the Institute has sought to distinguish between those aspects which are mainly of local importance and those which affect wider public interests which may be regional, and even national, in scale. No town, however, is entirely self-contained; each provides work and services for other places in its neighbourhood, and the standards achieved in local planning are felt beyond its immediate surroundings. It is necessary everywhere that the smallest units responsible for town and country planning should be large enough and of sufficient financial standing to ensure that all the local and detailed work involved in development and redevelopment, and in civic design, shall be of a high order.

32. Land is the platform of all human activity; its use determines where and under what conditions people live, grow their food, work and take their recreation; to secure its best use, in the public interest, is the object of town and country planning and, in the opinion of the Institute, is a function of local government basic to all other functions.

APPENDIX A

Extract from the Report of the London Planning Administration Committee 1949

Paragraph 66

AN OUTLINE OF THE TASK

The work necessitating concerted, and therefore regional, action is, in outline, as follows:

Planning Survey and Research

(1) Watch must be kept on the populations and industrial trends in the Region, and in different parts of the Region, in order that the outline Plan may be adjusted as necessary. A number of problems posed by the Plan—some of which we list below—require continuing survey and research. In particular, the periodic surveys which the county councils and county borough councils are required to carry out individually under Section 5 of the Act of 1947 should be conducted as part of a whole; and wherever the work in connection with these surveys, and with the submission of the prescribed development plans, has regional effect, it should be undertaken for the whole Region instead of separately for the twelve parts.

Adjustment of Target Populations

(2) The Memorandum on target populations which the Ministry issued in May, 1947, is not, and never can be, final. We understand that some of the target populations there set out are already being adjusted as a result of further investigation, and this will be a continuing process. We think it is a task which ought to be undertaken on behalf of the whole Region by a body representative of the Region, and submitted to the Minister for approval or modification, instead of being undertaken—as is happening at present—directly by the Ministry.

Preservation of Green Belt, provision of Open Spaces and treatment of Riverside

(3) These are clearly matters requiring regional action. We are informed that the Ministry is preparing a detailed plan of the Green Belt and that it will then, subject to such observations as the planning authorities may make, ask that, without prior reference to the Minister, no development should be allowed which will conflict with it. This is action which is proper to the planning authorities in the first place. It is a part of the Regional Plan. Similarly the planning of Thames-side, from the point of view both of riverside walks and of adequate and convenient wharf and dock facilities calls for joint action.

We are not aware that any concerted attempt is being made at the present for the provision of adequate recreation facilities for the Region as a whole. It is known that the London County Council must look outside their boundaries to make up their own deficiency, and this again is a matter for concerted regional action.

Road Plan and Programme

(4) An outline plan exists—the Abercrombie Plan as modified by the Ministry of Transport in agreement with the Ministry of Town and Country Planning. By no means all the roads tentatively proposed are agreed, however; and between them they represent huge expenditure. A programme of road development in the Region is urgently needed—and while the central government will have their own views on priorities, so should the planning authorities. The central government ought to have the Region's own case submitted to it before coming to a final conclusion on the priorities for the Region.

Railway Plan and Programme

(5) Again an outline plan exists—the Abercrombie Plan as heavily modified by the two Reports, 1946 and 1948, of the Railway (London Plan) Committee which the Minister of Transport set up, in consultation with the Minister of

Town and Country Planning, to " investigate and report upon the technical and operational aspects of those suggestions made in the County of London Plan, 1943, which relate to the main line and suburban railway system of London . . ." But the Government has as yet made no announcement whether this plan is accepted in principle, and the planning authorities are completely in the dark about what is going to happen, and about the timing. Here again they should be in a position to determine the programme which would best suit their requirements, and to bring pressure to bear on the Government for decisions which they need. As far as we are aware the local planning authorities have taken no part collectively in the discussions on the railway plan despite their vital interest in the result.

Distribution and Balance of Industry

(6) As things are, the Board of Trade assumes responsibility for carrying out the general policy of industrial development in the Region. Before reaching a conclusion on a proposal for industrial development it consults the Ministry of Town and Country Planning and, very often, the local planning authority; and the Ministry is represented on the Inter-Departmental Committee which considers the general industrial policy for the Region. The planning view is, therefore, taken into account. But it is the nature of the existing organisation that the planning authorities are consulted only on ad hoc proposals for particular areas. The local planning authorities should collectively take a more active part in settling the industrial development of the Region, in determining the types of industry to be encouraged, and in striking a proper balance, not only in the Region as a whole, but in different parts of the Region.

Distribution of major development projects

(7) Such projects include housing development, airfields, sewage works, reservoirs, power stations and gas works, area hospitals and educational establishments, area markets, area sites for refuse disposal and area cemeteries. They are all matters which require concerted planning and a regional approach. Some of them are matters for which we understand that, in the absence of some regional machinery, the Ministry is trying to formulate a basic plan. They are, in fact, matters which belong to the outline Plan, and no doubt would have been included in it had sufficient information been available at the time. We think that it would be very much better if this work could be done by a regional authority and subsequently submitted to the Minister as part of the prescribed development plans.

Mineral working

(8) This is a major regional problem. Many hundreds of acres in the Region, particularly of gravel-bearing land, must be kept free from development until its minerals are won. The Committee appointed by the Minister to make recommendations on future policy for the control of the extraction of sand and gravel has already reported on the gravel resources of the Region, calling attention to the general limitation of resources and stressing the need for ensuring that the possibility of full exploitation is not prejudiced by other development. The demand for land to be reserved for mineral-winning has to be reconciled on a regional basis with other pressing demands, and provision has to be made for preserving that land which must be kept clear. The reclamation of land left derelict by mineral workings is also important to the whole Region.

Programming and priorities

(9) Determination of priorities is an essential part of the carrying out of the Plan and requires both immediate and continuous action. There is an immense job to be done on working out priorities in the sphere of housing, industry, transport and provision of public services for the decentralisation proposals and the traffic improvements envisaged in the Plan. The central government has, and will continue to have, a major interest in the priorities; but the planning authorities have their interest too. At the moment the local planning authorities are taking little or no part in the settlement of priorities because they have no way of doing so. One of the main jobs of a body such as we envisage would be to review and co-ordinate the ideas of the local planning authorities on the programme of work for the implementation of the Plan and to discuss them with the Ministry; in that way the authorities would feel their responsibility for carrying the programme through.

Evidence submitted by Department of Civic Design The University of Liverpool

1. The Department of Civic Design is concerned with one major function of local government—town and country planning—and we wish to make the following representations about the framework for the administration of town and country planning in London and neighbouring counties.

2. Where local questions are involved, the existing system may be made to work tolerably well, but events since the last war have emphasised that the important planning questions in London are not local. The orderly and large-scale redistribution of people and employments, the redevelopment and improvement of central districts, improvement of main roads and the demarcation and safeguarding of green belts: all these are fundamental matters that cannot be sub-divided so as to be dealt with satisfactorily within the boundaries of the various local planning authorities. In practice therefore attention tends to be concentrated on smaller problems that are capable of local solution. Larger and more fundamental matters receive relatively little attention. Sometimes they are shelved or ignored because they are incapable of being dealt with by the local planning authority. In other cases a single " inner " authority makes an individual arrangement with an " outer " authority.

3. The general remedy for this planning failure in British conurbations is to establish conurbation planning authorities, one for each conurbation. The new authority should be concerned with major problems: overspill, location of employment, communications and other major services and green belts, but not with the details of development plans. Its objective should be to review all requirements in these larger fields in relation to one another, and it would have powers and funds to promote schemes to fulfil them. We submit that the establishment of a single planning authority for each provincial conurbation is desirable, practicable and overdue.

4. In London, however, the achievement of regional planning aims through a single new body is likely to prove impracticable. London is unique, and in our view the objections to a single planning authority for the London area are powerful enough to make some other form of administration necessary.

5. The strength of the objections becomes plain if one considers the area for which a regional planning authority for London should be made responsible. We hold it to be a first requirement that needs arising within a regional planning area should nearly all be capable of solution within it. This means that a regional planning body for a conurbation should normally have authority over the whole of the area within which the influence of the central city or cities is very strong. However the " sphere of influence " of London may be defined it is plainly very big. For some purposes it includes most of south-east England. A boundary determined by the usual criteria would therefore indicate, as the appropriate London regional planning unit, an area much larger than would fall

to any provincial conurbation, and one containing the capital and a unique concentration of powerful local authorities, population and wealth.

6. It would be very unwise to try to reduce for administrative reasons the area that is most suitable on regional planning grounds, however large it may be. The problem is rather to provide administrative arrangements suited to the special needs of a planning unit or large size. We hold that a single effective regional planning organisation could not be formed from representatives of local planning authorities in London and the neighbouring counties. Divergences of interest, particularly between "inner" and "outer" authorities, would not be counterbalanced by a common regional outlook and objectives and fairly full knowldege of the whole terrain. Such a body would almost certainly find itself unable to agree on solutions for major problems. It would in fact tend to conceal real issues and reach agreement only on minor matters.

7. For other, but equally strong, reasons it would be impracticable for a regional plan for London to be prepared and carried out by the Minister of Housing and Local Government or by an independent Commission appointed by him. The Minister must maintain his position of impartiality in judging the merits of all plans. A Commission, which would have to be permanent, would lack both the support of a broad local authority base and the stature of the three Ministries (Housing and Local Government, Board of Trade and Transport) with which it would be closely involved.

8. We therefore submit that the best practicable arrangement for regional planning in the London area would be to set up two new planning agencies, each with a small staff. The first of these would be concerned with the inner and largely built-up portion of the London area—broadly speaking with the area with which the Royal Commission is concerned. The second agency would deal with major uses of land throughout the whole of the outer area over which London exercises a powerful influence. This area would necessarily include a large portion of south-east England and would be best defined in terms of whole counties. Each agency would represent the local planning authorities within its boundary, but its membership should not consist exclusively of local planning authority representatives.

9. There would be a number of advantages in this arrangement. The two agencies would represent groups of planning authorities of somewhat similar influence, in that the great size of the area of the outer group would counterbalance the concentration of population and large planning authorities at the centre. The members of each agency would tend to have a common view on major planning questions and this would promote agreement on policy within the agency. The existence of the two agencies, approaching regional planning issues and perhaps also the proper way to deal with them. Nearly all problems would be capable of solution within the area of one agency or the other. Lastly, this arrangement would enable major planning needs to be comprehensively reviewed. For example, all major demands for land by "inner" authorities could be related to all the land available for satisfying them in the "outer" areas.

10. We propose that each agency should produce its own general picture of regional planning needs and means of fulfilment, and for this purpose the two agencies would exchange information. The agencies would then try to reach problems from differing viewpoints, would tend to expose and illumine the real

agreement on the best solutions for major planning problems in the London region. Matters on which they failed to reach agreement would be referred to the Minister for his decision, and the agreed proposals for his approval. After approval by the Minister the regional proposals would be binding upon the local planning authorities. We propose that the two agencies should be permanent, and should publish their proposals and periodic reports upon their work.

Evidence submitted by The London School of Economics and Political Science The University of London

GREATER LONDON GROUP

Introduction

The attached memorandum is presented by a group of teachers at the London School of Economics and Political Science (University of London) who have been working together on the subject of London Government since June, 1958.

Professor W. A. Robson, B.Sc. (Econ.), LL.M., Ph.D., Professor of Public Administration. (Chairman).
A. C. L. Day, B.A. (Cantab.), Reader in Economics.
D. V. Donnison, B.A. (Oxon.), Reader in Social Administration.
R. C. Estall, B.Sc. (Econ.), Lecturer in Geography.
Jane T. Henderson, B.A., Department of Social Science.
J. E. Martin, B.Sc. (Econ.), Lecturer in Geography.
S. K. Panter-Brick, B.A., B.Phil. (Oxon.), Lecturer in Political Science.
R. H. Pear, B.Sc. (Econ.), Lecturer in Political Science.
G. J. Ponsonby, M.A. (Cantab.), M.Inst.T., Sir Ernest Cassel Reader in Commerce (with special reference to Transport).
P. J. O. Self, B.A. (Oxon.), Lecturer in Public Administration.
Olive M. Stone, LL.B., B.Sc.(Econ.), lecturer in Law.
Professor M. J. Wise, M.C., B.A., Ph.D., Professor of Geography.
J. H. Woods, B.Sc. (Econ.), A.I.M.T.A., Lecturer in Accounting.

Professor J. A. Griffith was associated with the Group and took an active part in its discussions. He differed, however, from the basic assumptions in this Memorandum and withdrew his name from the signatories to any of its Parts. He will submit a separate Memorandum setting out his own views and proposals.

With the aid of a grant from the Nuffield Foundation the group were able to obtain the full time services of a research staff consisting of a Senior Research Officer and two Research Assistants (M. E. Blunt, Ph.D., L. J. Sharpe, B.Sc. (Econ.).

All the members of the Group subscribe to Part I of the memorandum. This is a general part analysing the present shortcomings in London Government, diagnosing the maladies from which it is suffering, and recommending the creation of a Greater London Council. In Parts II and III two alternative schemes (A and B) are proposed. These embody the views of certain members of the Group whose names are appended to these schemes.

The members of the group wish to express the view that the area which is defined in the Royal Commission's terms of reference is far from being the most appropriate one for the purpose of inquiring into the problems of London Government. They consider that a more extensive area should have been taken for this purpose, including not only the Green Belt, but much of the territory beyond it which fell within the area of the Greater London Plan drawn up by Sir Patrick Abercrombie.

Index of Headings

Part I

Para. Number

Introduction . . . . 1—5
The Growth of Functions . . . . 6—10
The Growth of the Metropolis . . . . 11—13
The Present Position . . . . 14—17
Defects of Structure . . . . 18—26
Consequences of these Defects . . . . 27—28
Highways . . . . 29—31
Street Lighting . . . . 32—33
Public Transport . . . . 34—35
Main Drainage . . . . 36—41
Refusal Disopsal . . . . 42—48
Housing . . . . 49—55
Town and Country Planning . . . . 56—69
Technical Education . . . . 70—82
Basic Principles . . . . 83—93
Relevant Criteria . . . . 94—100
A Greater London Authority . . . . 101—114

PART I—THE CASE FOR CHANGE

Introduction

1. The foundation of modern urban local government in the boroughs was laid by the Municipal Corporations Act of 1835 and some of the peculiarities of the present position in London can be traced to its exclusion from that early reform. The Royal Commission on Municipal Corporations, in its Second Report of 1837, considered the metropolitan problem and emphasised the need for a unified system including the area of the City and extending beyond. But the Second Report was not followed by legislative reform.

2. The Metropolis Management Act of 1855 did not pretend to provide any radical or comprehensive solution. London, in the result, found itself teated, in 1888, not as a special and great municipal problem but as an offshoot of the re-organisation of local government in rural England and Wales. The existence of the Metropolitan Board of Works with its restricted boundaries made too easy the creation of a London County Council with the same limitations. The failure in 1835 and 1855 to deal with the general problems of metropolitan government was directly reflected in the legislation of 1888.

3. The introduction of a reformed two-tier system in 1899 by the creation of the metropolitan boroughs was clearly an improvement. The metropolitan borough councils superseded a mass of vestries, district boards and commissioners of various kinds which existed in Lodon, and established in their place a single type of democratically elected council. An area of the size of the County of London, needs, like other counties, a lower layer of administration. The general conception of entrusting major functions to a larger authority and other functions to a group of smaller authorities is natural and desirable.

4. It would be unfair to blame those who developed the pattern of London Government in the nineteenth century for all the defects which have since become apparent. The boundaries of the Metropolitan Board of Works in 1855, though unimaginative at that time, had some relation to the built up area. There was far less excuse for perpetuating those boundaries in 1888 as the basis of the administrative County of London. But it is, of course, the vast growth of Greater London in the present century which has finally destroyed the original concept of the L.C.C. as the major authority for the metropolis.

5. Immense advantages to London government flowed from the creation of the L.C.C. As a powerful and effective organisation, as a magnet attracting to its service men of great ability and public spirit, as an institution which could foster civic pride in the electorate, the L.C.C. was incomparably better than the Metropolitan Board of Works. One of the most outstanding characteristics of local government today over the whole country is the honesty of its administration and the integrity of its officers. In the new local authorities created in the late nineteenth century, this characteristic markedly contrasted with much that had been the practice before. And in this, London and the L.C.C. were, as they are today, amongst the leaders.

The Growth of Functions

6. The functions of the L.C.C. were at first limited mainly to those which it took over from the Metropolitan Board of Works. Today, its functions are vast, including, among services added since 1889, education, mental health, welfare, care of children, and town planning. Other services such as housing and slum clearance have been so greatly enlarged that they would have been unrecognisable to nineteenth century administrators.

A mere list of functions does not, however, give a realistic picture of the growth of the responsibilities of the L.C.C. This can be better appreciated by comparing the expenditure in 1890-1 of £2.2m. with the figure for 1958-9 of £116m. Another index is the size of the staff. In 1890-1 the total number of employees of the L.C.C. was 2,500; in 1958-9 it is more than 65,000.

7. The rendering of services of such wide scope has imposed an immense burden of work, much of it highly detailed, on the L.C.C. Nowhere else in Britain does service on the Council involve anything approaching the demands on time and energy which are made on members of the L.C.C. There is some ground for saying that the L.C.C. is overburdened in the sense that it is performing a considerable number of functions which could be carried out equally well by a lower tier of authorities of adequate size and strength. It is the view of many persons living in London that in certain spheres the administration of the L.C.C. is too impersonal and remote. This is particularly unfortunate in services where personal relations are closely involved.

8. As a result of the size and complexity of its area and population, the L.C.C. has decentralised part of its machinery. Some aspects of education, for example, are administered in nine territorial divisions. These divisions are purely administrative and the members of the Council have no place in them. The Children's Department of the L.C.C. is also organised in nine divisional offices for administrative purposes without local member representation. Health is similarly divided into nine divisions although there are divisional committees consisting of members representing local authorities (L.C.C. and the metropolitan

boroughs). These devices show that the L.C.C. recognises the need for smaller local units; and further that the metropolitan boroughs are not large enough for this purpose.

9. On the other hand, the London County Council is unable to carry out vital functions affecting the whole Metropolis. The growth of Greater London has created problems which transcend the boundaries of the L.C.C. Town and country planning, and the development of highways, to take two outstanding examples, cannot, in their wider aspects, be adequately dealt with by the L.C.C. or any other separate part of Greater London. Moreover, certain problems which arise within the County of London are no longer capable of solution by an authority having so limited an area. The need for out-county housing estates is an example.

10. The initial impetus of the early years of the L.C.S. has for these reasons become weakened; its relations with the electorate rendered much less close; and its rational basis as the principal authority for London has been largely destroyed. As a piece of administrative machinery it continues to work well for the most part, but as a representative democratic institution it has become obsolete. The growth of Greater London has made the L.C.C. an irrelevant institution.

The Growth of the Metropolis

11. Outside the County of London the population growth of Greater London* has during this century been prodigious and as far outgrown the structure of government designed for an earlier era. While in 1901 the population outside the county was only 2m. it is now more than 5m.

12. Middlesex, except for the Green Belt, is now wholly urban and industrial. In 1888 its population was a little more than ½m.; by 1914 the figure had risen to a million and a further million was added by 1939; today it is 2¼m. In 1888 when the administrative county of Middlesex was formed, it was clearly distinguishable in nature from the county of London; today the boundary between the two counties is no more than a line drawn on a map. The metropolitan boroughs of Hammersmith, Kensington and Paddington are indistinguishable at their line of meeting from their neighbours in Middlesex—the municipal boroughs of Acton and Willesden—and the remaining metropolitan boroughs of North London similarly merge into the corresponding boroughs of Middlesex. In social structure there are no marked differences to show that a county boundary has been crossed. Demographically too, similar influences have been felt, and the wave of increasing population which arose in London has passed through Middlesex so that while there has been an immense increase overall, some of the latter's inner boroughs are beginning, like the metropolitan boroughs, to decline in population.†

13. Croydon and West Ham were created county boroughs in 1888; East Ham in 1915. In 1888 Croydon was a recognisable and separate entity; today, and for some time past, it has been overtaken by the spread of population and now forms part of the continuous built-up area. So also do East and West Ham which, like the inner boroughs of Middlesex and their immediate neighbours of Poplar and Stepney, have reached the next stage and are declining in poulation.

---

* By Greater London we refer, throughout this Memorandum, to the area of the Royal Commission.

† Between 1931-51, while the rest of Middlesex was growing in population, all but two of the inner belt of boroughs adjacent to the L.C.C. boundary were declining—Brentford and Chiswick by 6%; Acton 4%; Willesden 4%; Wood Green 4%; Tottenham 20%.

The Present Position

14. The forces responsible for this vast population increase within Greater London are common to metropolitan areas not only in this country but also abroad, and are to be found in the eastern as well as the western world—as much in Paris as in London, in Tokyo as in New York. In these and other great centres the associated problems of government are giving rise to anxiety and thought. The growth of Greater London has been facilitated by the immense advances in transport which have occurred since 1889. The suburban electric train, the underground system, motorbus and motorcoach services, private cars and motor-cycles, have enabled large numbers of men and women of all classes and occupations to live farther and farther away from their work. The development of such a situation was not anticipated by those engaged in the task of formulating London's administrative structure in the nineteenth century and the forces of change were then quite unforseen. Similar forces are patently still at work although the field of their influence is geographically wider. The lesson of the past is that any proposals for the government of the metropolis should take into account the changes which are likely to occur in the coming decades.

15. London's primacy is based on a singular combination of circumstances not to be found elsewhere. It is not merely size, although the Metropolis is the greatest of the urban regions and this, in itself, gives rise to difficult problems and special opportunities in municipal government. London is at once the political capital of Britain, the judicial centre, the cultural centre, the commercial centre, the greatest manufacturing city, the largest port, an international centre of finance and the hub of the Commonwealth.

16. Hence one finds in London an extrordinary concentration of wealth and fashion, industry and commerce, are and science, political power and administrative authority. There are Parliament, the Cabinet, and the great executive departments of state. There is the Court at Buckingham Palace and the entourage clustering round St. James's. There are the Bank of England, Lloyd's, the Royal Exchange, the Baltic and the other celebrated markets in which business is conducted on a world-wide scale. There are the British Museum, the Royal Society, the Record Office and the other precincts of learning. There are the great teaching and research hospitals, the Royal Colleges of Physicians and of Surgeons, the concentration of leading physicians and surgeons in Harley Street. There is the University, unique in size and scope. There are the arenas of sport at Wimbledon, Wembley, Henley, Ranelagh, Hurlingham, Lords and the Oval. These are but some of the worlds which revolve and have their being within the solar system of London. The Metropolis is the centre of English life for commerce, finance, government, art literature, law, medicine, entertainment, sport and social life generally.

17. It is this unique concentration of institutions and qualities of national and international importance which gives Greater London its special significance, and distinguishes it from all of the other great cities or conurbations of Britain. So vast and important a metropolis demands comprehensive treatment of its problems and a municipal government which can look at these problems with a single eye.

Defects of Structure

18. The present structure of local authorities in no way reflects the needs of

the Metropolis or adequately recognises its unique problems. Its unity lies fragmented. Of the counties, only London and Middlesex are wholly urban. All the other counties straddle the Green Belt which is for many purposes the effective boundary. This, while providing a limit to the continuous growth of the Metropolis has itself emphasised the hybrid character of the rural-urban counties of Kent, Essex, Hertfordshire and Surrey.

19. There is little real community between rural and urban areas. Indeed, there is rather a clashing of interests. In Kent, for example, such county districts as Penge, Beckenham or Erith are essentially metropolitan in their outlook, character, location and interests, and have little or nothing in common with coastal towns such as Dover and Deal. Similarly, the metropolitan districts of Essex, such as Walthamstow or Leyton, have little in common with Harwich or a rural area such as Rochford. The urban and rural divisions of interest is apparent in the administration of such services as town planning and housing.

20. The administrative headquarters of several county councils are some distance from their more densely populated metropolitan areas. Chelmsford is 25 miles from the inner boundary of Essex, Hertford is 30 miles from the metropolitan fringe of its county, Maidstone is 30 miles from the inner boundary of Kent. This in itself gives a remoteness to county government, limiting members' participation in a way quite foreign to London government generally.

21. The minor authorities in Greater London form an equally incoherent pattern. There is a chaos of authorities, functions and area.

22. There are no less than 102 minor authorities of six different types: the City Corporation; 28 metropolitan boroughs; 42 non-county boroughs; 28 urban districts; 1 rural district and 3 parishes. Their functions vary; the composition of the councils differ; some have a mayor, others a chairman; some have aldermen, others do not; some have elections annually, others once in three years.

23. These disparities are common to local government throughout the country; but in the continuous built-up area of the Metropolis they are more capricious and irrational. Non-county boroughs, and even county boroughs adjoin metropolitan boroughs of comparable size and similar social and economic structure, yet the functions of each authority vary considerably. The powers of the county boroughs of East Ham, West Ham and Croydon, for example, are wider than those of any other authority, major or minor, in the area. Their status bears no rational relationship to those of many comparable non-county boroughs such as Harrow, Ealing or Ilford, or metropolitan boroughs such as Wandsworth or Lewisham. And the powers of the metropolitan boroughs are quite different from those of the non-county boroughs although in all other respects they may closely resemble each other. And the City of London operates under its own peculiar system.

24. In terms of population, the 3 county boroughs vary from 114,000 to 250,000; the 28 metropolitan boroughs from 22,600 to 337,600; the 42 municipal boroughs from 33,000 to 216,000; the 28 urban districts from 5,800 to 114,000. The basic anomalies shown by these figures can be emphasised by examples. Thus the county borough of East Ham has a population of 112,000 but its neighbour Ilford has 181,000, Walthamstow to the north 117,000 and Dagenham to the east 115,000—yet these three are municipal boroughs only. Wandsworth

is the largest metropolitan borough with a population of 337,600; three other metropolitan boroughs (Islington, Lambeth and Lewisham) have populations exceeding 220,000; seven metropolitan boroughs have populations of less than 60,000. Of the ten municipal boroughs in metropolitan Surrey, only 4 have populations exceeding 60,000 and one of these exceeds 80,000.

25. Many authorities are very small. Chorleywood U.D. numbers 5,820, Waltham Holy Cross U.D. 10,030, Bushey U.D. 18,820, Potters Bar U.D. 18,910. A further nine county districts have populations below 30,000 and these include the Metropolitan Borough of Holborn. Whatever the optimum size for urban local government in Greater London, it is certainly far greater than this.

26. Acreage, rateable value and penny rate product are similarly chaotic and unrelated to either size, need or powers. Some of the districts where need is greatest have least resources and the converse is also true. The authorities are too numerous, too small in size, and diverse in function. A radical regrouping of authorities is necessary with a drastic re-assessment of their responsibilities.

Consequences of these Defects

27. What are the the consequences of these defects in organisation and structure? There are, in the first place, disadvantages which limit the political consciousness and inhibit the civic sense of the people of Greater London. There is at present no democratic or representative organ which can both express and develop the latent consciousness among Londoners, which lies beneath the surface, of belonging to a great metropolitan community. Closely connected with this political stultification, is the stunted civic sense which afflicts alike the well-to-do inhabitant of Mayfair, the clerk of artizan living in Penge, the commuter from a comfortable suburb such as Richmond or the docker and his family in Bermondsey. To these and the millions of their fellow-citizens, large and ambitious schemes of improvement for the Metropolis lie completely outside the imagination. Most Londoners are not even aware of the way in which their municipal horizon has narrowed in comparison with what it was even in the days of the corrupt but imaginative Metropolitan Board of Works and the early decades of the L.C.C. We are here in the realm of imponderables; but in the last resort these may well be the factors which should tell in favour of bold and imaginative reform.

28. On a more material plane there are many important disadvantages resulting from defects in the present structure which are reflected in the following services.

Highways

29. The highways and traffic problems of the Greater London area are self-evident and have been apparent for a considerable time. For more than 50 years, individuals, organisations and bodies like the London and Home Counties Traffic Advisory Committee have been warning the central and local authorities of the impending chaos. For various reasons little has been done on a major scale. The grant system and other forms of central control have been, and are, such that the Ministry must bear the greater part of the blame. Even today, there is no single authority or combination of authorities considering the general

problem of highway improvement and construction, and traffic control for the whole of the Greater London area. Each local planning authority has, of course, had its development plan approved by the Ministry of Housing and Local Government. The Metropolitan Police have certain traffic responsibilities over most of the area. And the Ministry of Transport and Civil Aviation have the general control referred to. But for the positive planning of major highway construction and improvement, for the consequences on other parts of the area of any work proposed or carried out, for the effect on highways and traffic of new housing schemes and industrial location, no single authority is responsible.

30. When the Ministry of Transport and Civil Aviation set up the Nugent Committee on London Roads to consider long term planning, it restricted its operation to the area of the L.C.C. and included members of that authority on the Committee. Clearly it would have been desirable to extend the scope of its planning far beyond that limited area but the great number of highway authorities which would then have become involved seems to have deterred the Ministry. This does appear to be an outstanding example of structural defects directly and adversely limiting the administrative machinery for tackling a problem. Because an overall plan was required, the Committee was set up but because of the multiplicity of authorities the plan had to be limited to a wholly inadequate area. In addition, there seems to be a tendency among local highway authorities in Greater London to regard the regional problem as not being their responsibility. The fact that roads are used to convey traffic which will merely pass through the authority's area fosters a reluctance to spend the ratepayers' money on something which brings less obvious and less direct benefit than other services. In this sense, highways are not regarded as a local problem and there is correspondingly less interest in them.

31. The case for a Greater London Authority to be responsible for a long-term plan for major highways and for its execution is overwhelming. There should be no Trunk roads under the Ministry of Transport and Civil Aviation in Greater London.

Street Lighting

32. The position in regard to street lighting in Greater London is highly unsatisfactory. This is the direct result of there being far too many street lighting authorities without any co-ordination or control over their respective policies or practices. There are no common standards of intesity or type of lighting, and even some of the major roads have antiquated or inefficient methods of lighting. At a time when the motor car exacts a terrible and mounting toll of death and mutilation, it is utterly indefensible that the hazards of driving at night in the Metropolis should be substantially increased by drivers having to pass every few miles from one system of lighting to another. There is, therefore, a very strong case for the transfer of street lighting powers from the metropolitan boroughs and county districts to a Greater London Authority.

33. The present metropolitan boroughs and county districts are indeed manifestly unsatisfactory as highway authorities for the reasons set out above. There is everything to be said in favour of entrusting highway powers to larger bodies. The plain need is for one authority to plan and execute major highway construction for the whole of Greater London, and we recommend that this should be one of the functions of a Greater London Authority. For minor works

of improvement and maintenance, as for street cleansing, authorities are needed which are larger than the existing minor authorities.

Public Transport

34. One of the most serious gaps in the government of Greater London is the absence of any organ which can bring together consideration of public transport problems and highway questions. Public transport is the responsibility of the London Transport Executive which is subordinate to the British Transport Commission. Any plans for the development of passenger services by road, rail, or underground are initiated by the London Transport Executive and are subject to the approval of the British Transport Commission and subsequently of the Ministry of Transport and Civil Aviation. At no stage are proposals relating to public transport services and proposals or programmes of highway development considered together by a body representing the 8¾m. inhabitants of Greater London.

35. The ultimate responsibility of the Ministry of Transport and Civil Aviation for sanctioning transport development plans involving substantial capital expenditure, and approving highway development plans, is clearly incapable of providing a satisfactory solution to the immense problems which confront the Metropolis in these related spheres. The Ministry is unable to give the time, energy and drive required to bring about a radical improvement. Nor do we think that the most appropriate body to deal with these matters should be one limited to the consideration of transport and highways in isolation from other matters such as town planning and housing.

Main Drainage

36. There has long been a body of opinion which considers that a central authority should be responsible for main drainage in the London area. The Institute of Sewage Purification in its evidence to the Royal Commission concluded there should be a regional authority possessing full executive powers. Middlesex County Council, in their evidence, recognised the need for a central body which would have advisory and co-ordinating functions and the power to initiate a common policy. Most importantly, the Report on Greater London Drainage (Ministry of Health, 1936) advocated a scheme for reducing the number of sewage works to ten and recommended that all arrangements for sewage disposal in and around the Metropolis should be co-ordinated with regard to an area approximately 25 miles radius from Charing Cross.

37. The primary case for a regional authority is geographical. The Thames Valley forms a natural drainage area, and all sewage works must in some form or another make use of the river for diposal. The sewage authorities share a common interest with each other. For example, there is little point in one authority exercising stringent purification control if a neighbour does not, and there are at least 5 separate sewage authorities discharging directly into the Thames with varying standards of purity. In addition, sewage authorities have a common responsibility to all river users, water users, and river conservancy authorities in the area, not only because of the dangers of pollution and amenity hazards, but also because in a huge industrial area such as London, the extremely heavy demands made on water courses (due to the discharge of trade effluent and

the use of river water for cooling purposes, etc.) renders their absorption of sewage effluent less effective. A further complication in the London area, which underlines the common interests of all water users already noted, is the tidal nature of the Thames. The effect of this tide (which reaches as far up as Teddington, that is to say for almost the whole of the Thames in the review area) is to impede the continuous flow of obnoxious elements out of the built-up area, and, as in the case of industrial activity, undermine the absorption potential of the river.

38. It is this common interest based on unchanging natural factors, between the different sewage authorities and between them and all other bodies directly concerned with water courses that makes the establishment of a regional authority so necessary.

39. It must be noted that some of the defects of the present state of sewage disposal in the London area cannot be attributed solely to the existing administrative pattern. They are due to a rising standard of public amenity, if not public health, which has temporarily outrun the financial resources available for the modernisation of existing plant. Notwithstanding this proviso, however, the following advantages of a regional authority may be briefly stated.

(i) The establishment of a regional authority would make possible the establishment of a long-term building programme and provide the requisite resources to back such a programme with a much needed comprehensive research department.

(ii) The size, scope and resources of the regional authority would make it possible to attract specialised technical and managerial staff and ensure that experienced and qualified management be given to all works at the lowest cost. The need for first class managerial staff is imperative in the day-to-day administration of sewage plant because of continual variation in operating conditions which involve the handling of material potentially dangerous to public health. But the more favourable opportunities and salaries offered by private industry in comparison to those available in the smaller sewage authority has led to a consequent decline in the number of properly qualified personnel manning sewage plants.

40. As a result of the passing of the Public Health (Drainage of Trade Premises) Act, 1937, local authorities have had to accept into their sewers for treatment at sewage works increasing quantities of industrial effluent. The continued dispersal of industry has meant that almost all authorities are now faced with the problem of receiving industrial effluent although many are too small to provide the requisite technical staff, particularly chemists, to deal with it adequately. Indeed, in some areas the trade effluent can reach such proportions as to immobilise a small sewerage schemes. A regional body would be better equipped both administratively and technically to tackle this new and growing problem.

41. An advantage to be derived from the establishment of a regional body would be the possibility it would offer to even out costs. There is little justification for the present wide variations since it is inequitable in a modern metropolis that a citizen, merely by virtue of living in a particular part of it, should be faced with such a wide difference in the charges made on him for this basic necessity. Nor should he, having perhaps contributed to the capital cost

of one scheme, be forced again to contribute should he need in the course of his life to move his residence elsewhere.

Refuse Disposal

42. The history of public cleansing in London has been marked by inefficiency and parochialism, and this has particularly been the case in the disposal of refuse. It became apparent soon after the end of the first world war that reform was needed in the administration of the service in London, that the problem of sites capable of receiving the refuse of the Metropolis was one of increasing intensity, and that there was considerable danger to public health from the current practice of the time. In the mid-twenties an investigation was undertaken by the Ministry of Health's Inspector of Public Cleansing. His conclusions (the Dawes Report) published in 1929, followed an exhaustive investigation, and advocated the creation of a centrally organised service for street cleansing and the collection and disposal of refuse, as well as a number of minor reforms. While most of the latter proposals have been implemented, the recommendations which advocated co-operation between existing authorities, or by implication threatened their individual autonomy as far as this function was concerned, have not been carried out.

43. So far as the metropolitan boroughs are concerned, while opinions have varied as to the kind of co-ordination needed, informed opinion has consistently seen a metropolitan solution to be necessary. Three further Reports subsequent to Dawes', have recommended some form of co-ordination. That of 1947, by the Metropolitan Boroughs' Standing Joint Committee proposed the grouping of the metropolitan boroughs into ten groups. In only two of the boroughs however, has such co-ordination been attempted. In short, voluntary co-operation has proved abortive.

44. As Dawes pointed out in 1929 the expansion of the Metropolis has meant that difficulties experienced by the metropolitan boroughs in finding suitable tipping sites are also shared by the outer London authorities. An examination of the evidence submitted to the present Royal Commission suggests that this is even more true today. In brief, the disposal of refuse throughout the Metropolis is becoming increasingly impracticable.

45. The case for the re-organisation of the present pattern of responsibility for disposal is a very strong one. The history of this aspect of the service in the County of London would suggest that the division of responsibility between 29 authorities had not only exacerbated the inherent problems of disposal in large built-up areas but also created new ones. Marginal improvements have been won over the thirty years of procrastination that have elapsed since the Dawes Report, but the crucial change necessary, that of centralised co-ordination or control, has been persistently evaded. Nor is the problem confined to the County of London; most of the authorities in the review area have some degree of difficulty in disposal beyond their own boundaries. These difficulties are increasing.

46. The continued absence of a properly constituted research body pursuing systematic experimentation specifically devoted to the problems of the vast urban area of London has also been a serious disadvantage. Dawes deplored this

absence 30 years ago and suggested it should form part of a metropolitan body. At present, development is too often dependent upon the advice of the responsible officer who has very little scientifically authoritative evidence on which to base his judgment.

47. The advantages of a metropolitan authority would be: a higher standard of service, the proper siting of transfer points, the rationalisation of transport, and the establishment of an adequate experimental research station. Most important of all, a metropolitan authority would make possible the long-term planning of tipping sites based upon the needs of the whole Metropolis.

48. The positive planning of tipping might increase the land available for re-development and thereby contribute to the financial resources of local authorities in Greater London. It would almost certainly be possible to operate a regional body at a lower cost.

Housing

49. In no service in local government in Greater London do problems vary so widely from district to district as in housing. There are those areas whose period of development came late and where the bulk of the houses were constructed just before the war or immediatly after it, with amenities which reflect the standards of planning to which a modern community looks for all its citizens: there are others, on the other hand, where the period of development was in an earlier era, where densities and standards intolerable to modern society are still to be found—and indeed have been recognised as being so through the agency of the development plan; there are those districts which were severely mutilated by war—as against other where damage was comparatively trivial.

50. The system obtaining in the administrative county of London whereby both the L.C.C. and the metropolitan borough councils possess concurrent housing powers has on the whole worked very successfully. The L.C.C. is by far the largest and most active municipal authority in the world in this sphere, and its provision of housing of all kinds on a vast scale has made a massive contribution to the welfare of Londoners. The London County Council has made some bad mistakes in the location of some of its housing estates; but the point we wish to emphasise here is that only a public authority possessing very large resources of personnel and money could have produced housing estates of such magnitude as those of Becontree, Lansbury and Roehampton.

51. On the other hand, the metropolitan borough councils have by no means neglected to use their housing powers. Far from relying on the L.C.C. to do the work for them, many of them have shown commendable activity in providing dwellings of high quality and architectural excellence which sometimes rivals that of the L.C.C. The effort in quantitative terms of the metropolitan borough councils depends on their particular needs, their resources, the available land in their areas, and the energy or abilities of the councillors. Such variations in performance are inevitable. It is worth noting, however, that the total accommodation provided by the metropolitan borough councils, as illustrated in Table I, is two-thirds of that provided by the L.C.C.

Table 1

Dwellings built by the Metropolitan Boroughs and London County Council since 1.4.45

	*By L.C.C. in Met. Boro's**	*By Met. Boro' Councils**
City of London		416
Metropolitan Boroughs:		
Battersea	1,026	1,805
Bermondsey	263	1,347
Bethnal Green	1,321	1,081
Camberwell	3,401	2,381
Chelsea		726
Deptford	594	705
Finsbury	278	997
Fulham	144	1,153
Greenwich	1,846	1,685
Hackney	1,648	2,971
Hammersmith	1,123	1,145
Hampstead	582	1,081
Holborn	80	304
Islington	2,287	2,860
Kensington	57	1,225
Lambeth	1,940	3,473
Lewisham	1,806	2,867
Paddington		1,220
Poplar	1,437	1,512
St. Marylebone	222	1,043
St. Pancras	255	2,722
Shoreditch	1,170	2,606
Southwark	1,510	1,423
Stepney	3,025	2,083
Stoke Newington	1,819	1,480
Wandsworth	6,445	3,868
Westminster	45	1,649
Woolwich	1,474	3,164
L.C.C. in-county	36,201	50,272
L.C.C. out-county	39,743	
L.C.C. Total	75,944	

---

* By L.C.C. to 31.12.57.
By Metropolitan Boroughs to 31.3.56.

52. The efforts of the L.C.C. and the metropolitan borough councils appear to be complementary in this sphere. It should, however, be appreciated that while the dwellings provided by a Metropolitan Borough Council are in general available only for its own inhabitants, those provided by the L.C.C., whether within or without the County, are available to residents living anywhere within the county. The result of this is that persons living in slum conditions in a heavily built-up area whose metropolitan borough council is unable to find sufficient land for rehousing may have the opportunity of benefitting from the wider jurisdiction of the L.C.C.

53. As soon as one steps outside the administrative County of London the position is entirely different. There, responsibility for housing is vested in the county district councils or county borough councils. In consequence, families living in overcrowded conditions in, say, Tottenham, Leyton or Willesden are almost entirely dependent on the efforts of their local council for any amelioration.

54. The efforts of the local council in regard to housing are often restricted by conditions beyond the control of the council. Housing needs, and the sites and other resources for meeting them, are distributed so unevenly that some authorities have virtually " solved " their housing problems (e.g. Bexley, Heston and Isleworth, East Barnet) while others can never solve them within their own boundaries. For example, Willesden, with a waiting list of 11,000 families and over 2,000 people statutorily over-crowded, has built an average of 55 permanent houses a year since 1945 ; Tottenham, with 2,200 slums to clear and 8,400 on its waiting list, has built an average of 120 houses a year. Both have practically run out of building sites and both have exceptionally high rates in the pound. Differences of this kind are often worse than they appear because neighbouring authorities have such widely varying criteria for entry to their wating lists that it is difficult to know what the lists mean. People who have moved about a good deal may be excluded from all the lists.

55. It follows that a really large housing authority or authorities are needed in Greater London if these problems are to be tackled effectively. In addition, there is the special problem of overspill housing. Some body is needed which can co-ordinate and handle the overspill requirements of the whole urban area, so that the shortage of accommodation in the various parts of London can be dealt with on an equitable and efficient basis. A Greater London Authority would be better placed than any existing authority to participate in schemes under the Town Development Act or to undertake the building of new towns.

Town and Country Planning

56. Town and country planning is a function of transcendant importance in a great city. The health, convenience, well-being and even the prosperity of the people of London can be seriously affected by whether the physical environment in which they live and work is planned or unplanned, well planned or ill planned, and the kind of control exercised over development. All the finest individual features of London, such as the Royal Parks, the Mall, the great squares in Bloomsbury and Belgravia, the Embankment, are the results of careful and imaginative planning in the past. All the worst features of London, such as the endless rows of dreary terrace houses in the " solid " South, the horrible confusion and ugliness of mixed areas like Neasden or Acton, the wholly inadequate main

roads in the central area, the squalid slums of Kilburn and Paddington, the mean streets of Nottting Hill and Shoreditch, are mainly due to lack of planning.

57. It is not necessary to set out the arguments in favour of town and country planning, for it is now accepted as part of our national policy. What needs to be emphasised is the profoundly unsatisfactory nature of the machinery for administering town and country planning, and for ensuring planned development in the Metropolis.

58. During the Second World War the London County Council invited their architect (Mr. Forshaw), in collaboration with the late Sir Patrick Abercrombie, to prepare a plan for the County. This was issued in 1943. The then Minister of Town and Country Planning (Mr. W. S. Morrison) invited Sir Patrick Abercrombie to prepare a plan for the whole metropolitan region outside the administrative county. He produced the Greater London Plan, published in 1945. This comprised an area of approximately 2,600 square miles extending outwards from the County of London boundary to a distance of about 30 miles from Charing Cross, and in some places much further. A separate plan (subsequently rejected) was drawn up for the City of London by the City Corporation.

59. The Greater London Plan had to be commissioned by the Minister because there was—and still is—no other authority in a position to do so. The Abercrombie Plan for Greater London is one of the great state documents of our time; and its publication marks the first official recognition of the fact that the Metropolis needs to be dealt with on regional lines. The County of London plan, on the other hand, suffered almost inevitably from deep-rooted defects arising from the fact that it covered only a small part of the Metropolis, and that the planning problems arising in the county could only be properly solved in terms of a much larger area.

60. At the time when these outline plans were prepared there were 143 local authorities possessing planning powers in the area of the Greater London plan. They were, however, grouped into 23 Joint Planning Committees. In the administrative County the L.C.C. was the local planning authority. In order to enquire by what means the plan could be carried out the Minister of Town and Country Planning (Mr. Silkin, as he then was) appointed in 1946 a Committee on London Planning Administration to advise him on " the appropriate machinery for securing concerted action in the implementation of a Regional Plan for London as a whole."

61. During the course of the Committee's deliberations the Town and Country Planning Act, 1947, was passed. This drastically changed the situation by making county and county borough councils the local planning authorities and relieving county district councils of all planning powers other than those relating to planning control which might be delegated to them. As a result, in place of 144 local planning authorities there are now 12 in the area of the Greater London Plan. This might appear superficially to be an improvement. In point of fact it was an unfortunate step for two reasons. First, because it gave the illusion that the London situation, which was obviously absurd, has been adequately reformed; second, because Kent and Essex, which had now become local planning authorities, were partly inside and partly outside the area of the Greater London Plan, while small but important portions of Bedfordshire

and Bucks and a fragment of Berkshire were included. A first principle of good planning administration, namely, that the entire area to be planned should be looked at " as with a single eye " was thus violated.

62. The London Planning Administration Committee made this clear. "What stands out," they said, "as soon as one starts to consider the carrying out of the Plan for the London Region, is the integrity of the Region and the need for concerted action over the whole of it. No part of the Region can be planned, developed, or re-developed, in isolation from the rest. Certainly argument is possible about the outer boundary . . . Within its limits, however, the Region needs, for purposes of physical development, to be considered as one."* This need was illustrated in regard to such matters as decentralisation and overspill, water supply, sewage disposal, housing, traffic routes by rail and road, decision about programmes and priorities, the Green Belt, recreation facilities, cemeteries, refuse disposal and the extraction of sand and gravel. The Town Planning Institute has in its Evidence to the Commission endorsed this analysis of matters requiring comprehensive treatment.

63. The Committee were emphatic that a single authority was required to implement the Greater London Plan. A regional authority was unquestionably needed with far-reaching powers. But to establish such a body would involve the reform of local government in the region, and this lay outside the Committtee's terms of reference. They regarded the need for reform as unquestionable and recommended that the Government should remit the matter to a Royal Commission. Meanwhile, as an interim measure, the majority recommended that a joint advisory committee under an independent chairman should be set up to secure as much concerted action as possible by the local planning authorities. A minority report, while agreeing with the general diagnosis and need for local government reform, urged that meantime a joint planning board should be appointed under the 1947 Act.

64. Neither of these proposals has been acted upon, and no statement has been made by the responsible Minister for failing to introduce either of the modest measures which the Committee recommended. It can be assumed that any attempt to secure the comprehensive planning of Greater London by means of voluntary—or involuntary—co-operation between county and county borough councils, such as the Committee proposed, would fail.

65. The results of this failure by successive governments to set up any comprehensive machinery to take responsibility for the overall planning of Greater London have been disastrous. There is no systematic co-operation or co-ordination between the 12 local planning authorities and very little exchange of information. Questions of the utmost importance, such as the location of industry, overspill housing, highway development, the location of wholesale markets, the reservation of land for playing fields, reservoirs, airfields, etc., the building or rebuilding of vast office blocks in the central area, and many other matters, are considered and determined in relation to the relatively small fragment of the area which happens to fall within the jurisdiction of the individual county, or even county borough, council concerned.

66. Moreover, there is no organ which is charged with the duty of keeping the needs of the metropolis under review. The Greater London Plan is nearly

---

* Report of the London Planning Administrative Committee 1949 H.M.S.O. para 19

15 years old; and it has in a sense already been superseded by the plans made by the local planning authorities under the 1947 Act. These plans were influenced in some respects, though not in others, by Sir Patrick Abercrombie's proposals and conceptions. But much has happened since 1945; and it is essential that changes which have taken place and the emerging needs of the metropolis should be kept under constant review by an authority responsible for the planning of Greater London as a whole.

67. The Royal Commission's area is smaller than the territory covered by the Abercrombie and Forshaw-Abercrombie plans. Professional opinion today favours the choice of areas for planning comprising large towns and their rural or semi-rural hinterland, where it exists. For some purposes, such as overspill, for example, a Greater London planning authority would be in a much more favourable position if its area extended far beyond the boundary of built-up London. There is, therefore, a case for a larger regional planning authority extending beyond the Royal Commission's territory. Nevertheless, although there is a need for some form of regional organisation, this in no way detracts from the desirability of having a single planning authority now for the Metropolis: the concept is complementary to that for the region and not in conflict with it. Indeed, even were such a regional authority to be brought into existence, the unique planning problems of urban London would still demand recognition.

68. Planning is vitally important to local government generally and it has close relations with many local government services. The need for a Greater London Council to be the planning authority for the Metropolis is unquestionable. How far the second tier authorities could with advantage be permitted to participate in some of the functions relating to planning administration in their respective areas is a matter which will not be considered here, because we desire to stress the need for planning on the Greater London scale.

69. We also wish to emphasise the importance of keeping planning within the realm of democratic self-government. Many of the questions with which planning is concerned are matters on which strong views are held and which seriously affect the interests of Londoners. These reasons preclude either an appointed board or a central department being regarded as a suitable instrument for the planning of Greater London.

Technical Education

70. Students usually attend colleges close to their places of employment. Therefore, unlike primary and secondary schools, the pattern of technical colleges and courses needs to have regard for the pattern of employment. While the secondary school catchment area is normally smaller than that of the local education authority, catchment areas of technical, and particularly technological, courses are frequently much wider. A large number of courses attract students from the whole Metropolis or even beyond.

71. In the colleges, equipment is often expensive and difficult to obtain. Similarly, suitably qualified staff are often difficult to recruit. Finally, courses are often today so specialised that the number of potential students is necessarily limited even in the very large industrial area of Greater London. For these reasons it is necessary for such courses to be concentrated rather than dispersed throughout the Metropolis.

72. Nevertheless, the local education authorities often seek to recruit as many students as possible at their own colleges regardless of what is happening elsewhere within Greater London. In pursuit of this aim they obstruct students from attending colleges of their choice in other areas by witholding grants. Notwithstanding more than ten years of public concern for technical education, and unprecedented government support, it is still possible for the Ministry of Education to say of the nine authorities concerned in Greater London, that no less than six resist the free movement of students which the Ministry has advocated for so long. Of these authorities, two are said by the Ministry to offer " severe restrictions." It is still true to say that an overseas student from Iraq or India has a greater freedom of choice in selecting his college than a resident of West Ham.

73. The causes of this sectionalism are partly financial, but not wholly so. The major cause is the independent control of technical education by nine authorities, resulting in an artificial " competition " in a sphere which demands co-operation.

74. A single authority for the whole of Greater London is necessary to use limited resources economically, to provide freedom of choice for students and, most important, to plan positively for the future.

75. In an attempt to encourage co-operation amongst the Local Education Authorities and to foster links with industry, the London and Home Counties Regional Advisory Council for Higher Technological Education was set up in 1946.

76. The Council has failed because of its inability to take positive and independent action. It lacks executive powers and cannot subordinate local authority interests even where this would be for the advantage of the whole. The authorities retain their independence—one authority even withdrew financial support and did not attend for a number of years, and others have threatened similar action. In view of such extreme attitudes contentious subjects of deep significance are ignored, and a conspiracy of silence ensues on major issues.

77. The limited power of the Advisory Council has resulted in misplaced colleges and resources misdirected in terms of priority of need. The Local Education Authorities press their individual claims on the Ministry for a " fair share " of capital expenditure regardless of the allocation which a broader view of the needs of the Metropolis would dictate.

78. No comprehensive regional or metropolitan plan has been made for technical education, and even when the schemes of Further Education or indivdual local education authorities are under review, there is no attempt at close co-ordination. Nine separate plans are not an adequate substitute for a single comprehensive plan. The service and its needs have outgrown the local authorities as now constituted.

79. Recognition of the inadequacy of the present arrangements has given rise to suggestions that national control will be imposed on higher technological education. It is believed by some that the " national pool " by which costs will be more rationally distributed is part of a plan to open the way to this solution. Should present circumstances continue, this might well become

unavoidable, but it is equally certain that were an adequate and responsible body available, such a proposal would be not only unnecessary but also undesirable.

80. The Ministry has for long possessed sufficient powers to ensure that colleges were located in the most advantageous positions; that courses were not started in too great profusion; that numbers of courses where necessary were drastically reduced; and that positive steps were taken to co-ordinate development. The present situation is evidence of the tardiness with which the Ministry has acted. Its inaction on many issues has been notorious, and it must be held responsible for part at least of what is wrong.

81. While there is a strong argument for change, technical education should remain a local government responsibility. The defective organisation of the service can be remedied by entrusting it to a Greater London Authority. This would be a far better solution than its transfer to a central department.

82. While, therefore, there is a strong argument for change, there is every reason to believe that the service will continue to benefit from being associated with some form of local authority, and this is particularly the case in present circumstances when public opinion is awake to the need for considerable development of technical education. London has every reason to be proud of the colleges which it has developed—it is the multiplicity of authorities and the inadequacies of their areas which have resulted in present defects, rather than any specific lack on the part of the authorities as such. It is a service which should be undertaken by an authority for Greater London.

Basic Principles

83. In the above paragraphs the defects of the existing structure of London Government have been analysed and disadvantages caused by these defects to the services provided by local authorities have been noted. Before putting forward proposals aimed at removing these defects we wish to indicate the basis principles on which any scheme of reform should be founded.

84. In the first place, the general importance and value of local self-government should be accepted. Local government has a long and honourable history in this country. It is, indeed, an essential part of the British constitutional tradition. Yet at the very time when we are introducing local self-government to colonial territories a whole series of shattering blows has been aimed at the powers and responsibilities of local authorities in Britain. The twin forces of centralisation and the creation of ad hoc bodies have recently removed from the sphere of local government several important services such as hospitals, gas and electricity supply, public assistance, valuation and assessment for rating, etc. The total effect of these losses has been considerable and any further weakening of the system might well prove disastrous.

85. We wish, therefore, to affirm our belief in the value of a strong and healthy system of local government as a fundamental part of democracy. It enables energies and abilities which might otherwise remain dorman and unused to participate in the tasks of the welfare state. There is no other method of distributing the burden of public administration which is nearly as effective.

Above all, local government permits the citizens of each community to administer services in accordance with their own needs and desires.

86. A second advantage of general local authorities is that they are able to secure the integration and co-ordination of a wide range of services in a manner which is impossible in the case of either an ad hoc authority or a government department. This principle of integration is important alike for the convenience of the citizen and for sound administration. The need for such integration is growing.

87. The merits of local government apply to London as fully as they do to Birmingham or Bristol. The notion that there is a maximum size to the population or area for effective local government will not stand close examination. Today some of the best county and county borough councils are much larger than those which a century ago would have been regarded as practicable for effective administration. There is no reason to believe that local government cannot be successfully projected on a larger scale than that which at present exists. The art of government and the techniques of administration are not static: they have advanced so as to make it possible to keep pace with the increased size of communities. Very large units are already operating in the sphere of hospitals, electricity distribution, gas supply, London transport. There can be no serious objection on the grounds of size to the creation of a Greater London authority of a more general character.

88. Transfers of functions, whether to central departments, to ad hoc agencies, or to joint boards of local authorities, are often made because of the inadequate areas of local authorities in relation to services requiring large scale organisation. This has been particularly true in London, where the basic structure of local government has remained unchanged for sixty years. Accordingly, it should be a principal aim of structural reform to equip local government to operate all the services for which it is now responsible with adequate efficiency—and indeed, if possible, to assist the restoration to local government of some of the services which it has lost. There is no good reason why water supply, for example, should be administered by a separate authority in London.

89. A turning point has been reached of great importance not only to London but to the whole country. What happens in London may well affect the future of local government throughout Britain. The Royal Commission's task is confined to the Metropolis; but its recommendations are likely to have far reaching influence. This makes it all the more important that the political and social values inherent in democratic local government should be strengthened rather than weakened by any scheme of reform which is recommended.

90. The dense concentration of population in London produces both special opportunities and special difficulties for the creation of a satisfactory local government system. The large population and rateable value of London make it easier there than in most places to create local government units capable of efficiently providing services to modern standards. On the other hand some of the problems found in all great cities assume in London a unique complexity and scale. This fact does not invalidate the case for solving these problems whenever possible through the agency of local self-government.

91. The increasingly specialised and costly character of most public services gives rise to an inevitable conflict between the claims of administration efficiency and the traditional basis of local government in local communities. The present system of local government in Greater London does not achieve a satisfactory balance. The 99 second-tier authorities in the area exercise a very limited range of functions which excludes (as a direct responsibility) important social services concerned with education, welfare, and personal health services. In parts of the area only, there is some participation in these services by second-tier authorities through the device of delegation schemes. Delegation has not worked well, and it will remain subject to intrinsic disadvantages, whatever improvements in detail are made. Contacts between local government and the public are much closer and more important in these personal social services than in many other services which are more technical in nature. A two-tier system of local government loses much of its point if the second tier has hardly any responsibility for the more socially sensitive services.

92. If the existing second-tier authorities in Greater London correspond to clearly defined local communities, possessing a distinctive civic sense, the case for their retention would be much stronger. In such circumstances, it might be worth sacrificing a certain amount of efficiency in order to preserve and expand their range of responsibilities. In fact the situation in very difficult. Most of the second-tier authorities are an amalgamation of smaller communities, such as Streatham and Putney which now form part of Wandsworth; Eltham and Woolwich which together constitute the Metropolitan Borough of Woolwich; Hampton and Teddington in Twickenham. Many local entities which can be distinguished in this way were once separate towns or villages, although their identity has been greatly modified by the indiscriminate onrush of suburbia and the impact of mass transport and easy communication.

93. In many units such community sense as the existing second-tier authorities can draw on is largely the product of their own institutional existence. Such artificially created loyalties are important, but they are not sufficient reason in themselves for keeping particular local authorities in existence. Experience shows that any new local government units which may be created, if based on a careful examination of relevant economic, social, administrative and political factors, will quickly generate their own civic sense and communal loyalty.

Relevant Criteria

94. It is necessary to consider how far the defects of existing local authorities in the area could be overcome by a change of structure. In the following paragraphs certain general considerations are put forward which should underlie any scheme of reform.

95. In the first place, all local authorities in the Greater London area should be so constituted as to be able to perform a satisfactory range of services with reasonable efficiency. The factors which determine the capacity of a local authority to provide services efficiently are its population, financial resources, and the area which it covers. Of these, population is the most important single factor, although the general convenience of the area is also important, and specific areal factors are of considerable importance in the case of many services. For example, the shape of administrative boundaries can impede the efficiency

of fire services, the maintenance of highways, and the collection and disposal of refuse; a "balance" in respect of types of property is important for housing; and a satisfactory "overall" view is important for town and country planning.

96. In general, local authorities with populations below 300,000 in inner London and 200,000 in outer London cannot be expected to meet minimum requirements for operating a satisfactory range of services. A higher population standard is suggested for inner London because of its considerably greater population density and the consequent narrowness of administrative boundaries. At least up to this point there are undeniable gains in efficiency with which individual services can be provided; and there are also gains in the average costs of local administration. In the circumstances of London, no great loss of community spirit would result from raising the size of all authorities to at least these minima, and that any loss which did occur would be outweighed by the greater civic interest and consciousness fostered by a more worthwhile range of services.

97. Wherever practicable local government units should be balanced. They should contain a mixture of poorer and richer areas. There are many advantages in such a balance. One is to produce financially well-matched units. Another is to draw into local government work a reasonable cross-section of all classes and groups of the population. A third is to help meet the special problems of these areas where there is a great deal of congested and obsolescent property. A fourth is to ease out the pressures of public services on available land which are everywhere acute but are particularly severe in some areas.

98. The notion of political balance is also important. Nearly all local councils in Greater London are now elected and organised along party lines, and both the welfare of the citizens and the efficiency of public services tend to suffer if one party monopolises all the seats or establishes itself in office indefinitely. It is not possible (nor is it necessarily desirable) to establish an political balance in most or all authorities, but we lay stress on the importance of a vigorous opposition on the council with strength enough to make worthwhile criticisms and possessing at least a chance of eventually coming to office. At present this condition is not met in many areas. No less than 20 of the 28 metropolitan boroughs have been controlled without interruption by one party since 1934; in 7 of these all seats have been held since 1937 by a single party, and this is also the case in the adjacent county borough of West Ham.

99. Admittedly the physical and social structure of Greater London makes the attainment of balanced local government units difficult and in some areas virtually impossible. But the desirability of reducing the number of unbalanced units will be generally agreed. The reduction in the total number of local government units can be contrived so as to assist this aim.

100. Finally, the importance of developing a common civic consciousness relative to Greater London as a whole must again be stressed. London is basically one great central city which has steadily extended outwards absorbing a multitude of small communities in its path. The people residing in the Royal Commission's area regard themselves quite definitely as Londoners. The sense of civic identity with the Metropolis would undoubtedly be greater did not the structure of local government deny its existence and frustrate its expression. There are fundamental governmental questions which concern the whole of

Greater London. The effective treatment of them has been made much harder by the absence of any representative body which can speak for London or Londoners as a whole. Moreover, institutional arrangements which ignore the common interests of London have hampered the growth of a civic consciousness which could recognise and resolve these matters.

A Greater London Authority

101. It has been shown in the preceding paragraphs that there is an overwhelmingly strong case for an authority representing the whole of Greater London in order both to express the civic consciousness of the people of London as a whole, and to perform certain essential functions of planning and administaration which demand comprehensive treatment.

102. There are four possible forms which such an authority could take; (1) one or more ad hoc authorities, (2) a Minister for London, (3) a number of Joint Boards, (4) an elected Greater London Council.

103. A number of ad hoc authorities already exist in the Greater London area. The more important ones are the Metropolitan Police (1829); the Thames Conservancy (1857); the Lee Conservancy (1868); the Metropolitan Water Board (1902); the Port of London Authority (1909); the London Transport Executive (1948)*; the London Electricity Board (1947); and the Regional Hospital Boards (1948). Those concerned with electricity, gas and hospitals originated with national schemes.

104. The functions of water supply, the police force and passenger transport, which in other great cities are efficiently administered by local authorities, might well have been entrusted to a municipal organ in Greater London had a metropolitan authority of suitable size existed when these ad hoc authorities were set up.

105. The ad hoc authority has been widely adopted in this and other countries as an easy solution to the problem of metropolitan government. The attractiveness of the ad hoc idea is not difficult to understand in a situation such as that which exists in London. The ground is littered with multifarious elected authorities possessing jurisdiction over utterly inadequate areas. Each one of these authorities is a centre of potential opposition to any rational scheme of reform. On the other hand, the technical needs of a service—water, transport, or whatever it may be—are easily ascertained and strongly urged by responsible administrators or independent experts who at least desire to promote the efficiency of that service. Sometimes the more pressing technical difficulties may be assuaged for a time. But ultimately the ad hoc body gives rise to as many problems as it solves.

106. The most serious drawback of the ad hoc body is that there is no method of co-ordinating its work with related activities carried out by other bodies. It has one, and only one, object in view; and it is in a sense failing to discharge its duty if it attempts to take a comprehensive view of things. Yet the services of a great modern city are becoming more inter-related every

---

* The successor of the London Passenger Transport Board (1933)

day, and even their efficiency is determined to no small extent by the degree of co-ordination that is attained. Housing, planning, transport, highways—how can one separate such a group as this ? And housing in turn involves education, drainage, public health, gas and electricity and many other services. There are hundreds of other points of contact between the various public and social services where " the single eye " is needed to obtain the best result.

107. On political grounds there is the further objection to an ad hoc authority that the decisions which it would be empowered to make concern matters of such great importance to the lives of 8¾ million Londoners, that they should be the responsibility of a representative and directly elected Council. Politically and administratively, therefore, there is no justification for creating further ad hoc authorities.

108. The setting up of a Ministry for London would also have serious defects. It would deprive the local authorities of functions hitherto lying within the sphere of local government. It would cause great administrative complication and difficulties in the central government, in so far as it removed from other Ministries their departmental responsibilities relating to Greater London. Ministers are and should remain responsible for national policies and national problems : to bring the administration of the Metropolis under the direct jurisdiction of a Minister is essentially wrong in principle. Moreover, the handling of London's problems by successive Governments and Parliaments during the past 50 years is not such as to inspire confidence in this suggestion.

109. Joint Boards, whether indirectly elected or appointed by the constituent local authorities, are not an appropriate device for overcoming the structural defects of London government. The members of such Boards reflect the interests of particular authorities rather than those of the whole Metropolis. There is no instance of a joint board carrying out a combination of several major services comparable to those required for London. A series of joint boards would mean the loss of a comprehensive view of these services. A Joint Boards offers no advantages over a directly elected authority and has many disadvantages. It is worth noting that the county and county borough councils in Greater London have shown little or no disposition to avail themselves of this device even in those spheres where it was legally authorised and might have at least ameliorated the position.

110. If the joint board is an inadequate substitution for reform, the regional advisory council is an even more inept and feeble device. No one with any knowledge or experience of London Government would regard this as likely to produce any results other than further delay in dealing with the problems of the Metropolis.

111. A directly elected Greater London Council is unquestionably the best solution. It would exercise **as a minimum** the following functions : the larger aspects of town planning, overspill housing, main highways and bridges, main drainage, refuse disposal, higher technological education, the co-ordination of civil defence, and a number of further functions in the Central London area.

112. In putting forward this proposal care has been taken to avoid allocating to the Greater London Council any functions which could be carried out with equal effectiveness by second tier authorities. The Greater London

Council should be as free as possible to concentrate on the vital and complex tasks which must be performed at the metropolitan level. Moreover, functions should not be entrusted to a metropolitan council unless there is an overwhelmingly strong case for so doing.

113. A Greater London Council would prove to be of incalculable benefit to the vast sprawling Metropolis which now contains nearly a fifth of the population of England. That benefit would not be confined only to material improvements. It would serve to foster a sense of unity among the inhabitants of London. It would promote large and, we hope, inspiring schemes of improvement, the need for which is incontestable. It would be capable of dealing with matters which are so far beyond the field of vision of the present authorities that they are unaware of their very existence.

114. A capital City by its nature contains a diverse collection of inhabitants not only from other parts of the country but also from abroad. Many of its social problems are rooted in this diversity. Yet the unity of Greater London is a fact. The present fragmentation of government inhibits the growth of the citizenship which should reflect this unity.

PART II—RECOMMENDATIONS

Scheme A

INDEX OF HEADINGS

SCHEME A

	Para. Number
Function of the Greater London Council	120-121
Housing	122-123
Fire Brigades	124
Ambulances	125
Civil Defence	126
Open Spaces	127
Recreational Facilities	128
Car Parks	129
Street Lighting	130
Building Bye-Laws	131
Clean Air	132
Port Health	133
Transport in the Greater London Area	134
Second-Tier Authorities	135-146
Proposed Greater London Boroughs	147-148
Central Area	149-150
Population and Rateable Value	151-152
Functions of Greater London Boroughs	153
Education	154-155
Further Education	156
Public Libraries	157
Recreational Facilities	158
Youth Employment	159
Personal Health and Welfare Services	160

Para. Number
Environmental Health 161
Clean Air 162
Local Drainage 163
Refuse Collection 164
Planning Control 165-166
Highways 167
Car Parks 168
Housing 169
Regulatory Functions 170-171
Rating 172-173

Constitution of the Greater London Authorities

Membership of the Greater London Council 174-177
Aldermen 178-179
Payment of Members 180-182
Membership of Greater London Borough Councils ... 183
Qualification for Membership of Greater London Boroughs 184
Finance 185-189
Rate Equalization 190-193
Relationship between Authorities 194
Schedule " A "
Schedule " B "

INDEX TO TABLES

Table No.
I Size of County Boroughs in England and Wales
II L.C.C.—Education and Health Service Divisions
III Education Divisional Executives
IV Numbers of Officers Employed by Metropolitan Boroughs
V Numbers of Officers Employed by Boroughs and Urban Districts in Greater London
VI Finance Staffs in England and Wales
VII Proposed Greater London Boroughs
VIII Proposed Greater London Boroughs by Population sizes
IX Density of Population in Greater London Boroughs
X Rateable Value per head of Greater London Boroughs
XI Occupation of Members
XII Local Authority Membership and Ratio of Electors to Councillors

PART II

Scheme A

FUNCTIONS OF THE GREATER LONDON COUNCIL

120. The need has been shown in Part I for an authority representing the whole of the Greater London and with a right to speak on behalf of its inhabitants.

121. The major authority should have responsibility for the following functions which can only be performed effectively by one body exercising powers

over the whole Metropolis. Where the need for entrusting such functions to the Greater London Councils has been demonstrated in Part I of this memorandum, the arguments are not repeated here, but reference is made to the appropriate paragraphs.

(i) **Town Planning**

Development Plan, industrial location within the area, major re-development, overspill
(See paragraphs 56-69)

(ii) **Highways**

Construction and maintenance of main highways, bridges and tunnels
(See paragraphs 29-31)

(iii) **Housing**

Housing, Slum Clearance, Re-development and overspill housing
(See paragraphs 49-55 and 122-123)

(iv) **Main Drainage** (See paragraphs 36-41)

(v) **Refuse Disposal** (See paragraphs 42-48)

(vi) **Technical Education** (See paragraphs 70-82)

(vii) **Fire Brigades** (See paragraph 124)

(viii) **Ambulances** (See paragraph 125)

(ix) **Civil Defence** (See paragraph 126).

(x) **Open Spaces** (See paragraph 127)

(xi) **Recreational Facilities** (See paragraph 128)

(xii) **Car Parks** (See paragraph 129)

(xiii) **Street Lighting** (See paragraphs 32-33 and 130)

(xiv) **Building Bye-Laws** (See paragraph 131)

(xv) **Clean Air** (See paragraph 132)

(xvi) **Port Health** (See paragraph 133)

Housing

122. There are two aspects of housing which require comprehensive treatment by a Greater London Council. First, as explained in paragraphs 49-55, in some second tier areas sufficient land is not available to enable the housing needs of those areas to be met by the local council. A Greater London Council would act in this connection throughout the Metropolis in the same way as the L.C.C. does at present in the County of London. That is, it would provide houses and flats in Greater London available for any of the inhabitants who satisfy the necessary conditions.

123. The second aspect of housing concerns accommodation for overspill outside Greater London. This is a matter which should be entrusted to the

Greater London Council. There are several ways in which the overspill problem can be dealt with: they include schemes under the Town Development Act, further New Towns, and additional housing estates outside Greater London. The Greater London Council should have powers to provide housing within or without the Metropolis; to participate in schemes under the Town Development Act; and to undertake the building of new towns. The second tier authorities should have concurrent powers to provide housing within their respective areas.

Fire Brigades

124. The advantages of a unified service operating throughout the whole of Greater London are so great that any division of personnel or appliances among a number of authorities is wrong in principle. Only by means of a unified administration can the siting of fire stations be planned so as to provide the most efficient service for the Metropolis. Mutual aid, however freely given, is not an adequate substitute for unity of command in a service where a relatively slight delay can have serious consequences. The Greater London Council should, therefore, have undivided responsibility for this function.

Ambulances

125. Technical and administrative considerations lead to a similar conclusion in regard to the ambulance service. The need to reduce cross traffic to a minimum, and to secure the fullest use of the drivers and vehicles employed, point to a unified administration of the ambulance service by the Greater London Council.

Civil Defence

126. As the 1939-45 war demonstrated, Civil Defence needs to be administered over the Metropolis as a whole and the Greater London Council must, therefore, be given the duty of organising this service. The personnel needed for the service are, however, frequently found in other local authority services and recruitment and training in some branches will be best left to the second tire authorities providing those services.

(i) The Auxiliary Fire Service would be organised and trained in conjunction with the Fire Service, A.F.S. becoming a responsibility of the Greater London Council.

(ii) The Emergency Feeding Service and provision of emergency accommodation would necessarily devolve for recruitment and training on the second tier authorities, as these services are best organised by local government officers with experience in providing school meals for large numbers of children.

(iii) Rescue and Demolition would similarly match up with the Engineers' Departments of the second tier authorities, who in total will probably employ more staff of the requisite type than the Greater London Council. As this authority would also employ some of the desirable recruits, close liaison between the Greater London Council and second tier authorities will be needed to ensure that no potential volunteers are overlooked and the available resources and equipment are known.

(iv) Wardens are probably best recruited and organised on a local basis.

Open Spaces

127. Open spaces fall roughly into large and small categories. The larger open spaces such as Hampstead Heath or Epping Forest cater for people who come from all parts of London. The Greater London Council would be the most appropriate body for providing large tracts such as these ; but there is every reason why the second tier authorities should be allowed to provide smaller open spaces within their own areas. Concurrent powers should be granted to the Greater London Council and the second tier authorities.

Recreational Facilities

128. The London County Council provides an extensive programme of music, ballet and drama, mostly performed in the open-air, in the London parks which it controls. Since we envisage some large open spaces being provided by the Greater London Council it would be logical to permit that authority to provide entertainments in any open spaces under its jurisdiction. Furthermore, the Festival Hall has shown that some recreational facilties are so costly to construct, and offer such widespread benefits, that they should properly be undertaken and paid for by an authority responsible for the whole Metropolis. We would therefore give concurrent powers in this sphere to the Greater London Council.

Car Parks

129. One method of relieving the pressure of motor cars in central London to to provide large car parks on the periphery. People living some distance from the centre and wishing to travel by car to their work would leave their cars in these car parks and complete the journey to central London by bus or tube. Such large car parks will involve heavy expenditure and the benefits to be derived from them will not be confined to the districts in which they are located. They should, therefore, be provided by the Greater London Council. There is, however, no reason why smaller parking facilities should not be provided either by second tier authorities or by the Greater London Authority. The best solution will be to confer concurrent powers of providing car parks on both the Greater London Council and on the second tier authorities.

Street Lighting

130. The Greater London Council should have power to provide street lighting on all main highways and bridges. It should also be authorised to regulate the standard of lighting and type of equipment used on all other roads in the Metropolis. The provision and maintenance of lighting on such roads could be administered by the second tier authorities.

Building Bye-laws

131. At present building construction and design in the county of London are governed by the London Building Acts. Elsewhere in the Metropolis they are regulated by the Public Health Acts and bye-laws made thereunder. A single code and a unified system of administration are required for the Metropolis. The Greater London Council should be the principal authority under such a code.

Clean Air

132. It is obvious that air pollution cannot be dealt with in Greater London

in a piecemeal fashion, since pollution cannot be confined to one area. The task of specifying clean air zones is, therefore, one for the Greater London Council though it will be argued later that enforcement can be left to the second tier authorities (paragraph 162).

Port Health

133. The City Corporation is at present the Port Health Authority. If our proposals for London are accepted the City Corporation will be merged in a new authority for Central London. In any event there seems no reason why the administration of this service should fall on the City, as the service is provided for the benefit of Greater London. This function should be transferred to the Greater London Council.

Transport in the Greater London Area

134. Transport is one of the vital services in Greater London where the flow of population between the centre and the suburbs places immense peak hour loads on all forms of transport. The Greater London Council would have the onus of providing the class I roads, and concurrent powers for providing car parking facilities to meet one part of the problem. The long term policy, however, which may be expected to ease the position in many ways, will call for the planning of housing, industrial and commercial areas. Clearly planning and highway policies must be integrated with the development of transport. With one major local government body responsible for classified highways, and planning, the Ministry of Transport for trunk roads, the London Transport Executive for the underground system and road passenger services, and the British Transport Commission for suburban and main line services, probably as great a concentration of responsibility and power will be attained as it is reasonably possible to expect. Obviously, co-operation between the authorities responsible for planning, highways, and transport is necessary. A coherent overall view is more likely to be taken by a few rather than by a number of bodies, and the problem of obtaining agreement to policies will be easier if it is required from a few rather than a large number of bodies.

SECOND TIER AUTHORITIES

135. The second tier authorities envisaged in this scheme will be responsible for a wide range of services, and must, therefore, be large eonugh to provide those services efficiently and economically. The responsibilities and the resources of these bodies will be far greater than those of the second tier authorities which now exist in Greater London, or indeed anywhere else in the country. Except for the dozen or so services to be entrusted to the Greater London Council they will carry the whole burden of local government in the Metropolis. They will be effective units of local government. But at the same time, as the Greater London authority will be so large, the aim is to make the second tier units small enough to maintain a close contact with local communities. They should be based on local centres of communal loyalty and sentiment.

136. The British tradition of local government places great emphasis on the "local" aspect. Local government can harness the loyalty and sentiments of the inhabitants of a locality in a way that a larger unit cannot. The effective unit of local government, at any level, should be sensitive to local feelings and local needs. Councillors and senior officers should be easily accessible to the public,

and the citizen should not feel that he is dealing with a vast, remote and inaccessible organisation. For these reasons services should not be given to a larger authority than the technical needs of the service dictate. On the other hand a service should not be provided by an authority so small that either it cannot afford to provide expensive equipment and staff, or cannot offer adequate opportunities for their use.

137. A suitable name for the second tier authorities envisaged in this scheme would be Greater London Boroughs, and this term will be used hereafter when referring to them.

138. The size of the Greater London Boroughs will obviously depend on the services which they are to perform. It is proposed that education and personal health services inter alia should be allocated to the second tier; and this implies substantial authorities.

139. It is believed that the population of the second tier authorities should be between 250,000 and 500,000. County boroughs of this size are among the best administered towns in Great Britain. They include Bradford (287,000), Bristol (440,000), Cardiff (251,000), Coventry (277,000), Sheffield (499,000), Newcastle-on-Tyne (275,000) and Leicester (281,000). It is quite clear that units of this size are effective organs for providing a wide range of important services. Units of smaller population might have inadequate areas in Greater London except on the periphery.

140. For the purposes of comparison, Table I gives the population and area of all county boroughs in England and Wales. This shows that there are 10 county boroughs of this size outside London: and only 4 with populations in excess of the maximum size mentioned above.

Table I

Size of County Boroughs in England and Wales

Population—1957 (000)	*No. of Authorities*	*Average Area* (*acres*)
Under 100	34	6,925
Over 100 and not over 200	32	8,829
,, 200 ,, ,, ,, 250	3	11,677
,, 250 ,, ,, ,, 300	6	18,669
,, 300 ,, ,, ,, 400	2	16,429
,, 400 ,, ,, ,, 500	2	32,971
,, 500 ,, ,, ,, 600	1	40,613
,, 600 ,, ,, ,, 700	1	27,819
,, 700 ,, ,, ,, 800	1	27,819
Over 1,100	1	51,147

141. The London County Council, given a free hand with its administrative arrangements, established the following divisions for the provision of education and health services.

Table II

London County Council
Education and Health Service Divisions

Division No.	*Population*	*Area (acres)*
1	450,270	6,943
2	521,000	10,292
3	285,810	4,085
4	260,740	4,809
5	224,240	5,534
6	308,120	13,704
7	399,900	11,495
8	372,400	6,718
9	450,500	11,270

It is understood that the London County Council are considering merging divisions 4 and 5 (the two smallest) to make a division of approximately 485,000.

142. In administering education services, Essex chose the units shown in Table III where the difficulties of fitting in Excepted Districts allowed. Surrey to has looked to divisions of similar size where conditions permitted.

Table III

Education Divisional Executives

County	*Division*	*Population*
Essex ...	Forest	225,020
	South	260,130
Surrey ...	Wimbledon	194,400
	Kingston	201,850
	Leatherhead	217,850
	Walton	204,910

Table IV

Numbers of Officers Employed by Metropolitan Boroughs

Population (000)	*No. of Authorities in Group*	*Officers per* 1,000 *Population*
0— 50	4	3.2
50—100	11	3.8
100—150	6	2.9
150—200	3	2.6
200—250	3	2.3
338	1	2.0

Table V

Numbers of Officers Employed by Boroughs and Urban Districts in Greater London

Population Group (000)	*No. of Authorities in Group*	*Officers per* 1,000 *Population*
0— 50	24	2.8
50—100	30	2.5
100—150	9	2.5
150—200	4	2.5
214	1	1.4

143. Table IV shows the number of local government officers (non-manual) per 1,000 population employed by the metropolitan boroughs, classified by size. This shows that the proportion of staff required varies inversely with the size of the authority. Table V gives similar statistics for county districts in Greater London outside the county of London.

144. A similar trend applies to finance staffs both in county boroughs in England and Wales and in the metropolitan boroughs as shown by Table VI.

Table VI

Finance Staffs in England and Wales*

County Boroughs

Population of Authority (thousands)	*Staff per* 10,000 *Population*
Below 100	9.8
100—199	7.4
200—299	7.6
300 and over	5.2

Metropolitan Boroughs

Population of Authority (thousands)	*Staff per* 10,000 *Population*
Below 100	7.3
100—199	4.9
200 and over	4.2

145. The figures given in the above tables show that on several different grounds there is good reason to believe that the optimum size of the Greater London Borough lies within the range proposed in this scheme, namely, 250—500,000 population.

---

* Based on R. Sidebothan (" Local Authorities' Finance Staffs " published by I.M.T.A.)

146. Local authorities cannot, however, be devised solely on a quantative basis. Geographical factors, transport facilties, shopping centres, schools and other municipal services, and local sentiment must all be taken into account. With these considerations in view the scheme of reform here proposed is based, wherever possible, on the amalgamation of existing local government areas. By this means the new and enlarged authorities will be able to make the maximum use of existing municipal facilities, and the dislocation of services will be reduced to a minimum.

Proposed Greater London Boroughs

147. Table VII shows in general terms the way in which the Metropolis might be divided to give a total of 25 authorities with populations of the order 250,000—500,000. There is one exception, however, and that is area No. 10—Watford-Rickmansworth, where the total population envisaged is 152,000. While the district concerned is clearly more an integral part of Greater London than of extra-metropolitan Hertfordshire, it has a recognisable local centre in Watford which would be difficult to combine with the adjacent areas of Middlesex. See Map II of this Part.

148. Schedule " a " at the end of this Part sets out the specimen scheme of authorities in greater detail.

Central Area

149. The Central Area in Greater London has a unique quality, not found elsewhere in the country. Westminster Abbey and St. Paul's Cathedral, the Houses of Parliament and Buckingham Palace, Whitehall and the Courts of Justice, the National Gallery and the British Museum are a few of the many features which make this area one of deep interest to the British people. It is proposed that a Greater London Borough should be set up for the Central Area. This would comprise north of the Thames: the whole of the City of London, Holborn, Westminster, small parts of Chelsea, Kensington, and Paddington including Paddington Station, most of Finsbury, central and south St. Marylebone including Regents Park, South St. Pancras, the southern tip of Shoreditch, and the western extension of Stepney to include the Tower and the Royal Mint. To the south of the Thames: the north west corner of Bermondsey including London Bridge Station, north Southwark as far south as the Elephant and Castle road junction, and the north east corner of Lambeth including Vauxhall Station. See Map I of this Part. This Central Area would contain most of the great institutions which distinguish the capital. Its rateable value per head of population would be much greater than that of the other Greater London Boroughs but the rate equalisation scheme proposed in paragraph 187 would ensure that this would be shared with all other Greater London Boroughs.

150. This authority would have the same status and the same powers as the other Greater London Boroughs with one exception. In view of the special importance of the development of the central area it would be desirable to give all planning and highway powers concerning it to the Greater London Council.

Table VII

Proposed Greater London Boroughs

		Population 000's	*Acreage* 000's	*R.V.* £000's	*R.V. per head* £
1.	Central Area	350	7.0	42,520	122
2.	Erith—Woolwich	383	33.0	5,957	16
3.	Beckenham—Orpington ...	293	39.0	4,617	16
4.	Croydon Caterham ...	382	35.0	6,699	18
5.	Wimbledon—Sutton ...	440	38.0	7,708	18
6.	Richmond—Walton ...	326	40.0	6,700	21
7.	Isleworth—Twickenham ...	349	34.0	6,313	18
8.	Acton—West Drayton ...	472	31.0	6,446	14
9.	Harrow—Ruislip	310	24.0	5,459	18
10.	Watford — Rickmansworth	152	30.0	2,659	18
11.	Finchley—Potters Bar ...	312	35.0	5,774	19
12.	Enfield—Cheshunt ...	309	33.0	5,000	16
13.	Tottenham—Wood Green	267	7.0	4,000	15
14.	Barking—Ilford	390	22.0	5,474	14
15.	Walthamstow — Woodford	375	31.0	5,141	14
16.	The Hams	281	8.0	3,669	13
17.	Romford—Hornchurch ...	250	29.0	2,876	11
18.	Wandsworth—Battersea ...	450	11.0	6,642	15
19.	Bermondsey — Camberwell	505	11.0	8,319	16
20.	Greenwich—Lewisham ...	383	12.0	5,270	14
21.	Kensington—Hammersmith	437	7.0	14,288	33
22.	Willesden—Wembley ...	343	11.0	6,305	18
23.	St. Pancras—Hampstead ...	302	7.0	8,147	27
24.	Islington—Stoke Newington	279	4.0	3,685	13
25.	Hackney—Stepney ...	431	9.0	6,981	16

Table VIII

Proposed Greater London Boroughs by population sizes (1956)

Population (000)	*No.*
Under 250	1
250—300	5
300—350	8
350—400	5
400—450	4
450—500	1
Over 500	1
	25

Population and Rateable Value

151. The density of population varies considerably from 12 per acre in West Middlesex and Essex to 56 in Hammersmith and 74 in Kensington. Table IX illustrates this.

Table IX

Density of Population in Greater London Boroughs (1956)

Population per acre	*No.*
5—10	7
11—15	5
15—20	3
21—25	—
26—30	—
31—35	3
36—40	2
41—45	1
46—50	2
51—55	—
56—60	—
61 and over	2
	25

152. The rateable value per head of the Greater London Boroughs range from £11 to £33 (£121 for the Central Area), twenty being included in the range from £13 to £19. See Table X. Under a Rate Equalisation Scheme mentioned in paragraph 187 most of the Greater London Boroughs would expect to benefit, principally at the expense of the Central Area.

Table X

Rateable Value* per head of Greater London Boroughs

R.V. per head £	*No. of proposed Greater London Boroughs*
11	1
13	2
14	4
15	2
16	5
18	6
19	1
21	1
27	1
33	1
122	1
	25

Functions of Greater London Boroughs

153. These should have responsibility for a wide range of services. The most important ones are as follows, but in addition they will have many other duties to perform. A fuller list of these functions is given in Schedule " b " at the end of this Part.

(a) Education
(b) Public Libraries
(c) Recreational facilities
(d) Youth Employment
(e) Personal Health and Welfare
(f) Evironmental Health
(g) Clean Air (Enforcement)
(h) Local drainage
(j) Refuse collection
(k) Planning control (limited powers of approval)
(l) Highways
(m) Car Parks
(n) Housing
(p) Regulatory Functions
(q) Rating

The general approach to the allocation of functions is that unless there are very strong reasons for the service being given to the top-tier authority it should be provided by the second-tier authority.

Education

154. Reference has already been made (paragraph 141) to the size of the administrative units chosen for the Education Service of the London County Council and some other county councils in Greater London, and they have carried great weight in determining the size of our proposed second tier units. The Greater London Boroughs would be able to provide primary and secondary education in a satisfactory manner. One important condition which is implicit in this proposal, however, is that parents should be free to send their children to whichever schools they choose within Greater London, subject only to accommodation being available. This principle is of fundamental importance. The expense, time and energies involved in lengthy journeys will inevitably limit the range of movement of children between home and school.

155. Special schools for many purposes could be adequately provided by the Greater London Boroughs. In a few instances it would be necessary for highly specialised schools serving more than one Greater London Borough to be provided by joint action.

Further Education

156. As proposed in paragraph 70 technical education should be provided by the Greater London Council. All other branches of further education can be entrusted to the Greater London Boroughs. Technical education can broadly be distinguished from other forms of further education by its vocational character. Taking Greater London as a whole, technical education is mainly carried on in

---

* Rating figures for 1957 are used throughout

technical colleges, colleges of commerce and colleges of advanced technology. Most of the non-vocational courses, in a wide variety of subjects, are provided by evening institutes. These customarily use the premises of day schools and could best be administered by the Greater London Boroughs.

Public Libraries

157. The public library service is administered by the metropolitan boroughs in the County of London and mainly by boroughs and county councils elsewhere in Greater London. The system works well owing to extensive arrangements for inter-library loans, reciprocal facilities, and the Central Library. It should continue as a function of the Greater London Boroughs.

Recreational Facilities

158. These cover a wide range of amenities. Civic entertainment of many different kinds are provided or aided by the metropolitan borough councils and the county district councils in Greater London. They include concerts and dramatic performances, opera and ballet, exhibitions of art and crafts, carnivals and festivals, lectures and film displays. Local citizens often participate not only as members of the audience but as performers.* Ballroom dances, country dances, whist drives, etc., are frequently held under municipal auspices. Outdoor recreations for which municipal provision is made include tennis, cricket, football, hockey and athletics of all kinds. Swimming pools, both indoor and outdoor, are fairly widespread throughout the Metropolis, and most of the indoor type are converted into gymnasia in the winter months. Responsibility for these functions should be allocated to the Greater London Boroughs whose greater resources should do much to expand the scale and scope of the facilities.

Youth employment

159. This service has two aspects. On the one hand it must maintain contact with secondary schools and assist and advise school leavers. On the other hand it must be in touch with employment both in the locality and elsewhere. The first is clearly that of the second tier authority. At present this service is administered by the L.C.C. and other County and County Borough Councils. In place of the present system each of the Greater London Boroughs could provide this service. It would thus continue to be closely linked with secondary schools.

Personal Health and Welfare Services

160. These comprise:

(i) Local health services under the National Health Service Act, 1946, covering health centres, maternity and child welfare, midwifery, health visitors, home nursing, vaccination and immunisation, prevention of illness, care and after-care of sick persons, the provision of domestic help. The ambulance service is excluded here. (See paragraph 125.)

(ii) Welfare services for the care of the old and disabled persons, and the homeless, under Part II of the National Assistance Act, 1948.

(iii) Children services under the Children Act, 1948, and the Adoption Acts.

(iv) Health and welfare services for school-children.

---

* See *Civic Entertainment and its Cost*, a Survey of the activities of the Local Authorities in Greater London prepared by the Standing Committee on the Arts, London Council of Social Service. (Hinrichsen Edition, 1956.)

These services are essentially personal services. We consider the Greater London Boroughs would be sufficiently large to provide a reasonable range of specialised institutions and qualified staff to administer them. In some instances, co-operation among the second tier authorities will be desirable. So far as the co-ordination of services between local authorities is concerned, the same local authorities will be responsible for all aspects of health and welfare work in their areas, and also education.

Environmental Health

161. This includes the provision of baths and washhouses, the inspection of food and drugs, public conveniences, the disinfestation of premises and persons, the prevention of sanitary nuisances, the sanitary provisions of the Factories Acts, provision of cemeteries and crematoria, mortuaries, and so forth. All these functions should be the responsibility of the Greater London Boroughs.

Clean Air

162. It has been proposed in paragraph 132 that the Greater London Council should have power to specify clean air zones in Greater London. In view of the substantial staffs of public health inspectors which the Greater London Boroughs would have to employ in connection with their public health and regulatory functions, the enforcement of the Clean Air Act might be entrusted to the second-tier authorities, though the Greater London Council would have to have default powers in reserve.

Local drainage

163. At present second-tier authorities provide a satisfactory service. The new Greater London Boroughs would undoubtedly be able to provide an adequate service.

Refuse collection

164. Unlike refuse disposal, the collection of refuse can be undertaken by the second-tier authorities. Once again we apply the principle of not allocating a function to the Greater London Council if it can be effectively performed by a smaller authority.

Planning Control

165. It has already been urged that planning should be the responsibility of the Greater London Council. The preparation of the Development Plan, industrial location, major redevelopment, and overspill are matters of the greatest importance which should be decided by a body representing the whole Metropolis.

166. Applications for planning approval in the case of large industrial and commercial premises (including offices) should be the responsibility of the Greater London Council, because wide issues affecting employment or traffic or the character of an entire neighbourhood may be involved. Where, however, planning approval is sought for the erection or alteration of individual dwellings in areas designated as residential in the Development Plan, these could well be left to the decision of the Greater London Boroughs. One practicable line of division would be to allocate to the Greater London Boroughs planning control

functions for applications where the total floor area did not exceed a specified figure, e.g., 5,000 square feet, and was in conformity with the Development Plan.

Highways

167. It has been recommended that the Greater London Council should be responsible for the planning and construction of major highways (Paragraphs 29-31). There remains a large volume of work which the Greater London Boroughs proposed in this scheme should be able to carry out with economy and efficiency. It includes all highway functions appertaining to Class II, Class III and unclassified roads and the street cleansing of all highways.

Car Parks

168. The need has been shown in paragraph 129 for giving the Greater London Council power to provide car parks to relieve traffic congestion on the main highways. In addition, local car parking problems exist in most parts of London. These could well be dealt with by the Greater London Boroughs who should be given concurrent powers to provide parking facilities within their respective areas.

Housing

169. The metropolitan boroughs and county districts in Greater London have substantial achievements to their credit as housing authorities. The greater resources and increased size of the Greater London Boroughs should assist them to overcome some of the difficulties in providing housing outlined in paragraphs 49-55. We have already shown the need for concurrent housing powers to be given to the Greater London Council. Here we are concerned only to state that housing will be an important responsibility of the Greater London Boroughs.

Regulatory Functions

170. The regulation of many different matters is an important part of local government. They include for example, the regulation of the closing hours and sanitary conditions of shops, the inspection of fertilisers and feeding stuffs; the licensing of petrol filling stations and the storage of petroleum; the registration of massage establishments, common lodging houses, nursing homes and theatrical employers or agencies offering theatrical employment; the licensing of theatres, cinemas, concert and dance halls; and the appointment of inspectors of weights and measures. The distribution of these powers at present among the local authorities in Greater London is too complicated to explain in detail. We consider that such regulatory functions should, wherever possible, be performed by the Greater London Boroughs. There may be a few exceptions where it is important that uniformity should prevail throughout the Metropolis or where a function demands highly specialised officers which all Greater London Boroughs could not be expected to employ. In such instances the Greater London Council would become the authority; but a strong case would have to be made out.

171. Many of the public control powers now being exercised by the London County Council could with advantage be exercised by second-tier authorities. The issuing of driving and motor licences is an illustration. These are issued by county and county borough councils, acting as a collection agency for the Ministry of Transport. The convenience of the public would be best served by

having readily accessible points at which licences could be obtained; this is done to some extent by the provisions for obtaining a limited range of motor vehicle licences at Post Offices. Outside the limited range these licences can only be obtained at County Hall.

Rating

172. There seems to be no good reason for abandoning the present system. The Greater London Boroughs would levy a rate and the Greater London Council would obtain its rate income by precepting on them.

173. A fuller list of the functions which it is proposed to allocate to the Greater London Boroughs under this scheme is set out in Schedule "B" at the end of this Part.

CONSTITUTION OF THE GREATER LONDON AUTHORITIES

Membership of the Greater London Council

174. As has already been stressed, the approach to the problem of London Government is based on the view that it should be local and democratic. The best way to ensure this is by the present system of having authorities with directly elected members.

175. The population of Greater London is 8¾ millions, and this presents a new problem in applying the principle of representation. To have small wards for each member would lead to a very large Greater London Council; while to have a small Council must lead to large electoral divisions. Considerations of democracy and accessibility of councillors would lead to small divisions, but too large a Council would militate against the efficient conduct of its affairs. It is suggested that, in view of the functions to be performed, about 100 members would be adequate.

176. This number will be required to man the Committees which are likely to number perhaps a dozen. These would presumably include General Purposes, Finance, Establishment, Town Planning, Highways, Housing, Main Drainage, Refuse Disposal, Fire Brigades and Ambulances, Education, Civil Defence, Parks and Open Spaces.

177. If the parliamentary constituencies were adopted as wards for Council elections this would give a Greater London Council of 110 councillors. The present parliamentary constituencies in Greater London range in size from thirty nine thousand to eighty thousand electors. These are large electorates, but the advantage of having a small membership is likely to outweigh the disadvantages of large electorates.

Aldermen

178. It is urged that there should be no aldermen, partly to restrict the size, and partly because under present circumstances aldermen (with a 6-year tenure of office) have often the effect of continuing a party in power when the electorate has shown a clear preference for an opposing party. Under the party system aldermen are no longer necessary to ensure that the "older and wiser heads" are retained, because if a political party wishes to have the benefit of a man's services he will be found a safe seat; while if no party seeks his services he will not become an alderman.

179. In regard to the method of renewing the Council, the present London system of elections every three years for all councillors seems to work well and we recommend that this should continue.

Table XI

Occupation of Members

Authority	Total	% Retired	% Women	Executive	Professional	Forces	Farm	Manufacture	Shop	Public Emp.	T.U. Officer	Skilled & Semi	Clerical	Unspec.
Kent C.C.	80	24	19(13)	6	17	6	7	2	4	6	—	10	3	4
L.C.C.	147	10	30(34)	10	60	—	—	—	3	13	9	8	7	3
Herts	66	22	25(9)	8	20	2	4	3	2	7	—	7	2	2
Boroughs														
Twickenham	44	2	16(5)	2	18	—	—	5	4	6	2	—	1	1
Wandsworth	60	2	12(6)	5	13	1	—	4	6	4	1	10	10	—
Bermondsey	52	8	29(7)	—	2	—	—	—	1	4	2	27	7	2
Harrow	60	4	17(10)	10	17	—	—	1	3	10	1	—	7	1
Ealing	60	3	NA(8)	3	23	—	—	3	2	4	—	11	5	1
Croydon C.B.	48	—	13(5)	4	16	—	—	—	3	7	—	7	6	—
Lambeth	60	3	NA(6)	3	13	—	—	2	—	3	1	20	10	2

1. Figures in brackets (after column three) show the number of members returned as "Housewives." This term includes spinsters, widows, as well as married women. They are not, when so returned, included in the subsequent columns.

2. "Public employees" include Civil Servants, and non-industrial employees of public utilities, etc., as well as local government officers.

Table XII

Local Authority Membership and Ratio of Electors to Councillors

Authority	Total Seats	Aldermen	Councillors	Electors for Council Seats
Counties				
London	147	21	126	17,000
Middlesex	116	29	87	14,000
Essex	145	36	109	8,000*
Hertfordshire ...	88	22	66	5,000*
Kent	106	26	80	10,000*
Surrey	110	26	84	9,000*
County Boroughs				
Croydon	64	16	48	3,000
Metropolitan Boroughs				
Wandsworth ...	70	10	60	3,500
Holborn	49	7	42	400
Boroughs				
Harrow	60	15	45	2,500
Kingston-on-Thames	32	8	24	1,000
Urban District				
Hornchurch	30	—	30	2,500
Penge	18	—	18	1,000

*For whole county

Payment of members

180. It has been demonstrated in recent years that local government can make heavy demands on the time and energies of members. The Local Government Act, 1948, recognised that many people, especially those in employment, could only serve as members at a substantial financial sacrifice which they might not be able to afford. This Act introduced the idea of a "Financial Loss Allowance," payable where a member incurs a loss of salary or wages (or has to employ a substitute) in attending a meeting. Many municipal corporations have, for many years, made an allowance to the Mayor, but this is frequently considered to be partly or mainly an allowance for entertainment and for upholding the dignity of the office rather than a payment for services rendered or for loss of earnings. It is in general agreed that voluntary service on public bodies is wholly excellent, but if members are expected to spend a great deal of time on local government, membership may tend to be restricted to pensioners, married women, and others who do not have to earn their living, or to trade union officials who are paid by their unions. A council composed too largely of these elements is not necessarily the best representative assembly. Table XI gives the composition by occupation of some existing councils. It is strongly urged that to make membership of the Greater London Council open to as wide a possible range of people, councillors should be paid a salary.

181. The chairman of the Greater London Council would be in a special position. He would be elected by the Council following the triennial elections. His post should be recognised as full time and be salaried.

182. The Chairman of the Greater London Council would occupy a position of unprecedented importance in English Local Government. Such a post deserves the title of Lord Mayor of Greater London.

Membership of the Greater London Borough Councils

183. These authorities will have a wide range of duties and will need a large number of committees. A membership of about 100 will probably be needed to perform the necessary functions adequately. Local circumstances should dictate the precise number for each authority. (Table XII gives some illustrations of the membership of existing councils in Greater London.) The comments made in paragraph 178 about aldermen apply equally to the Greater London Boroughs. The present system, in the metropolitan boroughs, of elections for all councillors every three years should also be followed. Finally a salary should be paid to members.

Qualifications for membership of Greater London Boroughs

184. Although they will be considerably larger than existing second-tier authorities, many people will work in one Greater London Borough and reside in another. In order to obtain a wide choice of candidates for election, membership of a Greater London Borough should not be restricted to persons with a residential or property qualification in that particular borough, but should also be open to anyone who works in the borough and resides anywhere in Greater London.

FINANCE

185. It is assumed that the present system of Exchequer Grants and rating would continue, with necessary modifications, in any change in the structure of London Government. Paragraph 172 has already proposed that rating should remain a second-tier responsibility.

186. The Greater London Boroughs would have greater rate resources than the existing second-tier authorities. Each would have a substantial rateable value, ranging from £2½ million to £36 million. The financial strength of the authorities would be considerably greater than they are at present.

187. The new Exchequer Grant system, which came into operation on 1st April, 1959, provides for a General Grant to be paid to counties and county boroughs, to replace many percentage grants which were formerly payable. We propose that this grant should in future be paid to the Greater London Boroughs. As the Grants absorbed into the General Grant included those for Town Planning, Fire Service, and Ambulance (part of Health grant) some of the General Grant would be applicable to the Greater London Council rather than to the Greater London Boroughs, but this can be ignored for the following reasons. The bulk of the absorbed grants were those for Education and Personal Health. Town Planning, Fire and Ambulance grants were a minor part, and as the General Grant accrues in relief of rates, the effect of this change will be to increase the Greater London Council precept but to reduce the rates levied by the Greater London Boroughs. Any net result will be minimised by the equalising effects of the Rate Deficiency Grants and the London equalisation system.

188. The Rate Deficiency Grant operates throughout the country and is payable to all authorities and it could continue to apply to the proposed Greater London Boroughs. The Grants received in Greater London total nearly £3.2m. net; this figure includes the grants payable to Essex County Council which cannot be allocated to its metropolitan and extra-metropolitan parts.

189. The Specific Government Grants still in existence (including Highways and Housing Grants) should also continue unchanged.

Rate Equalisation

190. At present four methods of rate equalisation are in operation in the Royal Commission's Area :

(i) The cost of services provided by county councils is spread equally throughout the county, by means of a uniform rate in the £.

(ii) The Rate Deficiency Grant raises all authorities whose rate per head of weighted population is below the national average up to that level. It thus has an equalising effect amongst receiving authorities but no effect on the non-receivers.

(iii) The Rate Deduction Element in the General Grant. The Grant formula contains an element by which the total amount of the grant is reduced by the product of (at present) a 9d. rate. Where rateable value per head of population is high the reduction is large per head of the population, and vice versa. It thus has an equalising effect, but at present this is not substantial.

(iv) The London Equalisation Scheme operating in respect of the City and Metropolitan Boroughs.

191. In the scheme here proposed, the effect of (i) above would be slight, as the Greater London Council would have a limited range of functions. It is difficult to estimate precisely the cost of these but it is suggested that they would amount to about a 6/8 Rate, giving a total expenditure of about £60,000,000. The present gross annual expenditure of the London County Council is £116,000,000. The effect of (ii) would also be slight inasmuch as the Rate Deficiency Grant operates only to assist the poorer authorities. This effect would be supplemented to some extent by the rate deduction element mentioned in (iii).

192. In the Royal Commission's Area the rateable resources are far more unevenly distributed than anywhere else in Britain. The Report of the Committee on the Operation of the Exchequer Equalisation Grants in England and Wales (the Edwards Committee) Paragraph 100 (1), speaking of the L.C.C. area, said :

> "There is a special justification for an Equalisation Scheme in London because, unlike other counties, it consists of a single urban area with a high degree of interdependence between its parts and because there are wide variations of rateable resources in the constituent boroughs due to the concentration of particular types of rateable property in particular areas. The result of this peculiar distribution of rateable value is that in the absence of an Equalisation Scheme there would be a very wide variation in the

> rates in the pound required for borough council services. In 1951-52, for example, the true rates required would have varied from 2s. 0d. to 17s. 10d.

This statement is equally true of Greater London. A rate equalisation scheme should recognise that the parts of Greater London are interdependent, and apply the equalisation principle to all the Greater London Boroughs.

193. The present London Equalisation Scheme pools 70% of the expenditure of the Metropolitan boroughs and The City. This scheme should be extended to cover the Greater London boroughs.

Relationships between Authorities

194. The authorities proposed in this scheme are envisaged as being independent authorities, fully competent to manage their own affairs. The Greater London Boroughs would not be subservient to the Greater London Council.

A. C. DAY
R. C. ESTALL
J. E. MARTIN
G. J. PONSONBY
W. A. ROBSON
M. J. WISE
J. H. WOODS

Schedule A

Composition of Greater London Boroughs as Proposed in Part II (see maps I & II)

Scheme A

	Population 000's (1956)	Acreage 000's	Rateable Value £000's (1957)
1. **Central Area*** (See Map I) City of London City of Westminster Holborn M.B. Finsbury M.B. St. Marylebone M.B. (pt.) St. Pancras M.B. (pt.) Paddington M.B. (pt.) Chelsea M.B. (pt.) Southwark M.B. (pt.) Lambeth M.B. (pt.)	350	7	42,520

* This area also includes small parts of the metropolitan boroughs of Kensington, Shoreditch, Stepney and Bermondsey

	Population 000's (1956)	Acreage 000's	Rateable Value £000's (1957)
2. **Erith—Woolwich**			
Woolwich M.B.			
Erith M.B.			
Bexley M.B.			
Crayford M.B.			
Dartford M.B.			
Chislehurst and Sidcup U.D. (pt.)	383	33	5,957
3. **Beckenham—Orpington**			
Beckenham M.B.			
Bromley M.B.			
Penge U.D.			
Orpington U.D.			
Chislehurst and Sidcup U.D. (pt.)	293	39	4,617
4. **Croydon—Caterham**			
Croydon C.B.			
Beddington & Wallington M.B.			
Coulsdon and Purley U.D.			
Caterham and Warlingham U.D.	382	35	6,699
5. **Wimbledon—Sutton**			
Wimbledon M.B.			
Mitcham M.B.			
Carshalton U.D.			
Banstead U.D.			
Merton and Morden U.D.			
Sutton and Cheam M.B.			
Epsom and Ewell M.B.	440	38	7,708
6. **Richmond—Walton**			
Richmond M.B.			
Kingston-on-Thames M.B.			
Barnes M.B.			
Malden and Combe M.B.			
Surbiton M.B.			
Esher U.D.			
Walton and Weybridge U.D.	326	40	6,700
7. **Isleworth—Twickenham**			
Heston and Isleworth M.B.			
Twickenham M.B.			
Sunbury-on-Thames U.D.			
Feltham U.D.			
Staines U.D.			
Brentford and Chiswick M.B. (pt.)	349	34	6,313

	Population 000's (1956)	Acreage 000's	Rateable Value £000's (1957)
8. **Acton—West Drayton** Ealing M.B. Yiewsley and West Drayton U.D. Hayes and Harlington U.D. Southall M.B. Acton M.B. Brentford and Chiswick M.B. (pt.) Uxbridge M.B. (pt.)	472	31	6,446
9. **Harrow—Ruislip** Harrow M.B. Ruislip—Northwood U.D. Uxbridge M.B. (pt.)	310	24	5,459
10. **Watford—Rickmansworth** Watford M.B. Rickmansworth U.D. Chorleywood U.D. Bushey U.D. Aldenham Parish Watford Rural Parish	152	30	2,659
11. **Finchley—Potters Bar** Finchley M.B. Hendon M.B. (pt.) Barnet U.D. Friern Barnet U.D. East Barnet U.D. Potters Bar U.D. Elstree R.D.	312	35	5,774
12. **Enfield—Cheshunt** Enfield M.B. Southgate M.B. Edmonton M.B. Cheshunt U.D. Northaw Parish	309	33	5,000
13. **Tottenham—Wood Green** Wood Green M.B. Hornsey M.B. Tottenham M.B.	267	7	4,000
14. **Barking—Ilford** Ilford M.B. Dagenham M.B. Barking M.B. Chigwell U.D. (pt.)	390	22	5,474

		Population 000's (1956)	Acreage 000's	Rateable Value £000's (1957)
15.	**Walthamstow—Woodford**			
	Leyton M.B.			
	Walthamstow M.B.			
	Chingford M.B.			
	Wanstead and Woodford M.B.			
	Waltham Holy Cross U.D.			
	Chigwell U.D. (pt.)			
		375	31	5,141
16.	**The Hams***			
	West Ham C.B.			
	East Ham C.B.			
	* Including North Woolwich			
		281	8	3,669
17.	**Romford—Hornchurch**			
	Romford M.B.			
	Hornchurch U.D.			
		250	29	2,876
18.	**Wandsworth—Battersea**			
	Wandsworth M.B.			
	Battersea M.B.			
		450	11	6,642
19.	**Camberwell—Bermondsey**			
	Camberwell M.B.			
	Bermondsey M.B.			
	Lambeth M.B. (pt.)			
	Southwark M.B. (pt.)			
		505	11	8,319
20.	**Greenwich—Lewisham**			
	Greenwich M.B.			
	Deptford M.B.			
	Lewisham M.B.			
		383	12	5,220
21.	**Kensington—Hammersmith**			
	Kensington M.B.			
	Fulham M.B.			
	Hammersmith M.B.			
	Chelsea M.B. (pt.)			
		437	7	14,288
22.	**Willesden—Wembley**			
	Willesden M.B.			
	Wembley M.B.			
	Paddington M.B. (pt.)			
		343	11	6,305
23.	**St. Pancras—Hampstead***			
	Hampstead M.B.			
	St. Pancras M.B.			
	* Including small part of Finchley			

	Population 000's (1956)	Acreage 000's	Rateable Value £000's (1957)
St. Marylebone M.B.			
Paddington M.B. (pt.)			
Hendon M.B. (pt.)			
	302	7	8,147
24. **Islington—Stoke Newington***			
Islington M.B.			
Stoke Newington M.B.			
* Including small part of North Finsbury			
	279	4	3,685
25. **Hackney—Stepney**			
Hackney M.B.			
Bethnal Green M.B.			
Poplar M.B.			
Shoreditch M.B.			
Stepney M.B.			
	431	9	6,981

Schedule B

Functions of the Greater London Boroughs under Scheme A

(a) **Provision of Services**

(i) Education
- Primary and Secondary
- Youth Services
- Special Services
- School Health
- Youth Employment
- Non-Vocational Education

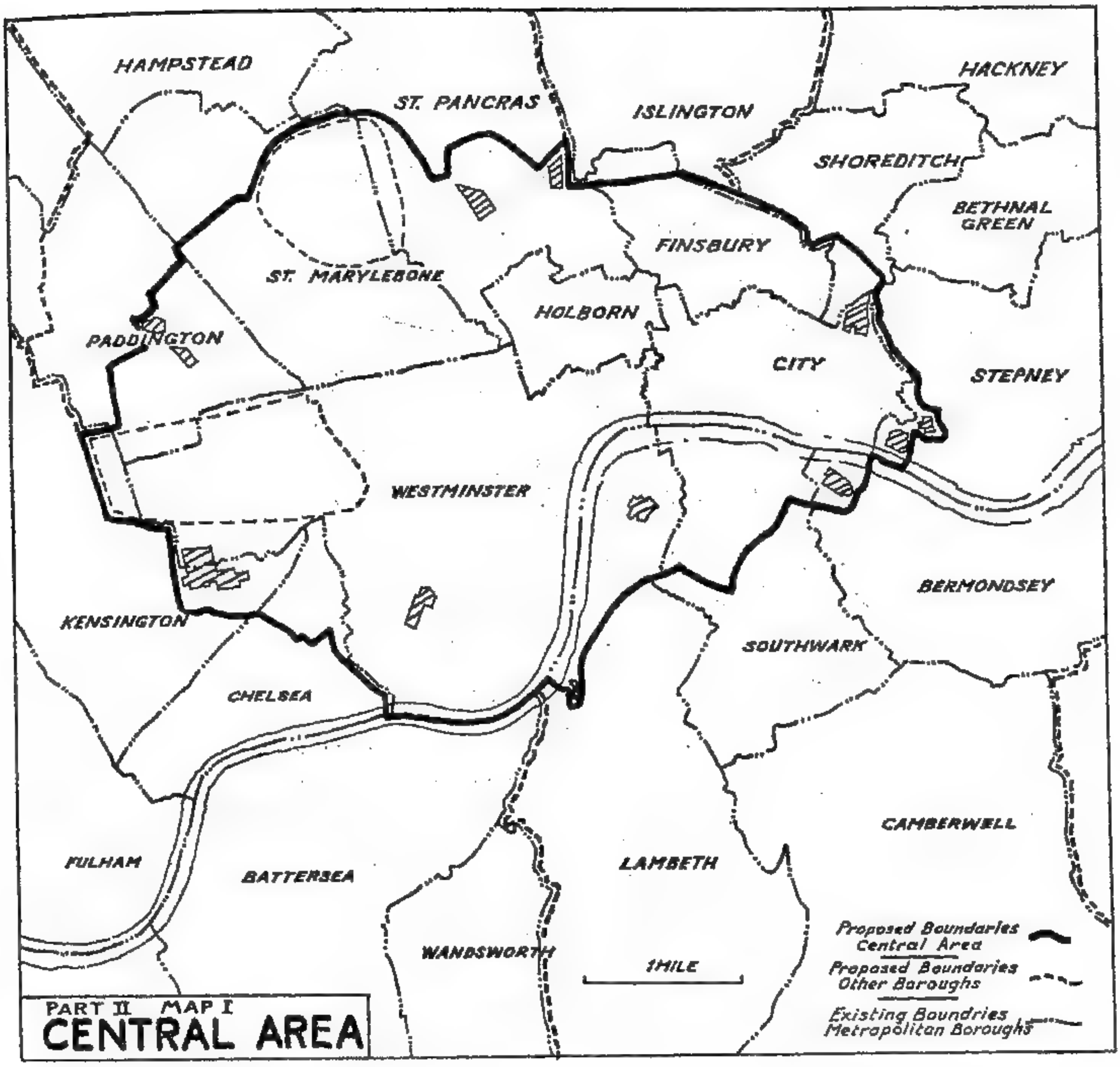
(ii) Personal Health and Welfare
- Local Health under the National Health Act, 1946 (except Ambulances)
- Welfare under National Assistance Act, 1948
- Children under Children Act, 1948
- Mental Health
- Supplementary and Ancillary Services

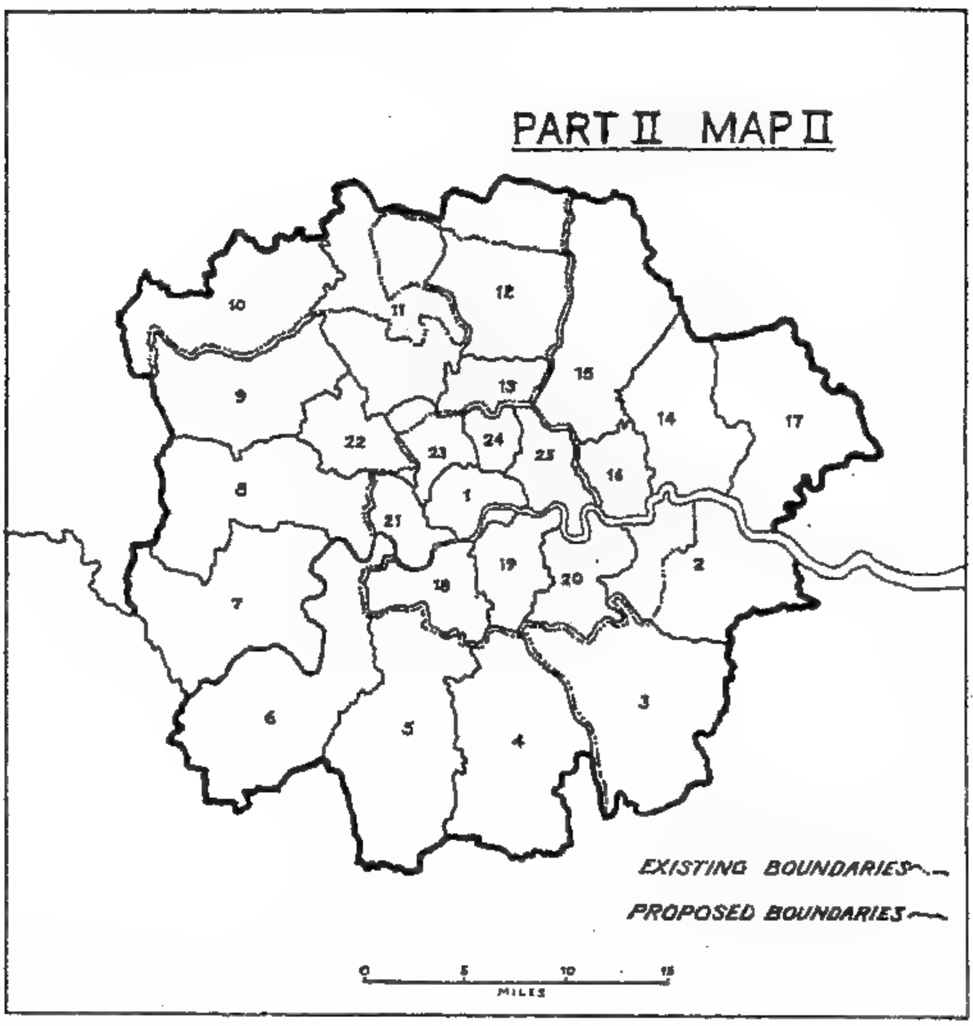
(iii) Local drainage
(iv) Refuse collection
(v) Unclassified roads and street lighting
(vi) Street cleansing of all roads
(vii) Limited planning control
(viii) Housing (concurrent power)
(ix) Open spaces (concurrent power)
(x) Car parking (concurrent power)

(xi) Baths and Wash-houses
(xii) Libraries, Art Galleries and Museums
(xiii) Entertainment and recreation (concurrent powers)
(xiv) Mortuaries
(xv) Public Conveniences
(xvi) Cemeteries and Crematoria
(xvii) Private street works
(xviii) Advances under small Dwellings Acquisition Acts and Housing Acts
(xix) Housing Improvement Grants
(xx) Citizens' Advice Bureaux and Information Centres
(xxi) Slaughterhouses
(xxii) Local land charges register
(xxiii) Pests Act
(xxiv) Allotments and smallholdings
(xxv) Registration of births, deaths and marriages
(xxvi) Markets

(b) **Inspection, licensing and regulatory**

(xxvii) Public Health
    Notification of infectious disease
    Sanitary Nuisances
    Clean Air (Enforcement)
    Overcrowding
    Food and Drugs
    Ice cream licences
(xxviii) Shops Act
(xxix) Weights and Measures
(xxx) Poison licences
(xxxi) Petrol and explosives licences
(xxxii) Game dealers' licences
(xxxiii) Tenements and lodging house licences
(xxxiv) Model and theatrical agency and masseur licences
(xxxv) Pet shop and Performing Animal licences
(xxxvi) Small lottery licences
(xxxvii) Rag and bone dealers' licences
(xxxviii) Cinema and Dance Hall


HAMPSTEAD
ST. PANCRAS
ISLINGTON
HACKNEY
SHOREDITCH
BETHNAL GREEN
FINSBURY
ST. MARYLEBONE
HOLBORN
PADDINGTON
CITY
STEPNEY
WESTMINSTER
BERMONDSEY
KENSINGTON
SOUTHWARK
CHELSEA
CAMBERWELL
FULHAM
BATTERSEA
LAMBETH
WANDSWORTH
1 MILE
Proposed Boundaries Central Area
Proposed Boundaries Other Boroughs
Existing Boundries Metropolitan Boroughs
PART II MAP I
CENTRAL AREA


PART II MAP II
10
11
12
9
13
15
14
17
22
23
24
25
16
8
1
21
2
19
18
20
7
3
6
5
4
EXISTING BOUNDARIES
PROPOSED BOUNDARIES
0
5
10
15
MILES

Index of Headings

PART III

Scheme B

	Para. Number
Introduction	201-211
Education	212-215
Personal Social Services	216
Planning Powers	217-218
Highways	219-222
Housing	223-226
Fire Services	227
Civil Defence	228
Regulative Services	229
Design of Areas	230-236
The London Counties	237-244
Urban Parishes	245-247
Central London	248-251
Distribution of Functions	252-256
Finance	257-258
Membership and Manner of Election	259-262
Payment of Members	263-265
Supplement on Personal Social Services	266-280

Index of Tables

Table No.

I (A) Central London Boroughs with a High non-resident Working Population

(B) Boroughs with Total Working Population of more than 60,000

II Composition of Metropolitan Counties—Scheme " B "

III Composition of Metropolitan Counties Alternative Arrangement

PART III

Scheme B

I. Introduction

201. We wish in this part to put forward an alternative set of proposals. Put simply the main proposal is to entrust the bulk of local government services to a small number of "most purpose" authorities. These would technically be second-tier authorities, but they would be quite unlike the kind of bodies which that term customarily designates. Each of these authorities would cover a large sector of Greater London and contain a population of at least one million. We propose to call them **London Counties.** The term county is in some respects misleading, but it best conveys the broad character and historical associations of the bodies we have in mind.

202. We accept the principle of establishing an elected council for the Greater London area but are convinced that the number of functions which need to be discharged at so elevated a level are relatively few, though important. They relate to matters for which an overall view of the growth and development of the capital is essential such as main highways and the more strategic aspects of town planning and services such as main drainage, refuse disposal and higher technological education.

203. The great bulk of local government services ought to be administered by smaller authorities than the Greater London Council. There must be a second tier of authorities capable of providing such important services as education, health, welfare, housing, the more detailed aspects of town planning, and a host of regulatory services, and at the same time facilitating healthy and vigorous local self-government. Moreover any proposed arrangement must take account of the special advantages and the special problems which are relevant to local government in the London area. In our view six or seven London counties best meet these requirements. We set out below five general reasons which have led us to this conclusion.

204. In the first place many of the services which do not need to be operated at the Greater London level do none the less require large units for really satisfactory administration. We have in mind the growing number of specialised services within the fields of health, welfare and education, and the need for their integration not only one with another in relation to particular people or families but also with the more general aspects of each particular service. We would also emphasise the special difficulties arising in a metropolitan centre : the size, the density and mobility of populations make it desirable in many cases for services to be administered on a fairly large scale. The high concentration of wealth and population does however permit the existence of large authorities able to provide the whole range of specialised services and to administer the more general local government services to a very high standard. It would indeed be a retrograde step if authorities responsible for the bulk of local government were too small to provide that range and quality of service which is possible, and which to some extent is already enjoyed, in the London area. The larger local authority capable of providing a high standard of local government services is undoubtedly much more acceptable in the London area

than might be the case elsewhere. Not many Londoners would find compensation in the thought that the small authority gave to his own particular locality a certain autonomy.

205. On the other hand a high standard of service does become unacceptable if it means a complete loss of choice and variety. For this reason it is important to avoid the concentration of services in the Greater London authority which is certain to occur if no other adequately large local authorities exist in the London area. Many Londoners are not rooted to any particular part of London and are quite willing to change their residence for the sake of greater amenities or better services. The known policies and achievements of the local authority quite often weigh in the balance when selecting a place of residence.

In our view a system of London Counties is the best way of reconciling the need for and the advantages of large units of administration with the equal need for a reasonable variety of choice over as wide a range of services as possible.

206. Secondly, our proposal would facilitate the effective integration and co-ordination of local government services. A way to meet the growing needs of specialisation in local government services and the consequent need for larger units of administration can be sought in the creation of joint authorities or by the division of functions between the top-tier (the Greater London Council) and the second-tier authorities. We are opposed to such devices, wherever they can be avoided, and they are for many purposes less necessary in Greater London than in areas of sparser population. There is moreover the problem of co-ordination with statutory authorities outside the framework of local government. Co-operation with such bodies (for example with the Regional Hospital Boards) is rendered much easier if the principle social services are concentrated at one level of local government and if the number of local authorities concerned in their administration is small. These aims can be best achieved by a system of London counties, large enough to exercise most planning powers, to assume full responsibility for the social services and to allow easy co-operation with other external authorities. It is said of course that large authorities do not avoid the need for internal co-ordination and that the problem is only transposed. However, the problem of internal co-ordination within the London counties will not be so very much greater than in the proposed London boroughs, and certainly not so great as to outweigh the advantages which spring from a concentration of responsibilities.

207. Thirdly, the London counties would be reasonably well balanced units, in a social and political sense. One of the difficulties facing local government in the London area is the existence of large areas, fairly homogeneous socially and dominated politically by a single party.

The London counties which we propose are so designed as to comprise a balance between the older and the newer, and the poorer and the richer parts of Greater London. They would be large enough and varied enough to achieve in every case a reasonable balance of political opinion and to allow an opposition to express itself with some hope of being heard. Moreover, the authorities which we propose would be well placed to tackle the special problems which arise in the London area from a general shortage of land in relation to the needs of public services and pressures for development. This point is further considered under town planning.

208. Fourthly, large authorities such as we propose should achieve an effective employment and utilisation of local government offices and staff. This point is particularly obvious where qualified staff is both scarce and specialised as is true (for example) of many welfare and educational services. In a service such as town planning, only a fairly large local authority can build up the technical staff which the application of modern planning legislation really requires. The larger authorities can also pay higher salaries to their senior officials and offer them wider responsibilities and opportunities. This is important in view of the undoubted general decline in the quality of local government staff which has been brought about by relatively low salaries and narrow differentials in the scale of pay. There is a scarcity of talent in the local government service or ready to enter it and it is more likely to be attracted by authorities such as the proposed London counties. A large authority can provide training schemes and better opportunities for promotion. This is an important consideration in view of the recommendations of the recent Younghusband Report in regard to social workers (1). The larger authority can also offer more specialised and interesting work (e.g., for housing managers, architects and town planners), and it permits the ready transfer of staff (e.g., among schools).

209. Finally, we consider that the London counties provide as good a focus for local democracy as it is possible to devise in the special circumstances of Greater London. It will no doubt be objected that a local authority containing a million people is liable to be a "remote" body. The degree of an authority's "remoteness," however, is not a simple function of its population size, but has to be related to the special circumstances of each area. In the case of Greater London, local community feeling no doubt does exist but it is amorphous and difficult to locate. The most definite local communities which can be distinguished in the London area tend to be fairly small units, which are too small in any case to serve as a basis for local government organisation. Even the present second-tier authorities consist for the most part of amalgamations of smaller (and once fairly distinct) communities or districts. On the other hand an efficient public transport system binds together quite large sectors of London and creates a relatively high degree of mobility.

210. We suggest later that an urban equivalent of Parish Councils might be created to provide a political focus for localised community feeling where it exists in the Greater London area. This arrangement apart, we do not think it practicable in the London area to base local government upon conventional conceptions of what constitutes a local community. We think that the search for such a basis is likely to distract attention from other criteria for establishing a healthy system of local democracy. We have already mentioned one such factor—the desirability of "balanced" units which must necessarily be rather large. Another possible approach is to relate the structure of local government to the pattern of social and economic mobility, and this we have attempted to do in the actual design of the London counties. Finally, the most important to our mind, is to achieve an effective concentration of responsibility, so that the general public can easily know who is responsible for providing them with services. The very size of the London counties and the wide range of their responsibilities should attract and hold public interest. There would be enough of these authorities to compete amongst each other in the quality of their services, but each would be large enough to provide services efficiently and to minimise problems of co-ordination .

---

(1) "Report of the Working Party on Social Workers in the Local Authority Health and Welfare Services," H.M.S.O. 1959

211. These are our reasons for favouring a small number of fairly large London Counties. The following paragraphs, in which we analyse more closely the needs of the particular services for which the London Counties would be wholly or mainly responsible, provide illustrations and substantiation of the above arguments.

Education

212. A small number of London Counties would best serve the educational needs of London. In the case of secondary education the existing counties, and especially the L.C.C. have been able to give parents a very wide choice of schools. There is no doubt that this is appreciated; many children travel quite long distances in order to attend a particular kind of school in preference to one nearer home. This freedom of choice can only be maintained if the authorities responsible for secondary education cover quite a large population, preferably not less than one million. Furthermore the existing schools are geared to this selective pattern of demand and considerable difficulty would be caused if they were made to serve more restricted areas.

213. Special schools for handicapped children and further education can only be provided by a large authority. These schools and colleges can and should become highly specialised and the small proportions involved in each category or on each course of study mean that each school or college must serve a very extensive area if full advantage is to be taken of special teaching skill and costly equipment. It is very important however that they should be administered in close liaison with the rest of the educational system. The proposed London Counties could undertake the whole range of teaching that has to be provided and give the best guarantee of a fully integrated educational system.

214. There is a further point relating to further education. This promises to be much more developed in the future than it is today. Since Educationalists are not agreed about the future arrangements, many of the decisions will inevitably be experimental in nature. In these circumstances responsibility for further education should be firmly anchored with a lower level authority. A small number of large London Counties is the best guarantee that responsibility for further education will not " drift upwards " to the Greater London Council.

215. The Greater London Council is however the most appropriate authority for higher technological education. The students in question are drawn from the whole Greater London area. The trained teachers are in short supply and the necessary research facilities are often very costly; a single authority can deploy these scare resources to greater effect and more economically. For these reasons higher technical education, if it is to remain a local government responsibility, is best entrusted to the proposed Greater London Council. The rest of the educational services are best concentrated in the hands of a small number of large London Counties.

The Personal Social Services
(see Supplement, page 20)

216. Since 1948 there has been rapid development in the "personal" social services, i.e., the work of general practitioners, the health visitors, probation officers, child care officers, welfare and mental welfare officers, old people's welfare committees and other statutory and voluntary services dealing directly with individuals and families. Much of this development has taken place within local government, and local authorities have power and in some cases (e.g., under the new mental health legislation) the duty to expand their services. There is need for the closest integration among all these services and the whole field—much of it experimental—requires careful but purposeful direction by the local authorities. A single authority should have the overall responsibility for all of the "personal" services that fall within the field of local government, and there are many reasons for preferring an authority the size of the proposed London counties. First, the London counties will be in a better position to co-operate with other authorities active in this field but outside the local government system—e.g., the hospital boards, the probation service, many of the voluntary welfare associations; these authorities and organisations, themselves necessarily covering quite wide areas, and largely under-staffed, would find having to deal with a larger number of local authorities a time-consuming and in some cases a frustrating business. Secondly, while the emphasis today is upon "community care" within the home and the family and on "preventive" work, nonetheless much of the work still requires specialised institutions; these could more easily be provided and utilised by a few London counties than by a larger number of competing small authorities. Finally success in this field will depend very largely upon not only the number and quality of the professional staff employed by the local authorities but also the concern and judgment shown by the councillors themselves; the larger London counties are in a position to make fuller use of what professional skill and sympathetic lay judgment is at present available.

Planning Powers

217. Some sort of two-tier administration is inevitable in the field of planning. There are a number of problems which can only be dealt with by a Greater London Council. On the other hand the Greater London Council clearly is too remote to exercise the whole range of planning powers, while a mere delegation of some aspects of development control to second-tier authorities would not in our view prove satisfactory. It is highly desirable that town planning should be integrated with other local government functions, the bulk of which will not be handled by the Greater London Authority. It is also desirable that an authority exercising planning powers should possess a fully qualified staff and should cover a wide enough area to be able to reconcile (at least partially) the intense "land use" conflicts which occur in Greater London.

218. There is no tidy distribution of powers between the two levels but we envisage that the Greater London Councils (in co-operation with Government Departments) would make the "strategic" decision relating to the development and functioning of the metropolis as a whole. It would have power to determine the main lines of through communications; the overall limits of population

and industrial development within fairly widely defined areas; and it would have powers to deal with the problem of "overspill" population. It would also have special powers in relation to the central area of London which are explained below. But within the limits of an overall outline plan, kept constantly up to date in close consultation with the planning staffs and planning committees of the London counties, all other planning powers would be left with the London counties including such matters as the fixing of residential densities, the siting of schools, and the provision of open spaces. The important tasks of comprehensive urban redevelopment would also fall within the orbit of the London Counties. Because of the mixed and balanced areas which they would cover, they would be suitable authorities to undertake this work, and this arrangement would have the important advantage that urban redevelopment could be closely integrated with the provision of schools, clinics, open spaces, etc. On the other hand, smaller authorities than we propose would find comprehensive redevelopment projects somewhat beyond their powers, while to entrust this work to the Greater London Council would mean divorcing it from related functions. The London Counties which we propose would also assume responsibility for open spaces, major and minor.

Highways

219. Highway congestion is a major problem in the area and its most serious and chronic manifestations can only be dealt with adequately by an authority which is capable of viewing the problem for London as a whole and which is ready to carry out the necessary research. The Greater London Council must have the power of determining and be given the responsibility for constructing, the main routes in and out of central London, and in and out of important centres of activities such as the Docks, as well as the bridges and tunnels over and under the Thames.

220. Much of the traffic congestion has, however, a more local origin, for example in and around major suburban shopping centres, the larger sports grounds, and more popular places of entertainment and recreation. Responsibility for deciding upon this kind of local improvement should be left to a lower tier of authorities, especially if they are also the authorities responsible for the siting of schools, of shopping centres and of places of entertainment, that is, the very places causing congestion and a high rate of accidents.

221. The responsibility for such improvements and also the very necessary parking facilities could, however, only be denied to the Greater London authority upon certain conditions. First, the alternative authority must be large enough to see and deal with each problem on the necessary scale. Secondly, such work will be expensive even when grant-aided; the local authority concerned must be able to draw upon considerable local resources. Finally, because of the expense the responsible authority must be large enough to fit such schemes into some order of priority.

222. In our opinion the London counties fulfil these conditions much better than do any larger numbers of London boroughs. Moreover, the London counties will be in a better position to employ the most expert staff including fully trained traffic engineers. Not only would they be of valuable assistance to their own employing authority, but they would also be able to co-operate fully with their professional colleagues employed by the Greater London Council and so be able to take full advantage of the research carried out by the Greater London Council into traffic flows and the overall needs of the London area.

Housing

223. The responsibility for housing may be narrowly or widely interpreted. A wide interpretation of that responsibility, i.e. a continuous policy of redevelopment in conformity with changing and improved standards, may or may not be desirable: the decision is one best left to local authorities in the light of local needs and wishes. The undertaking of such responsibilities, if it is to be really effective, requires however a large authority having within its boundaries a wide variety of property and densities; it moreover requires some discretion over the fixing of densities.

224. Unless the second tier authorities are themselves large enough to meet these conditions the Greater London Council would have to be given concurrent powers, to be used in areas where in its opinion the second tier authority was faced with tasks beyond its own resources. But this opens up the possibility of the Greater London Council becoming the dominant housing authority throughout the whole of the London area in much the same way as the L.C.C. has become the dominant housing authority in its area.

225. We prefer an arrangement which allows housing policies to be decided exclusively at a more local level. The London counties would be in a position to carry out ambitious schemes of their own involving if they so wished large scale municipalisation. Alternatively some of the counties might prefer to assist private re-development and improvement in a more systematic fashion than is done at present. There would be room for experiment and for some choice: and this seems to us to be the more acceptable arrangement.

226. The Greater London authority should however be granted powers to deal with "overspill," i.e. to arrange the transfer of population right out of the London area.

Fire Service

227. There is little dispute that, particularly in built-up areas, the Fire Service is best organised over fairly large areas but there is no pressing need to centralise the services in the hands of a Greater London Authority. The London counties should be large enough to operate fire services efficiently, and it can be expected that they would co-operate with each other as readily as do the present authorities.

Civil Defence

228. No doubt in time of war Civil Defence (and the fire service too) would become a centralised service for the whole of the London region. From this view-point the existence of a Greater London authority would be a clear advantage and we envisage that it would perform a valuable work of co-ordination and overall planning in times of peace. However, the detailed operation of Civil Defence and in particular the peace-time preparations are best undertaken at a more localised level, since it needs to be closely related to other local government activities. It is still an advantage to organise Civil Defence over fairly large areas and we understand that the government has it in mind to divide up London into sectors for the purposes of Civil Defence. For

these reasons, the London counties (which would also be organised along sector lines) would provide suitable agencies for the detailed work of Civil Defence.

Regulative Services

229. We do not propose to consider the detailed requirements of all local government services. There are a large number of local government functions concerned with regulation, licensing, and inspection, many of them in the field of public health. We believe that virtually all of these regulative services would be better administered by the London Counties than by smaller local authorities. Convenience and efficiency of administration would certainly be greater. Better results might also be anticipated in such matters as smoke abatement and the location or provision of markets and abattoirs. It is important that local machinery should exist for ventilating complaints and lodging appeals, but it is not essential for these functions to be operated at a closely localised level.

The Design of Areas

230. Having come to the conclusion that a system of London counties is the best arrangement, both structurally and functionally, we have given some thought to the determination of areas. Greater London has tended to expand outwards along the main lines of communication. Many people have moved out from congested inner areas to places further out along the same broad transport "sectors"; and there is a considerable daily influx from the outer suburbs to intermediate points along these sectors as well as to Central London itself. The extent of this movement is shown by Table I at the end of this Part. To some extent, these transport sectors correspond with the pattern of administrative counties, although the boundaries of the administrative county of London cut across the pattern of movement; for example the "East End" has well-established links with metropolitan Essex, while in many ways metropolitan Essex is itself a recognisable entity. Traditional county loyalties and such sporting activities as county cricket (at Lord's, the Oval, Blackheath, and Ilford) have emphasised this kind of pattern. To some extent, social and economic movement along these radial sectors has created distinctive sub-regions within the London area. The community of interest thus produced should not of course be over-emphasised; but we believe it to be at least as real and significant as any that might exist in a system of enlarged boroughs.

231. Looking to the future one can envisage each of the London counties establishing a really large scale civic centre with amenities comparable to those of the West End. Given the size of Greater London and the congestion of its central area this would be a most desirable development. Such centres, located at some focal point athwart the main lines of communication leading into central London (e.g. Croydon, Ealing, Ilford, New Cross, Wimbledon or Kingston) would be reasonably accessible. Because of the pattern of transport and communications in the London area these centres would be little less accessible than the civic centres of any alternative authorities. They would certainly have a greater attraction to shoppers and those seeking recreation and this is an important factor, for it is the need to make a special journey rather than distance which gives the impression of inaccessibility.

232. We may next relate this general concept of sectors to the present pattern of administrative counties. It would be possible to establish a small

number of most-purpose authorities based on the existing counties of London and Middlesex and the metropolitan parts of Essex, Kent, and Surrey. In order to reduce the drawbacks of unnecessarily large authorities, the County of London could be substantially reduced in area and Middlesex could be divided into two. The parts of Hertfordshire within the Royal Commission's area could be divided between the two Middlesex authorities. The resulting pattern of authorities is illustrated by Map II and by the following table: *

Authority	*Population (approx.)*	*Area (approx.) (acres)*	*Rateable Value (Net) (approx.)* £
London	2,333,000	44,000	81,285,000
Metropolitan Essex ...	1,272,000	89,000	17,160,000
North Middlesex ...	941,000	76,000	15,902,000
West Middlesex ...	1,690,000	130,000	29,846,000
Metropolitan Surrey ...	1,514,000	122,000	26,808,000
Metropolitan Kent ...	1,047,000	79,000	15,736,000

NOTE: The existing local authorities in each of the proposed London Counties are listed in Table III at the end of this Part.

233. It will be seen that the principal areas "deducted" from the County of London consist of a large south-east quadrant (Woolwich, Greenwich, Lewisham, and part of Camberwell), together with Wandsworth, part of Lambeth and Hammersmith. The line followed has been suggested by geographical and transport considerations, and by the desirability of strengthening Metropolitan Kent. Even so, London remains larger than is really desirable for a local authority which would have no smaller authorities, save possibly for parish councils, with it. (It would have twice the population of the largest county borough, Birmingham, though it would be no larger in area.)

234. This plan has a number of advantages. It would divide Greater London into six large authorities, each of which would satisfy fairly well the general criteria that we have suggested. It would correspond to some extent with the sector concept which we have outlined. Above all, perhaps, it would realise our general aims in a way which required the minimum of alteration in the major administrative boundaries that at present exist. In particular, the County of London would be reduced in size but it would not be abolished; and County Hall would continue as the headquarters of an authority providing many of the same functions as the L.C.C. provides today.

235. On balance, however, we consider that better results would be achieved by abolishing the present County of London and dividing its area amongst other local authorities. This approach has two advantages. First, it makes possible a more thoroughgoing application of the "sector principle," which would be achieved by projecting the adjacent "counties" of Metropolitan Kent, Metropolitan Essex, North Middlesex, etc., further inwards towards the centre of the Metropolis so as to absorb the greater part of the present County of London. This arrangement would "marry" the old, congested residential and industrial parts of inner London with the newer, suburban areas of outer London. The

---

* All figures of population and rateable value in this section refer to year 1956-57.

resulting authorities would be better-balanced in a social and political sense than would be possible under any other plan, and they would also be better equipped to tackle the special problems which arise from the concentration of obsolete property and intense urban congestion in the inner parts of London.

236. The "sector principle" could not of course be profitably extended right into the centre of the metropolis. But this necessary limitation coincides with the second advantage of this approach—namely the case for creating a new local authority which would cover only the area of Central London proper. By Central London we understand the principal business, financial, cultural, and entertainment districts, and the main transport terminals and depots. This area is of critical importance for the satisfactory functioning of London as a whole, and indeed is highly important in terms of still broader national considerations. Within this area the application of controls over the location and density of employment and the character and style of new development raise special and important issues. So do public policies and services in relation to highways, traffic control, parking, and public transport. We think that the Greater London Council, working in conjunction with Government departments, should assume the main responsibility for tackling these matters. Its task, however, would be greatly facilitated by organising Central London as a single local government unit, possessing an elected council which would co-operate with the Greater London Council over these wider issues while handling other local government services in its own right.

The London Counties

237. It is now possible to set down our proposals for the structure of local government within the Royal Commission's area. We envisage the creation of seven large "most-purpose" local authorities, which we have described collectively as the London Counties. Map I shows the areas and approximate boundaries of these seven local authorities. Their population, area, and rateable value would be roughly as follows:

Authority	*Population (approx.)*	*Area (approx.) (acres)*	*Rateable Value (Net) (approx.)* £
Central area	400,000	8,000	44,000,000
Metropolitan Essex ...	1,700,000	98,000	24,000,000
North Middlesex ...	1,400,000	85,000	26,000,000
West Middlesex ...	1,500,000	98,000	28,000,000
West Thames	1,000,000	81,000	20,500,000
Metropolitan Surrey ...	1,400,000	86,000	23,500,000
Metropolitan Kent ...	1,300,000	86,000	20,000,000

NOTE: The existing local authorities in each of the proposed London Counties are listed in Table II at the end of this Part.

238. It will be seen from the map that this design consists of six large units, shaped like sectors, surrounding a small central area. All but one of these six sector authorities consists of a part of the present County of London joined to the whole or part of the metropolitan area of some adjacent county. In calling

these authorities Metropolitan Kent, Metropolitan Surrey, etc., we are naming them after the larger portions of their respective areas and we are also in some measure following historical tradition. Our design harks back, though with some differences, to the time when no London County existed and the metropolitan area was divided between Middlesex, Surrey, Kent and Essex.

239. As already indicated, we propose two Middlesex authorities—North and West. The metropolitan parts of Hertfordshire are divided between these two authorities.

240. The one major exception which we propose to the existing pattern of the home counties is the creation of a West Thames County. This unit would comprise a part of West Middlesex and a part of Surrey together with a small portion of the present County of London. Its centre would be Kingston. One purpose of this innovation is to reduce the size of what would otherwise be the two largest counties—West Middlesex and Metropolitan Surrey. We also believe that the areas on both sides of the Thames in West London do form to some extent a recognisable entity and can be provided with a suitable centre.

241. We do not of course assert that this pattern of areas is the best that could be produced. Further research would be needed to test the suitability of the actual boundaries which we propose. But we put it forward as a possible plan which appears to satisfy reasonably well the objectives which we have in mind.

242. It will be noted that (leaving aside the central area) the six proposed counties possess populations of between 1,000,000 and 1,700,000; areas of between 81,000 and 98,000 acres; and rateable values of between £20 millions and £28 millions. In terms of size and resources they are thus a well-matched group. All of them should certainly be able to provide local government services to a high standard of efficiency; and there are enough of them to introduce the elements of variety and mutual competition which we consider important.

243. It is true that some of the counties (particularly Metropolitan Essex) are rather larger in population than we would ideally recommend, though none of course are so large as the present Counties of London or Middlesex. However, we have not been able to find any feasible method for overcoming this drawback. The creation of narrower sectors than those which we propose would produce awkwardly-shaped areas and involve greater interference with existing county boundaries; whilst any design of areas which departs from the sector principle produces less balanced units and again cuts across the existing County pattern.

244. We also concede that, while we have tried where possible to respect County boundaries and historical association, our proposals do entail a substantial political and administrative upheaval. Considerable upheaval is, however, unavoidable if a plan of local government is to be introduced which meets the special needs of London. Any plan which treats the Greater London area as a single entity is bound to involve the fragmentation of many of the home counties. That being so, we consider it worth taking the further step of dismantling the County of London if the result is a distinctly more satisfactory scheme. Our main concern upon this score is administrative. The abolition of so recent a creation as to the County of London cannot be considered a serious rupture with historical tradition.

Urban Parishes

245. Our proposals would entail the abolition of all the existing "second-tier" authorities within the Commission's area. This is undeniably a most drastic proposal. We are, however, completely convinced, for reasons given elsewhere in this Report, that most of these local authorities are not at present functioning at all satisfactorily and could not, in their present form, be made to function satisfactorily. Many of them do not correspond in any close or meaningful way with actual local communities, yet they do not possess (nor could they be suitably given) a range of functions of the kind to arouse and maintain real civic interest.

246. We are, however, reluctant to take so drastic a step without suggesting any kind of substitute for expressing the spirit of genuinely local self-government. Accordingly we propose that, within the six main London Counties, there should be created a system of urban parish councils or equivalent statutory bodies. These units would be based upon the local districts that are to be found throughout Greater London. Some of these districts centre upon what were once distinct townships or villages (Blackheath, Dulwich, High Barnet, etc.), whilst others consist essentially of suburban subdivisions. We have not attempted the elaborate task of delimiting these actual units, but we envisage that their populations might vary from 10,000 or even less to around 50,000.

247. The activities of these bodies would consist partly in the provision of local amenities and facilities (such as community halls) and partly in bringing the needs and views of their districts to the attention of larger statutory bodies. Such bodies would have very little actual authority in the administration of local government services as such, but their existence might well serve as a useful check against over-centralisation and as a forum for public service. They would help to remedy the reduction in the opportunities for part-time public service which the elimination of a high proportion of the existing local authorities would entail. In addition some of these bodies at least would possess sufficient resources to undertake rather more ambitious schemes than is possible for an ordinary parish council.

Central London

248. The Central London authority would function for most purposes in the same way as the six large County Councils which would surround it. We do not consider that the residential population of the central area should be deprived of the advantages of possessing a locally-elected council. This council would operate all those services (education, health, welfare, etc.) which primarily concern the residential population and need to be provided everywhere. On the other hand, those functions which primarily relate to the enormous influx of daily workers and visitors, and to the functioning of Central London as the cultural and governmental centre, would be reserved to the Greater London Council. The Greater London Council would possess full town planning powers in relation to Central London, although it would be required to consult with the Central London Council and might delegate control over minor matters. The Greater London Council would also assume within this area the main responsibility for highways, traffic control, and the provision of parking facilities, although the Central London Council would possess co-ordinate powers for these purposes.

249. In considering the precise area which the Central London authority should cover, we have been influenced by two considerations. First, allowance needs to be made for the possible further growth of the central area and the boundaries need to be drawn widely enough to facilitate such possible objectives as the provision of large car parks at nodal points on the edge of the central area. Secondly, it is necessary to include a large enough population to support the provision of local government services such as education, welfare, etc. It must also be remembered that the population within this area is liable to decline.

250. The actual local government unit which we propose is, in our view, the *minimum* size necessary to satisfy these desiderata. Quite possibly it ought to be larger. This unit would comprise not only the City, Westminster, Holborn and Finsbury but also part of Lambeth, Southwark, Bermondsey, Shoreditch, St. Pancras, St. Marylebone and Paddington (see Map III). The area proposed would stretch roughly from Aldgate to Kensington High Street and from Camden Town to the Elephant and Castle and cover about 8,000 acres, a little more than 1/10 of the area of the present L.C.C.. Its present resident population would be about 400,000.

251. It is possible that urban parishes might also suitably be established within the Central London area. This proposal would also entail the supersession of the City of London (along with other second-tier authorities). The title and some of the dignities of the City might, however, be transferred to the new Central London Authority.

Distribution of Functions

252. The general plan which we propose would simplify considerably the distribution of functions between different levels of local government. Its general principle is that all functions should be exercised by the seven London Counties (counting Central London as a County) except for those specifically allocated to the Greater London Council. The additional introduction of urban parishes would not pose any serious questions over functions, since their activities would be entirely voluntary and would be supplementary to the ordinary statutory work of local government.

253. The Greater London Council would discharge the following functions:

(a) Main drainage

(b) Refuse disposal

(c) Higher technological education

(d) " Overspill " housing

(e) Main highways

(f) The general or " strategic " aspects of town planning

(g) In the Central London area only; all planning powers, highways, and traffic control

(h) Co-ordination of civil defence

254. The first three of these functions do not pose any special problems of co-ordination. In the case of " overspill " housing, we do not think that the

possession of concurrent powers by the Greater London Authority and by the London Counties would create any special difficulties. We envisage that the London Counties might well be content to entrust the greater part of this task to the Greater London Council, but any County which wished to embark upon a joint scheme with some neighbouring county outside London should not be prevented. (For example, Metropolitan Kent and Kent proper might wish to agree upon a joint plan for facilitating dispersal).

255. The only real difficulties which we foresee over the distribution of functions relate to town planning and highways. In these cases we find it difficult to fit our suggested division of functions (which we have already indicated) into the existing statutory framework. Special arrangements would therefore be desirable. Perhaps the most suitable arrangement would be to give to the London Counties the normal statutory responsibilities of local planning authorities, but require them to comply with an outline plan (and general directions made under it) which would be drawn up by the Greater London authority. Responsibility for classified roads would be shared between the two levels of local government. We suggest that, if the Greater London Authority performs its task satisfactorily, there ought to be no need for any highways within its area to be designated as trunk roads. This arrangement would give the authority a much freer hand, and clearer responsibility, in relation to highway planning. Naturally it would co-operate with the Ministry of Transport over the alignment of the main routes leading out of London.

256. We would not object in principle to conferring additional functions upon the Greater London authority, but only if a strong technical case can be made out. Given the character of the London Counties, the need for transfers of authority should not often arise.

Finance

257. Under our proposals, the London Counties (including Central London) would be rating authorities. The Greater London Council would secure its rate income by precept upon the London Counties. The urban parish councils should be empowered to levy a rather higher rate than is permitted to rural parishes; even so, their requirements would be small.

258. The only financial problem is one which must arise with any scheme of local government for London—namely, how to deal with the great concentration of rateable value in the central area. The only right and proper solution, in every case, is some kind of equalisation scheme. It is possibly an advantage of our scheme that it simplifies equalisation arrangements. There would be a concentration of high rateable value within a single local government writ, and the equalisation scheme would take the form of levying a special rate upon the Central Area authority for redistribution among the surrounding six counties. We have not worked out the actual details of such an equalisation scheme, but they should not present any special difficulties.

Membership and Manner of Election

259. The proposed Greater London Authority, limited to a small number of functions would need perhaps not more than 3—4 committees. A relatively small council of about 50 members should be able to exercise adequate control.

But if the council is kept reasonably small the manner of election is of crucial importance. The electorate will be a large one (approximately 6 m.) and if the electoral system is the usual majority system based upon single member constituencies, election will inevitably depend upon party organisation, and upon the support of one or other of the two major parties. Moreover, although the work of the Council will no doubt be somewhat outside the main streams of party politics, the size of the electorate and the resultant publicity is bound to prove attractive to those embarked upon a party political career. There is a distinct danger therefore, that the life of the Council will be dominated by the proceedings of Parliament, which would be regrettable. There is little objection to party politics in local government but it must remain to some degree local party politics.

260. In this circumstance the single transferable vote exercised in multi-member constituencies would be a much sounder method of election. It keeps attention focused upon individual candidates but at the same time anyone capable of attracting a reasonable fraction of the vote will secure election. For example in a 9 member constituency it is sufficient for an individual candidate to secure just over 10% of the votes cast. The actual number of votes required will be larger than in a single member constituency but the smaller percentage is more easily attained by a candidate who is independent of a party and its organised assistance.* This manner of election is the one most likely to attract the right kind of councillor.

261. It also fits in well with a system of London Counties for the London Counties can be taken as the constituencies. Based on population representation would be of the following scale:

Metropolitan Essex	10 seats
North Middlesex	8 „
West Middlesex	9 „
West Thames	6 „
Metropolitan Surrey	8 „
Metropolitan Kent	8 „

The Central Area would, on a population basis, be entitled to only two seats, but in view of its disproportionately large rateable value it might be thought more appropriate to increase this to 5 or 6 seats. The City of London could also be given separate representation if that was thought desirable.

262. The London Counties will have a much wider range of responsibilities and will need more committees, and so a larger council. Moreover the nature of their powers, more directly and more extensively involving the person's individual welfare, require as local a contact as possible between the voter and the elected member. The council should therefore be as large as is compatible with genuine debate and discussion in both the Council Chamber and Committee and election should be in single member constituencies. A membership of 60—90 would seem most appropriate and this would give each seat an electorate of between 12,000 and 14,000. It might be possible in many cases to make the constituency coincide with the proposed urban parishes.

---

* Assuming a 50 member council and a 50% turnout and taking a 9 member constituency as an example, the comparable figures are 10% of a 550,000 vote, i.e. 55,000 votes and 50% (or at best about 40%) of a 60,000 vote, i.e. 30,000 or 24,000 votes.

Payment of Members

263. The duties of an elected member both of the Greater London Council and of the London Counties is likely to prove burdensome. The matters dealt with by the Greater London Council are such that they will require careful study and no doubt also a considerable amount of both formal and informal discussion with other authorities, not least the various government departments and the transport authorities. The London Counties councillor is likely to have a good deal of correspondence in addition to his committee work. There is, therefore, a very strong case for providing councillors with proper secretarial assistance and some payment.

264. The provision of some fixed payment is important for another reason. Employers will know just how much these councillor-employees receive for their work in the council and this will enable them to make arrangements fair to both sides.

265. In our opinion £500 a year would not be too high a payment for those elected to the Greater London Council or any of the London Councils. Those who are chairmen of committees and chairmen of their councils should receive considerably more: the work would be practically full-time and the financial compensation should not be less than that allowed to a Member of Parliament.

D. V. Donnison
P. J. O. Self
S. K. Panter-Brick
R. H. Pear
Olive Stone
Jane Henderson

Supplement to Part III

The "Personal" Social Services

266. This Supplement outlines and illustrates in more detail the arguments contained in paragraph 264 of this Part. It is based on data drawn from fields far too numerous and complex to survey here at length. The main services, dealt with are:

(a) **Local health authority services**—the health visitors, midwives, maternity and child welfare clinics, district nurses, mental health services, domestic help services, etc.

(b) **Other branches of the health service**—the general practitioners, hospitals, etc.

(c) **Local Welfare authority services**—for the disabled, old people (partly the responsibility of the District Councils), the homeless, etc.

(d) **Child care services**—casework services for deprived and neglected children, foster care, children's homes, the arrangement and supervision of adoptions ; remand homes and approved schools, etc.

(e) **Education welfare and health services**—the work of the L.E.A.'s education welfare officers and (in London County) the care committees ; child guidance clinics and school nurses.

(f) **The probation service,** attached to the courts, providing " home surroundings reports," supervision of offenders, borstal after-care, and a great deal of " voluntary " case work mainly concerned with marital and other family problems.

(g) **Voluntary and semi-voluntary services in profusion**—old people's welfare committees, W.V.S., N.S.P.C.C., Family Welfare Association, Family Service Units, Marriage Guidance Councils, Invalid Children's Aid Association, moral welfare associations, adoption societies, clubs of many kinds, and homes for children, the aged, the delinquent, etc., etc.

267. Most of the services were established in their present form only ten years ago; many then passed through a period of upheaval and confusion, and most of them are still changing fast. Moreover, their quality depends largely on the number, training and personal calibre of their staff, and the willingness of these people to collaborate with each other. Apart from the various forms of residential care (hospitals, children's homes, etc.), material aid constitutes only a small part of the help they offer; professional advice and the skilled use of personal relationships constitutes the major part. Local authority members and staff responsible for these services do not " administer " a service (as in planning, housing, main drainage)—they *are* the service.

268. There are thus some good reasons for leaving things alone as far as possible. So far as these services are concerned any radical change in local government structure is likely to cause a good deal of disruption for a time.

269. A number of inter-related developments are now taking place in these services: they may be dogmatically summarised and briefly illustrated:

(a) **The growing emphasis on the family,** rather than on the individual or on specific human needs: (e.g. the creation in 1948 of a family doctor service in place of a service for insured workers; the development of Children's Departments, originally set up to care for deprived children, now increasingly attempting to help parents look after their own children; the " Bowlby revolution " in the hospitals, etc.).

(b) **The growing attempts to provide care within the community setting,** rather than in specialised institutions, so that people may be enabled to live in, or return to, their own homes. (e.g. the enormous increase in turnover in mental hospitals and the growth of outpatient and " community care " services for the mentally ill; the growth of foster care, particularly for children; the increasing interest in " after-care " for those leaving institutions of all kinds—prisons, mental hospitals, approved schools, etc.).

(c) **The growing interest in psychology and the " human relations skills,"** and the recognition that material help, good advice and threats are not enough. (e.g. developments in the training of social workers, health visitors and others; the provision of psychiatric consultant help for workers in many services).

(d) **The closer attention being given to " difficult " cases** by all services, and the development of " preventive " work of many kinds. (e.g. Children's Departments, Health Departments and other services (statutory and voluntary) are appointing workers with special training and smaller caseloads who deal with " problem " cases of various kinds. Others are encouraging their normal staff to devote more attention to such cases).

(e) **The increasing demand for training** for those entering these services and for those already in them. (e.g. the use of psychiatric consultants within Health Departments, the development of training schemes in the F.W.A., F.S.U., and other voluntary bodies; the growth of local professional associations such as the L.C.C. Child Welfare Association; the proposals put forward in the recent Report on Social Workers in the L.A. Health and Welfare Services, etc.).

(f) **The improved status of social workers** in many of these services, and the recurring demands for further improvement. (e.g. the creation, in the Children's Departments, of a local authority service increasingly directed by trained social workers and the creation of new and more senior posts for social workers in these departments; the demands (originating largely in London) which have led to the appointment of the Morrison Committee on the probation service, etc.).

270. These developments are breaking down the old administrative divisions, blurring the distinction between institutional and domiciliary care, and bringing each service increasingly into the territory of other services. Different services find themselves using similar skills, coping with the same problems, and helping the same or similar families.

271. For social and administrative reasons these developments are bound to continue. The spread of psychological knowledge, the improvements taking place in training, the increasing status and independence of social workers and the gradual reduction in their case-loads; rising standards of living which focus attention on a "hard core" of families with intractable personal problems; the state's obligation to provide help in the last resort if things go seriously wrong (and to provide help of the most expensive kinds, in hospitals, prisons, "Part III" accommodation, etc.)—these and other factors lie behind the developments outlined.

272. It is not surprising, therefore, that a number of administrative changes are in progress or under discussion:

(a) **The attempt to promote closer co-operation.** Nearly all authorities have set up procedures of various kinds, at central and district levels, to co-ordinate the work of different services, inside and outside local government. A joint circular, issued in 1950 by the Home Office and the Ministries of Health and Education, was the starting point of much of this. No-one would claim that these procedures have been completely successful.

(b) **The attempt to produce administrative integration at various levels**—e.g. in Hertfordshire, some Children's Department staff have taken over Education welfare duties, are paid by the Education Department and work from Education Department offices. In Camberwell, staff from a voluntary agency and a hospital are working with Borough staff in Borough offices. In several places health visitors assist in general practitioners' surgeries. In health centres there are teams of workers operating from the same building, paid and appointed by the Health Department, Education Department, Medical Executive Council and Regional Hospital Board. Plans are now being made for the establishment of a family casework unit to be staffed jointly by the Family Welfare Association, Family Service Units and Invalid Children's Aid Association, with a Citizen's Advice Bureau operating from the same building.

(c) **The attempt to provide common basic training for social workers** at various levels. The University of London's professional training course for case-workers of all kinds appears to have set a pattern for similar developments in other Universities. Proposals are now being discussed for a two-year technical college training leading to a National Certificate in social work, and for a systematic in-service training for "welfare assistants."

273. These developments will and should go a lot further; people are now arguing that there should be a local authority family welfare service, and (a rather different proposal) that there should be local "social service centres" from which workers in different services would operate and to which teachers, doctors, ministers and others could refer when in need of help over individual cases.

274. The local government services listed in para. 1 must all be concentrated in the same tier. It is difficult enough for them to collaborate as it is; to do so between the levels of a two-tier system, with the inevitable implication that those in the upper tier are senior to those below, would be harder still.

275. Besides, it should be clear from this summary that changes in any one service must have repercussions on others. If the mental hospitals discharge large numbers of patients (as they may do under the New Act) someone else must provide for them. If a Welfare Department decides not to use its (permissive) powers to shelter those rendered homeless through foreseeable circumstances, the Children's Department may have to accept more children into its care. If a Children's Department makes increased efforts to keep children in their own homes, health visitors and education welfare officers will have more work to do. These repercussions will not be foreseen or effectively dealt with if the local government services concerned operate from different tiers. Surveys of old people, handicapped children, and children received into public care have all shown that troubles do not come singly, that many families need the help of several services, and that people cannot be given adequate help by specialised services operating in isolation.

276. The authority chosen for these services should correspond as nearly as possible in size and area with the units administering services outside local government, both to promote closer co-operation and to provide scope where appropriate for the eventual transfer to local government of services now administered by other bodies. Certain voluntary organisations are being gradually integrated into local government, and others will soon be ripe for this. Proposals for the establishment of health centres and for the development of community care for the mentally ill also require local authorities capable of serving wide areas.

277. The authorities to administer these services should therefore be of a size fairly similar in size and strength to the present County Councils serving Greater London. The main reasons for this choice, and for rejecting the alternative of a larger number of lower-tier authorities, are:

(a) This would be the least disruptive solution. All the local government services listed in para. 1, apart from some old people's welfare services, are already administered by the Counties.

(b) The Counties would be free to continue their varied procedures for delegating work to area committees, but such decisions could be made on their merits and would not be imposed by some tidy but possibly inappropriate over-all plan.

(c) The services of Greater London in general, and London County in particular, use a large number of facilities outside the area. Thus more than half the children in the L.C.C.'s care are placed outside the County; and the same goes for approved school children; we are told there is only one mental hospital in the County. Convalescent homes, special schools and other services show a similar pattern. If a larger number of authorities were to compete for such facilities outside Greater London, the result would be chaotic.

(d) Viewed from the point of view of central government and the voluntary services, it is possible for special schools, hospitals, approved schools and other institutions to collaborate with half a dozen authorities as they now do, but impossible for them to arrange for admission, after-care, contact with families, etc., if they have to work with some twenty-five different authorities. It must be remembered that many of these institutions are under-staffed, and the effectiveness of their collaboration with local government depends upon the personal contacts established between individual hospital superintendents, head masters, wardens, etc., and individual officers in local government. Even if some zoning system is worked out to simplify matters, it will be found that highly specialised institutions must draw on a wider catchment area. And in any case the clients and their families cannot be prevented from moving from one zone to another.

(e) The proposed London Counties would be of a size that roughly matches the areas of many other services operating within Greater London. The probation and general practitioner services are organised on a County basis; the hospital regions are organised on a very different basis, but one that more nearly matches the Counties than the proposed boroughs. The large voluntary organisations (e.g. Family Welfare Association, Jewish Board of Guardians, Invalid Children's Aid Association, London Council of Social Service, London Federation of Boys' Clubs, etc.) coincide more nearly with a County system than a borough system. The smaller organisations (individual settlements, clubs, Family Service Units, etc.), cover areas a good deal smaller than the proposed boroughs.

(f) Many of the services discussed deal with small minority groups, and some of these groups for which there is no strong public sympathy (e.g. education and housing services, backed by strong public interest). This present serious problems in local government units which do not coincide with strong local loyalties—particularly if they are areas dominated by a political party lead by people (who have themselves suffered and successfully survived hard times) committed to the belief that all social ills can be cured by improving environment. The mentally ill, the delinquent and feckless are likely to get better treatment from six County authorities than twenty-five borough authorities.

(g) The needs and resources of a large number of boroughs would vary much more widely than those of—say—six Counties. There would, therefore, be big variations in standards of service. On a nation-wide basis we accept this, feeling that it is better for—say—Warrington or Merthyr Tydfil to run their own services (provided a minimum standard is achieved) than for such towns to be swallowed up in some much larger, socially meaningless area. If Greater London has a social, economic and political unity that means far more than the local interests and loyalties of the present lowest tier authorities (or the enlarged boroughs proposed in this evidence), then big variations in standards within Greater London will not be acceptable to the electorate. For this and the other reasons already given, authorities comparable in size to a large County Borough are, in the London Area, too small to administer the normal County Borough services.

(h) If the foregoing arguments are sound, it follows that sooner or later a system based on some twenty-five boroughs would inevitably result in a transfer of powers from the lower to the higher tier. This has been the result in other two-tier systems of local government. It is unthinkable that all the services discussed here should be administered by a Greater London authority. It would be disastrous if some were, since this would divide services which should be administered at the same level. Only by creating a large most-purpose second tier of "London Counties" can an effective limit be imposed.

(i) These arguments are greatly reinforced if we look not at the present system of social services but at the system likely to develop over the next fifteen years. The recent Report on Social Workers in the Local Authority Health and Welfare Services concludes—after an exhaustive survey of its field—that the demands to be made on these services cannot be met without a greater increase in training (largely to be provided by local authorities), wholesale secondment of local authority staff for such training, recruitment of more professional staff, and provision of more senior posts and greater opportunities for promotion. It is only the large authority than can contemplate doing these things. Even today it is clear that psychiatric social workers, qualified almoners, and social science graduates are all concentrated in the larger authorities. It is also the larger authorities that are often best organised for the carrying out of their present duties—it is they, for instance, who are most likely to have specially constituted mental Health Sub-committees.

278. Finally, a note on the size of authorities appropriate for the administration of "personal" social services. Figures of the kind touched on in the preceding paragraph are often quoted to support the view that size is in itself a great advantage in the administration of these services. Beyond a certain point—a point well below the size of the "London Counties" proposed in this section of our evidence—we consider size does not constitute an advantage in itself. A list of the best housing or main drainage authorities in the country would include many of the largest, but a list of the best children's and welfare authorities would include many of moderate size. In such services the advantages of size may be outweighed by its disadvantages: a very large authority may, for instance, be so well supplied with institutions of various kinds that it makes insufficient effort to develop foster homes and community care services; or the necessity for area officers and sub-committees may result in slow and cumbrous decision-making procedures when exceptions to the rule are required in individual cases (e.g. should a 14-year-old foster child be given increased pocket money to enable him to visit his sister who is in the care of foster parents several miles away ?).

279. However, our proposals in Part III do in any case call for an increased number of health, welfare and children's authorities (and hence a reduction in their size), for even the "London Counties" scheme involves the break up of several existing counties in the Metropolitan area. The question is, how far should this increase go ?

280. Considering only the " personal " social services and the problems of administering them in Greater London, it is clear that a re-organisation which amends the present County system would be greatly preferable to one that destroys this system and substitutes a much larger number of smaller authorities.

Table I

A. CENTRAL LONDON BOROUGHS WITH A HIGH NON-RESIDENT WORKING POPULATION

		Resident	*Non-Resident*	*Total*
(1)	City of London	2,821	**335,682**	338,503
(2)	Westminster	44,355	**412,202**	456,557
(3)	St. Marylebone	24,059	**123,292**	147,351
(4)	Holborn	7,854	**96,007**	103,861
(5)	St. Pancras	39,309	**84,105**	123,414
(6)	Finsbury	9,690	**72,614**	82,304

B. BOROUGHS WITH TOTAL WORKING POPULATION OF MORE THAN 60,000

		Resident	*Non-Resident*	*Total*
(1)	Westminster	44,355	412,202	**456,557**
(2)	City of London	2,821	335,682	**338,503**
(3)	St. Marylebone	24,059	123,292	**147,351**
(4)	St. Pancras	39,309	84,105	**123,414**
(5)	Lambeth	45,267	62,619	**107,886**
(6)	Holborn	7,854	96,007	**103,861**
(7)	Wandsworth	58,397	39,841	**98,238**
(8)	Stepney	32,529	63,807	**96,336**
(9)	West Ham	47,707	47,867	**95,574**
(10)	Islington	48,469	43,514	**91,983**
(11)	Croydon	65,627	24,284	**89,911**
(12)	Willesden	46,157	41,904	**88,061**
(13)	Kensington	36,047	48,325	**84,372**
(14)	Finsbury	9,690	72,614	**82,304**
(15)	Hackney	41,444	36,974	**78,418**
(16)	Woolwich	39,826	34,213	**74,039**
(17)	Hammersmith	25,233	43,785	**69,018**
(18)	Acton	19,316	47,358	**66,674**
(19)	Southwark	19,424	46,940	**66,364**
(20)	Camberwell	35,380	26,169	**61,549**

Table II

COMPOSITION OF LONDON COUNTIES AS PROPOSED IN PART III SCHEME B (See Map I)

NOTE: All figures are approximate. Those for population refer to 1956 and those for rateable value refer to 1957.

1. **CENTRAL AREA** (see Map III)
   Comprising the whole of the **City of London,** and the metropolitan boroughs of **Holborn** and **Finsbury** and parts of the **City of Westminster, St. Marylebone, St. Pancras, Lambeth, Southwark, Kensington, Bermondsey, Shoreditch, Islington** and **Paddington.**
   Population: 400,000 **Acreage:** 8,000. **Rateable value:** £44,000,000.

2. **METROPOLITAN ESSEX**
Comprising the metropolitan boroughs of **Stepney, Shoreditch, Bethnal Green, Poplar** and **Hackney**; the county boroughs of **West Ham** and **East Ham**; and the boroughs and districts of **Barking, Chingford, Dagenham, Ilford, Leyton, Walthamstow, Romford, Wanstead and Woodford, Chigwell, Waltham Holy Cross, Hornchurch.**
Population: 1,700,000. **Acreage:** 98,000. **Rateable value:** £24,000,000.

3. **NORTH MIDDLESEX**
Comprising the metropolitan boroughs of **Hampstead, Stoke Newington, Islington** and parts of **St. Marylebone** and **St. Pancras**; the boroughs and districts of **Tottenham, Hornsey, Wood Green, Edmonton, Southgate, Enfield, Finchley, Friern Barnet, Hendon** (in Middlesex), **Barnet, East Barnet, Potters Bar, Cheshunt, Elstree,** and the parish of **Northaw** (in Hertfordshire).
Population: 1,400,000. **Acreage:** 85,000. **Rateable value:** £26,000,000.

4. **WEST MIDDLESEX**
Comprising parts of the metropolitan boroughs of **Paddington, Kensington,** and **Hammersmith**; and the boroughs and districts of **Acton, Ealing, Southall, Hayes** and **Harlington, Yiewsley** and **West Drayton, Uxbridge, Ruislip-Northwood, Harrow, Wembley, Willesden** (in Middlesex); **Rickmansworth, Chorleywood, Bushey, Watford** and the parishes of **Aldenham** and **Watford Rural** (in Hertfordshire).
Population: 1,500,000. **Acreage:** 98,000. **Rateable value:** £28,000,000.

5. **WEST THAMES**
Comprising the metropolitan boroughs of **Chelsea** and **Fulham** and parts of the **City of Westminster, Kensington, Hammersmith,** and **Wandsworth**; and the boroughs and districts of **Barnes, Richmond, Kingston, Malden** and **Combe, Surbiton, Esher,** and **Walton and Weybridge** (in Surrey) and **Brentford and Chiswick, Heston and Isleworth, Feltham, Staines, Sunbury-on-Thames,** and **Twickenham** (in Middlesex).
Population: 1,000,000. **Acreage:** 81,000. **Rateable value:** £20,500,000.

6. **METROPOLITAN SURREY**
Comprising the metropolitan borough of **Battersea** and parts of **Wandsworth** and **Lambeth**; and the boroughs and districts of **Wimbledon, Merton** and **Morden, Mitcham, Sutton and Cheam, Epsom and Ewell, Banstead, Carshalton, Beddington** and **Wallington, Coulsdon** and **Purley, Caterham and Warlingham** (in Surrey) and the County Borough of **Croydon.**
Population: 1,400,000. **Acreage:** 86,000. **Rateable value:** £23,500,000

7. **METROPOLITAN KENT**
The metropolitan boroughs of **Camberwell, Deptford, Lewisham, Greenwich** and **Woolwich,** and parts of **Southwark** and **Bermondsey**; and the boroughs and districts of **Penge, Beckenham, Bromley, Orpington, Chislehurst and Sidcup, Bexley, Erith, Crayford** and **Dartford.**
Population: 1,300,000. **Acreage:** 86,000. **Rateable value:** £20,000,000.

Table III

COMPOSITION OF LONDON COUNTIES AS PROPOSED IN PART III SCHEME B—ALTERNATIVE ARRANGEMENT—(See Map II)

NOTE: All figures are approximate. Those for population refer to 1956 and those for rateable value refer to 1957.

1. **LONDON**
Comprising the Cities of **London** and **Westminster** and the metropolitan boroughs of **Chelsea, Fulham, Kensington, Paddington, St. Marylebone, Hampstead, St. Pancras, Islington, Stoke Newington, Hackney, Poplar, Stepney, Bethnal Green, Shoreditch, Finsbury, Holborn, Southwark, Bermondsey, Deptford,** and **part of Camberwell, Lambeth, Battersea, Wandsworth**; and part of the borough of **Willesden** (in Middlesex).
Population: 2,300,000; **Acreage:** 44,000; **Rateable Value:** £81,300,000.

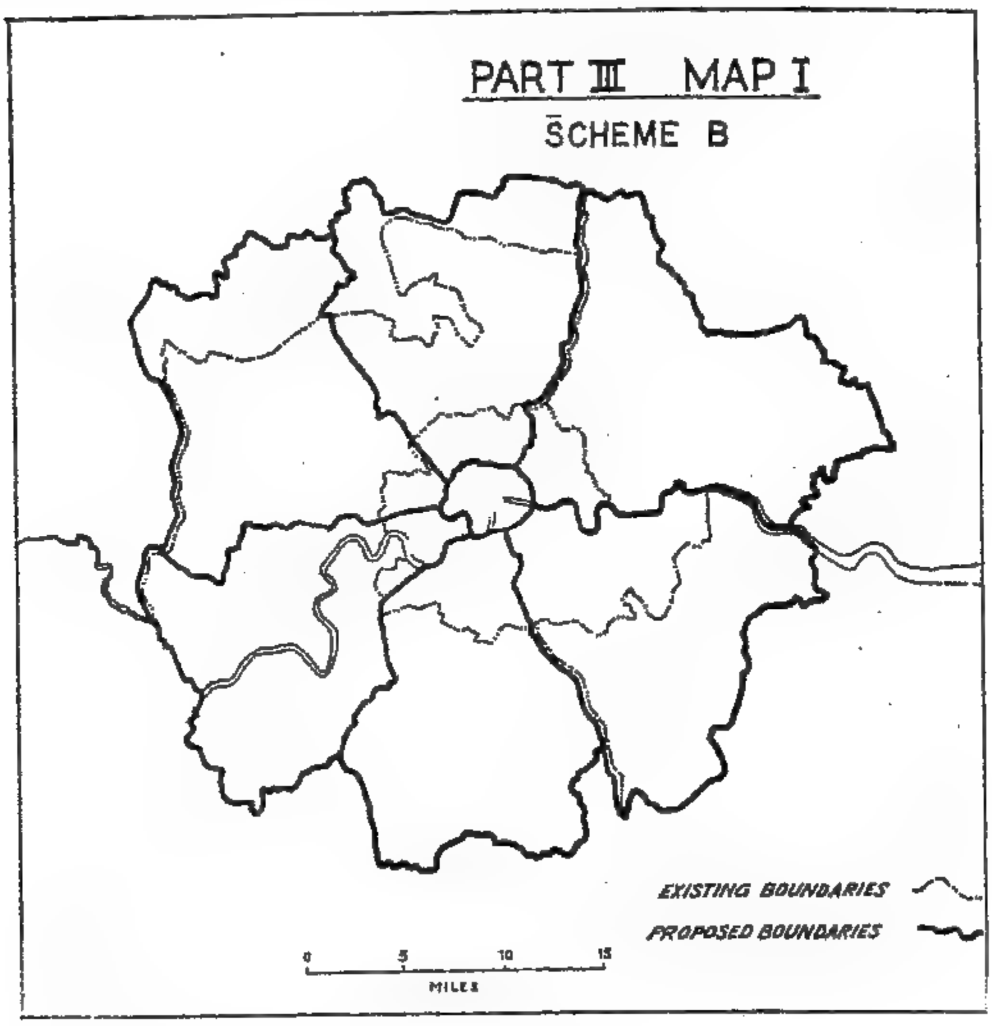
2. **METROPOLITAN ESSEX**
Comprising the county boroughs of **West Ham** and **East Ham,** the boroughs and districts of **Barking, Dagenham, Hornchurch, Romford, Ilford, Chigwell, Wanstead and Woodford, Leyton, Walthamstow, Chingford, Waltham Holy Cross.**
Population: 1,300,000; **Acreage:** 89,554; **Rateable Value:** £17,000,000.

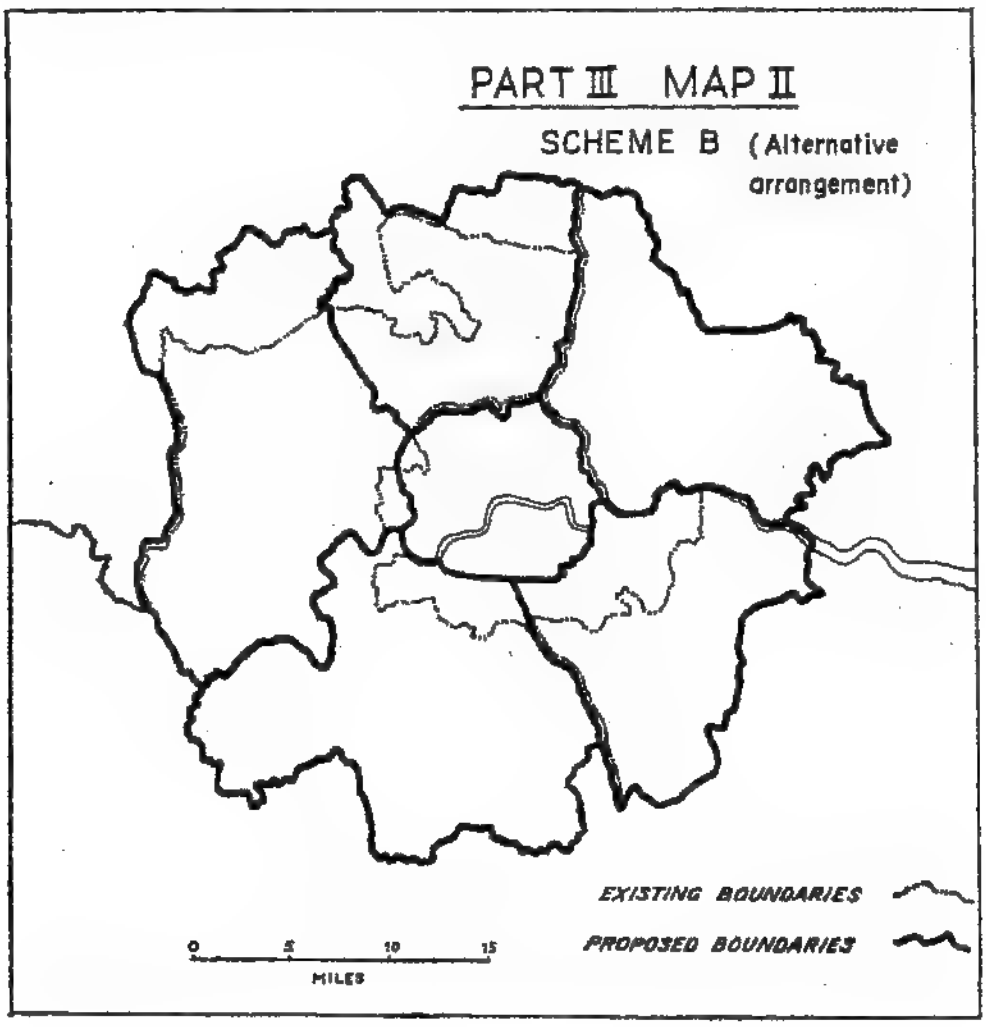
3. **NORTH MIDDLESEX**
Comprising the boroughs and districts of **Tottenham, Edmonton, Enfield, Potters Bar, Friern Barnet, Southgate, Wood Green, Hornsey, Finchley, Hendon** (in Middlesex). **Cheshunt, East Barnet, Barnet, Elstree** and the parish of **Northaw** (in Hertfordshire).
Population: 940,000; **Acreage:** 75,927; **Rateable Value:** £16,000,000.

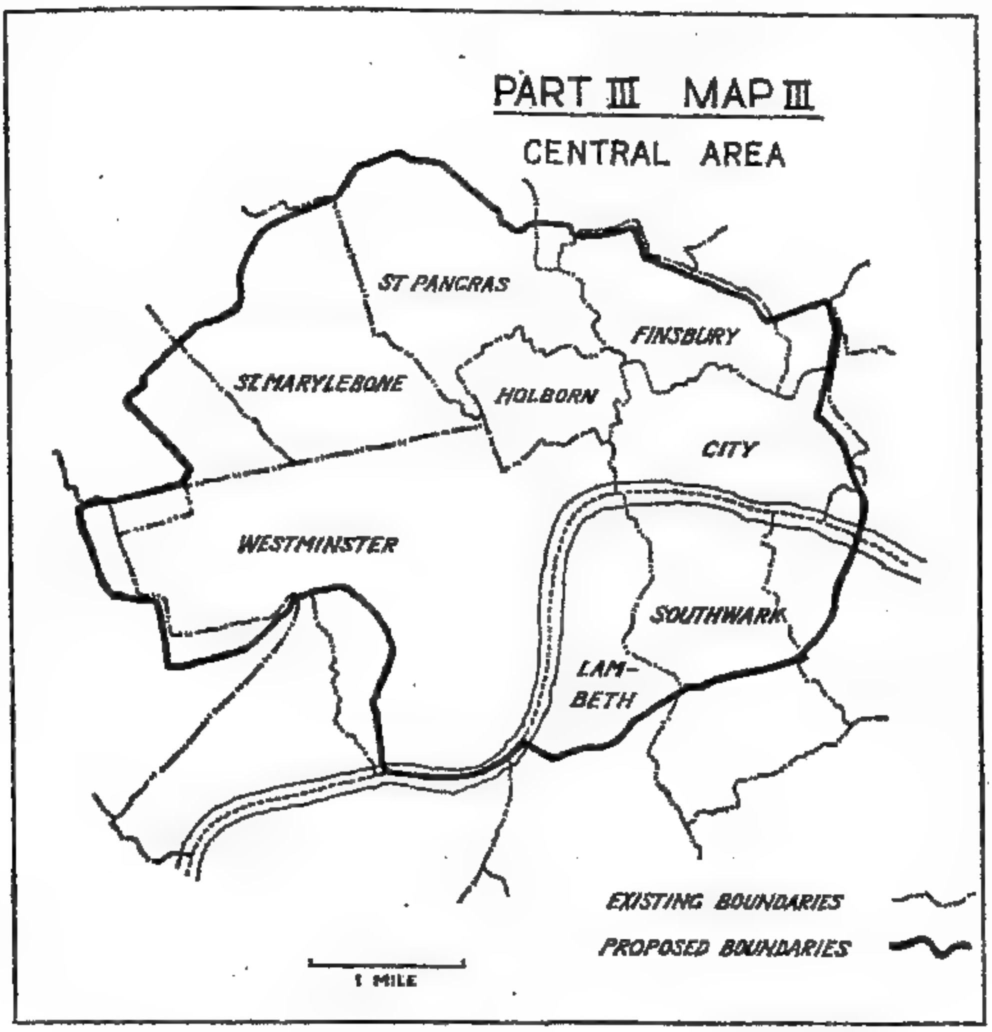
4. **WEST MIDDLESEX**
Comprising the metropolitan borough of **Hammersmith** and the boroughs and districts of **Sunbury-on-Thames, Twickenham, Feltham, Staines, Yiewsley and W. Drayton, Heston and Isleworth, Hayes and Harlington, Southall, Ealing, Brentford and Chiswick, Acton, Ruislip-Northwood, Uxbridge, part of Willesden, Wembley, Harrow** (in Middlesex). **Bushey, Watford, Chorleywood, Rickmansworth,** and the parishes of **Watford Rural** and **Alderham** (in Hertfordshire).
Population: 1,700,000; **Acreage:** 130,000; **Rateable Value:** £30,000,000.

5. **METROPOLITAN SURREY**
Comprising part of the metropolitan boroughs of **Wandsworth** and **Battersea** and **Lambeth** and the boroughs and districts of **Barnes, Richmond, Kingston-on-Thames, Malden and Coombe, Surbiton, Esher, Walton and Weybridge, Epsom and Ewell, Barnstead, Sutton** and **Cheam, Merton** and **Morden, Wimbledon, Mitcham, Carshalton, Beddington and Wallington, Coulsdon and Purley, Caterham and Warlingham,** and the county borough of **Croydon.**
Population: 1,500,000; **Acreage:** 122,000; **Rateable value:** £26,800,000.

6. **METROPOLITAN KENT**
Comprising the metropolitan boroughs of **Greenwich, Lewisham** and **Woolwich** and part of **Camberwell**; and the boroughs and districts of **Penge, Beckenham, Bromley, Orpington, Chislehurst and Sidcup, Bexley, Erith, Crayford, Dartford.**
Population: 1,000,000; **Acreage:** 79,000; **Rateable value:** £15,700,000.


PART III MAP I
SCHEME B
EXISTING BOUNDARIES
PROPOSED BOUNDARIES
0
5
10
15
MILES


PART III MAP II
SCHEME B (Alternative arrangement)
EXISTING BOUNDARIES
PROPOSED BOUNDARIES
0
5
10
15
MILES


PART III MAP III
CENTRAL AREA
ST PANCRAS
FINSBURY
ST MARYLEBONE
HOLBORN
CITY
WESTMINSTER
SOUTHWARK
LAM-BETH
EXISTING BOUNDARIES
PROPOSED BOUNDARIES
1 MILE

APPENDICES

The following papers are intended to support the Memorandum of Evidence submitted by the Group with detail which would be out of place in the main document. They are not intended to be comprehensive of their particular topics but rather to be illustrative of certain aspects relevant to the present enquiry.

October, 1959

Contents

A. GREATER LONDON AND ITS REGION
- I Population
- II The Direction of Present Trends

B. REPRESENTATION
- I Political Structure—Descriptive
- II Political Structure—Defects

C. TOWN PLANNING AND HOUSING
- I Town Planning
- II The Planning of Industrial Location
- III Housing

D. COMMUNICATIONS
- I Highways
- II Traffic and Public Transport

E. EDUCATION
- I Primary and Secondary Education
- II Further Education

F. OTHER FUNCTIONS
- I Refuse Disposal
- II Main Drainage

G. ADMINISTRATION
- I Finance
- II Delegation

NOTE: The appropriate letter and appendix number will be found at the top right hand corner of each page.

A. Greater London and its Region

I. POPULATION

1. The population of England and Wales is largely urban in character. Nearly 60% of the population live in urban centres larger than 50,000 inhabitants, and over 50% live in centres larger than 100,000. Even more to the point, nearly 40% live within the six major conurbations.* If therefore, there is a typical "way of life" it is urban, and the most characteristic form which this urban life takes is that of the conurbations.

---

* The Registrar-General's Conurbations have the following populations (1956):

Tyneside	842,000	West Yorkshire	1,683,000
S.E. Lancashire	2,412,000	Merseyside	1,387,000
West Midlands	2,268,000	Greater London	8,270,000

2. Most of the conurbations have not merely encroached upon their rural surroundings, but have also, in growing, overtaken smaller communities and engulfed them. The individual identity of these smaller districts largely disappeared as they ceased to be physically separate ; their functions have often changed and have characteristically become subordinate to the needs of the larger entity. Yet nowhere in the large urban areas have the dynamic changes which have taken place been matched by commensurate changes in their local administration.

3. The conurbations preserve a curious structure of government applicable not to the present but only to earlier conditions, so that paradoxically, the largest and the most important of the urban communities in which such a considerable proportion of the population live, are not recognised in terms of metropolitan government. Not only are there to be found within them a number of independent " town " councils, but at the extreme there are considerable " wedges " subject to a form of county government exercised from a distance, and designed to meet the needs of an earlier rural, rather than of the present urban population.

The Exclusiveness of Districts

4. The fragmentation of the sense of community which follows is particularly serious. Were the separate municipal authorities today each representative of a " township " of citizens, self-sufficient and complete in itself and with a balanced population as exists in many provincial cities, there might well be a case for continuing the existence of the present collection of diverse authorities. Notwithstanding the technical advantages in administering many services over the metropolis as a single unit, there might be some advantage even in reconstituting the local authorities to give each conurbation a number of independent " county boroughs." But the population is not distributed in anything resembling normal town communities. Districts which formerly were of separate purpose and identity, now form areas of highly specialised function, according to the needs of the conurbation as a whole.

5. There are, for example, those districts which are almost exclusively residential, those devoted largely to manufacturing industry, and, most typically in conurbations, what have been termed the " central business districts." It is noteworthy that even within these examples, geographical specialisation reaches a stage yet more refined: Within commercial districts there are recognisable quarters of particular interests: elsewhere there are equally well defined enclaves of light industries and again of heavy and special manufactures ; even residential districts are commonly distinguishable one from another in terms of social standing. Few of the existing district authorities are large enough to contain a selection of such areas of specialisation sufficient to form a balanced community in the accepted sense of the term. Indeed, even the county " wedges " are so constructed and they fail to combine the diverse interests in the way possible for a single metropolitan authority.

6. The existence of such districts of specialisation of function has serious repercussions politically. It is essentially the geographical distribution of the population in this way which gives rise not only to Councils which over the long period have "permanent " majorities of one or other of the political parties, but in some cases to Councils in which there is virtually no opposition. It might be argued that where this is the case, the consequently submerged minorities, which in total are not inconsiderable in number, are in effect disenfranchised.

Greater London

7. Greater London shares many of the features of the other conurbations, particularly in the way in which its pattern of government fails to recognise the interdependence of its parts. Yet there are certain differences. As a capital, London has characteristics which are not found elsewhere—and there are detailed in the main body of the evidence of the Group. Again, London differs in the way it has developed. To a greater extent than elsewhere, London's growth has been less a matter of overtaking existing and substantial centres of population, and more one of expanding outwards from a central nucleus, absorbing the most part only fairly small communities which even in their earlier phases were dependent on the capital. The central districts are, as a result, much more significant than is usual in other conurbations—a matter of particular consequence in the daily movement of population to work. Perhaps most important in a study of population, Greater London differs from the remaining metropolitan areas of the country by its size. It is not only larger in population than any single county, but it is larger in area than most.*

8. The growth of large cities has in every age been the cause of great concern, and dire consequences have been forecast should they be allowed to grow further. It is said that Queen Elizabeth was alarmed when the population of London reached 120,000. It is interesting to speculate on what might have been the effect on the well-being of the nation had stringent action been taken sufficient to prevent the capital's further growth. In fact it resulted from dynamic forces which, for the most part, pressed beyond the powers of contemporary action to check.

London County—Growth and Decline

9. The way in which growth has taken place in more recent times is of significance in attempting to assess what form the conurbation might take in the immediate future. In 1801 when the first national census was taken the population of London was approaching one million (959,000). The whole of the remainder of what is now Greater London brought the total to no more than 1,100,000. Growth quickened, reaching its highest rate in the decade preceding 1881, when it rose by over half a million in ten years. A total for the county of 4½m. was reached at the beginning of the century, but where as from that time the population of Greater London grew ever more rapidly, that of London County began to decline. The fall in numbers was at first small, and the total only 140,000 less by the census of 1931, but from that date onwards the process quickened and in the years to the beginning of the second world war the total fall exceeded 334,000. In long term, the decline has continued to the present day, the county's population now numbering 3¼m. and from having the major proportion of Greater London's inhabitants within its limits, the L.C.C. area now has a minority of Londoners.

Middlesex

10. Middlesex developed as an area related to London. Indeed historically, with the City, Middlesex substantially could be identified with the Metropolis. The function even of the County's rural areas was to feed the capital, prosperity being dependent upon the size of the London market and its proximity. Unlike

---

* Out of 62 administrative counties in England and Wales, 37 are smaller in area than Greater London.

other counties, no independent county town was necessary as a focus of local interests, for these were essentially turned towards London, and in fact none developed. Nor did any other settlements comparable with provincial town elsewhere result. Those that grew up were mainly market towns, collecting produce for London, and located largely according to contemporary communications by river, road and canal. Communications were essentially radial to London and the market towns were larger or smaller according to their importance as route centres—Uxbridge and Brentford were two diverse examples.

11. Improvements in means of transport to work, mainly during the second half of the nineteenth century, introduced a new function for the present county of Middlesex. This second period of development saw the increasing use of land for housing London's working population rather than for feeding it. The permissive factor initially was the construction of suburban railways such as that which, beginning in 1839 (Greater Eastern) brought first Tottenham, then Edmonton and finally Enfield into close contact with London as a centre of employment, and as a result they developed as working class residential areas. Further railway construction multiplied these linear patterns of settlement radiating outwards from London (e.g. towards Twickenham.* Their growth was accompanied by similar development of districts of the "inner belt" such as Acton, Willesden, and in due course Ealing and Hornsey immediately adjacent to London County. In these cases tramways and buses were of particular significance enabling residents to reach their places of work in London cheaply and quickly.

12. A third phase can be recognised, chronologically overlapping with the second. It was the outcome of the development of industry in Middlesex, particularly after 1919, and a new role was added to the earlier development of Middlesex as a county for housing London's population. The county became a centre of typically modern industries, located with regard for road and rail communications in such districts as Hayes and in trading estates such as Park Royal. For those residing in the county, the attraction of local employment was added to the ability to commute quickly to London. These two factors combined to double the county's population, which reached almost two millions shortly before 1939. Yet even this new role of Middlesex as an industrial county, was not one which could be isolated from Greater London and the attractions which it offered as a market for the manufacturers produced.

The Remaining Counties

13. While the counties of Kent, Essex and Surrey showed their own local characteristics, they displayed in common with Middlesex a characteristic spread of population outwards from the metropolis and the dependence of that population largely on employment in London. With varying effect from county to county, there was a familiar feature of a vast expansion of population, associated with the ability to travel daily to central London. Essex, while sharing these characteristics, was unusual in that in East and West Ham there were docks, and in the River Lea a navigable waterway leading from the lower Thames. These factors together gave an unusual concentration of industry and particularly heavy industry, with a correspondingly dense population. As a consequence,

---

* Others might be added such as the London-Windsor (L.S.W.R. 1848); King's Cross-Potters Bar (G.N. 1850); the District and Metropolitan extensions of 1879, etc. Each was followed by suburban housing development.

there still is a larger measure of local industrial employment than is to be found in either Kent or Surrey, and this has had a profound effect on the social structure of the county.

14. Hertfordshire, separated from inner London by the county of Middlesex, felt the impact of the metropolis later, and it was not until after 1931 that development of its southern fringe really began. Here again, communications played a vital part—e.g. the opening of the Picadilly Line to Cockfosters in 1933 was a typical factor, enabling population in the East Barnet area to be raised by over 14,000 (some 75%) in the five years to 1938. Watford was something of an exception, since it was itself a centre of employment expanding in its own right from the beginning of the century and immediately after the first world war.

Recent Trends

15. It is noteworthy that the share of a recognisably metropolitan population which these four counties held in 1888 when their present limits were drawn was negligible, and that almost all of their metropolitan growth has been subsequent to that time. Metropolitan growth has been rapid and recent. Beyond London County, more than a million and a half people were added to Greater London between 1891 and 1921, and during a similar period of thirty years from 1921 to 1951 a further two million were added to the total.

16. The more recent changes are best illustrated in their incidence by reference to specific districts, for some of which the rate of growth was phenomenal. Ruislip-Northwood more than quadrupled in population between 1931 and 1951. Chigwell in Essex, and Chislehurst-Sidcup in Kent more than tripled the number of their inhabitants in the same period, and it was not uncommon for districts at the outer fringe to have doubled their population between these two dates !

17. Certain districts lost population on a similarly large scale. The chief were in London County where in the East End and the City loses were more than 50% in the same inter-censal period, while the county as a whole had an overall loss of 24%. Districts adjoining the county showed similar trends, those losing most being on the east and north-east where population was most dense. Expressed as percentages and extended in period to 1957:

	Decline in population 1931-57
West Ham	—44%
Tottenham	—25%
East Ham	—21%
Leyton	—30%

---

* The following districts of greatest rate expension are in Middlesex, Essex, Kent and Surrey. They are all of course to be found towards the outer edge of the conurbation :

	%		%
Ruislip-Northwood	326	Romford	139
Chigwell	217	Harrow	127
Chislehurst and Sidcup ...	209	Carshalton	120
Bexley	172	Surbiton	101
Hornchurch	164	Wembley	100
Orpington	145		

Changes in each case are for the twenty years 1931-1951. But for the war years the rates of expansion might well have been even more rapid.

18. Although only the two extremes of districts with unusually large population changes have been taken, the movement outwards from the centre is of course far more general and not merely confined to the particular districts selected. Further, it has covered a larger period than the specific years selected show, and in some of the innermost districts the exodus towards the suburbs has been under way for the whole of this century.†

19. It is significant for present purposes that the growth of population of the " new " districts of the fringe such as Ruislip or Chigwell is not indigenous to those districts, but is made up of Londoners from elsewhere within the conurbation. Insofar as a district consists of its people rather than an area defined on a map or an administrative entity existing apart, for many of the existing local government units the claims of long tradition are not convincing. Perhaps to a greater exent overall than ever before the demographic composition of a large number of districts is of very recent formation. It is apparent that expansion and contraction are not isolated phenomena of particular districts or even of particular counties, but rather are they to be seen more properly as movements concerning the whole metropolis, with consequences for the metropolis as a whole.

The Present Pattern

20. This view is endorsed by consideration of the distribution of population densities, in terms of which present boundaries have little significance. Speaking generally, and treating the City as a special case, there is an inner core of districts definable in having a density of more than fifty persons per acre. This inner core stretches from West Ham to Kensington, and from South Hackney to North Lambeth, and contains a total of one and a third million persons. A definition of twenty persons per acre shows an extension of this area into all counties adjacent to the London administrative county, and provides a zone stretching from Friern Barnet to Croydon. Taking the whole of Greater London, the average density is some sixteen persons per acre, and while the average figure does not reveal the full extent of the extremes between, on the one hand, the seven per acre of the City or eight per acre of Epsom and Ewell and, on the other the eighty-eight per acre in Paddington and the seventy-eight of Southwark, there is a marked contrast between the densities of the metropolis and those of the region beyond. The proposed extension of the Green Belt emphasises this differentiation.

21. By virtue of the Green Belt, and as a result of planning by local authorities, Greater London is within sight of ilmitation of the spread of its population in terms of conurban densities for the first time. Unlike earlier attempts to contain London's population, there is today the intention to restrict densities within the metropolis, and also the power to enforce the intention. It is true that an overspill problem remains, and it must be recognised that London will probably have an increasing influence on the surrounding region, but there is every reason to accept the present limits of Greater London as providing more than ever before, a satisfactory unit for planning an appropriate structure of local government.

Summary

This brief paper on population in Greater London suggests the following conclusions relative to the present enquiry:

---

† In Stepney, for example, maximum population was reached even before the turn of the 19th century.

(i) The usual way of life in this country is urban, and most people live in fairly large urban communities. In Greater London the metropolitan community of interests is not reflected in its local government. The existing structure of local government has little justification on grounds of population and its distribution.

(ii) The growth of Middlesex and the metropolitan parts of the counties of Essex, Kent and Surrey and Hertfordshire is in no sense indigenous to the counties in question, and in the districts particularly of the outer fringe few can claim to have a " balanced " community such as would justify their separate existence apart from the metropolis as a whole. All are essentially interdependent.

(iii) For the first time in its history—at least since it grew beyond the City's walls—Greater London has been provided with a limitation of its spread in the Green Belt. The present is more opportune for giving to London a suitable government based upon a stable metropolitan area than has been any previous occasion.

II—THE DIRECTION OF PRESENT TRENDS

In bringing into question the present structure of local government, it is pertinent to consider how far it is suitable not only for Greater London today, but also for the form which the Metropolis might be expected to take in the future. Detailed assessment of the future is not a matter for dogmatic assertion, but it may be helpful to attempt to outline the direction which trends are taking, particularly as far as the distribution of population and industry are concerned. Some tentative conclusions are drawn relative to the present enquiry.

Greater London—I. Population

1. The previous paper was concerned to show the way in which Greater London developed, extending its urban densities of population into adjacent counties and at the same time reducing the densities of its more grossly crowded inner districts. The outward moving wave of population affected particular districts at particular times, and successively, each reached its peak numbers according to its position relative to the centre of the conurbation, and then declined. Natural increase and immigration, however, were such as to enable the total population to continue to grow up to 1939. At that date, Greater London had more than 9m. inhabitants.

2. After the war, local planning authorities in drawing up their development Plans forecast the changes in population and its distribution which were expected to take place within the following two decades. The area under review by the Royal Commission was estimated—within the limits of information then available—as likely to have eight and three-quarter million resident inhabitants by 1971. This estimated total would have represented an increase of 27,000 (net) over that for 1951.

3. In fact it soon became apparent that changes were taking place more rapidly than had been expected. Not only was the pre-war total not again attained, but after a period of increase following the loss of population during the war years, numbers began to decline. The loss has been considerable.

4. Perhaps even more important is the new direction given to the trend of population. It has been remarkably uniform over most of the area. With the exception of the periphery, every district in the main built-up area had a smaller population in 1958 than in 1951. From Harrow in the north to Croydon in the south, from Dagenham in the east to Heston in the west, the absolute decrease in population is unbroken.* As in the earlier growth of the conurbation the changes are essentially metropolitan, related not to individual districts or even to counties, but to the whole.

5. It would be a mistake to interpret this trend as necessarily presaging an equivalent decline in the influence and prosperity of Greater London as such, any more than decline in numbers over the past half century has given any such result in the administrative county. What at first sight appears to be an exodus to seek amenities of living not to be found within Greater London, might equally be interpreted as one manifestation of the increasing competition in land use, and this is certainly so in central districts. Open space, broader highways, car parks, schools, will all patently absorb much more additional land; commerce is similarly expanding and entering what is comparatively new territory, for example, on the south bank of the Thames. In the same central area it has been suggested that even residential densities might with advantage be increased.†

6. Without attempting to assess the extent to which these municipal, commercial and residential developments will be individually possible, there is sufficient evidence of land-use competition to support the continuing importance of the central districts. It is well possible, and perhaps even probable, that the increasing competition for sites will result in expansion of what is at present generally regarded as London's central area.

7. Nevertheless, while this can be said about the innermost districts, figures for Greater London show evidence of a declining population. Are there limits beyond which numbers within the present built-up area as a whole are unlikely to fall? There would seem to be historical evidence that the fall can be very considerable. Stepney, for example, fell from 300,000 to less than 98,000 (1958) and even since 1939 numbers have fallen from 196,600. Certain limiting factors suggest themselves, however, in the present phase. The outward movement is associated in part with the desire for house-ownership and for greater residential living space; yet on the other hand there appears to be no lack of persons wishing to occupy flats in more central localities, and social desires in accommodation may well be modified in favour of this way of living. Again, while all conurban districts seem to be following the established pattern of increases followed by decline, there would seem to be no obvious reason why this should necessarily proceed at the rate at which the inner London districts have emptied themselves or indeed to the same extent. Contemporary conditions in the outer suburbs are clearly very different from those of say, Bethnal Green earlier in the century. Secondly, notwithstanding possible improvements in public transport facilities,

---

* A. G. Powell (Senior Research Officer, Ministry of Housing and Local Government) in a paper delivered to the British Association in 1959 entitled "The Recent Development of Greater London." The net loss is given as 245,000.

† J. Westergaard—"Journeys to Work in the London Region" (Town Planning Review—April, 1957). Such a proposal has so much to recommend it in ameliorating conditions of travel to work, that it is difficult to see its claim being restricted merely to increasing densities on land already zoned for residence.

not only cost, but also distance and time in transit, give advantage to residence in the built-up area for large numbers of city and other workers. It is necessary, therefore, to relate to population, some consideration of employment in Greater London and in the surrounding region, in assessing the significance of current trends.

Greater London—II. Employment

8. A key factor in the growth of the metropolis has been the employment which it offers. The capital's position on the Thames with its docking facilities have led to a concentration of trade equal to about a third of that for the whole country.† As a consequence, it offers unusual attractions for industries in its ability to import an enormous range of raw materials, and its shipping facilities for exporting manufactured products. There has been apparent since the war, no sign of deterioration in its importance in this respect. On the contrary, the total tonnage of shipping using the Port of London continues to increase and is a fifth greater than before the war. Closer links with Europe can only enhance its significance relative to other ports in this country, if only by virtue of its geographical position.

9. The size which London has attained in population is directly related to these economic factors, and size has itself given rise to the further attraction of a large labour supply and a similarly large market. The national network of routes is so aligned as to give immense advantage to the conurbation in distribution its products throughout the country. The development of electricity as an industrial fuel has added further impetus to its expansion, offering an alternative to the unavoidable concentration of manufacturing industry on the coalfields during the nineteenth century. Both size of the conurbation and the extent of the port's trade are interlinked.

10. The new conditions affecting industrial location in the present century gave rise to a change in the distribution of population. The movement bringing about the change was a national one, and directed towards the West Midlands and even more towards London. In examining the problem of the distribution of the industrial population in the aftermath of the depression of the thirties, the Barlow Commission showed that between the wars, Greater London absorbed a third of the annual increase of the country as a whole, and this figure increased to one-half if the Home Counties were included. The Barlow Report concluded that further industrial development should be severely restricted in London,* and present planning policy is in large measure based upon that recommendation.

11. Growth has nevertheless continued since the war. More important, it continues at a faster rate than elsewhere in the country. During the period

---

† Only Liverpool approaches London in this respect, having about a quarter of the trade of the country. No other port in the United Kingdom comes within the same category of importance. The relative position of these two ports is important in the wider context of considering the future of that major industrial part of the country lying between them.

* Against the background of this country's position in the world in 1939, and the contrasting position at that time between unemployment in the provinces and that in London, it was possible for the Barlow Commission to refer to London as an " immense liability." It would be difficult to find as much justification in such a sweeping statement today. Indeed, at the other extreme, a serious decline in London's importance would result in a much more serious situation. Developments abroad, for example at Europoort, between Rotterdam and the sea give reason for appreciating that London's future cannot be determined solely by events within this country.

1952-6, the growth of employment for the country as a whole was no more than 4%. For the same period the figure for Central London was of the order of 7%; within a belt of radius ten miles (beyond the Commission's area) it was of the order of 15%. Growth in the metropolis is therefore at a rate which is nearly twice as fast as that elsewhere in the country.† Again, the proportions for London are even more significant in that they are adding to a total which is already huge. Much of the increase was in central London. As regards office accommodation there, the absolute figure of 46m. square feet of new offices for which approval has been given since 1948‡ can hardly fail to be impressive even without reference to comparative percentages. But in addition to extension of localities of existing employment, there are those which are entirely new such as London Airport (giving employment to 25,000) and those associated with new housing projects as at Borehamwood, St. Mary Cray and Hainault.

12. Yet the real significance of these increases can only be appreciated fully if viewed as having taken place both in the periods of general industrial expansion which have been the rule since the war and those of depression preceding it; in addition they have been sustained despite the restrictions generally imposed by planning agencies, and despite the considerable incentives offered to firms to develop in other areas. It is reasonable to conclude that the growth arises from strong dynamic forces and only planning controls prevent the expansion from being even more rapid.

13. It is not within the scope of this paper to comment upon the direction which planning policy might take. In assessing the direction of trends in employment, however, it is inescapably the conclusion that in contrast to trends in metropolitan population, metropolitan employment is still vigorously expanding. This is an important factor limiting the extent of the decline in population. But as with population, industry is also seeking room for expansion in the region beyond the present built-up area.

London and its Region—I. Population

14. As discussed earlier, the extension physically of the conurbation is not merely a function of increased numbers, although obviously in the past that has been significant; it is much more a function of the search for increased land by all types of users for their activities. It has resulted in an encroachment on the surrounding rural land of particular rapidity within the last thirty years. Notwithstanding pressure upon it (and this has been considerable), the institution of the Green Belt—in a small way by the L.C.C. and in a more ambitious way by the Abercrombie proposals—gives grounds for hoping that a limit has now been put to the continuous spread of London's uninterrupted built-up area. Within this limit, London's population has reached its zenith.

15. In a wider sense and beyond the Green Belt, London continues to grow. Again, this is no sudden change in trend. Even in the inter-censal period 1931-51 the counties of most rapid increase in the country were Hertfordshire, Buckinghamshire and Sussex. It did not then arise from conscious community

---

† J. R. James "Land Planning in an Expanding Economy"—a talk by a Senior Research Officer at the Ministry of Housing and Local Government given before the Royal Society of Arts, 1958.

‡ A. G. Powell op.cit.

planning, but in more spontaneous fashion. Indeed between the years quoted, the effects of Town Planning in this sense had not materially been felt, and even by 1951 the New Towns had not reached the stage when their inhabitants were of sufficient numbers to affect the issue. In subsequent years the "unplanned" outward expansion has continued, and has been reinforced by their development and also by Expanded Towns.

16. The article by James which has already been referred to, estimated that beyond the conurbation and up to 40 miles in radius from Charing Cross there had been a gain in the four years 1952-6 of over 300,000 people; within the radius, almost every town and village to the west, north and east of London had grown by more than 10%. The region so described includes all eight of the New Towns associated with London. Powell (op. cit.) in his more recent appraisal estimates that the same outer belt* now contains 660,000 or 18% more people than in 1951. Movement has been analysed over the past seven years, and movement into the extra-metropolitan region is given as follows:

By planned schemes 230,000 of which 130,000 to New Towns
90,000 to L.C.C. outcounty estates
10,000 to Expanded Towns

Net migration by other means: 430,000.

17. Despite this movement, there still remains an overspill problem from particular metropolitan districts, since "voluntary" movement does not necessarily take place from the districts where movement is most needed. Resistance by planning authorities to acceptance of further overspill is stiffening in counties surrounding London. To some extent this affects even "voluntary" movements since land still available and zoned for residence is limited, particularly near the metropolis, but to an even greater extent it affects planned schemes of movement. Within the conurbation itself, London County Council with 100,000 overspill population still to place has given up thought of any more of the out-county estates which in the past have taken so many Londoners. Beyond, Hertfordshire with four New Towns regards the limits of absorption within its boundaries as already reached, and wishes to restrict industrial expansion; Kent's planning policy has not favoured New Towns; moves by the London County Council to find land for overspill in Essex have been countered by that authority; resistance in Hampshire to proposals at Hook has been marked. London has examined sites as far afield as fifty miles, with diminishing hope of success on the scale needed.

18. It must be observed that in attempting to restrict development in the region surrounding London, the planning authorities of the counties concerned are in a sense not only working against one another, but are in opposition to what appears to be a long term trend. Their success in the long run must be doubted. It is much more probable that present trends will continue and that the metropolitan population will continue to expand into the surrounding region. The Green Belt, while delimiting the conurbation in the accepted sense of the word and providing a line of fairly sudden change in densities, will not prove a final check to the movement outwards from the capital.

London and its Region—II. Employment

19. In very considerable measure, the extent of population expansion into the region will turn upon the extent to which employment is offered within it as well as the ability to commute daily with the metropolis.

---

* The "outer belt" contains some 3½m. population (of which 290,000 are in the eight New Towns) compared with 8½m. for the conurbation itself. The contrast in numbers is heightened by the compact density of the latter.

20. Unlike the metropolitan area proper, where trends of employment and population are moving in opposed directions, the outer region between 25 and 40 miles from Charing Cross has employment and population both moving in the same direction of expansion, although employment is expanding faster. Its rate of increase (as in the metropolis) is considerably in excess of that for the country generally. The region, containing a little over a quarter of the population, received nearly half of the additional national employment 1952-57. This would not seem to point to success in the application of the Barlow Policy of restriction.

21. The distinction between differing rates of expansion of employment and population for present purposes is important. The development of the New Towns was conceived in terms of their self-sufficiency of employment, and indeed their sites were selected with some view to the difficulty the residents would have in travelling daily to London. They are limited in size, none being larger than Basildon whose aim has recently been raised to a target of 100,000 population.

22. In addition to these communities offering local employment there are large urban areas in Luton, the Medway Towns, Brighton and in a smaller way, Southend. It will be noted that two of these are beyond the forty miles radius of earlier statistics, but they deserve attention if only for their size and the extent of their zones of influence. With their associated fringes, each of these four centres approximates to 200,000 and sometimes more. Each is a large local market on its own account and provides a shopping centre for a wide area. Each is an important centre of employment and a magnet for labour from its surrounding districts. Each is a local focus of communication over a considerable distance, and is closely linked with London by road and rail. It would seem possible that these four centres which with their associated districts total nearly a million residents might well expand not only by virtue of the ability of their residents to commute daily with London, but also by virtue of their own considerable employment opportunities. Each is of a size which might suffice to generate its own increase in industrial importance, and consequently in resident population.

23. Of equal significance to the present enquiry is the number of those residents in this wider region and travelling daily to London for employment. The total from beyond the Registrar-General's conurbation was about a quarter of a million in 1951. If those resident in the present Commission's somewhat wider region—(particularly from such areas as Hornchurch where transit is comparatively east) were deducted from this total it would be considerably smaller. The number appears even less significant when it is considered that it is derived from a vastly wider area than that of the conurbation. Yet it is more important than at first appears. While it is at most 6% of the total population working in the metropolis, in absolute terms the commuters are of such numbers as to provide a considerable problem in transportation. Again, although it superficially relates to a wider area, commuting is particularly important between London and certain specific points, of which Brighton and Southend are examples. If a generalisation can be made, such commuting is related less to the region than to particular lines of rail communication—and even finer in definition, particular points along those lines from which there is what might be termed a " suburban " service.

24. There is too, an important trend discernible. In the seven years since the census, it is said that the daily flow into London conurbation is probably a third greater than it was at that time. If the past is any guide, improvements in

public transport are more likely in the region than in the metropolis itself. Successive improvements such as the electrification of existing steam suburban lines whether to Southend or Hertford, are likely to result in further numbers of daily travellers to London. These developments add weight to the forecase of a progressively increasing population beyond the Green Belt, even though this has been extended to something like double its width.

25. It is no part of this paper in assessing trends to judge their desirability, rather is it the purpose to outline their possible direction. Within this scope reference should be made, however, to one particular area of possible intense development. The dispersal of London's industry to the New Towns and other localities of the region is selective. The industries concerned are necessarily those which are in their nature not tied to other locations—as for example sugar refining is tied to the docks—and for the most part the range of industries in the New Towns does not include those industries which are socially unacceptable, as for example, are most of the Special Industries such as soap manufacture.

26. The advantages of lower Thames-side for the accommodation of such industries is apparent, and in fact both sides of the Thames have the beginnings of development of this type. The most noteworthy is that of oil-refining, and an earlier example is that of Ford's at Dagenham. These are large-scale industries which have constructed their own facilities to deal with waterborne traffic. They are significant in being basic industries, which tend to give rise to other industries supplying components or using their processed materials. Of more general application, the Port of London Authority has sought within recent years to extend the docks, which project could only enhance the importance of their vicinity for industrial activity. There are serious technical problems to be faced in such huge capital undertakings, and yet it is difficult to believe that they will not be overcome, and that as a consequence lower Thames-side will not ultimately expand its employment between London and the sea.

Conclusions

27. The general conclusion tenatively offered from this brief examination of present trends, is that while population within Greater London is declining, it is increasingly rapidly in the surrounding districts. Within the context of present boundaries, this is a change of trend. Yet seen more broadly this is no innovation but merely part of the uninterrupted growth of the population of the metropolis as a whole. At almost any time within the last half century, peripheral districts have been growing at the expense of inner localities. The " peripheral districts " however, must now be sought increasingly in the wider region beyond the Green Belt. The trend of population increase beyond that limit is essentially part of the wider conurbation process. If further linkage is needed it can be seen in employment. It is evident that there is an increasingly important link between London and its surrounding region and a growing proportion of persons employed in central London, who yet reside beyond the conurbation.

28. While, therefore, the Green Belt offers as firm a boundary as any for the administering the most populous area which is the metropolis proper, in dealing with overspill, in locating industry and in controlling employment, London cannot be divorced from its region.

29. What limits can be placed to such a region ? Certain administrative areas comprehendng the need for large regions of operation already exist—the

London Transport Executive, the Regions of the ministries: the areas of the already existing administrative regions would appear more practicable. There is a limit provided by ability to travel daily between employment and residence although this definition applies less to area than to linear development and indeed to certain favoured places along lines of communications. But in this sense a reasonable limit can be seen in say Luton in the north, Reading in the west; to the east and south many of the coastal towns are within commuting distance.

30. In terms of economic influence, London's hinterland covers the entire country, but in a more direct way, the metropolis has a special relationship to the area outlined in the previous paragraph. Such an area is certainly today within economic marketing distance of London. Viewed functionally, the future of lower Thames-side as far as Southend and Thanet can hardly be without reference to London; but much of East Anglia—say, north of Chelmsford—is separated from close attachment to the metropolis; much of Hampshire beyond Basingstoke is equally differentiated, as is the territory beyond Oxford. To the north-west, the ultimate limit of the influence of London as a conurbation might be seen as the corresponding limit of Birmingham and the West Midlands, and this is a particularly important boundary since West Midlands is essentially an expanding conurbation looking outwards for territory to "colonise." The watershed between these two areas of influence might generally be invisaged as passing through Bedfordshire north of Luton.

31. It is suggested that a region approximating to this should be regarded as the capital region, and one needing a regional authority for certain broad questions such as overspill and development of industry.

Summary

32. (i) While Greater London as defined in the Royal Commission's terms of reference is declining in population, the associated region is increasingly rapidly in numbers. In none of these movements have county boundaries any significance.

(ii) The trend is for employment to increase both in Greater London and in the surrounding region.

(iii) The consideration of absorption of overspill and the development of industry in the region away from London cannot usefully be restricted in its planning to separate authorities, each with its own sectional interests. It needs to be undertaken by a single responsible body. Such a regional body would be additionally necessary to a planning authority for Greater London,* and be concerned with broader, regional problems.

(iv) The region in question should be drawn widely to include England south and east of Luton.

B. Representation

I—POLITICAL STRUCTURE—DESCRIPTIVE

1. This Appendix does not make any case for change and is purely descriptive. It is intended to provide general information on the operation and

---

* See Appendix CI, on Town Planning.

peculiarities of what may be called the political structure in the Royal Commission area. An outline of the defects in this field and suggested remedies are contained in Appendix B II. Political Structure—Defects.

Electoral Structure

2. For election purposes the review area is divided into 3 separate divisional patterns. At the lowest level are the 28 metropolitan boroughs,* 42 boroughs, 28 urban districts, 1 rural district and 3 parishes. At the secondary level there are the county electoral divisions for the whole of two counties and parts of 4 others, which may or may not coincide with the local government boundaries. Superimposed on both these patterns are the parliamentary divisions which sometimes coincide with the county divisions and may coincide with both the other divisions. They are mentioned here because in the L.C.C. area they are by statute the same as county divisions. The boundaries of the parliamentary divisions are subject to periodical revision based on population changes. In the 3 county boroughs the system is less complicated since there is only one tier of local government.

(i) Second-tier Areas

3. Each second-tier authority may be sub-divided for electoral purposes in the following manner. The parishes which are governed by a directly elected parish council, may be divided into wards at the discretion of the county council. Rural districts are subdivided into wards of a parish, parishes, or groups of parishes, which elect members to the rural district council, the number being fixed by the county council.

4. The county boroughs and non-county boroughs and urban districts may be divided into wards. In boroughs the number of councillors to be elected for each ward is determined by the size of the electorate.† In urban districts the county council decide. To facilitate polling each ward is divided into polling districts.

(ii) Counties

5. With the exception of the County of London, each county is divided into electoral divisions whose boundaries are determined by the existing local government boundaries and are either the whole or part of a single district. In the County of London county divisions are the same as parliamentary divisions. Consequently they do not necessarily follow borough boundaries. Thus the large districts are divided into one or more divisions while the smallest are combined with adjacent areas. Outside the L.C.C. area, each division is represented by one member; in the L.C.C. area they have three representatives.

---

* The electoral system of the City is more complicated than elsewhere and bears less relation to accepted democratic doctrines. The effective governing body is the Court of Common Council which consists of Aldermen and Common Councilmen. The former are elected for life and must be freemen of the City. They are elected on a restricted franchise by wards on the basis of one per Ward. The Common Councilmen are elected by show of hands at Wardmotes held annually in each Ward. Persons entitled to vote are those who (a) are occupying as owner or tenant any rateable land or premises in that ward of the yearly value of not less than £10; or (b) are resident in that Ward and are on the register of voters for parliamentary elections in respect of their residence in the Ward; and are registered in the Ward List for that Ward to be used at that election.

† There are usually three members per ward in the Outer London Area. In the L.C.C. area the number ranges from 3 to 9.

Elections

6. Outside the L.C.C. area all second-tier and county borough elections take place annually when one-third of the councillors are re-elected for a term of three years. The only exceptions are the smaller urban districts who, by a two-thirds majority vote of the council, may choose to have the whole council elected triennially. Penge and Sunbury-on-Thames are examples of this type in the review area.

7. In the L.C.C. area all local government elections are triennial and all councillors are elected at the same time. Under the Representation of the Peoples Act, 1948, county elections are held in April and those for other councils in May. In the City the election of common councilmen takes place in December.

Electorate

8. To be qualified for inclusion on the register of local government electors, a person must be, at the qualifying date, either a resident of the electoral area or occupy in the area, as owner or tenant, any rateable land or premises of an annual value of not less than £10. This means that generally speaking, for a given area, the district electorate is virtually the same as the county electorate—the difference being due to the different incidence of the property vote—and that both are usually larger than the parliamentary electorate.

9. As examples of the form that this three-tier electoral structure takes in practice in the review area, the statistics in 1958 for the three boroughs of Brentford and Chiswick, Hackney and Dagenham are given below.

(i) Brentford and Chiswick

10. The borough, for borough elections, is divided into nine wards, each with three members and an electorate, on average, of 4,500, totalling 40,615 in all. The county electorate is divided into two divisions, each returning one member, with a total electorate of 40,566. The borough forms one parliamentary division with an electorate of 40,576.

(ii) Hackney

11. For borough elections, the borough is divided into 16 wards, each returning three members with an electorate ranging from 1,000 to 4,000 per ward, totalling 118,353 in all. For county and parliamentary elections the position is slightly complicated since the borough forms part of a larger area which comprises three divisions, one being wholly in the borough, and two being joined to part of two adjacent boroughs. Each county division returns three members and that part of the county electorate within the borough totals 118,050. The parliamentary divisions are the same as those for the county and that part of the parliamentary electorate in the borough totals 116,999.

(iii) Dagenham

12. For borough elections, the borough is divided into 7 wards each returning three members with an electorate average of 10,500, totalling 74,627 in all. County divisions are the same as for borough elections, as is the county electorate. The borough forms one parliamentary division with an electorate of 74,432.

(i) Members—non-elected

13. All councils contain a non-elected element. In the urban and rural districts it is confined to the office of chairman. All other councils have aldermen in addition to the Mayor. Usually the aldermen form approximately one third of the total council* and are elected by the councillors for six-year periods. The mayor, or chairman, is elected annually. Like aldermen, the mayor, or chairman, may be drawn from either the council itself or from outside. Aldermen have equal voting powers with councillors but are excluded from voting in the election of aldermen. The mayor has a casting vote when the council is evenly divided.

14. The function of aldermen, apart from providing an element of continuity and a method of reward for services rendered to the party is, perhaps, more important as a means of providing a workable majority for the majority party. The proportion of aldermen elected from the minority party varies from council to council irrespective of its strength vis-à-vis the majority but seldom exceeds parity, and in some cases the majority party takes all the aldermanic seats.

15. The aldermanic system has the further advantage for the respective parties in that it offers an opportunity for giving a seat to an able candidate who failed to be elected.

Committees

16. A second non-elected element is found in the committees. With the exception of the finance committee where co-option, or nomination from outside the council, is specifically disallowed, these may be either co-opted or nominated by outside bodies. Although the statutory limit to non-elected members is one-third, or in some cases one-half† such proportions are seldom, if ever, encountered. The non-elected element is usually confined to the Education,‡ Housing, Allotments,§ Library, Youth Employment and Road Safety Committees. Under the terms of the 1944 Education Act the counties nominate members to the Education Committees of the districts.

17. On the county council committees nomination and co-option is more evident. On the L.C.C., for example, there are co-opted members on the Education (12), Health (16), Welfare (8), Children's (7) and Housing (5). On the other county council committees co-option is not quite so extensive; in Middlesex, for example, it is confined to the Diseases of Animals Act Committee and the Education Committee; and in Essex, in addition to those two, to the Records and Wild Birds Protection and Small Holdings Committee. The counties have, in addition, with the exception of the L.C.C., nominated members from the lower-tier authorities on the Health, County Planning, Welfare, Fire Brigades and Civil Defence Committees.

---

* Except in London, where in both the metropolitan boroughs and the County Council, the proportion of aldermen is statutorily fixed at one-sixth the number of councillors.

† The one-third limit is laid down in Local Government Act in 1933. The Committees on which one-half may be non-elected are those covered by the Education Act, 1944; the National Health Service Act, 1946; the Town and Country Planning Act, 1947; the Children's Act, 1948, and the National Assistance Act, 1948.

‡ Statutory requirement under 1944 Education Act.

§ Statutory requirement under the 1922 Allotments Act.

(ii) Indirectly elected

18. In addition to the directly elected system of local government there is, linked to it, a whole network of advisory, consultative and executive bodies composed wholly or partly of members nominated by the local councils. The bodies comprising this indirectly elected side fall into a number of broad categories which in the Greater London area are: (i) joint committees (for sewage and refusal disposal, river conservation, etc.) usually manned entirely by local councillors from two or more authorities for the purposes of co-operation; (ii) area or divisional committees which form part of the delegated system of county administration for education, health and town planning; (iii) regional ad hoc bodies such as the Metropolitan Water Board and Port of London Authority; (iv) local government associations, usually on a county or area basis as, for example, the Middlesex Boroughs and District Councils Association and the Metropolitan Boroughs Standing Joint Committee; (v) local charities; (vi) managers and governors of voluntary and aided schools; (vii) a miscellaneous group whose composition varies from area to area but usually includes old people's welfare, war pensions, and local savings committees.

(iii) Elected

19. The elected councillor is, of course, the most important representative in the local government system and as such rather more attention will be paid to him (or her). In the first place, it is of some interest to know what kind of people are elected. Such knowledge is one of the indices of the status of local government in the community at large.

Social Class

20. Table I lists a fairly wide range of boroughs and most of the counties in the Greater London area. It provides the percentages of social class in each based on the 1951 Census classification of occupied males. Taking Classes I and and II as roughly approximating to the middle class it quite clear that the members (Col. (i) in each Class) in this class predominate over all others. Only in 4 (all boroughs)* of the 13 authorities listed in Table I does this group fall below 50%, and the average for the remaining ten is 67%.

21. This unquestionable middle class predominance† on the councils is underlined when the class composition of the council is compared with that of the area represented. Comparing the "Members" and "Voters" columns in each social class a clear picture emerges of Class I being "over-represented" to a considerable extent (in the proportion of 10 to 1 on the L.C.C.) in most areas and at the other end of the scale of Class V being almost totally unrepresented. The chief exception to this is Bermondsey, where a minute percentage of Class I is unrepresented on the Council and where an unusually high Class V percentage is clearly reflected on the council. The other exceptions are Lambeth, where the percentage of Class I is lower on the council than in the population, and the L.C.C. where there is a single member in Class V.

---

* These are Barking (21.8%); Bermondsey (13.4%), Hammersmith (46.6%) and Lambeth (33.2%).

† In some areas the lower class composition may be slightly understated because housewives are unclassified. A previous study has suggested that where the Labour Party predominates the semi- and unskilled worker is often represented by his wife rather than the worker himself. See P.E.P. Broadsheet No. 261.

22. The general impression that emerges from Table I is that the councils exaggerate the middle class composition of the area they represent. This is particularly so for the counties, although it must be remembered that, with the exception of the L.C.C., the percentage figure in column (ii) in each class is for the electorate in that part of the county in the review area, whereas column (i) is for the whole council. It may be that if the whole county electorate were taken its class composition would resemble more closely that of the council. Even so the average percentage of members in Classes I and II for the five county councils listed, is 67% whereas that for the eight boroughs and one county borough is only 49%.

Occupation

23. Table II provides a broad occupational analysis of the same group of authorities as are listed in Table I. In the boroughs the Professional and the skilled and semi-skilled categories are in roughly equal proportions, averaging 24% and 25% respectively. In the counties the executive and professional groups are more predominant (average 31%), where the skilled and semi-skilled worker is a substantially smaller element (average 8%). Farmers and Forces (retired commissioned officers) are, not surprisingly, confined to those three counties which have significantly large rural sectors.

24. A further difference between the counties and the boroughs is the greater preponderence of retired members in the latter. On the county councils, with the exception of the L.C.C., they represent approximately a quarter of the total membership, whereas on the borough councils, with the exceptions of Bermondsey and Barking, the average is 4%. This difference is probably related to the greater demand that county council membership makes on the individual member; retired people and housewives having more time available during the working day when most county committees, unlike those in the boroughs, conduct their business. This supposition is given greater emphasis if we look at the Retired and Housewife categories for the L.C.C. Here, only 10%, as compared with an average of 23% for the other counties, are listed as Retired, but 23% are Housewives as compared with an average of 16% for other counties. This suggests that all four counties need about 40% of non-gainfully employed in order to keep the machine running smoothly.

Expenses

25. The time available to devote to Council work is not the only factor determining membership. There is also the question of financial loss. Our impression, from conversations with Town Clerks and elected members, is that the provisions of the 1948 Local Government Act, which covers loss of wages and cost of travel and sustenance, now caters for almost all possible financial loss at the lower tier level. There seems to be less confidence about the effect of the Act for the County Councillor.

26. Although there is considerable disinclination to advocate a thoroughgoing salaried system, it is felt that the working of the Act is not flexible enough to cover adequately the travelling and sustenance expenses created by the often long distances involved in sitting on a county council. Some indication of the number of these visits to county establishments during one year for three council members in one of the counties in the review area (Middlesex) are given in Table III.

TABLE I

Social Class Composition of Members (1958) compared with that for Occupied Males in Area (based on 1951 Census Classification)

	Professional		Intermediate		Skilled		Partly Skilled		Unskilled		Unclassified	
	Class I Members % (i)	Class I Voters % (ii)	Class II Members % (i)	Class II Voters % (ii)	Class III Members % (i)	Class III Voters % (ii)	Class IV Members % (i)	Class IV Voters % (ii)	Class V Members % (i)	Class V Voters % (ii)	%	Total Members (Inc. Aldermen)
County												
L.C.C. ...	40.1	4.0	24.1	13.0	8.4	54.2	1.3	11.9	0.7	16.9	24.4	147
Kent*† ...	31.2	6.1	28.7	19.6	15.0	54.5	1.2	9.2	—	10.6	23.9	104
Herts*† ...	39.4	6.0	31.8	18.5	10.6	53.5	1.5	12.5	—	9.5	16.7	66
Surrey† ...	48.6	26.4	26.4	—	6.4	—	—	—	—	—	18.6	110
Borough												
Croydon M.B.*	16.6	5.2	43.6	19.6	25.0	56.6	4.0	8.6	—	9.8	10.8	54
Barking ...	3.1	1.3	18.7	3.0	53.2	54.3	3.1	15.2	—	15.2	21.9	32
Bermondsey ...	—	0.8	13.4	8.0	44.2	46.1	5.7	13.2	19.4	31.9	17.3	52
Ealing ...	18.3	5.1	36.6	18.8	25.0	58.0	5.0	8.9	—	9.2	15.1	60
Hammersmith	13.3	2.2	33.3	10.0	48.8	57.8	—	12.2	—	17.7	4.6	45
Harrow ...	30.0	7.1	36.6	22.4	15.0	56.0	—	7.5	—	7.0	18.4	55
Lambeth* ...	1.6	2.2	31.6	11.4	53.3	57.7	1.6	11.5	—	17.2	11.9	70
Twickenham	16.6	7.1	67.4	21.0	2.3	54.9	—	8.3	—	8.7	13.7	44
Wandsworth*	20.0	4.8	40.0	17.3	30.0	56.8	—	9.8	—	11.3	10.0	70

* Percentage figures for social class composition, excluding Aldermen.

† Percentage figures for social class composition of members are for whole county ,those for voters are only for that part of county in the Review Area.

Table II

Occupation of Members, 1958

Authority	% Executive (i)	% Professional (ii)	% Forces* (iii)	% Farm (iv)	% Manufacture (v)	% Distributive and Shopkeeper (vi)	% Public‡ Employment (vii)	% T.U. Official (viii)	% Skilled & Semi-skilled (ix)	% Clerical (x)	% Housewife (xi)	% Unspec. and Vacant (xii)	% Retired (xiii)	% Women (xiv)
County														
L.C.C. ...	7	41	—	—	—	2	9	6	5	4	23	2	10	30
Kent	7	21	8	9	2	5	8	—	13	3	16	8	24	19
Herts ...	12	29	3	6	5	3	10	—	10	3	16	3	22	25
Surrey ...	26	34	5	4	3	2	3	—	3	2	16	2	24	18
Borough														
Croydon* ...	8	33	—	—	—	6	15	—	15	13	10	—	—	13
Barking ...	3	6	—	—	—	3	6	3	54	3	22	—	N.A.	22
Bermondsey ...	—	4	—	—	—	2	8	4	52	13	13	4	8	29
Ealing ...	5	39	—	—	5	3	7	—	18	8	13	2	3	N.A.
Hammersmith	5	24	—	—	9	2	11	2	35	7	5	—	5	15
Harrow ...	17	27	—	—	2	5	17	2	—	11	17	2	4	17
Lambeth* ...	5	22	—	—	3	—	5	2	34	7	10	2	3	N.A.
Twickenham ...	5	40	—	—	12	9	13	5	—	2	12	2	2	16
Wandsworth*	8	22	—	—	6	10	6	2	17	17	10	—	2	12

* Excluding Alderman.

† Retired Commissioned Officers.

‡ Non-manual employees of nationalised industries, civil servants and local government officers.

Table III

Attendances at County Council and Committee Meetings for 12 months

Type of Member	Attendances			
	County Council Meetings	Committees and Sub-Committees	Conferences	Inspections
1. County Alderman (Chairman of an important committee)	9	181	10	9
2. County Councillor (nine years standing) ...	8	64	nil	2
3. County Councillor (newly elected)	9	25	nil	6

Key Members

27. One interesting feature that emerged when examining the role of elected members was the existence in most councils of a small group of members who control council elections and appointments and decide policy. They are, in effect, a cabinet within a committee system. The Leader of the majority party plays approximately the part of Prime Minister. This group would include, besides the Leader, the Chairmen of the major committees and certain senior aldermen and councillors. Where the council has among its members important members of the local party organisation they, too, will be included. Many of this group will also hold the more important places on the outside committees of the kind mentioned earlier and perhaps be councillors or aldermen in another tier of local government.* Some of them hold key posts in both tiers of local government and on outside committees, and are often Justices of the Peace and possibly Members of Parliament.† Thus, in addition to the constitutional liaison

---

* On the L.C.C. and Middlesex County Council, for example, approximately 25% and 30% respectively of the members on both bodies are members of the lower tier authorities.

† Alderman Sir Cyril Black, M.P., for example, a member of Wimbledon Borough Council, is perhaps an extreme case but nevertheless illustrative of the type of local member discussed here. It should be noted that the following list of his activities is not necessarily exhautive.

Wimbledon Borough Council

Chairman, Finance Committee (since 1944)
Member, Establishments Committee
Member, Selection Committee
Member, Joint Staff Committee
Member, Joint Works Committee

Outside Bodies

Mayor's Benevolent Fund Trustee
Surrey Territorial Auxiliary Forces Association
Territorial Army Liaison Committee
Wimbledon United Charities
Wimbledon Old People's Welfare Committee

Surrey County Council

Chairman, County Council

Outside Bodies

County Councils Association
North-East Divisional Executive (Chairman since its inception)
County Hall Management Joint Committee
Standing Joint Committee
Thames Bridges Joint Committee

In addition he was Mayor of Wimbledon for 1945-6 and 1946-7 and was made a Freeman of the Borough of Wimbledon in 1957. He is at present, in addition to his Borough and County Council activities, a returning officers for St. Mary's Ward in the Borough, a Justice of the Peace and Wimbledon's Member of Parliament.

between tiers and between elected councils and local committees, the whole structure of local government is often bound by a continuous link through its membership. The apparent extent of the laymen's participation in local government, as indicated by the total number of appointments available, needs therefore, some qualification. In a similar manner it complicates any generalisations on the causes, or absence, of friction between the tiers of local government.

28. The existence of the caucus system in each council does not seem to have affected the distribution of committee places; they are usually shared fairly evenly over the whole membership. In Table IV a rough breakdown of the distribution of committee seats between members in a number of counties and boroughs. In the counties a larger percentage of members seem to sit on more than two committees than in the boroughs.

Table IV

Manning of Committees

	% of members sitting on			
	more than 10 Committees	5 or more Committees	2 or more Committees	1 or more Committees
Counties				
Kent	7	38	54	1
L.C.C.	—	—	80	20
Middlesex ...	—	27	72	1
Surrey	—	17	83	—
Boroughs				
Wandsworth ...	—	5	73	22
Bermondsey ...	—	—	89	11
Harrow ...	—	1	83	16
Ealing	—	17	80	3
Willesden ...	—	14	81	5

Interest in Local Government

29. The importance of public interest in local government has been discussed in Appendix BII under "Defects of Structure" and will not therefore be dealt with again here. A facet of this interest which is not covered in Appendix BII, however, is the relative degree of interest, as measured in terms of the percentage of the electorate voting, between the counties and the boroughs.

30. Much of the discussion on the subject of the relations between local government and the citizen centres on the problem of "remoteness" and the relative size of local authorities. The distribution of functions is also said to affect the degree of public interest. Table V compares the percentage voting in the Metropolitan Borough and L.C.C. elections over a twenty-year period.

31. While it is not claimed that this Table provides conclusive evidence either way, it does nevertheless suggest that the size of authority and the distribution of powers and functions are decidedly not the only criteria determining the public's interest in local elections.

Table V

Comparison of Voting between L.C.C. and Metropolitan Borough Elections

	1937	1945	1946	1949	1952	1953	1955	1956	1958
% Voting—County Elections	43.4	—	26.4	40.7	43.4	—	32.4	—	31.5
% Voting—Borough Elections	29.7	35.0	—	38.2	—	39.9	—	29.5	—

II POLITICAL STRUCTURE—DEFECTS

1. The Greater London area embraces all the major types of local government authority, and in addition includes the unique system of the County of London as well. This absence of any uniformity in a continuous built-up area has produced a number of defects with regard to powers and functions which have been dealt with elsewhere in the Memorandum. Here we are concerned solely with the defects arising out of the existing pattern of lower-tier authorities as it affects political representation.

I. One-Party Areas

Introduction

2. The major defect of the present system in the metropolis is the large number of areas where one party has been in control for a considerable period and, due to the voting allegiances of the electors, is likely to remain in the majority in the foreseeable future.

3. The underlying causes for this problem are of some importance since they throw some light on the possible criteria, given present-day political attitudes, for the size of local government areas in a large urban agglomeration.

4. Broadly speaking, the middle class population movement to the suburban fringe over the past 50 years and the location of industry and housing, have combined with a number of other factors, to produce very large areas where the distribution of the population between the social classes is very uneven. In some areas this " imbalance " is so marked that the population is concentrated almost wholly at one end of the social scale.

Relationship between Social Class and Voting Habits

5. Since local government politics are largely dominated by the two national parties for whom the electorate vote on fairly rigid social class lines, these predominantly one-class areas produce one-party councils. This tendency is

illustrated quite clearly by Table I which gives the party strength* together with the social class composition of each area, based on the occupations of the occupied males living in the area at the 1951 Census. Since Class III (skilled occupations) is the least satisfactory in terms of the degree of homogeneity of the occupational group which it comprises and is in addition the largest of the five classes in all area in the Metropolis, it may be ignored for our purposes. In the Table the four remaining classes are divided for convenience into two groups; an upper and a lower, Classes I and II in the upper and Classes IV and V in the lower. Taking the Metropolitan average percentage of each of these two groups and comparing it with the percentage for the groups in each area, the deviation from this mean can be related to the political complexion of the Council. To facilitate this the Table is divided into two Sections. Section (i) lists, in descending order by County, those districts where the average percentage for the upper class group exceeds the average for the whole Greater London area. That is to say, where the middle class proportion of the population is comparatively high. In each area it will be seen that the Conservative party (or Independents)† is in the majority.

6. Section (i) illustrates therefore, that there is a clear connection between the proportion of Classes I and II in the population of an area and the number of seats held by Conservatives.

7. Section (ii) of Table I lists those areas where the percentage for the lower class group exceeds the Greater London average. That is to say where the working class proportion of the population is comparatively high. In each areas, with the exceptions of Paddington and Cheshunt, it will be seen that the Labour party is in the majority, thus being no exception to the rule that a greater than average proportion of Class IV and V tends to produce a Labour dominated Council.

8. In the remaining area (18 in all) both the upper and lower class element are either below or above the average for the Metropolis. Because of this they do not add materially to the present argument and one not therefore listed; nevertheless here again there was a strong tendency for a relative upper class predominance to increase Conservative strength and lower class predominance to have the same effect on Labour strength‡.

---

* This includes aldermen and, therefore, in some cases (i.e., where the majority party is highly acquisitive) the strength of the majority party will be slightly exaggerated.

† While it is true that Independents do not necessarily always pursue the same policies as Conservatives or attract precisely the same group of voters, nevertheless an examination of the voting in parliamentary elections and the present composition of those Councils where Independents have ceased to function under the name, suggest that, for the purposes of this analysis, votes for Independents may be justifiably classed together with those for Conservatives.

‡ The only real exception to this is the Metropolitan Borough of Holborn where both percentages are above average but where the lower class percentage is distinctly higher although the Conservatives have a firm grip of the Council. The explanation is of necessity speculative but a possible reason (and this explanation probably applies to Paddington, too, see above) is the high proportion of transients in Central London which would distort the normal voting pattern and in addition both Holborn and Paddington have an antiquated ward system. A majority of the Metropolitan Boroughs (17 of the 28) have redrawn their ward boundaries since the war, Holborn and Paddington are among those that have not.

9. Given then, that the social class composition in an area roughly determines the distribution of votes between the parties, we can expect that party majorities will not change where one group of social classes dominates. This is precisely the situation in a large number of areas in the Metropolis as Table II indicates. Listed there are all the boroughs and county boroughs by county, where the majority party has not changed since at least 1937 with the exception of those boroughs where the size of the present majority is small enough to render a change in power feasible without envisaging a catastrophic change in the public voting habits. Of the 70 boroughs and 3 county boroughs in the Metropolitan area no less than 40 fall into this "permanent majority" category.

10. This phenomenon is most evident in the County of London where 22 of the 28 Metropolitan boroughs have permanent majorities. In some areas (marked with an asterisk in Table II) the permanent majority is complete, there being no opposition party at all. In these areas all the problems arising from permanent majorities are magnified. Again it is in the County of London that we find the most examples.

11. Permanent majorities in local government are not, of course, unusual and are by no means confined to the Greater London area, but they do present a very serious threat to the status and role of local government nonetheless, and should therefore be given very serious consideration in any scheme of re-organisation.

Defects Arising from One-Party Local Government

12. The possible dangers of single party local government insofar as the council itself is concerned are obvious. It is true that a sufficiently high standard of political morality is so widely accepted in Britain today that permanent office does not raise any dangers of serious corruption and maladministration. But it is rather outside the realm of administration that its effect is most damaging. No one can deny, for example, the importance of a diligent opposition, both in committee and at full council meetings, in keeping the majority party on its toes and providing an additional source of scrutiny and enquiry to meet the inevitably persuasive voice of the expert. Nor can it be doubted that an opposition helps to clarify the broad issues of policy and generally renders the executive and administrative function of the Council more stimulating. The party battle provides the focus and frame of reference for the elected member.

It also ensures the maintenance of a neutral bureaucracy operating under a known code of formalised procedures. This is not to say that every opposition fulfils one or any of these functions; and some look upon the role as one of perpetual obstruction, where every issue large or small, weak or otherwise is transformed into a doctrinal battle. What can be said, however, is that the existence of a fairly large and stable minority at least provides the conditions for effective public discussion.

13. A further unfortunate result of one-party local government is its effect on the majority party itself. Since membership of the Council no longer carries the same prestige it consequently attracts fewer candidates and thus choice is narrowed with perhaps unfortunate effects on the quality of councillors. In addition, the work of the Council, because membership is easily acquired, does

not command the same respect and devotion from individual councillors. There is less continuous membership, which weakens the relative position of the lay committee member with the officer and inhibits the development of that reservoir of experience and technical knowledge that is so essential to any elected assembly.

14. It is also noticeable that although the opposition is either nominal or has ceased to exist altogether, the form and procedures of a full-scale two-party system remain. Party discipline still operates in council meetings; party meetings—where all effective discussion occurs and policy decisions are made—still precede the council meeting; aldermen are only appointed from among party members or supporters; and contested seats are fought as though their loss would endanger the party majority.

15. These are of course generalisations; anyone who has visited the council meetings of some of the local authorities in the Metropolis cannot fail to be struck by the differences between councils although the relative strengths of the two parties in each is very similar. Undoubtedly, some very small party groups can make a very effective opposition and others can maintain a healthy political environment with only a very small opposition, nevertheless, the characteristics briefly sketched above are only too familiar in some areas in the Metropolis.

16. Clearly, within the Town Hall, both in the Committee Room and the Council Chamber, one-party dominance has serious drawbacks, but it is rather outside the municipal offices and council chambers that the major defects of permanent majorities lie. Permanent majorities tend to weaken the position of local government in the general life of the community.

Apathy and size of Majority

17. In the first place a permanent majority tends to weaken the general population's interest in the fortunes of the political parties at the local government level, and consequently its participation in elections. Apathy is a vague concept and should be used with caution in political analysis, particularly in the context of local government where the standards applicable to national government, and more particularly Parliamentary elections (which has the incomparable advantage, among many others, of receiving national press coverage) are often mistakenly applied. Failure to vote need not necessarily spring from apathy. Some students of politics for example, have suggested that the lowness of a poll may indicate satisfaction rather than disinterest. At the present stage of the study of voting habits, however, interpretation is largely a matter of individual judgment and the position taken in this appendix is that the percentage of the electorate who make the effort to register their vote, provides one indication of the extent of apathy. And in the areas with permanent majorities there is a fairly clear indication that this percentage declines in inverse proportion to the size of the majority of the ruling party. Taking the Metropolitan boroughs (where the phenomenon is most widespread) Table III illustrates this tendency grouping them in descending order of majority size. The first group are all complete "permanent" majorities (i.e., no opposition at all), the second incomplete but "permanent" (i.e., a small opposition with the majority party in power since at least 1937), and the third group, to a greater or lesser degree, operate under a two-party system (i.e., although the present majority may be large there has been a change in the majority party since 1937). In the first column is listed the average percentage voting given

the opportunity to vote over the period 1945-1956, and the last column gives the aggregate number of uncontested seats over the same period. It will be seen that the mean average of percentage voting rises as the size of the majority decreases. There are, in addition, no uncontested seats over the whole period in any of the boroughs operating under a two-party system. Clearly, in terms of voting, the interest of the electorate tends to weaken where there are large and apparently unchallengeable majorities in the council.

18. This reaction is understandable for, as the majority party settles down to permanent rule, the opposition tends to become progressively demoralised and an increasing air of unreality is attached to all the public affairs of the Council, particularly the council meetings. Without an effective opposition one of the best channels for public grievances is blocked, and the electorate tends to become, quite understandably, injected with feelings of cynicism tinged with mild contempt. All this in addition to an existing feeling that local government is both the source of irksome and petty restriction and the hunting ground of busybodies and place seekers. Because the council meeting is largely a hollow ritual it seldom receives adequate press coverage, and thereby the only real, though already tenuous, link with the general public becomes weaker. In these conditions the normally rudimentary knowledge of local government among the public blossoms into total ignorance and the interest in the affairs of the Council are correspondingly negligible.

A Remedy

19. How can permanent majorities in local government be avoided?

In a sense, the areas of socially homogeneous populations that produce them are precisely the same as the different neighbourhoods common to any town; the difference being that in London, because the Metropolis is so enormous, these areas are in consequence that much larger. It follows, therefore, that a possible solution would be to make local government areas correspondingly large enough to embrace a wider range of social classes. Of course an increase in size will not by itself entirely eliminate one-party local government; particularly the huge concentration of working class population in the north-east of the Metropolis or the large middle-class enclave in Surrey. By reducing the present number of authorities, however, and amalgamating areas of different social class composition, the existing number of single-party councils can at least be reduced, and, in so doing, many people would be enfranchised who, hitherto have remained totally unrepresented. In addition, it would give some the opportunity to enjoy, at least occasionally, the pleasure of being administered by members of their own choosing. For a healthy local democracy such privileges are essential.

The role of political parties in local government in the Metropolis

20. Political parties play a very important part of the local government of the Greater London area, as they do in most urban areas in the rest of the country. However, for a number of reasons their contribution to the effectiveness of modern local government has tended to pass unacknowledged if not openly deplored. In the first place, they are extra-constitutional, and secondly they complicate any formal discussion of functions and procedures. In addition any serious discussion of parties is often thought, by association, to smack of partiality, to undermine—since parties are national—the "localness" of local

government. For these reasons little systematic study has been made of the function of political parties.

21. One of the consequences of this is that local government itself has lost support in some quarters. In much of the discussion of local democracy too much emphasis is placed on the individual elected representative and the individual elector, as if the two interacted one upon the other within the framework of an ideal representative democracy. As a consequence discussion of local government is often reduced to sterile arguments as to the relative merits of local democracy as against administration efficiency and the administrative efficiency argument triumphs precisely because in practice the individualist democratic ideal does not exist. The case for local government is thus handicapped because the real nature of local government politics is misunderstood.

22. It is true, of course, that the elected member should, and in fact does, provide a valuable channel for individual grievances, and, on the other hand, that there exists a wide range of functions about which there is almost no public disagreement and which only involve problems of technical and administrative efficiency. Nevertheless, there are inevitable differences of opinion regarding those other services in which individual and groups interests do exist. It is local government which provides the machinery for reflecting these differences and it is the parties which can make this machinery work by translating, albeit crudely, most* of them into practical policy.

23. As at the Parliamentary level the party system renders the democratic process comprehensible and refashions democratic theory in the light of the actual degree of political interest of the community at large.

24. No one, of course, can be entirely satisfied with the activities of the parties in local government. A greater realisation by them of the distaste of many potential adherents to the cause of local government at the eternal party wrangle, would probably benefit all concerned. But this is not to deny the importance of parties in their role as the animating force in most of local government in the Metropolis; and the point that we wish to make here is that, in many areas in Greater London under the existing pattern of lower-tier authorities, the party system cannot function properly, and that therefore, the main spring of local self-government is considerably weakened.

II. Complicated Structure

25. A further, but lesser, defect in the Metropolis is the overlap of borough and county electoral divisions. This defect may not seem very important by itself, but viewed against the whole range of different functional areas that are superimposed one upon the other in the Metropolis they become yet another source of confusion to the layman,† lending more credence to the vague belief

---

* Not all differences, of course. Some issues, religious ones, for example, are normally avoided by the political parties.

† It is probably true to say that the London postal district has more reality in delimiting the area of London for many of its inhabitants than any of the local government boundaries.

that local government is synonymous with irrationality, obscurity and unreasonable complication. In any scheme of re-organisation, therefore, overlap should be avoided. Table V illustrates the overlap of county division and Metropolitan boroughs in the County of London. Similar incongruity exists throughout the review area.

III. Ratio of Elector to Elected

26. A third defect is the wide disparity in the ratio of electors to elected members in each area. While proportional representation is not here advocated, should the lower tier authorities be enlarged along the lines suggested earlier, some attention should be paid to this ratio which Table VI shows varies widely, ranging from 3,492 electors per member in Wandsworth to 334 in Chorley Wood. Such variations are legitimate objects for reform since they tend to undermine many of the generalisations on the subject of ‘remoteness’ and of the relations between the local government elected member and his constituents. A greater uniformity would strengthen local democracy.

Conclusion

27. To summarise briefly : because the Metropolis includes within its area some very large, fairly homogenous social enclaves, the local councils in these areas tend to be governed by one political party with little or no opposition. The two-party system plays a crucial role in local government therefore one-party dominance has a number of deleterious effects. If these are to be minimised many existing local government areas must be enlarged. Such re-organisation as this would involve should also take into consideration the need to maintain as simple a structure as possible and to ensuring that the ratio of electors to elected is reasonably uniform.

Table I

Social Class and Political Composition of Councils

(i) **Boroughs and Districts** whose upper social class composition (col. (a)) exceeds the Metropolitan average of 22.5% listed in descending order	Social Class composition—% occupied males 1951 Census (Class III omitted)		Percentage seats held by party including Aldermen, 1958		
	(a) Executive Professional Classes I & II	(b) Semi-skilled Unskilled Classes IV & V	% Lab.	% Cons.	% Ind. and Others
London					
Hampstead	38.1	15.4	14	86	—
St. Marylebone	37.1	21.7	14	86	—
Kensington	33.0	23.1	30	70	—
Chelsea	32.9	23.2	14	86	—

Middlesex					
Southgate	40.0	10.1	—	33	67
Finchley	35.2	14.1	12	65	23
Potters Bar	32.7	14.9	7	93	—
Ruislip Northwood	32.6	12.1	33	67	—
Hendon	32.5	15.8	28	72	—
Wembley	29.6	13.3	27	69	4
Harrow	29.5	14.5	30	70	—
Twickenham	28.1	17.0	11	85	4
Friern Barnet	27.7	18.7	40	53	7
Hornsey	27.2	15.9	40	60	—
Ealing	23.9	18.1	50	50	—
Essex					
Wanstead and Woodford ...	36.5	13.1	9	82	9
Ilford	25.4	7.4	29	69	2
Chingford	24.6	15.5	36	—	64
Chigwell	24.2	21.6	45	55	—
Hertfordshire					
Chorleywood	51.8	15.0	—	—	100
Barnet	32.8	16.2	25	65	10
East Barnet	31.7	13.8	33	46	21
Bushey	27.4	20.3	20	73	7
Kent					
Beckenham	41.2	10.0	12	70	18
Orpington	33.2	17.4	12	82	6
Bromley	32.1	18.3	18	70	11
Chislehurst and Sidcup	22.6	21.8	48	27	25
Surrey					
Coulsdon and Purley	45.4	11.5	—	58	42
Banstead	42.2	16.9	4	76	20
Esher	37.4	17.2	13	66	21
Epsom and Ewell	35.6	16.8	12	—	88
Malden and Coombe	35.5	12.8	14	86	—
Beddington and Wallington ...	34.6	12.4	11	—	89
Barnes	32.9	15.5	19	78	3
Surbiton	32.5	14.6	25	72	3
Sutton and Cheam	31.8	15.2	11	89	—
Walton and Weybridge	30.8	19.8	22	63	15
Richmond	30.7	18.9	32	63	5
Wimbledon	30.7	17.4	22	78	—
Caterham and Warlingham ...	27.4	18.5	11	48	41
Croydon	24.8	18.4	40	2	58
Kingston-on-Thames	24.3	19.6	13	81	6
Merton and Morden	23.9	15.4	41	50	9

(ii) **Boroughs and Districts** whose lower social class composition (col. (b)) exceeds the Metropolitan average of 22.8%, listed in descending order	Social Class composition—% occupied males 1951 Census (Class III omitted) (a)	(b)	Percentage seats held by party including Aldermen, 1958		
	Executive Professional Classes I & II	Semi-skilled Unskilled Classes IV & V	% Lab.	% Cons.	% Ind. and Others
London					
Bermondsey	8.8	45.1	100	—	—
Poplar	7.5	44.0	100	—	—
Southwark	6.8	41.8	100	—	—
Stepney	8.4	40.0	83	—	17
Finsbury	9.0	39.0	95	5	—
Shoreditch	5.4	38.5	100	—	—
Bethnal Green	6.9	38.0	100	—	—
Deptford	12.0	34.7	93	7	—
St. Pancras	13.9	32.0	68	32	—
Greenwich	14.9	31.5	82	18	—
Islington	10.4	31.0	100	—	—
Hammersmith	12.2	30.0	87	13	—
Battersea	13.3	29.7	72	28	—
Camberwell	13.5	29.7	80	20	—
Lambeth	13.6	28.7	79	20	1
Fulham	15.2	27.3	76	24	—
Paddington	22.3	26.9	38	62	—
Hackney	12.6	26.0	100	—	—
Woolwich	16.9	25.0	86	14	—
Essex					
West Ham	8.7	41.8	100	—	—
Waltham Holy Cross	14.5	39.2	72	28	—
Dagenham	7.7	35.5	91	9	—
Barking	10.3	35.4	87	13	—
East Ham	11.6	30.8	100	—	—
Leyton	13.5	24.0	78	22	—
Romford	19.0	23.7	69	31	—
Walthamstow	14.6	23.1	83	17	—
Hertfordshire					
Cheshunt	13.8	33.5	44	50	6
Watford	19.3	23.7	63	37	—
Middlesex					
Yiewsley and West Drayton	13.7	27.6	85	15	—
Feltham	12.4	26.4	100	—	—
Southall	14.2	25.8	83	17	—
Tottenham	11.6	25.8	98	2	—
Willesden	16.7	24.8	73	27	—
Enfield	18.4	24.6	67	33	—
Edmonton	14.6	23.9	75	25	—
Brentford and Chiswick	21.8	23.5	66	31	3
Acton	18.5	22.9	90	10	—
Kent					
Dartford	15.9	28.1	75	8	17
Erith	15.8	28.0	88	12	—
Crayford	15.2	25.1	72	28	—
Penge	17.7	25.1	72	28	—

Table II

Areas with Permanent Majorities†

London	*Middlesex*	*Surrey*	*Essex*	*Kent*
*Bermondsey	Tottenham	Beddington and Wallington	East Ham	Beckenham
*Bethnal Green	Willesden	Wimbledon	*West Ham	Bromley
Camberwell	Southgate	Barnes	Barking	
Chelsea	Twickenham	Kingston	Leyton	
Deptford	Finchley	Epsom & Ewell	Walthamstow	
Finsbury	Hendon		Wanstead & Woodford	
Fulham				
Greenwich				
*Hackney				
Hammersmith				
Hampstead				
*Islington				
*Poplar				
St. Marylebone				
*Shoreditch				
*Southwark				
Stepney				
Westminster				
Woolwich				
Lambeth				
Battersea				
Kensington				
	* Complete majority (June 1959)			

---

† i.e. where one party has been in a continuous majority since at least 1937 with the exception of those boroughs where there has been no change since 1937 but where the majority is small enough to make a change in power quite feasible. Urban Districts and Rural Districts are not included in the Table.

Table III

Metropolitan Boroughs Average Percentage Voting 1945-1956 and Majority Size

Boroughs in descending order of majority size	*Average % voting over the period* 1945-1956	*% seats held by majority party* 1956	*Aggregate uncontested seats* 1945-56
	(i) **Permanent Majorities**		
100% majority			
Bermondsey	29.7	100	75
Bethnal Green	26.6	100	6
Hackney	27.9	100	—
Islington	26.3	100	—
Poplar	26.9	100	57
Shoreditch	22.5	100	33
Southwark	32.7	100	—
Westminster*	32.0	100*	93
	28.0 Mean Average		
over 70% majority			
Finsbury	32.1	95	—
Deptford	34.8	93	—
Hammersmith	37.8	87	—
Chelsea	34.9	86	18
Hampstead	40.9	86	—
St. Marylebone	32.0	86	—
Woolwich	46.6	86	7
Stepney	26.7	83	42
Greenwich	40.2	82	—
Camberwell	34.8	80	—
Lambeth	33.2	79	3
Fulham	47.5	76	—
Battersea	37.9	72	—
Kensington	33.8	70	54
	38.6 Mean Average		
	(ii) **Two-Party System**†		
Holborn	44.1	94	—
Stoke Newington‡ ...	36.4	91	—
St. Pancras	35.9	68	—
Paddington	36.0	62	—
Lewisham	48.1	58	—
Wandsworth	43.4	54	—
	40.6 Mean Average		

---

* Westminster, after a redrawing of boundaries, now has an opposition of 6 following the May 1959 elections.

† i.e. where there has been a change in majority party since 1937.

‡ Stoke Newington has, following May, 1959, elections, only one party in the Council.

Table IV

Overlap of Borough and County Electoral Divisions—County of London

Borough	*County Electoral Divisions*
(i) Fulham	Fulham Barons Court (part)
(ii) Hammersmith ...	Hammersmith North Barons Court (part)
(iii) Kensington	Kensington North Kensington South Chelsea
(iv) Stoke Newington ...	Stoke Newington & Hackney North (Part)
(v) Hackney	Stoke Newington & Hackney North (Part) Hackney Central Bethnal Green (part)
(vi) Bethnal Green ...	Bethnal Green (part)
(vii) St. Pancras	St. Pancras North Holborn & St. Pancras South (part)
(viii) Holborn	Holborn & St. Pancras South (part)
(ix) City	City of London & Westminster (part)
(x) Westminster ...	City of London & Westminster

Table V

Ratio of Electors to Elected Member (including Aldermen)

Boroughs and Districts

Ratio	*No. of Authorities*
1 to over 3,000	2
1 to 2,500—3,000	5
1 to 2,000—2,500	10
1 to 1,500—2,000	32
1 to 1,000—1,500	25
1 to 500—1,000	24
under 500	3
	101

C. Town and Country Planning

I—TOWN PLANNING

1. Planning is concerned with the way in which land should be used to the advantage of the community as a whole. Its function is partly economic and this aspect is of unusual significance in Greater London if only because of the proportion of the nation's commerce and industry to be found there. Its social function is also particularly important in London because of the large area of blighted property and the need to maintain and improve the special cultural facilities of the metropolis. The difficulties arising from the exercise of planning are at their most acute in large urban areas such as that of the metropolis, where there are many and conflicting economic and social interests competing for scarce sites, and where users in general are seeking wider areas of lands for their purposes.*

2. At the same time, the administration of planning has a co-ordinative aspect, particularly in relation to other functions of local government. This aspect is of concern throughout the conurbation, since everywhere land is relatively scarce, but it is most apparent in the inner areas. For there, local government is itself the greatest user of urban land in parks and open space, housing projects, schools, residential homes, and car parks, to name but a few of its services whose siting is closely inter-related. The case of highways is a special one; their construction often permanently alienates land from any other use, and in part they are a determinant of the use of districts served by them. The exercise of town planning in isolation from these associated functions of local authorities cannot readily be contemplated.

Present authorities

3. The authorities responsible for Town and Country planning in Greater London are the Counties and County Boroughs. Functions are of two main kinds—the preparation of the Development Plans indicating the manner in which land should be used, and the control of development so that the objects of the plan can be achieved.

4. The first of these functions is carried out in each case by the county or county borough. The second concerns a large number of individual applications from persons wishing to carry out development. Because of the large number of these applications and their essentially local effect, counties other than the L.C.C. delegate their consideration to the district councils, reserving to themselves certain categories of applications which they consider to be of more fundamental importance and which, therefore, need consideration in a wide setting. There is additionally the question of redevelopment of certain areas by the planning authority itself—a task which is sometimes undertaken by the County and sometimes undertaken by the district council.

5. The administrative measures adopted to give effect to delegated powers vary from county to county.† Kent and Essex, for instance, have instituted Area

---

* Schools often need twice or three times as much land as hitherto; an increasing number of persons are seeking not merely replacement of urban dwellings but, in the suburbs, larger plots to include gardens and garages; municipal housing, even in the form of flats, rarely is able to replace all those to be rehoused within the area from which they came; industrialists look increasingly to single-storey factories to aid flow production. All these increase the pressure on urban land.

† See Appendix CII on " Delegation " for a detailed description of the structure of delegation in Greater London.

Sub-Committees, although the significance which the counties place on their activities varies. For each Area Sub-Committee there is a county divisional officer. Hertfordshire on the other hand has no such Committees, so that its Divisional Officers have direct contact with the District Councils. London has no machinery of local contact, either by Area Sub-Committees or by divisional officers.

6. In addition to the local authorities, the Ministry of Housing and Local Government is concerned. It exercises a co-ordinating role in relation to local plans and a judicial role in relation to appeals against proposals of the local authorities—e.g. the Port of London Authority's intention to extend the docks in West Ham conflicted with that authority's proposals to zone the area in question for housing development—and was the subject of such an appeal.

Development of the present situation

7. As is so often the case in problems of local government in Greater London, the need for a comprehensive view of planning problems has been recognised for some considerable time. It has indeed been the subject of practical proposals for at least thirty years, and while the nature of these proposals has varied they have had in common the objective of an authority of wider view than existing bodies provide. Here as in other functions, the real question has not been the desirability of such a proposal, but rather how it would be reconciled to the existing structure of metropolitan government. An earlier Royal Commission (The Ulleswater Commission in 1923) saw the problem and (before the limitations of Advisory Councils had been fully recognised) recommended an Advisory Committee which would include Planning and other functions ; ten years later the Greater London Regional Planning Committee advocated that planning, with particular reference to highways, should be co-ordinated ; in 1944 the Greater London Plan prepared by Abercrombie at the request of the Minister of Town and Country Planning recommended a Planning Board for the region with power not only to prevent the wrong use of land, but also to take positive action in its development. The Plan itself was substantially accepted, but no suitable machinery was set up in the form which Abercrombie had considered necessary.

In 1946 the London Planning Administration Committee was appointed to advise on appropriate machinery for securing concerted action in the implementation of a Regional Plan for London as a whole. On reviewing the situation the Committee stressed the urgent need for concerted action in carrying out the plan for the region. It rejected the claim that the central government departments could adequately secure that action, and recommended some kind of executive regional authority possessing powers of direction and of finance in addition to powers of supervision. It foresaw the difficulties that such a body might encounter with the existing inadequate structure of local authorities and coupled its proposals with the recommendation that there should be enquiry into the government of the area. Meanwhile, powers had been vested in Counties and County Boroughs and the elaborate system of delegation devised.

Defects of the present situation

(a) Fragmentation of control

9. It has been said that a fundamental principle of good planning administration is that the recognised area to be planned should correspond with the

area in which a single planning authority has jurisdiction. In most ways the Green Belt demarcates an area of such unitary character; in no way do individual boundaries of the six counties or the three county boroughs provide an area similarly characteristic, still less do they offer opportunity for a comprehensive view of the whole area to be planned. This raises particular difficulties over matters such as through highways and industrial location for which a uniform policy throughout the area is desirable.

10. The position of the Ministry in the circumstances to which the fragmentation of London government gives rise is not an easy one. It is at present the only body in a position to co-ordinate the plans of the nine metropolitan planning authorities. Its task is made more difficult because it must also act in a judicial capacity over objections and appeals which relate to the plans and planning decisions of these authorities.*

(b) Division of Functions

11. While the L.C.C. is at once a Town Planning authority and also has considerable housing powers, elsewhere, except in the county boroughs, the authority responsible for planning is not responsible for the housing consequences of that planning. In particular, decisions about zoning and densities greatly affect the ability of a district council to deal with its housing problems. To the extent that counties determine rehousing density and districts undertake the rehousing, the one body sets the problem which the other is left to solve.

12. This division of related functions has its most serious consequences, unfortunately, for those authorities whose housing problems are greatest. The close urban nature of Greater London emphasises the absurdities arising from this. Willesden's density differs markedly from that of North Paddington, adjacent to it but in the county of London; their problems are in essence similar. They differ largely because of the arbitrarily placed county boundary dividing them. There is little doubt that Willesden's housing position could be eased locally if densities were those of Paddington. Still more might it be eased if a measure of responsibility for overspill housing rested with the planning authority.

13. Examples from Essex are particularly revealing. The County Borough of West Ham's progress in coping with its housing problems contrasts markedly with Willesden's. While it is not suggested that there is but one cause, it is undoubtedly true that the former would be much less advanced had it not been that its status as a county borough enabled it to be responsible for both housing and planning. Close by, in districts of South West Essex neighbouring West Ham, there is the paradoxical situation that the county's estimates of overspill are very much disputed by the district councils concerned with its housing.†

---

* The wide responsibilities of the Ministry are perhaps in part to blame for delays. It is of interest to note that Hertfordshire's Development Plan prepared in 1951, has only just been approved; Kent's plan has yet to receive approval. It has been necessary for the counties to put into train their statutorily necessary " Quinquennial Reviews " prior to approval of the initial plan.

† The L.C.C. was interested in Witham and certain other towns in Essex for overspill development. Essex C.C. opposed this and endeavoured to use the land for Essex's own overspill. It did not succeed in gaining the co-operation of the district housing authorities, but retained the land as zoned for the purpose. The differentiation between overspill from one part of the Metropolis and another is purely a phenomenon resulting from arbitrary administrative boundaries, and highly detrimental to the common interest of Greater London. In this case, because of this division, neither L.C.C. nor Essex districts overspill has in fact been housed in the zone in question.

(c) The Urban Rural Clash of Interest

14. To some extent the example given also demonstrates a clash of interests between the rural and urban areas of the counties—and indeed, it must be recognised, between the metropolis as a whole and its surrounding region. There are undoubtedly some advantages in attempting to combine the urban-rural interests in one authority if this can be successfully achieved, but it is very difficult to bring about. Another example occurs in certain of the metropolitan districts on Thames-side who wish to use their position on the waterfront to develop land for industrial use. This is opposed by the county. The situation becomes the more difficult where the metropolitan districts of the counties concerned are of a different political complexion from the rest.

(d) Greater London and its Region

15. From a regional standpoint, provision for " overspill " from the metropolis is becoming more difficult. Hertfordshire, while wishing to retain the wealth of its metropolitan areas, has stated its intention of closely restricting the further expansion of industry and population in the outer parts of the county. It even claims a potential overspill of its own. Kent decided against having any New Towns at all. Expanded Towns have not fulfilled expectations and cannot be expected to solve the problems of housing London's remaining overspill. It is exceedingly difficult for the L.C.C. to find sites or to secure the necessary co-operation for town development schemes. Middlesex, whose county council has no specific overspill plans, faces lesser but similar problems without the aid of equivalent administrative machinery. This failure calls basically for some form of broad regional planning, but their solution might well be aided by the establishment of a single body for Greater London itself, which would co-ordinate and handle the "overspill " needs of the whole metropolis in conjunction with adjacent authorities.

Proposals

16. (i) This analysis suggests that considerable advantages would flow from the creation of a single elected authority for the whole metropolitan area which could take a comprehensive view of its principal planning problems. Such a body would attempt to guide and to correlate the main activities which affect the satisfactory functioning of this vast urban area. These include:

(a) The scale and distribution of the main sources of employment within Greater London.

(b) The general framework of residential densities throughout the entire area.

(c) The treatment of main traffic routes, and the alignment of major highways.

(d) The protection and (where desirable) the provision of large parks and open spaces.

(e) The estimation of " overspill " requirements. This would be a function of the general decisions made under (a) and (b) and of plans to be worked out (in conjunction with surrounding authorities) for the wider London region.

17. (ii) Clearly this task would not be possible unless:

(a) The Greater London authority could count on the full co-operation of government departments concerned with highways, industrial location, etc., and

(b) It possessed a research staff of adequate size and high technical calibre.

18. (iii) It is obvious that Greater London is too vast an area for the complete concentration of planning functions at this level. It would be necessary to divide responsibilities between the Greater London Council itself and the other principal local authorities which would exist within its area.

19. The details of this division of functions would vary for the two schemes put forward by the Group. Under Scheme A the Greater London Council would itself prepare the development plan for the entire area and would administer all aspects of development control which it considered essential to the implementation of its plan and its general policies. All lesser issues would be settled by the various borough councils under schemes of delegation. The Greater London Council would have exclusive responsibility for handling overspill and for initiating or participating in overspill schemes. It would also have powers to designate comprehensive development areas and itself to undertake schemes of comprehensive development, and it might be expected to use these powers on a quite considerable scale.

20. (iv) Under Scheme B, the powers of the Greater London Council would be much more limited. Its function would be to consider the broader needs of the entire metropolis, and to prevent the various London counties from adopting too partial or " segmented " a viewpoint. It would be more than a mere co-ordinator; and for certain matters (e.g. main highways) it would initiate and execute new developments.

21. (v) Under Scheme B, both the Greater London Council and the proposed London counties would prepare plans for their respective areas. The Greater London plan would be a broad outline plan, reviewed at frequent intervals, while the preparation of statutory development plans would be the responsibility of the various counties. The counties would also administer the whole work of development control, but they would be required to comply with the outline plan for Greater London and to refer certain classes of application to the Greater London Council for approval. These classes would include all applications relating to main highway and applications concerned with industrial and commercial development of more than a certain scale (see also next Appendix). The Greater London Council would have sole responsibility for main through highways. The London counties would be responsible for comprehensive development and might have powers to initiate overspill schemes. However, the Greater London Council would co-ordinate overspill and would also possess powers to undertake overspill schemes. It would, for example, be the obvious body to develop a new town or towns elsewhere in the region, or to participate in such a development.

22. (vi) Both schemes agree that the central business and cultural district requires special treatment. Because of the enormous importance of its facilities, its special traffic problems, and the volume of employment which is here generated, this is an area where responsibility for planning ought to be firmly lodged with the Greater London Council.

23. (vii) Finally, London and its influence are such that whatever takes place within its limits has a marked effect on the surrounding region. The extent of this influence, with the increasing technical efficiency of transport, is likely to widen. It is essential that there should be improved co-ordination of land use and development throughout the whole capital region. Reform of London's government and its recognition as a single metropolitan area would, in any case, entail adjustment of the counties beyond. The occasion would be one for regional machinery to be considered.

24. Only some kind of effective planning organisation for a wide region based on London could hope to settle satisfactorily the problems noted above.* The region would need, in all probability, to cover a radius of at least 40 miles from the centre of London. The design of such an organisation lies beyond the scope of this appendix. A step towards this goal could, however, be made if the Minister of Housing and Local Government used his existing powers to require local planning authorities in the region to form a joint planning board. This board should be assisted by first-class professional staff, and one of its first tasks would need to be the revision of the Greater London plan and its adaptation to a wider area. For this idea to succeed the full co-operation of such Government departments as the Ministry of Transport and the Board of Trade would clearly be indispensable.

Summary

25. In brief, it is recommended that:

(a) there should be a single elected authority for Greater London, one of whose principal functions should be Town Planning.

(b) Smaller local authorities would handle the more local and detailed aspects of planning, their exact powers and their relation with the Greater London Council depending upon their size and constitution. Central London should be regarded as having a special significance for planning, which would be exercised directly by the Greater London Council.

(c) These measures would be definitely insufficient if they failed at the same time to make provision for co-ordination over a much wider region.

---

* Abercrombie himself envisaged the creation of such an authority as did the report of the London Planning Administration Committee (1949).

II—THE PLANNING OF INDUSTRIAL LOCATION IN GREATER LONDON

The Geography of Industry in Greater London

1. Greater London is an industrial region of outstanding importance. Workers employed in manufacturing in the conventional Greater London area, i.e. the Metropolitan Police District, at the end of May, 1957, number 1,734,000 or 18.6% of the manufacturing labour force of the United Kingdom. This figure, based on Ministry of Labour returns, applies to the manufacturing classes of the Standard Industrial Classification, i.e. Orders III-XVI inclusive. It therefore includes the office staff of manufacturing firms, which are chiefly concentrated in central London. On the other hand the figure excludes employment in those parts of the Royal Commission's area which lie outside the Metropolitan Police District. The shape of employment exchange areas does not permit calculations for the Royal Commission area, but it may be noted that there are concentrations of industry at Watford, Weybridge and Dartford in particular.

2. The accompanying map illustrates the industrial geography of Greater London. The delimitation of principal industrial areas is based on detailed study. While the inclusion or exclusion of particular small areas may be a matter for debate, the map provides a valid summary of the broad pattern and salient features of the distribution of industry. Sixty years ago most of London industry could be found within a rectangle extending about 7 miles from west to east and 5 miles from north to south. Its corners lay in Camden Town, Stratford, Vauxhall and Greenwich. A rectangle large enough to include the present industrial areas of Hayes to the west and Dagenham to the east, of Enfield to the north and Croydon to the south would have an area about sixteen times as great. The present distribution of industries is, however, intimately related to the more concentrated layout of the past. As numerous studies have shown, the growth of London industry is only in a very minor degree the result of the entry of provincial firms. Expansion has reflected above all two forces: first, the outward movement of factories from inner London commonly on radial lines; second, the entry of new firms for which the port, the market and the unrivalled facilities of London were positive attractions. Greater London is one industrial region and its industries and services are closely linked and interrelated. On the grounds of industrial affinity and of dependence on London markets and facilities the London industrial region extends beyond the Royal Commission's area, for example to Northfleet and Slough.

Recent trends in the distribution of employment in manufacturing industry

3. In the quinquennium 1951-56 manufacturing employment in Greater London, i.e. the Metropolitan Police District, increased by approximately 118,000. This figure masks conflicting trends within the region which become apparent when the component national insurance office areas are divided into groups. In central London (office areas: City, Holborn, West End, Westminster) there was an increase of 34,000.* Except in the case of the printing industry, this increase was undoubtedly a growth of office staffs of manufacturing firms rather than of their operatives. In the "inner ring" (office areas embracing approximately the remainder of the County of London together with West Ham and East Ham)

---

* The statistics of employment cover manufacturing industries but within this range include office staff as well as operatives.

there was a decrease of 28,000. In the "outer ring" (the remainder of Greater London) there was an increase of 112,000. These changes were analysed in a paper by R. C. Estall & J. E. Martin in the Town Planning Review, January, 1958. The growth of employment in the "outer ring" was shown to reflect principally an increase of 87,000 in the labour force in the engineering and vehicles industries alone. An analysis of new industrial building completed in the period 1950-55 showed a similar emphasis on the "outer ring" and on the engineering and vehicles industries. When the outer ring was divided into six sectors, it was found that the industrial labour force had increased in each. Growth was most striking in Middlesex. Central Middlesex had received over 2½ million square feet of additional factory floor space and had increased its industrial employment by 29,000. The two districts of West Middlesex and of North Middlesex and Metropolitan Herts had each added over 2 million square feet of factory floor space and had gained 22,000 and 9,000 workers respectively.

4. It would be wrong to infer that planning control was necessarily less severe in Middlesex. The N.W. suburbs contain a large proportion of industries established in the inter-war years that are today prosperous and expanding. As A. G. Powell has argued in a paper on "The Recent Development of Greater London" read to Section E of the British Association at York, 1959, "new industry is rarely a case of spontaneous generation" "..." "the television and electronics industries, now so heavily concentrated into Greater London, are the natural growth of the pre-war electrical and radio industries," "..." "extension or modernisation of existing factories is the main problem in controlling the industrial population of Greater London." The fact remains that the growth of industry in outer London has more than counterbalanced the decline of industry in inner London. No local planning authority is at present obliged to see more than a part of this Greater London problem. At the same time industrial expansion has been considerable in the wider London region beyond the metropolis, most obviously in the New Towns. If we attempt to delimit the areas that have been or are likely in the near future to be affected by the decentralisation of industry from London the line must be drawn from Southampton Water to Swindon (Wilts), to Banbury (Oxon) and to Grantham (Lincs).

The planning of industrial location: aims and scope

5. The aims of public planning and control of industrial location may be divided initially into strategic and local elements. In the first category is the aim of the Barlow Commission, which remains official government policy, that the growth of London's population and employment should as a whole be restrained. The main burden of implementing this policy falls on the Central Government, armed through the Board of Trade with the power to grant or refuse Industrial Development Certificates (for new buildings and extensions of more than 5,000 square feet of floor space) and, in other selected areas, to subsidise factory rents. In the second category is the aim of detailed control of location, and especially of segregation, of industry implemented by the local planning authority through the zoning of areas in its approved Development Plan.

6. This simple twofold division is, however, inadequate, Public policy, in conformity with the proposals made by Sir Patrick Abercrombie, aims at the planned decentralisation of industry and population within the broad London Region. This aim has been followed by the central government through the New Towns Development Corporations and is being followed by the L.C.C. Development Plan Statement, Part I.3: "The main objectives of the Council's planning policy in relation to the Development Plan are as follows: (iv) Industry

and Commerce. To secure the decentralisation of industry and commerce in correspondence with the reduction in population, so as to reduce travel to work, and facilitate reconstruction of the inner congested Boroughs. So far as proves practicable, to reserve for the re-organisation of industry already within the administrative county such land as is available for industrial development."

It does not therefore follow that a firm seeking permission for industrial development in the L.C.C. area has only to satisfy the Council on the detailed issues of zoning and building regulation. Permission to erect or expand a factory, or to convert an existing building without user rights to industrial use, might still be refused on the general grounds cited above, unless the Council were satisfied that the industry's "tie" to the county or other special circumstances of the case justified expansion within the county. Even a firm with an I.D.C. from the Board of Trade could be refused permission, though in all cases there remains the right to appeal to the Minister of Housing and Local Government. The planning powers of local authorities over industry may therefore extend to strategic as well as to local issues.

The Planning of industrial location : Functions

7. The functions of local authorities which affect materially control of industrial location may be listed under three heads.

(a) Preparation and revision of the Development Plan

This is fundamental to the planning of industrial location and provides the framework within which planning activities, whether positive or negative in character, are pursued. It demands efficient technical services for surveying and research and the preparation of town map, programme map and designation map. It requires too the formation of a coherent policy based on a metropolitan and regional breadth of view.

(b) Development control

8. Superficially this may seem an executive task. In practice decisions of policy are necessarily involved. In the first place, as shown in paragraph 6 above, the distribution of employment as well as zoning may be a factor in reaching a decision on an application. In the second place, zoning itself itself is not entirely rigid, as may be seen from Code B in the Use Zone Chart accompanying the L.C.C. Development Plan Statement. There is, therefore, considerable latitude for the pursuance of a "hard" or "soft" policy at the discretion of the local authority, subject to rights of appeal. Moreover, a zealous authority would be more successful in detecting the use of premises for industrial purposes in contravention of planning control. This is significant since rights of use may be acquired "by the effluxion of time" if unauthorised use continues for four years. While development control is in a sense a "negative" activity it does, incidentally but necessarily, provide a continuing flow of information on trends in industrial location. This is invaluable to the technical officers engaged in surveying and research for the periodical revision of the Development Plan and it is highly desirable that the division of functions between authorities should not deprive them of the information.

(c) Positive Planning

9. In the activities treated under this head financial consideration are usually paramount. There is the creation by agreement with receiving authorities of

Expanded Towns and potentially the creation by the local planning authority itself of a new satelite town. There is the re-location of factories displaced from areas of comprehensive redevelopment or from sites subject to compulsory purchase orders for other public development. In re-locating the displaced firms it is possible for the planning authority to encourage the development of segregated industrial areas of factory estates. It may even itself construct industrial premises as the L.C.C. has done at Long Street and Waterson Street, Shoreditch, where its unit workshops are let to approved occupiers. It is in general only in the cases mentioned above that the existing use rights of non-conforming industrial premises may in practice be extinguished. In other cases this result may be achieved only by agreed purchase at a financial cost which has in fact limited action to a scale insignificant in comparison with the problem. Finally it may be noted that the creation of smokeless zones is a form of positive planning which may affect industrial location but is not generally a function of the planning authority.

Planning Authorities and problems of location

10. In the London Region the problems of planning industrial location arise at three levels : the regional, the metropolitan and the local.

The Regional Level

A substantial movement of industry and population has taken place and seems likely to continue from Greater London itself to outlying parts of the region. This makes it vital to secure effective co-ordination of planning at the broad, regional level. The minimum need is for survey and research issuing in the production of a unified outline plan for the region. While it may be urged that this is a task for the central government, the fact that the Minister of Housing and Local Government is the appeal authority for planning decisions inhibits the Ministry from giving a positive lead. The need for a regional plan is clear. Expansion is taking various forms. There are communities beyond the Green Belt in which the long-distance commuting population is growing, sometimes in association with improved rail facilities as at Chelmsford and Billericay. There are areas where a growth of manufacturing is occurring "spontaneously," for example at High Wycombe, or where it can be expected, for example on Lower Thames-side where locational forces favour the nascent petrochemicals industry. There are also the new Towns and Expanded Towns where growth is "induced" by public authority action, and where the planned introduction of manufacturing industry is a key lever. At present these regional trends are seen as a single problem by no authority. At County Hall, London, surveys and maps are prepared of the problems of growth at Haverhill and Hook and of contraction in Poplar; at County Hall, Chelmsford, of the problems of growth at Witham and Canvey Island and of contraction in Leyton. No single survey is prepared of the consequences for industrial location in the region as a whole of new motorways, improved railway facilities or the Dartford-Purfleet tunnel.

The Metropolitan Level

11. The aims of the Barlow and Abercrombie Reports were to prevent further growth in total population and employment in the metropolis and to secure a reduction in the County of London and in "the Inner Urban Ring" (defined by Abercrombie) around it. It may be observed that the growth of population and of industrial employment in the outer parts of the London conurbation has exceeded expectations. The second aim, however, has been

partially secured, though in the case of manufacturing industry decline in the inner areas is in any case in line with a secular trend apparent throughout the present century.

12. Metropolitan London, it has been argued, is one industrial region. Existing local authority boundaries have no signficance in the pattern of industrial location portrayed on the accompanying map. There is a need for thorough rethinking on metropolitan problems of industrial location. One problem of outstanding importance is the relationship between locational issues and the decanting of overspill population. The movement of overspill has been and in the near future is likely to be dependent on the movement of manufacturing industry. A loss of population made up of the outward surge of long distance commuters is not a loss of employment and at present, at least, offices are more difficult to decentralise than are factories. The planned movement of overspill is organised mainly by the L.C.C. However, an important part of industry in inner London (and an increasing share of the declining total) is of types which imperatively need a central location. Within the " Inner Crescent " portrayed on the map there are for example newspaper and commercial printers on urgent work and tied to the commercial and publishing foci : (in the women's outerwear industry and in furniture making) there are clusters of factories and workshops, often small, that are dependent upon each other or upon the facilities of their specialised quarters or upon wholesalers who concentrate in parts of Central London. High grade jewellery and fur working are other examples of industries tied to the centre. Some firms may be able to move as far as out-county estates but not to New Towns. In outlying parts of the London Region the industries which are growing most rapidly are principally the types, such as light engineering, which are most strongly represented within Metropolitan London in the outer areas. The out-County estates are almost full up and it would now be difficult for the L.C.C. to help firms to move from its area to outer Greater London. It would be anomalous if firms were moved from, say, Middlesex or Metropolitan Surrey to Expanded Towns or a New Town, financed by the L.C.C., though this body might be prepared to assist. It is submitted that movements of decentralisation could be more rationally planned by a single Greater London Authority.

13. Within the metropolis there are strategic problems of location which are inter-related and inter-dependent. The network of highways for carriage of materials and products, facilities for travel to work and schemes for major redevelopment are indissociable from the location of industry and from each other. Here about all there is a need for more consistent and more integrated planning in Metropolitan London than now is the case. The worst problems of co-ordination occur at present with highways. It is essential that the consequences of urban motorway construction be seen as a broad metropolitan question. There is too the problem of declining areas of obsolete property. It is to be expected that the area affected by depopulation will become more extensive. One consequence of depopulation is the growth of a stock of redundant buildings, such as cinemas, ballrooms, church halls and shops, for which conversion to industrial use is generally the most profitable, and sometimes the only economic possibility. There is a need for a coherent and unified policy in treating this problem which is now obvious in, for example, Hackney and Islington and is likely to appear in the ring of boroughs around the County. It is not a problem in isolation but bound with redevelopment, housing and journeys to work.

14. It is submitted that a single Greater London Authority is required for effective metropolitan planning of industrial location. It is not argued that

the L.C.C. has proved an inefficient planning authority. On the contrary, within the limits imposed by its boundaries it has proved efficient and energetic. In this it has had the advantage of financial resources greater than those of any other planning body concerned with Metropolitan London. This has permitted it an unrivalled scale of spending on planning and an exceedingly efficient survey and research organisation. These advantages should and could be available to the metropolitan region as a whole in one authority. The boundaries of the administrative county of London are meaningless in relation to the metropolitan industrial region with its inter-related problems.

The Local Level

15. The greatest concern at the local level will be with the consequences for amenity of decisions on industrial location. It is desirable that the lower tier should have full opportunities to make local views known on this matter. Beyond this, powers of control should be given to the second tier wherever it can be done without damaging effective metropolitan planning. This shedding of power should assist the Greater London authority by relieving it of less important work.

The Division of Functions between the two tiers

16. Two systems for the division of planning powers between a Greater London Council and second tier authorities have been recommended : Schemes A and B. Some suggestions will be made on points of detail bearing on the planning of industrial location under the two schemes.

Development Control

17. Scheme A provides that Development Control would be shared between the Greater London Council and Greater London Boroughs, except in the Central Area where it would be wholly a function of the Greater London Council. It is essential if decisions are to be reached speedily that there should be no duplication of powers. A line must be drawn between spheres of responsibility. The Greater London Council would be responsible for major schemes of redevelopment and would therefore need to control all applications for planning permission in the Comprehensive Redevelopment Areas. It should also have effective control of the distribution of employment. To prevent the emergence of divergent "hard" and "soft" policies among 24 boroughs, in view of the arguments presented in paragraph 8, it is suggested that the Greater London Council should control all applications which do not conform to zoning. It should also control applications which might lead to a significant increase in employment even where these conform to zoning. A limit set in terms of the intended number of workers would, however, be unenforceable in practice and it would be necessary to use the criterion of floor space. The figure of 5,000 square feet is already used by the Board of Trade as the smallest size of new building falling under its strategic control. A local planning authority, unlike the Board of Trade, must deal also with applications for the conversion of existing buildings to industrial use. A London authority is faced, too, with applications from numerous firms who employ a large labour force in a relatively small area of floor space. In some branches of clothing and fur manufacture, for example, an extra 20 operatives might be employed with an addition of only 4,000 or, exceptionally, even 2,000 square feet of floor space. Nonetheless the Greater London Council would probably have enough control of the distribution of employment if it had powers over all applications

for more than 5,000 square feet and in addition over all not conforming to zoning, all in areas of comprehensive redevelopment and all in the Central Area. Decisions on these would be entirely the responsibility of the Greater London Council though it should be obliged to seek the opinions of the boroughs. There would remain a large number of applications for minor proposals. Decisions on these would be entirely the responsibility of the boroughs. Under Scheme B, the broad outline of policy would be set at the regional and metropolitan level. The six Counties would serve as instruments of the Greater London Council in Development Control, each having complete responsibility for this function in its own area. The Greater London Council would, however, take charge of Development Control in the Central Area.

Other Functions

18. Under Scheme A planning functions requiring specialised services such as preparation and revision of the Development Plan, or large resources, such as the treatment of major areas of redevelopment, would be granted to the Greater London Council. Under Scheme B the powers of the top tier would be more restricted and confined essentially to matters requiring a broad vision. The Greater London Council would plan and direct overspill schemes, but the six counties would undertake schemes of redevelopment. There would be a division of functions in the preparation and revision of the Development Plan. It would be desirable for the outline plan produced by the Greater London Council to prescribe fairly closely the areas to be zoned for industry and to lay down objectives in the distribution of employment. It might for example delimit contraction areas. The Greater London Council would be the appropriate body to carry out research on trends in location and associated changes in population and transport facilities. It would be important under Scheme B to guarantee its right to have information on the plans and actions of the second tier.

III HOUSING

1. The evidence presented here is drawn largely from interviews with officers and members of 22 authorities representing the main types of local housing authority in the Greater London area.

Introduction

2. Housing differs from other local government services because :

(a) The needs to be met and the problems encountered vary more widely from one area to another.

(b) Housing authorities do not provide a uniform or national social service (cf. Education, Health and Children's authorities). They have wide powers but few duties; they are not subject to regular inspection from the central government.

(c) The administrative structure for meeting these needs is correspondingly varied. There is no statutory obligation to appoint a housing committee or a chief housing officer, and no uniform system is prescribed for carrying out work. Some authorities concentrate all their housing responsibilities in one department, but although this arrangement has become more common since the war, it is still found in a minority of authorities; the collection of rents may be done by the Treasurer's department; the designs of new houses and flats may be drawn up in an Architect's department, a Surveyor's department, or in private firms of architects; applications for improvement grants and loans for house purchase may be dealt with by the Clerk or Treasurer; decisions about land use and housing densities will be worked out in a Planning Department—probably in another authority—and the Medical Officer determines which houses are unfit. Administratively speaking, housing is not a unified service but an aspect of half a dozen different services that is scattered through several departments of the local authority.

A housing "department" may consist of 320 staff responsible for 11,200 houses (Croydon), 4 staff within the Borough Treasurer's department responsible for 3,000 houses (Bexley), 35 staff responsible for 1,100 houses (East Barnet) or 8 staff working under the Borough Surveyor responsible for 6,000 houses (Ealing). These wide variations depend on the grades included in the "department"—and particularly on whether the maintenance staff are included.

(d) The training of housing officials varies as widely. The chief officers (or their equivalents) whom we met included trained housing managers, an architect, an engineer, and others trained as finance officer, master mariner, clerk and builder. Training and experience in housing administration are now generally required of people appointed to these posts.

3. No analysis of housing administration can proceed far without some discussion of what the administration is for. Summarised, there seem to be three main possibilities:

(a) Local housing authorities may increasingly limit themselves to slum clearance, the building of new and expanded towns, and the provision of houses for a few special groups—e.g., old people. As these tasks are completed or the sites available for new building are used up, they will restrict themselves largely to the management of their inheritance, differing little (apart from their subsidies and selection procedures) from any other large property owner. The "waiting list" thus becomes merely an administrative device for the selection of tenants to fill vacancies when they occur, and the "housing standards" to be achieved are minimum standards of fitness for human habitation. Further improvement of the housing of the bulk of the population is not the local authority's responsibility.

(b) The authorities may do these things and may also raise general housing standards by making loans and grants to private landlords and owner-occupiers. They can offer technical advice to those willing to improve and convert existing property and must give improvement grants to raise property with a prospective life of more than fifteen years to a minimum standard. (Roughly the policy of the present government).

(c) The authorities may assume direct responsibility for raising housing standards throughout their area by continuing to build for general needs and by taking over a large share of privately built housing to improve, convert and redevelop it, and to allocate it according to some assessment of human needs. The "waiting list" then becomes a major instrument of policy and some measure of the need to be met; housing standards are defined in some kind of "target" or "optimum" sense; the authority becomes a "housing authority" in the same sense that a County or County Borough is an "education authority"—it is not simply a "council housing authority."

4. In practice different authorities are bound to interpret their responsibilities differently and no uniform pattern will emerge. Nevertheless, views about housing policy should be classified lest concealed differences of opinion on this subject confuse discussion of housing administration. In the analysis that follows, these alternatives will be referred to as the "minimum" (a) and "maximum" (c) concepts of local authorities' housing responsibilities.

5. Before leaving the political aspects of the subject it should be noted that housing is the topic on which local authorities' members receive most pressure from the electorate. The electors' interest in the present lower-tier authorities might be killed by any re-organisation that removed their housing powers without simultaneously transferring to them other work that attracts keen public attention.

What is needed for a "minimum" housing service ?

(a) Efficient and economical administration

6. It is our impression that any size and type of authority can administer the minimum level of housing responsibilities efficiently. But figures provided by the Institute of Municipal Treasurers and Accountants show that expenditure per dwelling on "supervision and management" of council houses falls as the number of houses managed increases—in the Greater London Area at least. These figures confirm our own impression that the smaller authorities could in most cases increase their work without correspondingly large increases in staff or overheads. The figures may be misleading because the items included under this heading of the accounts depend to some extent on the administrative set-up. (How do they apportion the salaries and overheads for rent collection carried out by the Treasurer's department, or where the administration of repairs is the responsibility of the Surveyor's department ?) But errors of this kind support our conclusion that bigger departments are more economical, since it is among the smaller ones that housing responsibilities are most frequently sub-divided and overheads most likely to be attributed to other departments.

A more serious criticism of this conclusion is the argument (advanced convincingly by Finsbury) that the smaller authorities can be much more efficient in arranging exchanges and transfers that make the most of a limited supply of housing, owing to their Housing Manager's personal knowledge of tenants and landlords. While we have no conclusive evidence on this point, we are inclined to agree that these things can be better done by smaller departments, but doubt whether in practice they are. (It is difficult to be precise about what is meant by "small" in this context since the area, population, number of council houses and severity of housing problems have all to be considered. Thus Stepney, Bexley and Finsbury, would all probably rank as "small.")

(b) Close collaboration between the officers responsible for various aspects of housing administration

This can be achieved in many ways and in authorities of all kinds, but it seems on the whole to be easier where :

(i) The officers are few, know each other well and include an able co-ordinator (e.g., Bethnal Green).

(ii) The Committee is able to delegate considerable responsibility to a small, efficient and powerful sub-committee of members served by all the relevant officers (e.g., Woolwich and Bexley).

(iii) housing responsibilities are to a great extent centralised in one department under an efficient chief officer (e.g., St. Pancras).

(iv) there are close personal links between powerful members at County and Borough level (e.g., Finsbury). This is particularly important in dealing with planning problems.

Two conclusions can be drawn for our purposes. The allocation of planning and housing responsibilities to different tiers of local government is a handicap (Willesden, Barking, St. Marylebone and Woolwich all made convincing complaints on this score), though some authorities find this presents no problem. Any separation of building and management would be a mistake; those who design house and layout estates must have close contact with those who manage them and are exposed to tenants' complaints. Moreover, the numbers and types of houses to be built depend on the policies adopted for determining rents, arranging transfers and exchanges and selecting tenants.

(c) A clear distinction between the roles of members and officers

In a service with such varied standards of skill and training there is bound to be occasional confusion between the responsibilities of members and officers. We found some authorities in which members interviewed applicants for council houses, one in which a member called to inspect applicants' homes, and other authorities selecting tenants from a list of names and addresses. In at least one case it was clear that a chief officer's failure to get his committee to consider all the relevant evidence before reaching a decision was landing the authority in serious trouble, and in one or two cases officers appeared to be taking policy decisions that should have been put to the committee.

This probably constitutes an argument for larger authorities in which pressure of work forces members to concentrate on policy decisions, and larger salaries attract better qualified officers. It is also our impression that the existence of a vocal opposition (though not necessarily a large one) helps officers to distinguish between policy decisions and administrative decisions, since they must leave the former to their members if they are to avoid getting embroiled in Party disputes.

(d) Collaboration between housing departments and other services

Rent collectors, housing welfare officers and housing managers should be able to get immediate help from other services for tenants who run into personal difficulties of various kinds. Greater London is better supplied with social services than any other area in the country and there should here be no need for housing officials to take on responsibilities which can be carried by social workers, health visitors and welfare officers; the roles of landlord and professional helper are seldom happily combined.

The proportion of tenants for whom personal help of this kind is needed (or can be provided) is so small that it does not constitute a valid argument for giving housing powers to the authority that also has responsibility for health, welfare and children's services. But where these powers are divided between different tiers of local government special steps should be taken to ensure close collaboration. (For example, no housing department should evict a family without giving ample warning to the welfare and children's departments which may have to provide for them as a result).

Collaboration in planning (where schools, clinics, parks, housing, etc., are all competing for the same sites) presents problems of a different order—most easily solved when planning and housing powers are held by the same tier of local government.

(e) Humane and honest management

In an area with a large number of council houses the housing manager and his staff have power over other people that must be frightening to anyone with less than complete faith in their integrity. The restrictions on council tenants are notorious (e.g. one Metropolitan Borough forbids tenants to fit carpets within six inches of the skirting). Moreover it is clear that a great deal of movement is going on within council property (e.g., in some areas 50% of new housing now being built is filled from existing council property, and some authorities arrange hundreds of exchanges and transfers every year) and most of this movement must be left to administration to arrange. With the reduction in building for general needs, many of them are now less concerned with the question "who gets a council house?", than with "what kind of house should council tenants have?" Repeated references to "those who've proved their worth," "those who respond to rehousing," "post-war types," etc., indicate the criteria adopted. Decisions of this kind must be made, but they should be subject to public scrutiny. Attention of a still more urgent kind is called for when a housing manager says, "I broke up our first tenants' association . . . I've got enough information in the files to set one fraction against another any time I want by dropping a word here and there."

While there is no evidence that the largest authorities necessarily get the best officers, we did feel that the worst officers seemed to be in the smaller authorities. And however good their officers may be, authorities without any effective opposition tended to have lower standards in these matters.

7. Summarising the conclusions to be drawn so far, we have reasons for seeking an increase in the size of housing authorities and a reduction in their numbers, a diversification of the electorate that would provide an opposition in as many authorities as possible, and a combination of planning and housing powers in the same tier of local government.

8. However, a "minimum" housing policy is unlikely to be acceptable for ever, and (in our view at least) something approaching a "maximum" must eventually be adopted in many areas of Greater London because their appalling housing conditions cannot be remedied by new building alone, because private owners (other than some owner-occupiers and a few of the larger landlords) do not appear to be putting older property in good order, and because there is evidence (e.g., a current P.E.P. study of London families to be published shortly) that housing conditions now constitute one of the voters' chief complaints. This is the only major aspect of our environment which has for many people changed little in the past fifty years.

It is, therefore, the far tougher problems presented by a "maximum" policy which are of most interest.

What is needed for a "maximum" housing service?

9. If a "maximum" service is to be provided all the arguments presented so far apply with greater force, and a number of others must be considered besides:

(a) Housing needs, and the sites and other resources for meeting them, are distributed so unevenly that some authorities have virtually "solved" their housing problems (e.g., Bexley, Heston and Isleworth, East Barnet) while others can never solve them within their own boundaries (e.g., Willesden, with a waiting list of 11,000 families and over 2,000 people statutorily overcrowded, has built an average of 55 permanent houses a year since 1945; Tottenham, with 2,200 slums to clear and 8,400 on its waiting list, has built an average of 120 houses a year. Both have practically run out of building sites and both have exceptionally high rates in the pound). Differences of this kind are often worse than they appear because neighbouring authorities have such widely varying criteria for entry to their waiting lists that it is difficult to know what the lists mean (e.g., Islington 10 years' residence, St. Marylebone 1 year, Finsbury 10 years, Holborn 5 years, St. Pancras no residential qualification). People who have moved about a good deal may be excluded from all the lists.

(b) If waiting lists are to be kept moving, if densities are to be reduced in overcrowded areas, and if there is to be any major improvement of housing standards outside council property, many authorities will have to acquire privately built houses. This does not necessarily mean wholesale municipalisation, but it does require larger resources, greater skill and a bigger pool of property (from which to select the houses to be acquired) than many authorities now possess.

(c) The owners of those houses which remain in private hands must be given financial and technical help to maintain and improve older property. This work demands greater enterprise, skill and resources than many of the present authorities possess.

(d) The population of London County and some of the surrounding areas will have to be reduced still further, and this cannot be achieved without a dispersal of jobs to other areas—i.e., cannot be achieved by an authority that does not have planning powers and a less parochial view of its responsibilities than many of the present authorities. We have been struck by the tendency of housing committees and officials to assume that their people are not interested in houses outside the authority's boundaries, and by the resentment some show at the industrial selection scheme for moving people to the new towns. (The scheme is resented because the majority of tenants selected are not on the exporting authorities waiting lists and because the authorities exporting have to contribute a £4 subsidy to the receiving authorities.)

(e) Densities and land use throughout the Greater London area must be reappraised, and in some places higher densities must be permitted. It is difficult to make this reappraisal within a framework which divides planning and housing responsibilities between different authorities and subordinates the latter to the former. Few of the lower-tier housing committees include members of county authorities, and where they do it is rare to find them effectively representing the interests of the lower tier at county level. The many informal contacts between the two tiers at officer level provide a mechanism for implementing planning policy rather than reappraising it. It does not follow that all planning and housing powers must be concentrated in the same tier. Our evidence suggests two different ways in which these powers might be distributed both of which ensure that authorities responsible for major planning decisions also bear some responsibility for housing.

(f) Houses will have to be built on sites (e.g., marshland, and land without roads and other services) which are only likely to be used by authorities capable of operating on a big scale, and spreading the high costs of such development over a wide area.

10. These points constitute the minimum conditions for a "maximum" housing policy. What are their implications for the proposals set forth in the main body of our evidence ?

11. The metropolitan areas surrounding the present London County are now handicapped by the fact that planning and housing powers are held by different authorities. A thorough reappraisal of land use and housing densities within the metropolitan area cannot be effectively undertaken in these circumstances. Moreover, the planning authorities lack determination in dealing with overspill problems owing to the fact that all of them (except Middlesex) represent a large rural area.

12. We are therefore agreed that the proposed Greater London authority should have responsibility for overspill housing, and power to build within its boundaries. It should normally be responsible for managing the property it builds. A housing programme cannot be planned without careful and continuing examination of the extent and character of housing needs, the wishes and habits of tenants, the supply of housing available from "re-lets," the types of building, the levels of rents, the extent of municipalisation (already widespread in some areas), and many other things which cannot be taken fully into account where one authority builds and another manages housing.

13. Under the second scheme of reform (Scheme "B," Part III of the memorandum) proposed in this evidence the lower tier of "London Counties" would be large enough to assume nearly all housing responsibilities other than those for overspill. This presents a problem if planning and housing powers are not to be divided, since the Greater London Authority would be the principal planning authority for the metropolitan area. Proposals for resolving this dilemma are advanced in the section of the evidence dealing with the scheme.

14. Two objections to our arguments can be briefly considered. Some claim that the present housing authorities coincide with local interests and loyalties that would be disregarded under our proposals. But every housing authority that we have visited gave evidence of the varied and distinctive communities existing within its own boundaries. If there are local loyalties to be considered they are centred on areas much smaller than the present authorities.

15. It may also be objected that the re-organisations proposed (since they both call for much larger authorities) carry with them the implication that nearly every housing authority in the country is far too small. But this is not so, for the housing problems of Greater London are of a different order from those met elsewhere. Some of the most severe housing problem and some of the finest housing in the country are here found in neighbouring authorities whose boundaries have no social or economic validity. Differences in housing resources, standards and policies which might be tolerable if found in geographically distinct communities (such as the various urban and rural districts of a West Country county) here become intolerable. At the same time the comparatively high rents that tenants are prepared to pay in Greater London (in Council and private property), the comparative wealth of most authorities

in the area, and the skill and enterprise found in many of these, all indicate that great things could be achieved here if the powers and boundaries of local government were wisely reformed.

Boroughs in Commission Area 1957-58

Cost of Supervision and Management per Dwelling

Authority		Total Dwellings Owned	Supervision and Management (General) Costs per Dwelling		Average	
I. Authorities with between 5,000-6,025 houses	Ealing	6,025	4	17	3	9
	Watford	5,238	3	0		
	Edmonton	5,082	3	16		
	Barking	5,037	2	5		
II. 4,000-5,000 ...	Walthamstow ...	4,881	5	3	3	18
	Harrow	4,581	2	17		
	Enfield	4,503	3	14		
	Uxbridge	4,246	2	16		
	Mitcham	4,100	5	2		
III. 3,000-4,000 ...	Hendon	3,994	10	14	5	13
	Romford	3,836	4	6		
	Ilford	3,744	7	7		
	Twickenham ...	3,731	4	10		
	Dagenham	3,700	4	13		
	Heston and Isleworth	3,536	5	15		
	Dartford	3,310	3	5		
	Tottenham ...	3,206	5	18		
	Willesden	3,033	4	11		
IV. 2,000-3,000 ...	Bexley	2,933	4	5	6	7
		2,848	8	3		
	Brentford and Chiswick	2,637	6	10		
	Southall	2,454	6	0		
	Bromley	2,453	3	9		
	Kingston	2,347	8	18		
	Acton	2,298	6	9		
	Hornsey	2,094	7	5		
V. 1,000-2,000 ...	Erith	1,890	4	8	6	15
	Epsom and Ewell ...	1,876	5	16		
	Richmond ...	1,824	6	2		
	Wanstead and Woodford	1,723	9	12		
	Leyton	1,645	6	17		
	Finchley	1,554	7	8		
	Chingford	1,368	8	2		
	Surbiton	1,346	4	7		
	Malden and Coombe	1,308	7	0		
	Beckenham ...	1,303	6	9		
	Southgate	1,215	8	2		
	Sutton and Cheam	1,197	7	3		

(Source : I.M.T.A. Housing Statistics 1957-58)

NOTES :

(1) The table shows all boroughs in the Royal Commission area owning more than 1,000 dwellings (including both houses and flats).

(2) Supervision and management costs (general) are as defined in paragraphs 10 and 11 of the Ministry of Housing Local Government Circular No. 1/53.

(3) It will be observed that there are a number of authorities where costs appear as exceptions (e.g., Hendon, Dartford and Bromley) due to differing methods of accounting. The significant fact, however, is that despite these exceptions there is a clear trend indicating that expenditure per dwelling on supervision and management falls as the number of dwellings owned increases.

Table II

Unfit Houses

Authority	Total Permanent Dwellings 1955	Total Dwellings Declared Unfit 1955	Number of Unfit Dwellings per 1,000 of Permanent Dwellings
Inner Urban			
Tottenham	30,360	2,189	72
Leyton	27,158	1,500	55
Brentwood and Chiswick ...	15,654	659	42
Edmonton	28,104	1,150	41
Barking	20,700	497	24
Walthamstow	37,308	537	14
Wood Green	13,965	182	13
Willesden	34,000	345	10
Hornsey	22,232	173	8
Mitcham	19,682	70	4
Barnes	12,077	35	3
Wimbledon	16,000	35	2
Acton	18,148	16	1
TOTAL	295,388	7,388	25
Suburbs			
Bexley	27,096	441	16
Kingston	11,651	184	16
Wanstead and Woodford ...	18,836	250	14
Richmond	11,569	137	12
Erith	13,265	150	11
Heston and Isleworth	29,308	283	10
Harrow	63,692	577	9
Ilford	51,554	291	6
Twickenham	29,910	167	6
Finchley	19,967	111	5
Southall	14,287	79	5
Hendon	43,511	173	4
Southgate	21,810	84	4
Sutton and Cheam	23,346	41	2
Dagenham	29,976	58	2
Bromley	19,511	40	2

Ealing	52,276	120	2
Chingford	14,234	15	1
Wembley	38,000	43	1
Beddington and Wallington ...	9,994	8	1
Malden and Coombe	13,296	8	1
Beckenham	22,566	—	—
TOTAL	579,655	3,260	6
Suburban Fringe			
Uxbridge	15,684	350	22
Dartford	11,835	176	15
Romford	28,574	350	12
Enfield	30,876	356	11
Watford	21,000	110	5
Epsom and Ewell	18,750	81	4
Surbiton	18,446	6	—
TOTAL	145,165	1,429	10

Table II

NOTES :

(1) Source : CMD.9593—Slum clearance : England and Wales, 1955.

(2) Classification in groups (Inner Urban, Suburbs, Suburban Fringe) is that used by the Registrar General.

(3) Authorities shown in table are all non-county boroughs within the Royal Commission Area. They have been placed in the order of the number of unfit dwellings per thousand permanent dwellings.

(4) As might be expected, the proportion of unfit dwellings in inner urban area (average 25) is much higher than in the suburban area (average 6) and that of the suburban fringe (average 10). The suburban fringe average is, however, raised by the presence of old, once distinct centres (such as Uxbridge, Enfield, Dartford) which have been overwhelmed by the extension of Greater London.

(5) Within each of the categories there are variations wide enough and exceptions curious enough to make one doubt the statement of the Ministry of Housing and Local Government (p. 106 of Memoranda of Evidence from Government Departments to the Royal Commission on Local Government in Greater London, 1959) " In general . . . authorities work to much the same standards in their assessment of unfitness and it is rare for the Department to find an authority seriously out of step." The comparison of, for example, Brentford and Chiswick's 42 unfit houses per 1,000 and neighbouring Acton's 1 per 1,000, or of Tottenham's 72 per 1,000 with Hornsey's 8 per 1,000 does suggest the existence of rather different standards of unfitness.

(6) It is also illuminating to compare the figures of unfit houses with the targets set by different authorities for demolition by 1960. Thus although Acton declared only 16 houses unfit, it is intended to demolish all of them by 1960; Tottenham on the other hand, with 2,189 houses declared unfit only aims to demolish 965 by 1960. Again, Leyton having declared 1,500 houses unfit felt able only to demolish 180 by 1960, whereas Uxbridge hoped to demolish all the 350 houses it declared unfit. Variations in standards of assessment of

unfitness and what looks like differences of policy between authorities (some appearing to gear declarations of unfitness to what seems a suitable number with which to deal) go some way to explain the widely differing problems facing authorities within any of the three groups. But this does not in any way destroy the validity of the main conclusion—the decline of the slum clearance problem as one moves away from the centre.

(7) Viewed in the long term, the rate at which housing in the conurbation needs replacement in any district is largely a function of the date at which the houses in question were built. While, therefore, at present the districts with greatest problems of rehousing occur in those older areas where a substantial proportion of the total stock of houses was built, for example, before the 1914-18 war, nevertheless, the question of rehousing is one which will progressively affect the housing authorities of the whole metropolis, with critical peaks occurring particularly in those districts where previous construction was concentrated over a short period. Many of the local authorities in the outer suburbs which were largely built up during the 1930's and at present can claim to have no slum clearance difficulties, will in fact in course of time be faced with local rehousing needs far beyond the power of local resources to remedy. The problem of renewing obsolete houses is to be seen essentially as a continuing and dynamic one involving the whole metropolis, rather than a static problem peculiar in its incidence to certain districts.

D. Problems of Communication

I HIGHWAYS

Brief History

1. That the road system in the Greater London area is inadequate for the needs of a modern community, is a judgment so widely accepted as to be almost a cliché. And this has been the case for a considerable number of years ; the one changing factor has been that the gap between the existing highway system and the needs of the metropolis has progressively widened.

2. The effect of this on the well-being of Greater London itself is, of course, immediately apparent to the most casual observer, but in its wider context as the largest concentration of industry and commerce in Britain, the inadequacy of London's road system has national significance. The highway network of Greater London is the hub of the highway system of the rest of the country.

3. Broadly speaking, however, most of the efforts directed to improving London's roads has taken the form of setting up an almost continuous procession of committees and commissions of enquiry whose recommendations have been largely ignored. The latest of these is the Nugent Committee which, even if its recommendations are all implemented, is severely handicapped in its effectiveness since its terms of reference are confined to the County of London only, which forms a small part of the metropolitan area.

4. Although the recommendations of these committees of enquiry have not, for the most part, been implemented various attempts have been made to augment the existing administrative machinery by means of special arrangements for the London area. These include the institution of a London Traffic Branch of the Board of Trade in 1906 ; the creation of a subsidiary Roads Department in the newly formed Ministry of Transport in 1919 and the formation

of the London and Home Counties Traffic Advisory Committee in 1924. None of these bodies however, have managed to come to grips with the problem.

5. Nor have the various redistributions of road building responsibilities embodied in the Acts of 1929, 1936, 1946 and 1949 had any affect commensurate with the scale of the problem. The ameliorative road building which was carried out between the wars, although it eased what would have become an impossibly congested situation, was not based on a comprehensive long-term plan for the whole London area. They were largely derived from recommendation of the Arterial Road Conferences of 1913-16, which in turn were often based on even earlier plans, and are wholly inadequate for present, let alone the future, needs of London.

6. In fact, road building between the wars consisted largely of spasmodic bursts of activity usually determined by national economic consideration. In the central London area road building was not even spasmodic: it was non-existent. In the words of the London and Home Counties Traffic Advisory Committee 1952—"There has been no major improvement in the roads in Inner London since 1905 when Kingsway and Aldwych were completed. At that time, traffic was composed entirely of horse-drawn vehicles . . . Almost every conceivable palliative has already been suggested and most have been tried. But the inescapable fact remains that, for over half a century, practically nothing has been done to improve Inner London's road system."*

7. Where highway construction on the necessary scale has been made (e.g. the London—Birmingham Motorway) the advantages deriving from it are seriously threatened by the absence of commensurate action *within* Greater London.

8. In brief, all solutions so far attempted either administrative, legislative or technical, have proved inadequate. In our view there remains one remedy—that of creating a single authority for the whole of Greater London—which has been consistently ignored although in the last fifty years or so there have been no less than nine† separate enquiries which have recommended some kind of central co-ordinating body for Metropolitan highways.

Defects of Existing Highway Administration

9. The consistent feature of the criticism of highway administration over this period has been the contention that the major cause of the defects is the existing pattern of local highway authorities. Committees have been set up; the administrative structure augmented and powers and functions juggled but the one aspect of highway administration that has not materially altered is the pattern

---

* 27th Report of the London and Home Counties Traffic Advisory Committee, 1951-52.

† The major enquiries that have recommended a central authority are :

Report of Royal Commission on London Traffic, 1905
Report of Select Committee of House of Commons, 1913
Report of Select Committee of House of Commons, 1919
Report of Advisory Committee Ministry of Transport, 1920
Report of Royal Commission on London Government, 1923
Report of Royal Commission on Cross River Traffic, 1926
Report of Regional Town Planning Committee, Ministry of Health, 1929
Greater London Plan, Ministry of Town and Country Planning, 1944
Report of London Planning Administrative Committee, Ministry of Town and Country Planning, 1949

of local government areas which have been vested with road building responsibility. The metropolitan road system remains in the hands of authorities whose area, population and resources are unsuited to this function.

10. In the first place the existing distribution of highway functions is very fragmented. Some idea of this can be gauged from the brief description given below. For the sake of convenience the area is divided into two parts: the L.C.C. area, and the outer London area.

L.C.C. Area

11. There are no trunk roads (which are the responsibility of the Ministry of Transport) in the L.C.C. area. The L.C.C., under powers inherited from the Metropolitan Board of Works, undertakes major road improvement schemes and is in effect responsible for all Class I and most of Class II road improvements in the County, except the City.* It is not, however, a highway authority in the strict statutory sense, but is responsible for Thames bridges with the exception of the City Bridges (four). The statutory highway authorities and improvement authorities are the 28 Metropolitan Boroughs and the City (which is also a bridge authority). These 29 highway authorities carry out road improvement in respect of all the remaining Class II roads not dealt with by the L.C.C. and all Class III and unclassified roads.

12. In addition to its major road improvement responsibility, the L.C.C. also administers four Thames tunnels and the free ferry service at Woolwich.

Outer London Area

13. Although the Ministry of Transport is responsible for the construction of trunk roads and their bridges the work is carried out on an agency basis by the 5 county councils and 3 county boroughs and 16 district councils.

14. The five counties are the major highway authorities for classified roads (and for unclassified roads in rural districts) but may delegate these functions to districts, or, districts of over 20,000 population may claim highway powers from the county. In Middlesex the position is further complicated by the existence of quite separate arrangements.† The county councils are also bridge authorities where applicable.

15. The three county boroughs in the review area are the highway improvement and construction authorities for all roads within their respective areas.

16. The most important defect arising out of the fragmentation is that the vesting of highway responsibility in relatively small areas weakens the incentive to undertake construction since the bulk of traffic is through traffic there being no close link between the particular highway authority and the users of its highways. The provision of substantial grants by the central government to the cost does not appear to have overcome a reluctance to build. In the closely built up London area this inherent difficulty is considerably magnified.

17. A further defect of the existing administration is that the chain of organisation which this fragmented structure imposes, threading as it may, from

---

* It does contribute to the cost of major improvement schemes in the City, however.

† Under the Middlesex system districts may :

(a) enter into Co-ordination Agreements with the County Council and waive their right to exercise delegated highway functions (except for roads of an arterial nature), or

(b) enter into an agency agreement with the County Council and abandon their right to claim highway function (except for roads of an arterial nature) or

(c) enter into Co-ordination Agreements with the County Council and waive their right to claim statutory highway function.

the Minister to the Divisional Road Engineer of the Ministry to the county or county borough and on finally to the claiming authority, is in itself a hindrance. A recent appraisal* arrived at a total of 31 separate administrative operations between the various responsible authorities for many major improvement schemes.

18. The complexity of the highway administration renders the elected members contribution less effective and adds bewilderment to the general public's normally patchy acquaintance with local government. In fact highways are not usually associated in the publics mind with local government. As a result, a function which is of vital interest to almost all sections of the population, and upon which so much of the day-to-day well-being of the Metropolis depends seldom has any impact on the public mind and appears to be lost in a bureaucratic fog. Such elusiveness breeds incomprehension and frustration which in turn undermines the prestige of local government in general.

Co-ordination with Related Functions

19. The increasing scope of public responsibility for controlling building development, the location of industry and the increasing importance of road borne transport have led to the gradual realisation of the need to co-ordinate highway building with other functions. The massive and uncontrolled growth of the suburban fringe between the wars provided graphic illustrations of the urgent need for such co-ordination in the Greater London area.

20. Sir Charles Bressey in his highway survey in 1937† emphasised the short-comings arising from the piece-meal character of roads built in the inter-war period, and the absence of any co-ordination with housing and industrial development.

21. This Report underlined the importance of long term planning of highways over the whole built up area in anticipation of changes in population density and the location of industry. If roads are to be built for modern needs and at the lowest cost they must be planned before the development takes place. Therefore, the Report concludes, town planning must be co-ordinated with traffic and road building.

22. Bressey also included in his Report a detailed blue print for the future development of roads for the whole of Greater London in the form of a simplified spider's web of major single purpose radial motorways linked together by a series of ring roads to relieve the burden of the radials and divert through traffic from the centre of the Metropolis.

23. It was upon the basic pattern set out by Bressey that Abercrombie devised the highway system for the Greater London Plan in 1944. His insistence on the need to co-ordinate highway construction with town planning, housing and the location of industry was given added emphasis by Abercrombie who advocated a regional planning authority to supervise their administration. Abercrombie's concept of a Metropolitan co-ordinating body, but with different powers, was endorsed by the London Planning Administration Committee in 1949.

---

* S. M. Lovell: "The suitability of the existing highway organisation to deal with an expanding programme of road construction"—Conference on the Highway Needs of Great Britain, Institution of Civil Engineers, 1957.

† Highway Development Survey (Greater London)—Ministry of Transport, 1937.

24. Since 1949 both the need for co-ordination and for concerted action over the whole metropolitan area has become more urgent. The road improvements which are now being undertaken are both inadequate and overdue. And some of these have been handicapped in their execution because so many different highway authorities are involved.

25. The urgency of the problems is well illustrated by reference to the increasing size of the traffic load. In 1934-37 when Bressey carried out his Survey there was one vehicle (excluding motor cycles) to every twenty people. Today the figure is now over 2½ vehicles. In 1938 there were more than 12 motor vehicles to every mile of roads; today there are more than 20. The Ministry's forecast, on the basis of an ultimate demand for one car per family, is 1¾ times the 1954 traffic total.

26. Estimates of the cost that the inadequacy of the road system entails due to traffic congestion are necessarily speculative. One estimate made in 1957 of the cost in an area of 3 miles radius from Charing Cross was £11,000,000 annually.

27. Very clearly the almost legendary problem of London roads is greater today than it has ever been, and one of the major obstacles to any improvement is the present pattern of local and central government control. A metropolitan authority for highways is therefore, the only acceptable solution. By highways is meant, of course, major roads (i.e. trunk and classified, including bridges and tunnels). The maintenance, if not the construction, of minor roads would remain with the lower tier authorities. In the case of the central area it may be more convenient to place all highway functions with the metropolitan body. Trunk roads within the review area would be abolished.

28. Before discussing more precisely the form such a metropolitan authority should take there are a number of advantages which it would have over existing arrangements.

Finance

29. A metropolitan body would better be able to finance the kind of large-scale reconstruction which has been largely non existent in the metropolis for the past 50 years.* In the central area in particular, large sections of the street pattern are obsolete and reconstruction on a very substantial scale will be required if the needs of even the present traffic load are to be met adequately. In the opinion of the London Traffic Advisory Committee "Road improvements which are restricted solely to minor repairs or partial widening cannot ease increasing pressure of London traffic . . . The real remedy lies in large-scale widening and re-planning of roads to enable the extra traffic in Inner London to circulate more freely . . . Restrictive methods, on which we are continually being asked to advise, can only afford temporary relief and cannot provide a solution to the problem as a whole . . . Large scale improvement schemes are essential although they may prove costly."†

---

* 27th Report of the London and Home Counties Traffic Advisory Committee, 1951-52.

† Some indication of the relative decline in the scale of major road improvement in the L.C.C. area can be gauged from the fact that the Metropolitan Board of Works between 1855 and 1888 averaged £400,000 per annum expenditure on roads, while the figures for the L.C.C. between 1889 and 1935 was £320,000.—Cited in Sir Henry Haward: "The London County Council from within."

30. One of the factors that has inhibited this kind of re-development in the past has been the enormous cost involved.* The Ministry, who have responsibility for the major roads in the area, have been forced to compete with other national claims on the public purse and in this respect have been largely unsuccessful. The local authorities, on the other hand, have neither the resources nor any responsibility beyond their own borders, to institute any developments based on the overall needs of the Metropolis. In addition, by locating financial responsibility in a single authority, long-term planning would be feasible.

Staffing

31. The division of highway responsibility between so many authorities has had a number of adverse effects on the distribution of the available supply of technical staff. The activities of the existing authorities are not wide enough to employ the necessary team of highly specialised personnel necessary to cope with complex problems of urban road building and maintenance. Nor have they the scope to make the most economic use of the small number of road specialists that exist. A major staff problem in this country is the absence of a sufficient number of trained and experienced highway and traffic engineers.

32. An additional hazard is that the civil engineering side of local government is the most vulnerable to the depredations of the larger private companies who can offer first-class personnel more attractive conditions and salaries than it is within the power of most of the existing local authorities to give. There is also stiff competition for the engineering graduate for the same reasons. And any local authority is likely to be seeking engineering talent, at least for the next 12 years or so, in an increasingly competitive market.†

33. An authority covering Greater London, on the other hand, would be able to institute training schemes and makes practicable the employment of a wide range of high grade specialist personnel in addition to being in a far better position, because of its resources and scope, to compete more favourably for its staff with private industry.

Research

34. Closely connected with the need for training specialist staff is the need for a permanent research department devoted to the peculiar problems of a vast urban area. A research department would not only be invaluable in defining the needs of the Metropolis but could also ascertain the most economical ways of satisfying them. There is still a considerable amount of research to be done if existing problems are to be tackled adequately. According to the Director of the Road Research Laboratory: "Despite the studies that have been made there is still too little known about Britain's present road system, about the extent to which it is over-loaded and what is needed to put it right, and particularly about the best ways of setting about the job.‡ A research section should logically form part of a metropolitan authority. It would extend and benefit from the work already done by the Road Research Laboratory.

---

* The Nugent Committee's minimum estimate for a road programme for the L.C.C. area alone is £120m. Retrenchment following the 1931 financial crisis rendered the high cost of major road building even less attractive.

† "Scientific and Engineering Manpower in Great Britain" (Zuckerman Report). Office of Lord President of the Council and Ministry of Labour, 1956.

‡ W. H. Glanville: "Research in Relation to Highway Needs"—Conference on the Highway Needs of Great Britain: Institution of Civil Engineers, 1957.

Overall Policy

35. The need for the co-ordination of highway building with the related functions of traffic control and town planning has been mentioned already. But the co-ordination of functions will not of itself help to solve the tremendous London highway problem. In addition to being co-ordinated they need to be administered in realation to an overall policy. Experience in America suggests that failure to do this can have disastrous results for the development of a large city. It is in this sphere that a Greater London authority with a suitable range of powers would have a telling advantage.

36. A metropolitan authority would be in a position to choose a policy in relation to the needs of the area as a whole. To judge, for example, the relative merits of limiting traffic coming into the central area in order to preserve its present character as against one of improving access to the central area possibly by means of urban motorways and the building of multi-storied parking facilities to accommodate the traffic so created.

37. Because highways have been perhaps one of the worst features of the administration of the Greater London area there exists a considerable weight of opinion as to the necessary remedies. The more important of these which deserve consideration are discussed below.

(i) A London Branch of the Ministry of Transport

38. Quite apart from any general scepticism that such a plan arouses in the light of the Ministry's record since its creation nearly 40 years ago, there are two strong objections to this solution. In the first place such a plan would represent the diversion of a sizeable slice of the existing powers of local authorities out of local government altogether. Redistribution of this nature is undesirable in an age which has already witnessed such a substantial reduction in local initiative and responsibility to the point of endangering the whole concept of local self government. In addition, the transfer would represent a net increase in the administrative responsibilities of the central government at a time when it is recognised on all sides to be already overloaded.

39. The second objection is that a transfer to a specific Ministry would only answer half the problem since the metropolitan solution is not solely a question of area but also of co-ordination with other related functions, particularly town planning, housing and industrial development, traffic and public transport. Therefore, unless these functions are also to be transferred to central government, the need for co-ordination would still remain unfulfilled.

40. A further defect of this solution is that the financial advantage of the huge concentration of rateable value in the metropolis, would be lost if highways were made a central government responsibility.

41. In short, to transfer major road responsibilities to a government department might create even greater problems than the degree of centralisation obtained, would alleviate.

(ii) An ad hoc authority

42. A second solution has advocated placing major road building and maintenance outside both local and central government. The metropolitan body would be an ad hoc board for highways in the manner of the Metropolitan Water Board.

43. There are two major objections to such a body. Firstly, Highway administration would no longer form part of local government and the same arguments as are put forward above against the central government solution apply here. Secondly, an ad hoc body would have the cardinal defect of being even less susceptible to co-ordination with other activities such as housing and town planning than the central government solution. The history of ad hoc boards in the London area suggests that even rudimentary liaison cannot be assumed to occur. An ad hoc authority would add little to the efficiency of highway administration and create additional problems both of co-ordination and public accountability.

(iii) **Ministry of Transport Plan**

44. The Ministry of Transport in their published evidence to the present Commission have offered a third alternative solution. This involves the reduction in the present number of highways authorities to 23, each to be a single tier authority for highways. Certainly such a move would be an improvement on the existing pattern of responsibility and would doubtless be followed by some improvement in existing conditions if only because the Ministry would have fewer authorities with which to deal. Nevertheless, there are serious objections to the plan. In our view even the number of 23 is too many for the planning of a system of roads designed to serve the area as a whole. Secondly, this plan ignores the need for co-ordination with related services, which presumably will continue to remain part of local government responsibility. Thirdly, it would place more obstacles in the way of voluntary co-operation than already exist since the re-organisation would be accompanied by a rationalisation of boundaries and a redistribution of powers which would crystalise and strengthen local allegience to the detriment of the overall view.

(iv) **An elected multi-purpose council**

45. There remains a fourth solution which retains the idea of an overall body for Greater London but which avoids all the defects of the preceding three. It would remain within the broad framework of local government. In so doing it would not only preserve the principal of self government but in addition have the advantage of the huge concentration of rateable value on Greater London which would furnish it with a substantial poportion of the resources necessary for tackling problems on a large scale.

46. In addition it would be responsible for the related functions of housing and industrial development traffic control and town planning, as well as highways and bridges.

47. The history of advisory or joint committees in this sphere suggests that it is imperative that the council should have executive powers.*

48. The metropolitan authority then, should be multi-purpose and administered by a directly elected executive council.

---

* For a brief but incisive adumbration of the arguments against a non-executive body see the minority Report of the London Planning Administration Committee, 1949. The defects of the London and Home Counties Traffic Advisory Committee in particular are dealt with in the Appendix on transport and traffic.

Summary

49. To summarise briefly: The re-organisation of the existing pattern of road administration in the London area has been advocated for more than half a century. With the emergence of modern transport the basis on which such recommendations have been made have a greater significance today than at any other time. The solution most usually favoured has been the metropolitan one; the history of highway administration clearly indicates that if it is to have its functional and political advantages fully utilised such a body must remain a local government responsibility forming part of a multi-purpose body with executive powers and financial autonomy, and be directly elected.

50. The broad advantages of a metropolitan council of this type would be:

(1) The opportunities it would offer for the overall planning, improvement and construction of major roads and bridges in conjunction with related services based on a consistent traffic policy.

(2) The strengthening of financial resources essential for large-scale redevelopment.

(3) The provision of a single political entity upon which the electorate can focus its attention with a range of powers and functions sufficient to kindle the interest and imagination of the public.

(4) The facilities it would provide to attract the necessary top grade technical staff and make possible the most economic distribution of their talents.

(5) The additional scope it would provide for the establishment of research into the traffic and highway problems of the greatest of all urban areas.

II—TRAFFIC AND PUBLIC TRANSPORT

1. While the increase in Greater London's population may be attributable to many causes, the expansion of its area was made possible by the development of improved communications by public and private transport. The construction of suburban railways, for example, and the cheap fares which followed them, were linked in a direct and causative manner with the growth of particular districts. In Middlesex, the growth of such districts as Tottenham,* Edmonton and Enfield was related to the opening of the Great Eastern Suburban line from Liverpool Street in the seventies of last century; Acton's development as a residential district in the latter part of that century (1880) was not less directly related to the construction of the District Line. In Essex, the development of Walthamstow and Leyton was associated with the construction of suburban lines connecting them with the City; the later housing areas of South Essex, such as those of Becontree and Hornchurch, were similarly dependent upon the extended District Line, just as the construction of the Piccadilly Line to Cockfosters in Hertfordshire gave daily access to Central London for the residents of that district. South of the river, housing development resulted from the ability to commute between the suburbs and central London by the network of electric train services. Without

---

* Tottenham, for example, doubled its population in the decade following the construction of the suburban line to Liverpool Street and the introduction of cheap workmen's fares. Edmonton similarly grew rapidly from this date as did Walthamstow as soon as its railway arrived. More recently, the opening of the Cockfosters line enabled the population of East Barnet to be increased by 77% within a decade.

these the extensive housing estates of Bexley and Esher, for example, would have had but little attraction for Londoners. More recently the improved services which will result from electrification of services from London into Essex, for example, are likely similarly to encourage further the spread of urban growth.

2. Railways have not been the only means of improving suburban communications, and successively, tramways, buses and private cars have exercised their influence in enabling London to encroach upon the surrounding rural areas. Yet while Greater London's outer districts were in a sense called into being by public transport facilities, their subsequent growth threatens to outstrip those facilities.

The Present Position

3. The pattern which the traffic creates is concerned at its most intense with bringing every day more than a million workers to their employment in central London and returning them later to their homes.* These two major movements show no sign of diminishing, rather are they increasing in intensity. The British Transport Commission, for example, in reporting for 1958 shows the evening rush hour as accounting for no less than 43% of the day's total traffic at Southern Region London termini. The equivalent figure for 1938 was but 31%. The enormous movement has further to be handled between the termini and actual workplace by those concerned with public transport. Another traffic problem of increasing intensity is that posed by the use of private cars, which again is subject to two daily peaks. There is, in the interim, the associated problem of parking, which itself threatens to bring to a halt the circulation of London's traffic.

4. In travelling daily to work in central London, or even in shopping in the suburbs at the week-end at such places as Ilford, Romford or Croydon, it is impossible for the Londoner, whether motorist or pedestrian, to escape the inconveniences imposed by the traffic problems of a great city. Financially, the cost of travel to work resulting from the mere size of the Metropolis assumes in London a greater significance to the worker than anywhere else in the country.

5. If such concentration of traffic by rail, bus, underground railway, private car and even on foot is not to become still further congested traffic control of a most rigorous kind is necessary—traffic flows, road classification, speed limits, traffic lights, pedestrian crossings—all need comprehensive consideration; the particular problem of parking calls for positive and large-scale action, and the interests of those concerned from the London Transport Executive to local businesses need co-ordination.

---

* Peak traffic is between very narrow limits of time, as an analysis of passengers leaving Central London shows:

	(i) Between 5.0-6.0 p.m.	(ii) Between 4.30-7 p.m.
Main Line Railways	236,300	375,300
Underground	292,600	472,400
Road Services	118,000	236,700
	646,900	1,084,400

(" Crush Hour Travel in Central London " (H.M.S.O. 1958), Report of the first year's work of the Committee for Staggering of Working Hours in Central London).

The Authorities

6. To attend to these critical problems within Greater London, there is a mass of authorities and interested bodies. The Minister of Transport and Civil Aviation is empowered to make regulations dealing with all schemes for traffic, and makes grants to the local authorities. There are, however, other government departments with an interest—the Home Secretary must be consulted when proposed regulations affect Police; the Ministry of Labour is concerned on travel to work. There is the L.C.C. and over a hundred local highway authorities* ranging from Middlesex with two and a quarter million population, to district authorities such as Shoreditch with 45,000 population, and no more than 664 acres and 8 miles of classified road. In addition, the British Transport Commission with its London Transport Executive needs to be consulted; the Metropolitan Police Force, and that of the City as well as those of the surrounding counties and county boroughs; there are the motoring organisations and others such as the Transport Users' Consultative Committee; the Local Transport Committees and Groups, the Committee for Staggering Working Hours; the Stopping Places Advisory Committee; there is the Nugent Committee covering part of the area. There is also the London and Home Counties Traffic Advisory Committee, which endeavours to have cognisance of all these activities.

7. **The London and Home Counties Traffic Advisory Committee** was established in 1924 under the London Traffic Act of the same year. It has been re-organised on three subsequent occasions—(i) under the London Passenger Transport Act of 1933, which at one and the same time increased local authority representation and seriously restricted the Committee's powers;† (ii) under the Transport Act, 1947, which defined its relationship via the Transport Users' Consultative Committees with the British Transport Executives; and again (iii) under the Road Traffic Act of 1956.

8. The Advisory Committee now consists of 45 members, viz.:

2 representing the Ministries
23 representing Local Authorities
3 representing Police
17 representing Transport Users, etc.

It should be added that the Ministries, in addition to having their own representatives, appoint " representatives " of other bodies, but it will be observed that nevertheless the Local Authorities are in the majority and in fact elect the Chairman.

9. The area in which the Committee operates is a wide one, reaching to the north of Hertfordshire and as far south as Redhill; as far west as Slough and as far east as Gravesend.

10. Its duties include considering and advising on road improvement schemes; closing streets for works; street obstruction; attachment of conditions to grant of licences for hire with omnibuses; limiting buses on certain streets;

---

* The functions of the highway authorities and their relations with one another are given in all their compexities in Appendix DI on Highways.

† Memoranda of Evidence from Government Department, H.M.S.O. 1959, to the present Royal Commission, p. 170.

finally, the Minister must refer to it his proposals concerning traffic regulations. In practice the Advisory Council confines itself to road transport matters, for which purpose there are three main sub-committees concerned with particular functions:

(i) Traffic Circulation—Parking, etc.
(ii) Traffic Regulation—Speed limits, traffic lights, etc.
(iii) Road Development—Considering and advising on improvements to road systems, co-ordination schemes for road works, etc.

11. It might be thought that this is a large and unwieldly Committee, with a task complicated by an enormous area in which to work and with far too many interests to be consulted. But with these critical problems before it, the Committee's greatest handicap is undoubtedly that it has no executive powers and can only advise, acting by way of recommendation and without specific executive powers or financial resources to carry out its proposals. It cannot itself undertake any of the constructional work involved. It is not surprising, therefore, that in the absence of a single executive authority for the whole of the Metropolis, so little has been practically possible, and that the problem of traffic control in London can be fairly said to be out of hand.

12. In its earlier years, it seemed to some that the Committee recognised the severity of the problems and vigorously attempted to secure their solution. It made a large number of recommendations on a great variety of subjects. Some were acted upon by the Minister with success, but these were mainly of a comparatively minor character and after four years the Committee felt obliged to report "we cannot refrain from expressing disappointment that so little practical effect has been given to the recommendations which have been made from time to time, and which have been accepted by you involving the construction of new roads and bridges, the carrying out of road widenings and improvements and the provision of additional travelling facilities."*

14. Comments expressing dissatisfaction continued to find a place in the Committee's Annual Reports—for example in 1930-31 and again in 1931-32: "It has not been found possible to proceed with many of the improvement schemes which we have recommended from time to time."

15. This was again the theme of a complaint in 1934-5 when a plea was added that a complete plan or programme for improving road communications was a matter of urgent necessity. Despite the Bressey Report, it is regrettable that all the criticisms which the Committee offered in the thirties could still be levelled today and because in post-war years the problems have become intensified they apply with even greater force.

Defects in Metropolitan Traffic Control

16. Specific defects result from present arrangements for Traffic Control in Greater London. The chief of these are as follows:

(i) A Multiplicity of Authorities

17. In its very nature the problems arising are such as to need the co-

---

* Third Annual Report, London and Home Counties Traffic Advisory Committee, 1927-28.

ordination of many interests, but it must be doubted whether the present number of bodies is either desirable or necessary. Local authorities, for example, should undoubtedly be represented, but the present numbers of those concerned with traffic and related matters are solely the result of an antiquated structure of local government. Again, the large number of separate and semi-independent committees (see para. 6) are not necessary in themselves, but exist in their present form largely because a suitable and responsible body which could comprehend all their functions is absent.

(ii) **Limited Powers**

18. The only single authority with an overall view is merely advisory and can do little to ensure that what is necessary is in fact carried out. That the London and Home Counties Traffic Advisory Committee is in a position to be aware of the problems is clear from its reports, which have been referred to earlier in this paper. While the Committee's constitution and membership is not such as to recommend its being given wide executive powers, the need for some such body so equipped is apparent.

(iii) **The Committee's Area**

19. The Advisory Committee's area is, in this connection, too wide. The detail dealt with* from a £2m. scheme on the London-Bristol Trunk Road to the closing of streets in Westminster for children's playgrounds makes nonsense of the unnecessarily wide area which the present Committee has to regard. Its very size adds further to the already too-numerous bodies which need to be consulted. The problems of Greater London are more than sufficient to call for the full attention of a metropolitan traffic authority. Regional co-ordination is undoubtedly necessary but it could be achieved more readily by other means, and indeed such co-ordination would be simplified were those authorities concerned with the metropolis reduced in numbers and strengthened by greater powers.

(iv) **Related Functions**

20. The Advisory Committee suffers from the defect of being an ad hoc authority. The field which the Advisory Committee has endeavoured to cover is a wide one varying from highway planning to problems arising from public transport; yet it is not comprehensive of related functions as would be a general purposes authority. The links with housing and planning are only of an indirect and tenuous kind and not nearly as strong as would be possible were these duties contained within a single authority. As the opening paragraphs of this paper show, traffic is intimately bound up with the growth of the metropolis. For this reason alone highways and traffic control is or should be the close associate of both planning and housing. The three can only be separated with serious loss of co-ordination.

(v) **Lack of electoral accountability**

21. An associated defect lies in the unrepresentative nature of the present Advisory Committee. Of all public services, public transport affects the daily lives of Londoners more directly than any other. The discomforts of travel in London affect Londoners acutely and personally. At present there is no remedy within the hands of the citizen, since the Advisory Committee is in no way subject

---

* A glance at the Annual Report amply supports this statement. That for 1957, for example, shows between pages 23 and 52 the mass of detail considered.

to direct public pressure. How far the nominees of the Ministry can be regarded as truly representative of the interests they stand for is doubtful. Nor is the presence of multitudinous local authorities any advance—it is no more than a cumbersome arrangement representative of the particular interests of the municipal structures concerned.* These interests are in no way responsible to the force of public opinion on the issues concerned and are no substitute for its salutary effect.

22. It is not going too far to say that the recent protest strikes by passengers on the underground railways are the direct result of public frustration which could find no other satisfactory expression. The position could only benefit from the influence of public opinion expressed in votes for its representatives. It is difficult to imagine that the present discomforts of daily travel in London would have continued so long had the matter been one subject to a body directly responsible to the daily travellers in the elective sense. It does not necessarily follow that the constitution of the London Transport Executive should be changed—and indeed that is not at issue—but there would be benefit in it associating more closely with a Greater London Council.

The future problems of the Metropolis

23. Before making proposals to remedy present defects, it would be as well to consider the way matters are likely to develop in the immediate future. From all available information travel conditions are deteriorating in the Metropolis. A glance at central London above or below ground during the rush hours shows a state of affairs which should not be tolerated in any community. On these grounds alone urgent action is called for. There must be a new recognition of responsibility by a body which can look at the problems anew and take very vigorous action.

24. Other problems may be instanced which even now have outgrown the ability of the present structure of London government to deal with them. Many of them are not only beyond solution by present authorities—they are well beyond their comprehension.

Private Cars and Public Transport

25. The construction of improved motorways beyond the metropolis—e.g. to Birmingham—can only result in attracting even more traffic to London. The probable development of the region around London is likely to have a similar traffic outcome. At some time in the not far distant future, the increase in numbers of cars in the central districts of London will call for almost punitive action. The need for very large capital expenditure on parking facilities is already with us. Neither of these aspects is capable of being dealt with by

---

* A recent item on the Advisory Committee's 5th annual report illustrates the present anomalous position. The Romford Borough Council wished to take action concerning waiting regulations in a certain street. The appropriate sub-committee of the Advisory Committee visited the street and, on consulting local residents affected, recommended against the Borough Council's proposals. There is clearly here a muddle of responsibility between the elected and indirectly elected body, and it is difficult to see who represents (and is responsible to) whom. Certainly neither feels directly responsible to the electorate.

existing authorities.* Meanwhile the present problem of "competition" for living space between cars and public transport evades solution while no authority is responsible for the use of highways by both.

Large-scale projects

Construction of new tubes

26. Whatever results from action in the field of public transport, it is generally agreed that relief can only come on any large scale by construction of new tubes. These are likely to be very costly. No new tubes have been built in Central London since 1907. It will be recalled that in 1944 the Inglis Committee, set up by the Ministry of Transport to report on main line and suburban rail transport in London, gave in their Report a programme of works for a 30-year period. An early priority in their programme was what has become known as the Victoria Tube (a scheme to provide an underground line from North-East London to Victoria). The British Transport Committee set up in 1948 the London Plan Working Party, who gave a similar scheme a measure of priority. In 1953 the Minister stated in the Commons that the planning work had been authorised; and the scheme would have first priority. A Select Committee of the House considered the resulting plans in 1955 in the form of the "British Transport Commission Bill." It was to have a capital cost of £50m. The Bill was passed by both Houses and received Royal Assent.

27. As late as February of this year (1959), 15 years after the 1944 Committee, in answer to a question in the House, the Minister was not only unable to give a starting date for the work—which will take five years—but was unable to indicate whether in fact this or some other scheme, such as highways improvement, would not ultimately be decided upon.

Under Street Access

28. If there is confusion in London streets, there is even greater confusion of services below and at some future time, it will be necessary to attempt the rationalisation of electricity, drainage, gas, water, telephone and telegraph cables as well as other services, and perhaps to begin to plan to provide conduits for their common use. At present there is a limited co-ordination of street works, but each service has to interrupt traffic to maintain and repair its media. Some roads are notorious for successive hold-ups from this cause. If highways are a first and fundamental factor in land use planning, then planning of under-street services should precede—or at least accompany—planning of highways. To some extent the one dictates the other. Ultimately, it is difficult to conceive that in a modern metropolis such essential services will not run in tunnels large enough for their maintenance to be carried out without digging up the street surface. At present there is not even a competent authority concerned with ensuring that such a new project as the Victoria Tube will be related—in the tunnels it will provide—to the desirability of giving such access to services, and using the project to this end. The whole problem is one which is beyond the comprehension of any single competent authority at the moment.

29. Finally there is the problem of airfields and heliports. These are likely to be increasing users of land and to be increasingly necessary. Currently no

---

* Recent parking regulations have shown how far the latter is true. Charges by Parking Meters installed by Westminster City Council led motorists to park in the streets of neighbouring boroughs—to those boroughs' further embarrassment. This "passing on" of the problem is a typical result of fragmentation of a metropolitan responsibility.

metropolitan authority is responsible for their development and control, although from the point of view of land-use, noise and traffic, the community of Greater London is very closely concerned. The possible preservation of Croydon airport, for example, to provide in due time for a heliport linking the area with London airport, is at present beyond the competence of any London authority. Nor is any metropolitan authority responsible for ensuring that London is adequately served by airfields.*

30. These problems, both present and future, call for a structure of government which allows for a large and far-seeing public authority able to initiate major schemes, and supported by resources large enough to carry them out.

The Ministry

31. The history of traffic regulaton coupled with public transport problems is one of growth of ministerial power, without the equally necessary growth of willingness to act. It may well be that the power has been reluctantly assumed; on the other hand there is little reason to doubt that the lack of a suitable metropolitan authority gave rise to it.

Proposals

32. The Ministry's proposals to the Commission are of interest, and support strongly the need for action in this sphere. We would ourselves place greater emphasis on the need for a body capable of dealing with a wider field than that evidence suggests, and the need for a close organic relationship with highways, town planning and transport authorities which neither an ad hoc board nor the Ministry could hope to achieve.

It is therefore advocated that:

33. (i) There should be a single authority responsible over the whole of the Metropolis for all matters related to traffic, and in particular to those matters with which the London and Home Counties Traffic Advisory Committee is concerned. It should take over the regulatory powers of the Ministry of Transport.

34. (ii) The Authority should be directly elected and not appointed.

35. (iii) The Authority should be one with direct responsibility not only for the construction of major highways, but also for the related responsibilities of planning and housing.

36. (iv) The Authority should be obliged by its constitution to consult with the more important real interests represented at present on the Traffic Advisory Committee, e.g. the London Transport Executive and the Metropolitan Police.

---

* The present parochial attitude is illustrated by reference to London Airport—clearly a metropolitan asset from its function and a metropolitan concern from the huge area of London which it uses. Its enormous rate contribution, paradoxically, is paid only to the Urban District of Yiewsley and West Drayton, which in this strange position of privilege consequently has the lowest rates in Greater London outside the area of the Administrative County of London.

E. Education

I—PRIMARY AND SECONDARY EDUCATION

Primary and Secondary Education

1. The administrative structure for education in Greater London is probably more complicated than that for any other service which local government performs. In looking at the multiplicity of public bodies concerned with its administration in the metropolis, it is difficult to see any justification for either their number or their heterogeneous nature. There is certainly no specifically educational advantage in their peculiar form, and insofar as there is any acceptable reason for present arrangements, it rests in the way in which the administration developed historically.

2. Prior to 1944, outside the administrative county of London, elementary education was in the hands of district councils, while secondary and technical education were the responsibility of county councils; only in county boroughs and in the county of London were all three branches in the hands of a single authority. The division in the counties between responsibility for the elementary and secondary periods of a child's school life was unsatisfactory, and this was particularly the case when secondary education was extended to all children rather than continuing to be the privilege of only a few. The administrative provision of the 1944 reforms consequently sought to confine education powers to counties and county boroughs.

3. As far as the counties were concerned, the intention was to associate district authorities with them in order to retain the advantage of local interest which, to an unusual degree in local government services, had been a marked feature of education's administration. The initial proposals therefore envisaged the dividing by the counties of their areas into suitable divisions, in each of which there should be a locally representative committee, enabled to make recommendations to the county and exercising such powers as the county delegated. The divisions could be drawn up with regard for the administrative purpose in mind, and districts could therefore be amalgamated to give more suitable areas, or, if desired, they could even be divided.

4. As a result of pressure from the larger District Councils,* however, many of whom had exercised not unsatisfactorily their powers as elementary education authorities, and all of whom were reluctant to see their powers taken in return for duties of such limited scope, the initial proposals were modified. By virtue of these modified proposals, the larger district authorities (those having 60,000 population in 1939) were enabled to contract out of the county schemes of divisional administration (i.e. be "excepted" from them) and in becoming Excepted Districts could preserve their own boundaries and draw up their own schemes of delegation, operating within their own territories rather than in areas designated by the county. They remained subject to county control in other aspects in a way not dissimilar to the county divisions. Each had its own local Education Officer and in general was specifically responsible for the day-to-day running of the schools, while the county was directly responsible for policy

---

* See P. G. Richards in "Delegation in Local Government," pp. 66-68, for a fuller account of these manoevres.

matters. The special status of the Excepted Districts was not without effect, however, and it might reasonably be said that their introduction resulted in a wider measure of local control for the remaining county divisions (Divisional Executives) than might otherwise have obtained, for the Schemes drawn up by the County tended to conform, on general grounds of equality of treatment, with those drawn up by the Excepted Districts.

5. Within Greater London the detail of the Schemes of Delegation vary but little between the counties. In some counties (e.g. Kent), the power of the county remains absolute, in that a clause provides that notwithstanding the provisions of the scheme, the county retains the power to take what action it deems necessary; in others this proviso is not explicitly made. The degree of financial control also varies from county to county but for the most part the Schemes themselves are similar. Briefly the county remains responsible for policy and finance, while delegating matters of day-to-day significance.

Delegation

6. It is generally conceded that delegation is not in itself a desirable method of administration in local government if it can be avoided. In general it gives opportunity for any latent ill-will between authorities to take issue,* and it is difficult to define satisfactory spheres of activity. In particular there were certain reasons why it should prove unusually difficult in this case.

7. The newly "subordinated" authorities had hitherto enjoyed independent powers in their own branch of education; by the 1944 Act they became little more than the agents of county policy. While the loss of independence was felt in the county divisions, it was felt even more sharply in the Excepted Districts, where the district councils retained their own entities as education authorities—but with a much reduced power. In these authorities the memory of the past was kept particularly green, and indeed, shows no obvious signs of fading even after fifteen years.

8. At officer level, the district education officers once professionally independent, became subordinate to the county education officer. Their personal positions were made even more anomalous, since while retaining their office and continuing to serve the district authorities, they became under the act the employees of the county.

9. While these difficulties are not unknown elsewhere, they are particularly acute in Greater London. In other parts of the country, authorities of the size of say, Harrow or Ilford would in all probability be county boroughs and therefore independent education authorities, with no suggestion of their being subject to county policy. Districts of 60,000 population and qualifying for Excepted District status, are comparatively rare beyond the conurbation. Within Greater London they are both more numerous and of greater size than anywhere else. No less than 25 of the country's 44 Excepted Districts are in the metropolis.

---

* There are numerous examples of this. A typical case is that of a borough which gave notice to an unsatisfactory member of the meals service; the county had reserved to itself the function of court of appeal and twice reversed the borough's decision. Whatever the right and wrongs of the case such dissension can hardly be compatible with the efficiency of the service, and the position of a local authority as a litigant before another is unlikely to be compatible with its own view of its independence.

10. It is no mere coincidence that the greatest difficulties have been encountered in the county of Middlesex which has more, and larger, Excepted Districts (sixteen) than any other county. Comparatively frequent changes in the ruling party, and sudden changes in policy on such issues as comprehensive schools have rendered the situation even more difficult. Middlesex has been the scene of much dissension, and the subject of much criticism, but it would be remarkable in the circumstances outlined if this were not so. The rest of the Home Counties' difficulties vary only in degree, the exceptions being Surrey and to some extent Hertfordshire, whose potential Excepted Districts did not claim that status.

11. In contrast to these measures designed to associate local areas with their schools' administration, the case of the L.C.C. deserves special attention. The county was unique in that it had had control over the three branches of education (elementary, secondary and technical) since 1902, and it was exempted from the provisions of the 1944 Act inasmuch as no system of delegation of its authority was imposed. Administratively, divisions were already part of its structure, but these were no more than a form of deconcentration and in no sense introduced any local element. Only in managers and governors* for the schools is there anything other than the official element, and even here powers are essentially trivial and their appointment based upon party patronage rather than upon more direct local representation.

The authorities concerned

12. With these diverse elements, the 1944 Act when applied to London was therefore bound to give rise to certain anomalies. Largely because of the way in which they had developed, the delegation arrangements were more varied for education, and entailed a greater number of administering authorities than for any other delegated service. The foregoing summary, however, gives very little indication of the full complexity which exists. In Greater London, which many would regard as essentially a single entity, there are over fifty bodies† of no less than seven different types and constitutions concerned with the administration of education. These are:

(i) The London County Council (divided into nine administrative divisions)
(ii) Three County Boroughs
(iii) Five County Councils with
    (a) Twenty-five Excepted Districts
    (b) Nineteen Divisional Executives

There are additionally:
    (c) Two District Committees (small areas administered by sub-committees of Middlesex C.C. Education Committee)
    (d) Cheshunt—directly administered by Hertfordshire Education Committee.

---

* The setting up of managers and governors is a duty under the 1944 Act. The extent to which they have in fact been appointed, and indeed the extent of their powers, varies widely between authorities, some paying little more than lip-service to the provisions of the Act, and giving it little real effect. Equally at variance is the extent to which powers is entrusted to headmasters by local authorities, cf. London and Hertfordshire.

† The figure excludes the much larger numbers of local authorities who add to the complexity in being represented on Divisional Executives, and to that extent are structurally concerned. Details of these are given in the Apprendix GII on Delegation.

13. The size of these bodies varies widely. The total population of those responsible for policy ranges between 112,000 (East Ham County Borough) and 3¼m. (L.C.C.). This in itself is remarkable enough, for the optimum range of size for urban authorities in the field of education is unlikely to be as wide as that enormous disparity suggests. Yet these two extremes have the least likely feature in common—they both administer their areas without recourse to any intervening representation of local opinion between the Education Committees and the schools.

14. At what might be described as second-tier level, size is similarly disparate. The units range between 19,000 and 270,000 in population. In practice the variation bears little relation to type of body or its function. Excepted Districts, for example, vary between 59,000 (Brentford and Chiswick) and Harrow with 217,000. Four are bigger than two of the three county boroughs in the metropolis. The County Divisions (i.e. Divisional Executives) have more than 200,000 population where the county has been free to select areas suited to the purpose; but almost everywhere such consideration had to be modified because of political pressures from local authorities and because of the separate status of the Excepted Districts. As a result some are as small as 27,000 in population, and geographical distribution is chaotic. Essex has no less than three local divisional education offices within a mile—a matter neither desirable nor economic; Kent's predicament in arranging administration needs only a glance at Penge—the smallest of the Divisional Executives—which has no justification for separate existence apart from that forced upon the county by the chance geographical position of Beckenham as an Excepted District cutting off Penge's 27,000 inhabitants from the rest of the county.

15. Most apparent are Middlesex's problems with its districts and divisions decided almost entirely by local political considerations, giving it in consequence the peculiar range of administrative units with populations from 19,000 to 217,000.

16. The educational aims of the 1944 Act are not in question; the criticism is that an Act for the country generally was made applicable to the urban authorities of Greater London where its administrative provisions were least suitable.

Equality of Opportunity

17. The problems facing the authorities concerned in Greater London are of very different poportions. One measure of the difference is to be seen in the numbers of school-children for which each has to cater. For every 1,000 population, West Ham has 104 primary children, while Surrey has as few as 79, and Middlesex has only 82. These are differences which will grow in significance as the children move into secondary schooling, which is far more costly (see Table II column 6).

18. It has almost come to be expected that resources differ, although the justification for this in the matter of education of children in a closely-knit conurbation is much less than in any other area of smiliar size. What is certainly unjustifiable is the way in which resources appear to vary almost in inverse proportion to need, as shown, for example, in the previous paragraph. The product of a penny rate per pupil is one way of comparing resources. London County is enormously wealthier than any other authority by this measure, but

even if this is taken as a special case, the figure for Surrey appears as nearly twice that of East or West Ham. Emphasis is given to this comparison by an examination of net rate-borne expenditure (Table II column 7).

19. It is not easy to demonstrate the extent to which education in the schools varies in quality.* Statistical information is scanty but that which offers itself is of interest and attention might reasonably be drawn to certain remarkable contrasts which can only be interpreted in terms of considerable difference in opportunity for London children. If grossly overcrowded classes be taken as a criterion, the differences in performance of the authorities are enormous, Essex, Middlesex and Surrey having very large numbers indeed, not readily explicable nearly fifteen years after the passing of the 1944 Act (Table II column 3). The proportion of major county awards, although subject to social factors, is in some degree a measure of the final product from schools, and here again, differences are staggering—and at the extreme, far beyond any explanation which social factors might offer (Table II Column 8).

20. The extremes of variation in opportunity are, however, to be found in the provision for handicapped children. To take expenditure per pupil as a guide to this, the L.C.C., for example, spends nearly four times as much as Essex, and even excluding the former, the variation between authorities extends to more than double the expenditure of Essex. It must be doubted whether such extremes of variation can in any way be said to reflect local differences of public opinion.

21. Problems, resources, cost to the individual citizen differ markedly from place to place within Greater London. If material considerations are any guide, opportunity is far from equal between parts of the metropolis.

22. It would be misleading to suggest that equality could be secured merely by financial changes. Indeed, many would doubt whether uniform equality of opportunity even in education in a conurbation, is achievable or even desirable under local government. Nevertheless there is a strong case in reviewing the structure of administration to consider whether a Greater London authority could not be used to ensure some degree of pooling resources, so that it is no longer true that need is greatest where resources are least.†

Conclusions

23. What conclusions can be drawn from this, relevant to the present enquiry ?

24. Firstly, the present structure of local government in Greater London is almost entirely unsuited to the purposes of education. Present arrangements arose as a result of the 1944 Education Act, which was essentially one limited in its final form by the existing structure of local authorities whose reform could not then be considered. There is consequently a multiplicity of local bodies of wide range in sizes, in no way essential in their present form to the successful administration of the service.

---

* The Ministry of Education, however, has given a more detailed and a more critical appraisal of the local authorities than had any of the other Ministries concerned with local services in evidence to the present Commission.

† It is, in fact, a comment in itself that part of the metropolis, which is by far the wealthiest area in the country, should be in receipt of a national equalisation grant.

25. In particular, delegation has proved unsuited to the conditions of the metropolis, and indeed in large part was the result of attempts to reconcile to the needs of education, the vested interests of the district authorities. The dissensions which arise daily are almost entirely due to the conflict of authorities rather than from the schemes, their financial provisions, their application in practice or even from the personalities concerned. The marrying of county and district authorities has in general been costly and unsuccessful.

26. What then are the requirements determining optimum size for education administration ? It should be able to organise a variety of secondary schools—secondary modern, grammar, secondary technical, and if desired, comprehensive schools. Adequate form-entry for this variety of opportunity (with the additional choice between mixed or single-sex schools) would point to the need for a population of not less than 150,000. This is, however, a *minimum* figure, and there would be advantages arising from a larger size. At best it should be commensurate with supporting an Education Officer and Chief Assistants of high calibre and experience, and an advisory "inspectorate" to provide experts in particular fields. (As a local factor it should be noted that for most of the review area, size of authority has been such as to enable them to offer salaries higher than is usual elsewhere). While it is difficult to establish conclusive proof of such a point, there is some evidence to suggest that very small authorities have less opportunity for securing the highest quality of officers and members than those of larger size. These considerations lead to contemplation of a higher figure for optimum size than that mentioned above, and certainly not less than 250,000, having regard for conditions and experience in Greater London. Even this total would certainly be too low for the inner London districts where, if school catchment areas are to be generally contained each within a single authority, something of the order of size of an L.C.C. division would be necessary. Either of the two schemes outlined in the Group's main evidence (i.e. authorities from (i) 250,000—500,000 and (ii) 1½—2m.) would give authorities of reasonably optimum size. Such authorities would, of course, have no need for the encumbrance of delegation, and could be independent education authorities in their own right.

27. An authority for the whole of Greater London could nevertheless be used to advantage. It could in the first place provide for a scheme of financial equalisation. Secondly, it could initiate co-operation in certain matters of the kind outlined above, and in the handicapped children service which is discussed in the following section on Special Services.

Special Services

28. Special Services relate to children who are handicapped physically or mentally. The division between children needing special education and the normal stream is not readily capable of firm definition, since in many cases classification is one of degree, and what is so classifiable under one authority as suitable only for a Special School would be accepted by another as suitable for normal school life. It is nevertheless accepted that sub-divisions within the grouping are essential if each is to have suitable facilities. As many as ten distinct categories ranging from partially sighted to maladjusted are recognised. At the extreme those ascertained as being incapable mentally of benefiting from education even in this way are transferred to Occupation Centres, and in Greater London usually come into the care of the Health Department. There are both day and boarding schools.

29. There are perhaps two main considerations for this form of education in terms of areas and functions:

30. The work is highly specialised, calling not only for specialist teachers but also at best for specialist organisers and inspectors. Although this is true of many aspects of education, it is particularly so in this field. Again, although school units are small in scale, numbers are necessarily so few that to organise the service successfully, areas must be large. The problem is therefore one calling for different optima from those by which normal education may be judged.

31. It is undesirable, however, that the responsible authority should be any but the L.E.A. for there is at the same time the need for closest co-operation with day schools. In the first instance the selection of pupils for Special Schools must begin there, and secondly it would be dangerous to widen the gulf between the two branches so that (e.g.) a delicate child having out-grown his infirmity could not return to the normal stream of education. Even where control is in a single L.E.A.'s hands, heads of schools can be too eager to relinquish their more difficult pupils to Special Schools' care, and Special Schools' heads are equally reluctant to lose their more advanced pupils to normal school life. (One might see this same reluctance in certain Education Departments to including in their control Occupation Centres which would seem to need the most specialised teaching, yet are in Health Department hands.)

32. At present Counties provide such a unit; County Boroughs such as West Ham attempt to overcome their difficulty in size by joint arrangements with neighbouring authorities.

33. Of the two outline schemes in the main body of the Group's evidence, that proposing 25 authorities may need some degree of co-operation to provide an optimum size for the adequate operation of certain service. The offices of a Greater London Authority should be used to service this, and such an arrangement would in any event be desirable in administering the many existing "out-county" and even "out-region" establishments. The five or six authorities of "county" size proposed would appear to be units of adequate size for the purpose.

Table I

Authorities concerned with day-to-day administration of education in Greater London

Education Committee	*Excepted Districts*	*Divisional Executives*	*District Committees*	*Administrative Divisions*
Essex C.C.	6	2	—	—
Hertfordshire C.C. ...	—	3	1*	—
Kent C.C.	3	3	—	—
Surrey C.C. ...	—	7	—	—
Middlesex C.C. ...	16	4	2	—
London C.C. ...	—	—	—	9
Croydon C.B. ...	Direct Administration			—
East Ham C.B. ...				—
West Ham C.B. ...				—

* Directly administered by the County Education Committee.

Notes . . .

(i) The Excepted Districts include Brentford and Chiswick (58,000) which with a declining population has less than even the 60,000 stipulated in 1944; Acton B.C. and Hayes U.D.C. are only 66,000 in size; at the other extreme there is Harrow with 217,000 and Ealing 184,000. The peculiarly difficult position of Middlesex in numbers of Excepted Districts is apparent.

(ii) Of the Divisional Executives five are of more than 200,00 and the order of size in the particular circumstances of Greater London seems to be sound and economic: but at the other extreme many are very small—Penge (26,000) has been mentioned; Wood Green (50,000)and Southall (53,000) are other examples which are not the result of deliberate choice of an optimum administrative area. They are costly and of no educational advantage.

(iii) The two " district committees " of Middlesex are similarly for inadequate units except if viewed in terms of sustaining the present archaic structures of local authorities. They are largely the result of intransigeance on the part of neighbouring authorities.

(iv) The order of size of the administrative divisions of the L.C.C. (224,000 to 521,000) is of interest inasmuch as they are the result of division of the central core of the metropolis on grounds of administrative suitability, unfettered by political vested interests. It is not suggested that the order of size is necessarily applicable throughout the conurbation.

Table II

Financial Resources and Expenditure 1957-8

	(1) *Population 1957*	(2) *Pupils per 1,000 pop. for whom L.E.A. is financially responsible*		(3) *Very large* Classes*		(4) *Product of 1d. rate per pupil*	(5) *Total net expenditure per 1,000 population*	(6) *Expenditure per pupil†*		(7) *Rate Equivalent of net rate-borne expenditure*	(8) *Major‡ Awards (1956-57)*
		Primary	*Secondary*	*Prim. 45*	*Sec. 40+*			*Primary*	*Secondary*		
Essex C.C.	1,754,600	102	58	823	258	77	£12,713	£37.14	£63.71	7s. 8d.	84.4
Hertfordshire C.C. ...	739,800	103	58	64	15	90	£13,818	£37.7	£68.56	7s. 3d.	117.2
Kent C.C.	1,613,800	88	60	95	26	91	£12,375	£38.41	£63.76	7s. 1d.	79.3
Surrey C.C.	1,419,500	79	51	540	112	131	£10,964	£37.76	£66.36	5s. 5d.	126.3
London C.C.	3,254,000	84	49	119	24	211	£12,620	£42.25	£73.82	4s. 5d.	71.1
Middlesex C.C.	2,249,000	82	54	329	114	129	£12,252	£41.61	£67.46	5s. 11d.	124.0
Croydon C.B.	249,500	91	57	34	9	116	£11,686	£35.52	£62.89	5s. 8d.	111.8
East Ham C.B.	112,700	89	62	8	1	77	£14,064	£44.74	£68.16	9s. 4d.	75.9
West Ham C.B.	165,900	104	63	15	21	76	£12,233	£41.4	£64.93	7s. 2d.	24.1

* Urban areas only ; rural areas show Essex having 25 primary and 3 secondary classes overcrowed ; Hertfordshire 8 and 4 ; Kent 5 and 3 ; Surrey 14 and 21. At least by this measure, opportunity is far from equal in metropolitan and rural districts of the home counties.

† Excludes nursery services, loan charges, capital, medical services, administration, transport and aid to pupils.

‡ Per 1,000 population of eligible age groups 17, 18, 19. The figure (Selected Statistics relating to Local Education Authorities 1956-57, H.M.S.O. (1958)) includes awards tenable at universities.

The table shows the very considerable differences in problems which L.E.A..'s face; the number of primary pupils per 1,000 population, for example, varies by nearly 25% at the extremes and clearly this difference will be even more important as the age groups concerned move into secondary schools. For the year in question resources available as measured by product of a penny rate per pupil (even excluding London) were nearly twice as much in Surrey as in West Ham, where paradoxically (as shown in col. 2) need is greatest. An indication of the varying cost of education to the individual citizen is shown in the first column. Again, per £ of rateable value the difference is not merely marginal, but in East Ham is more than twice that of the L.C.C. area.

II FURTHER EDUCATION

1. Further Education is a term which concerns those parts of education catering for students after they have passed through primary and secondary schooling. It includes :

(i) Technical education

(ii) Youth Employment Service

(iii) Non-vocational education

(iv) Youth Services

2. It is proposed in this appendix to deal with the first of these in some detail, and to take note of the needs of the remaining three in relation to general proposals made by the Group for reform of local government in Greater London.

(i) Technical Education

3. Briefly, technical education includes the work carried on in technical colleges and similar institutions, excluding for present purposes establishments which more properly form part of secondary education (e.g., secondary technical schools). The definition here used would take in all establishments otherwise, from local Technical Colleges and Colleges of Commerce to Colleges of Advanced Technology.

4. The standard of work is of very wide range—from shorthand and typing for beginners to advanced chemical engineering, degree work and even research; from R.S.A. certificates and City and Guides Craft courses to the Diploma in Technology.

Technoligical and even some technical courses are often of such specialisation that the number of potential students is small, even if the whole of Greater London is looked to as a catchment area. At both levels, links with students' places of employment are at least as strong as those with students' districts of residence. In considering appropriate authorities for administering the service, these recruitment aspects are important, and they differentiate it from day schools in Greater London.

The present authorities

5. Technical education is at present in the hands of the Local Education Authorities (county and county borough councils). There is no delegation of any major aspect of the work. Because of the degree of specialisation necessary and the patterns of employment which London offers, however, not even the largest and most centrally placed of the local education authorities can be regarded as self-contained, with all its students working and living within its area. Nor is this a matter where all employment is concentrated in a single authority, for each, from the largest to the smallest, has considerable numbers of persons coming from other areas for their daily employment. Equipment is costly and using it to its full demands concentration of students from a wide area ; qualified teaching staff too are not abundantly available. In these circumstances, and to encourage co-operation, a network of Regional Advisory Councils was set up soon after the war. That for the area under review is the London and Home Counties Regional Advisory Council for Higher

Technological Education, and it includes in whole or in part the local authorities south and east of Luton.

6. The Regional Advisory Council has certain virtues to recommend it among independent L.E.A.'s* as a means of obtaining co-operation. It is a creditable endeavour to provide a working area of sufficient size, and in using existing local authorities it recognises the contribution which they have made to technical education. It secures to some extent an interchange of information, and co-ordination of activity. However little results from this it nevertheless marks an advance over the position which previously existed.

7. The Advisory Council has succeeded in bringing together representatives of industry and education. The active representation of industry and other interests in committee is probably the greatest achievement of the Advisory Council. It should be preserved whatever form the organisation of technical education might take.

Defects of the present arrangements

8. If, however, we consider the existing structure of local government for the purposes of technical education it is manifest that the present arrangements are far from satisfactory for the following reasons :

9. (i) Responsibility in Greater London still lies divided between no less than nine independent L.E.A.'s for a service which essentially should look to unity of control.

10. (ii) It is unfortunately the case that the local education authorities too often seek to maintain as many students as possible at their own colleges, with little regard for what is happening generally within Greater London and without regard for the wishes of the students. The restriction is exercised by the authority withholding grants for courses which often are beyond the unassisted means of many students.

11. It is regrettably true that notwithstanding more than ten years of public concern for technical education, and unprecedented government support, it is still possible for the Ministry to say that of the nine education authorities in Greater London, no less than six resist the free movement of students which the Ministry has advocated for so long. Of these authorities, two are said by the Ministry to offer " severe restrictions."† It is still true to say that an overseas student from West Africa or India has a greater freedom of choice in selecting his college than say a resident from West Ham or Hertfordshire.

12. Greater London has in its close network of communications, greater advantage in the consequently large catchment areas which are possible, than any comparable part of the country. Its position enables it to organise courses which elsewhere would not be possible for lack of student support. In fact the advantage is not utilised to its full, since arbitary boundaries split its unity into uneconomic fragments. The course is the only unit of comparison sought,

---

* There are eighteen in the Regional Council.

† See " Memorandum of Evidence by the Ministry of Education to the Royal Commission on Local Government in Greater London." (H.M.S.O. 1959).

and the goal to be striven for by each college is all too often the barest number sufficient to start the course. In the event, and having regard for neighbouring colleges' courses, there are all too frequently too few students for proper purposes of tuition. The advantages of grouping in larger units with adequately staffed departments, each with a number of lecturers sufficient to give a community of common thought, rarely receives attention. In present circumstances, the most appropriate organisation of colleges can never be achieved.

13. (iii) The Advisory Council lacks positive powers, and cannot subordinate local independence even where this is necessary for the advantage of the region as a while. In one case an authority even withdrew financial support from the Council for a number years, and other have contemplated similar action. With such extreme attitudes possible, trenchant matters become difficult to deal with. Indeed, after a time contentious matters cease to be raised, and a conspiracy of silence ensues on what should be major issues. The question of freedom of movement of students to courses and colleges of their choice, for example, has secured no action from the Council since it was raised ten year ago.

14. As a result of the limited power* of the Advisory Council, there has been a lack of comprehensive co-ordination in the crucial post-war years, leading to misplaced colleges, and resources misdirected in terms of priority of need. Capital expenditure is limited at present by the needs of the national economy. The tendency for Education Authorities to press the Ministry for a "fair share" of the allocated amount for example, rather than for its application within the metropolis where comprehensive planning would direct it, is not in accord with the true interests of Greater London as a whole.

15. (iv) No comprehensive regional or metropolitan plan for the future exists; the lack of a positive programme of development for technical education in Greater London is perhaps the most serious indictment which can be levelled, although discrimination against free movement of students is more readily demonstrable. It is little more than a symptom of this lack of a positive and rational planning, which is in itself of far greater significance. Even now, when the individual schemes for Further Education of the authorities are under review, there is little attempt at the close co-ordination which might be a substitute, however poor, for broader planning. As with Town Planning, nine separate plans (but here subject to no "master plan") are not an adequate alternative to a single comprehensive plan. Nor is co-ordination by the Ministry a substitute for initiation by a single authority.

16. The Advisory Council must be judged less upon what it has done, than on what an adequate body might have achieved. It has failed to use scarce resources of manpower and equipment economically, and examination of the present pattern of courses leaves little doubt that it in no way corresponds to the optimum or even to that which the good of the students would require.

17. The local auhorities as now constituted have played their part; the service and its needs have outgrown their structure in Greater London.

---

* The absence of executive authority calls for extended consultation in committee which in practice proves excessively time-consuming. Approval for certain courses has to be sought through the Advisory Council. For approval to be gained, students have to be known to be forthcoming, which involves advertising the college's intention in a fairly firm way. There are examples of applications for approval being under consideration for so long that the time for the course to begin has passed before agreement has been secured.

The unity of Technical Education

18. Dissatisfaction with present arrangements has led to the suggestion that higher technological courses might be divided from the rest of technical education, and placed under a separate administering authority. This is possible but some disadvantages would result. A well established streaming from level to level is a recognised part of many courses of vocational education, the dividing of which would be as undesirable as separating primary from secondary education. The placing of colleges in categories from those of Advanced Technology to those classed as Local, gives a grading; but even so it is not possible entirely to isolate advanced from senior and both from junior work. Indeed, many practitioners in the field would stress the need for colleges to have a suitable range of work rather than be restricted solely to one level. Industry itself is not readily divisible into firms concerned solely with one or other levels.

19. The solution proposed here is that separation should occur earlier, at the point where the pupil leaves day school, and is ready to become a student at a college.

Further Education and the Day Schools*

20. Prior to 1944, Elementary Education was separated in its administration from secondary education. The Act of that year brought responsibility for these two functions of day schooling into the hands of one tier of authorities. There is no doubt that this was a wise measure and one long overdue if only for the continuity of the pupil's school life through both primary and secondary stages. The administration of day schools and that of technical colleges is by no means so closely allied, however.

21. (i) Technical courses are vocational by definition, and attendance of students is directly related to that fact. Attendance is voluntary; hours of attendance are basically different in time, continuity and total; most students are adult—the word adult in this connection being less a function of age than of experience, for the students are learning concurrently a great deal from life in the world beyond the college.

22. (ii) For technical colleges lecturers are recruited from different sources from teachers in day schools; they teach by different methods, and indeed problems in the classroom of a technical college are barely related to those found in day schools. The division of students into full-time, part-time and evening students in itself necessitates a different approach, and renders a different organisation necessary for the college.

23. (iii) The product of further education is directed towards industry, and if the colleges fail to meet this requirement then much of their *raison d'etre* is lost. Primary and secondary education are directed quite properly towards very different ends, which would not be achieved if the needs of industry loomed too large.

24. Further education and secondary education have been united administratively for more than half a century. During that time no very close links have developed. There is no "streaming" between day schools and technical

---

* The following arguments are intended to apply to the special circumstances of Greater London: in other parts of the country they are not necessarily applicable.

colleges; there are few local links between specific schools and colleges, nor, because of the more regional outlook of colleges, are such links likely to develop to any extent. A certain collaboration between the two branches is desirable, but it is not necessary that this should be achieved by administration of both under one authority. Colleges in their management and organisation cannot be subject to the same control as can schools. The Ministry have acted correctly in striving to separate even secondary technical schools from technical college premises.

25. Realisation of the inadequacy of present arrangements has given rise to feeling that ministry control will follow for higher technological education. It is believed by some that the "national pool" by which costs will be more rationally distributed is part of a plan to open the way to this solution. Were an adequate and responsible body available, the proposal would not only be unnecessary but would also be undesirable.

26. The Ministry has possessed for a considerable time powers sufficient to ensure that colleges were placed in the most advantageous locations; that courses where necessary were drastically reduced, and that on the other hand positive steps were taken for co-ordination of development in the fullest sense. The difficulties of the Ministry are not few and steps have been taken in some instances, but the present situation is in itself evidence of the tardiness with which the Ministry has acted.

27. In Ministry hands, technical education would be subject to many pressures and a more direct Treasury control which need not redound to the benefit of Greater London, its colleges or its industry. Indeed, if London were invidiously selected for such a ministerial solution it would be exceedingly difficult for the Ministry to act in a judicial manner in, for example, agreeing the appropriate capital expenditure, in face of pressing claims from other authorities in the country for part of a nationally limited expenditure. The Ministry will always have an important, and perhaps an increasingly important role to play in technical education. The role can best be played a little apart from day-to-day administration.

Conclusions

28. There is reason to believe that the service will continue to benefit from association with some form of local authority, and this is particularly the case in present circumstances when public opinion is awake to the need for considerable development in technical education. London has every reason to be proud of the colleges which it has developed—it is the multiplicity of authorities and the inadequacies of their areas rather than any specific lack on the part of the authorities as such which have resulted in present defects. It is a service which should be undertaken by an authority for Greater London.

Summary

29. (i) Present administrative arrangements in Greater London are inimical to the full development of technical education. Responsibility should be in the hands of a single authority which is capable of having within its purview the whole of Greater London.

30. (ii) The administrative needs of the technical colleges and their students

are essentially different from those of day schools and their pupils. What is necessary for the one is unsuited to the other, and this is particularly true as regards their areas of administration. No harm would result to either from their separation administratively.

31. (iii) In any such change in administration, the continued active co-operation of industrial and other interests represented at present on the Regional Advisory Council should be preserved.

(ii) **Youth Employment Service**

32. Prior to 1948 the provision of a Youth Employment Service was a "permissive" function which could be exercised by local authorities. Some had already undertaken the task, and elsewhere the Ministry of Labour acted in default. The Employment and Training Act, 1948, provided that those local authorities which did not exercise their powers to this effect would lose the option of doing so. As a consequence, in the country as a whole there is a mixed pattern with some areas under local authority control (sometimes via the Education Committee) and others dealt with by the Ministry.

33. In the Royal Commission's areas, the service is run by the Local Education Authorities (County Councils and County Boroughs). There is no delegation, although in some counties attempts are made to link the work with that of the Divisional Executives, usually at an administrative level.

34. The peculiar and hybrid arrangements for the country as a whole are of significance inasmuch as they are a sympton of the opposing "pulls" of two main forces—educationalists on the one hand, and on the other industry and the Ministry of Labour who distrust educationalists in this field. In effect the service is closely allied to both industry and education. Youth Employment Officers need to maintain close liaison with secondary school heads and school leavers (and their parents) and at the same time have a close knowledge of employers' needs. They must also have the confidence of the employers themselves.

35. The central organisation (Central Youth Employment Executive) is responsible to the Ministry of Labour, although close liaison is maintained with the Ministry of Education who have inspectors assigned to the C.Y.E.E.. The C.Y.E.E. issues model schemes for the guidance of authorities, has power (through the Minister) to revoke the powers of an Authority, maintains a body of inspectors, advises an co-ordinates. The Ministry of Labour defrays 75% of the local authorities' approved expenditure. Three-quarters of expenditure is made up by staff costs, and the officers concerned are trained in their profession. Possibly as a result of the influences detailed above, it would appear that in some local authorities (such as the L.C.C.) although the service is under the Education Officer, it has a peculiarly independent status in practice. The service operates in each county through area committees.

36. The C.Y.E.E. recognises a London and South-Eastern Region corresponding to that of the Regional Advisory Council for Higher Technological Education. It is represented on the Sub-committee of that body, where individual industries are concerned.

37. In connection with possible realignment of local government authorities and the education service, three aspects call for consideration :

(i) There appear to be no obvious examples of serious lack of co-operation between authorities.

(ii) Nevertheless, inasmuch as the service is based upon an employment pattern which is regional, with its densest core in the Central Business District, it is essentially a function of Greater London as a whole. Excluding the Watford area and the central core of the conurbation, no authority has more than 60% of its residents employed within its own boundaries.

(iii) At the same time the closest co-operation of schools is necessary and there are real local interest which are important to the service. It might be foreseen as playing an increasing part in technical education.

Conclusion

38. The Youth Employment Service is capable of being carried out by second-tier authorities **provided regional co-operation is ensured** (as at present) by the C.Y.E.E. or by a suitable authority with a regional view such as the proposed Greater London Council. Alternatively it could be administered direct by that body, maintaining close liaison with the authorities responsible for secondary schools, the "area employment committees" being based on the reformed second-tier of authorities.

(iii) Evening Institutes

39. Evening Institutes are concerned with non-vocational courses, although in practice institutes at present often include some work of an elementary academic or even elementary vocational nature. A study of the activities suggests strongly that while all of their work is in the broad sense educational, it is much more of a social rather than a purely educational service. Except in Central London and certain related areas, catchment areas for students are very limited, although often unrelated to particular authorities' boundaries.

40. The service is one which is likely in the future to expand. Yet it is a relatively costly one—or can be in its fullest development—and it is partly a question of policy how far activities should be furthered by "subsidy" from local resources. This affects the central core of the conurbation where facilities are at the moment extensive, yet those participating are mainly resident in other parts of London and other counties. To some extent the problem can be met by present arrangements for payment by the authority in which the participant resides, but it is clear that there would be an inherent reluctance to do this if policy in the "sending" authority were to provide only a minimum service. Changes in policy of neighbouring authorities can seriously jeopardise the work of institutes serving borderline districts.

Conclusion

41. There would be advantage in Evening Institutes being administered by second-tier authorities of suitable size and rationally conceived, since there are important local aspects to the work, particularly socially. In the case of Central London, however, there is something of a special case, and at best some form of regional co-ordination would appear to be necessary if present standard of courses is to be maintained.

(iv) Youth Services

42. Youth Services are mainly concerned with the co-ordination of and financial assistance to voluntary youth organisations' activities. In some cases facilities are provided directly by local education authorities. In London County, the officers concerned (Organisers) are concerned with groups of Boroughs and are part of Divisional Office staff. In Essex they are part of the staff of the Divisional Offices, but the post is " doubled " with that of Youth Employment Officer. As with Evening Institutes the service is one which administratively is suited to the lower tier, since it is essentially local.

F. Other Functions

I—REFUSE DISPOSAL

1. Public cleansing, broadly speaking, is at present a service of county boroughs and district councils under the Public Health Acts, 1936. It may be divided into three separate functions: street cleansing, refuse collection and refuse disposal. There is convincing evidence of the unsuitability of each of these in the hands of many of the existing second-tier authorities, especially in the Central London area, but the function selected here for attention is refuse disposal, a service for which there is the strongest case for administration by a single authority covering the whole Metropolitan area.

2. The history of public cleansing in general has been marked by inefficiency and parochialism, but this has particularly been the case in the final disposal of refuse. As long ago as the end of the first World War it became apparent that reform was needed in the administration of the service in London, that the problem of sites capable of taking the refuse of the metropolis was one of increasing difficulty, and that there was considerable danger to public health from the practices of the time. In the mid-twenties an investigation was undertaken by the Ministry of Health's Inspector of Public Cleansing. His conclusions (the Dawes Report) published in 1929 followed an exhaustive invesigation, and advocated the creation of a centrally organised service for street cleansing and the collection and disposal of refuse, as well as a number of minor reforms. While most of the later proposals have been implemented, the more important recommendations which looked to the co-operation of existing authorities, or by implication threatened their individual autonomy as far as this function was concerned, have not been carried out. The need for their implementation, however, has not lessened with the years; rather, it has increased.

3. It is conveninet to divide consideration of the present position into (i) the Metropolitan Boroughs and (ii) Outer London Boroughs..

(i) Metropolitan Boroughs

4. While opinions have varied as to the kind of co-ordination needed, informed opinion* has consistently seen a Metropolitan solution to be necessary.

---

* For example :

Dawes Report, 1929
Report of Departmental Committee on London Cleansing—Ministry of Health, 1930
Greater London Plan—Abercrombie, 1944
Evidence of Institute of Public Cleansing, 1958
Evidence of Ministry of Housing and Local Government, 1959

See also the memoranda of evidence to the present Royal Commission of the Borough Councils of Hampstead, St. Marylebone, Hayes and Harlington and Middlesex County Council.

Three further reports subsequent to Dawes' have successively recommended some form or co-ordination. That of 1947, by the Metropolitan Standing Joint Committee, proposed the grouping of the Metropolitan Boroughs into ten groups, but in only two has such co-ordination been attempted. In short, voluntary co-operation has scarcely been attempted.

5. Table I shows these proposed groupings and the varied means of disposal and transportation which the boroughs adopt. It can be seen that the differences in length of haul and location of tipping sites bear little relation to geographic location of the boroughs. For example, of the three adjacent boroughs of Southwark, Lambeth and Wandsworth, one disposes by rail to Kent, one by road to Buckinghamshire, and the third by barge to Essex. Differences in methods of disposal are not as marked as in the past and there has been a gradual change in favour of controlled tipping. Today only two boroughs incinerate all their refuse.*

6. The process whereby each authority has made its own disposal arrangements irrespective of those of their neighbours and the failure to co-operate where the defects of such a system have been made abundantly apparent has meant the retention of a redundant pattern of refuse transfer points. These often bear little relation to the distribution of population and involve considerable duplication. For example, along one section of the Thames there are four transfer wharves each dealing separately with a single borough's refuse. One of these exercises comparatively stringent sanitary control, while another appears to exercise little or no control at all.

7. Another feature of the service in the county of London is the separation of responsibility for the collection of refuse from its disposal. Of the 26 metropolitan boroughs using the controlled tipping method, only one owns its own tips, the remainder being owned by private contractors. The disastrous effect of such separation on the sanitary standards of the tips, which reached scandalous proportions in the past, now no longer applies, but the possible financial loss to the borough remains. Most controlled tipping takes the form of land reclamation which, when completed, may in some cases have considerable development value;† the ownership of tipping sites by the community could be, therefore, a useful source of additional revenue to offset the high transport costs. Again, none of the eighteen boroughs who dispose by barge to Essex own their barges—in fact the barge owners' "ring," which Dawes noted and criticised, appears to operate still, denying the boroughs the possibility of a competitive contract.

8. A further defect of existing arrangements is bound up with the continued expansion of the built-up area outside the administrative county. This expansion has meant a progressive decline in the number of available tipping sites within reasonable distance from London but has not been accompanied by any co-ordinated arrangement whereby those that are available are properly utilised.

---

* The Report of the Departmental Committee on Cleansing, Ministry of Health 1930, listed 13 metropolitan boroughs who incinerated or partially incinerated their refuse.

† Fords Motor Works and the Barking housing estate (which is in excess of 2,000 houses) are both built on old London refuse tips, and there is no doubt that some of the present Essex tips which are used extensively by the metropolitan boroughs, when completed will have considerable value as sites for industrial and housing development.

9. In short, there has been an almost total absence of planning, and instead each authority has competed with the other for available sites without any regard to the long term interests of the whole built-up area. In the absence of any co-ordinating machinery and prompted by the urgency of the problem, a survey was conducted by the Metropolitan Borough's Standing Joint Committee in 1950. It is perhaps significant that a complete report on their findings has never been made public.

Table I

The Metropolitan Boroughs are shown grouped according to the Metropolitan Boroughs Standing Joint Committee's recommendations in their Report of 1947. The only grouping which has been implemented is No. 4; in addition in No. 3 group Islington and Stoke Newington operate jointly.

Metropolitan Borough Groups	*Method and Destination of Disposal* (ii)	*Average haul in miles* (iii)	*Average net cost of disposal per ton disposed* 1956/57 (iv)
			s. d.
1. City	Barge to Essex	45.5	42 0
Finsbury	Rail to Herts and Beds	26.0	19 3
Holborn	Barge to Essex	36.0	10 10
2. Bethnal Green	Barge to Essex	30.0	19 4
Poplar	Barge to Essex	34.0	15 4
Shoreditch	Rail to Herts and Beds	22.5	14 11
Stepney	Barge to Essex	32.0	17 10
3. Hackney	Barge to Essex	36.0	19 0
Islington	Rail to Herts and Beds	28.5	20 6
Stoke Newington	Rail to Herts and Beds	29.4	19 2
4. Paddington	Barge to Essex	44.5	17 9
St. Marylebone	Barge to Essex	44.0	16 0
Westminster	Barge to Essex	43.8	12 6
5. Chelsea	Barge to Essex	29.0	14 9
Kensington	Local Incineration and barge to Essex	2.3	19 4
6. Hammersmith	Road to Surrey	20.3	21 5
Fulham	Local Incineration	1.5	35 2
7. Battersea	Barge to Essex	28.0	22 7
Lambeth	Road to Bucks	29.0	20 7
Wandsworth	Barge to Essex	47.0	N.A.
8. Bermondsey	Barge to Essex	18.0	16 9
Camberwell	Barge to Essex	44.5	14 10
Southwark	Rail to Kent	25.8	32 11
9. Deptford	Barge to Essex	25.3	18 4
Greenwich	Barge to Essex	30.0	13 4
Lewisham	Barge to Essex	38.0	10 8
Woolwich	Local Incineration	3.0	25 4
10. Hampstead	Rail to Herts and Beds	38.0	16 4
St. Pancras	Rail to Herts and Beds	20.3	19 7

Costs

10. Comparisons of disposal costs with those of other types of authority are, of course, difficult since conditions in the metropolis, particularly the central boroughs, tend to differ significantly from those elsewhere. However, the range in individual costs per ton shown in the last column of Table I suggest that differences in disposal costs in London are not affected solely by geographical position within the conurbation or by significant differences in the character and problems of each borough. There seems some evidence to suggest, therefore, that the average costs for the county as a whole are even higher than their purely metropolitan character warrants. Some indication of the extent of the difference in cost of disposal within the county of London as compared with the rest of England and Wales can be gauged from the following table which compares the average cost of the Metropolitan boroughs with other types of authority outside the Metropolis:

	Average net costs of disposal per ton 1956-57
Metropolitan Boroughs	19s. 5d.
County Boroughs	4s. 6d.
Non-county Boroughs	4s. 9d.
Urban Districts	2s. 8d.

(Source: Public Cleansing Costing Returns 1956-57, Ministry of Housing and Local Government)

(ii) Outer London Boroughs

11. As Dawes pointed out in 1929, the expansion of the Metropolis has meant that difficulties experienced by the metropolitan boroughs in finding suitable tipping sites are also shared by the outer London authorities. An examination of the evidence submitted to the present Royal Commission suggests that this is even more true today. For example, of the outer London authorities examined (31), 70% had their tips outside their own boundaries. In addition the same problem appears to have forced half of these authorities to make some sort of a joint arrangement with neighbouring authorities.

12. The variation in methods of disposal are greater in the outer London area than among the metropolitan boroughs. In some cases variations in the character of the areas give legitimate reason for certain of the differences. Yet, when it is remembered that the predominant weight of expert opinion* favours controlled tipping as the most efficient and most economical method of disposal, and the trends away from incineration already noted among the metropolitan boroughs,† it is surprising to discover such a high degree of variation among

---

* The following have recommended controlled tipping :

- (a) Dawes Report, Ministry of Health, 1929
- (b) Report of Cleansing Sub-Committee of Metropolitan Borough Standing Joint Committee 1947
- (c) Refuse Committee Report, Wandsworth M.B.C. April, 1958
- (d) Institute of Public Cleansing—Evidence to Royal Commission 1958
- (e) Ministry of Housing and Local Government—Evidence to the present Royal Commission.

It should be noted that even where complete incineration is practised there still remains a residue of 40% of the original volume to be disposed of.

† The same trend seems to have been occurring throughout the country. In 1953, 60% of all refuse in Britain was disposed of by the controlled tipping method : see " Collection and Disposal of Town Refuse," O.E.E.C. 1953.

the outer London authorities. The need for some central guidance regarding methods is made more apparent by the fact that some authorities have given up incineration in favour of controlled tipping while others have installed very expensive incineration plant to replace tips, where both are operating under very similar conditions.

13. The disposal methods employed by the outer London authorities are as follows:

Disposal Methods—Outer London Boroughs and Districts

No. of authorities	*Disposal Method*
42	Controlled tipping
17	Separation (of paper and tins, etc.) followed by incineration
3	Direct incineration
7	Combined system, consisting usually of tipping and incineration
4	No information available

14. The control of new tips in the outer London area is the responsibility of the respective county under statutory powers which they were forced to obtain in the early 1930's due to the unregulated scramble for tipping sites by the metropolitan boroughs. However, there is no co-ordinating body for determining a rational distribution of available sites, consequently many of the unfortunate features noted in the case of metropolitan boroughs are evident in the outer London area. In Middlesex, for example, it is calculated that there is in excess of 1,100 acres of gravel pits which could be restored by means of refuse tipping to useful purposes, but which remain untouched because disposal is unco-ordinated. (See the memorandum of evidence of Middlesex County Council to the present Royal Commission.)

15. The cost of disposal as compared with other types of authority in England and Wales is given below. The figures show that costs are on average higher for the outer London authorities (particularly urban districts) but not so high as for the metropolitan boroughs (see page 4).

	Average net cost of disposal per ton 1955-57
Outer London non-county Boroughs	9s. 9d.
Outer London Urban Districts	12s. 10d.
Non-County Boroughs—England and Wales ...	4s. 9d.
Urban Districts—England and Wales	2s. 8d.

(Source: Public Cleansing Costing Returns 1956-57 Ministry of Housing and Local Government).

Research

16. The continued absence of a properly constituted research body, pursuing systematic experimentation of various techniques of refuse disposal specifically devoted to the problems peculiar to the vast urban area of London, has been a serious disadvantage. Dawes deplored this absence 30 years ago and suggested that it should form part of a Metropolitan body. For example, while controlled tipping has clear advantages over incineration the system is by no means perfected, particularly for wet tipping, although the need to utilise flooded pits has become an urgent necessity in some parts of Greater London as the number of reasonably

accessible dry sites has declined. In addition, the composting method of disposal, perhaps not acceptable for universal application, may provide the only long-term solution for some of the unavoidably high-cost areas in the metropolis. And, further, the rapidly changing character of refuse due to altered domestic heating arrangements and changed industrial packaging techniques may have profound consequences for all aspects of disposal in a densely populated area.

17. These are three of the more obvious problems that have particular and urgent significance for the London area but for which research is being dealt with, if at all, on a national basis.

Summary

18. The case for the re-organisation of the present pattern of responsibility for disposal is a very strong one. The history of this aspect of the service in the County of London would suggest that the division of responsibility between 29 authorities has not only exacerbated the inherent problems of disposal in large built-up areas but also created new ones. Marginal improvements have been won over the thirty years of procrastination that have elapsed since the Dawes Report, but the crucial change necessary, that of centralised co-ordination or control, has been persistently evaded. Nor is the problem confined to the County of London; most of the authorities in the review area have some degree of difficulty in disposal beyond their own boundaries. These difficulties are increasing.

19. The advantages of a metropolitan body would be a higher standard of service; the proper siting of transfer points; the rationalisation of transport and the establishment of an adequate experimental research station. Perhaps the most important advantage to be derived from centralised control, however, would be the possibility it would afford for the long-term planning and allocation of tipping sites based upon the needs of the whole metropolitan area.

20. Such planning would provide a valuable addition to the land available for redevelopment and in some cases make a considerable contribution to the financial resources of local government in the region. In fact it should be possible to operate a regional body at a lower cost.

II—MAIN DRAINAGE

1. Greater London lies in the natural drainage area of the Thames Basin, which extends from the Chilterns to the North Downs. The river forms a natural vehicle for sewage and surface water disposal. Some authorities discharge directly into it, and most of the remainder make use of its tributaries. It is, from the main drainage aspect, the single pre-eminent factor which links the interests of all the inhabitants of Greater London.

2. The largest drainage scheme in the review area is that of the L.C.C. Its history is of particular significance since that Council's present administrative boundaries had their origin in those of the first modern London drainage authority —the Metropolitan Board of Works. In addition the history of these two bodies illustrates the way in which main drainage, within the limits set by the natural physical characteristics of an area, must, if it is to operate efficiently, ignore social and political boundaries and follow the movement of buildings and people.

3. The Metropolitan Board of Works was created in 1855 to cover most of the built-up area at the time. It had the primary task of controlling the indiscriminate discharge of untreated sewage into the Thames and its tributaries. A system of trunk sewers was constructed which still form the basis of London's

main drainage system. In recognition of the need for a drainage system to expand *pari passu* with the built-up area the Board was granted the extraordinary privilege of admitting into its main drainage scheme areas on its borders by agreement (Table I records this process of admission). When the L.C.C. superseded the Board in 1889 this privilege was continued and extended.

4. These extensions did not keep pace with the rapid expansion of the metropolis, however, and even in 1875 a new Board (West Kent Main Sewage Board) was set up covering part of the built-up area in the south-east. But, as a consequence of the 1888 and 1894 Local Government Acts, local independent drainage authorities multiplied in the new suburban fringe. So much so that the otherwise tentative and divided conclusions of the 1923 Royal Commission on Local Government had a certain measure of unanimity on the question of main drainage. All three Reports of that Commission recommended the modification of existing arrangements, to be undertaken for an area larger than the County of London. This advice was not accepted, however, and the number of local drainage authorities continued to grow, so that by the 1930's there were nearly 200.

Ministry of Health Report, 1935

5. The inefficiency, waste, and in some cases health hazards, resulting from this situation continued to be the source of considerable misgiving. Eventually a distinguished committee was set up by the Minister of Health, with the Chief Engineer of the L.C.C. as an important member. They carried out an exhaustive survey, taking the natural drainage area of the Thames as their terms of reference. In their Report* they recommended that the existing number of separate sewage authorities should be reduced to ten, and "that all arrangements for sewage disposal in and around the metropolis should be co-ordinated and planned with regard to an area of 25 miles radius (or thereabouts) from Charing Cross."

Table I

Outer London Authorities who have been admitted into the L.C.C. Main Drainage Scheme

Local Authority	*Date of Admission*
Hornsey	1871
Beckenham	1873
Tottenham	1891
Wood Green	1891
Willesden (part)	1896
*East Ham (part)	1900
West Ham	1900
Penge	1900
Croydon	1902
†Acton	1908
Willesden (part)	1911
Leyton	1927
Walthamstow	1928
Ilford	1935
Barking	1935

* The remaining part of the borough will be incorporated into the London scheme in 1959.

† Now in West Middlesex Main Drainage Undertaking.

---

* "Report on Greater London Drainage"—Ministry of Health, 1935.

Present Arrangements

6. A reduction in the number of drainage authorities has to some extent taken place since 1935. But the amalgamation of the remainder into larger operating units is still not yet achieved,* despite the fact that the Minister, under the 1936 Public Health Act, can create a joint board where he considers such a procedure necessary.

7. The amalgamations that have taken place are either directly administered by the appropriate county council, as in the case of Middlesex, or have taken the form of joint ad hoc boards. Efforts by Surrey County Council to create a single sewage authority for metropolitan Surrey in 1939 and 1946 were thwarted by the districts concerned and Essex County Council made similar efforts in 1934 and 1940 with the same negative results.

8. The result of this consolidation is that today responsibility for sewage disposal within the review area is divided between the county councils the district councils and joint boards. If the arrangement whereby four adjacent authorities share Croydon's disposal plant is counted as a single authority, the total number of authorities in the review area responsible for main drainage is 18. They consist of:

5 Joint Boards
3 County Schemes
22 Joint Arrangements
8 Authorities solely responsible in their own districts

(A chart showing the actual distribution of local government authorities in each drainage authority is given at the end of this Appendix‡)

‡ Not reproduced in this publication.

Metropolitan Authority

9. The second recommendation of the 1935 Report—for some form of co-ordination over the region—has been ignored. This recommendation, however, is still a live issue.†

10. The primary case for a metropolitan authority remains geographical. The Thames Valley forms a natural drainage area, and all sewage works must in some form or another make use of the river for disposal. The sewage authorities

---

* See the memoranda of evidence of Essex County Council and that of Ministry of Housing and Local Government to the present Royal Commission. The need for larger units is also emphasised in the evidence of the metropolitan boroughs of Paddington and Hampstead. See also Abercrombie: "Greater London Plan 1944" p. 123, for a general discussion of this point.

† See for example:

(a) Report on "Sewage Purification Services in Relation to National Post-war Planning"—Institute of Sewage Purification, 1944.

(b) Advisory Committee for London Regional Planning—Report of Technical Sub-Committee: Ministry of Town and Country Planning, 1946.

(c) Memoranda of evidence to the present Royal Commission of:

Middlesex County Council	Chelsea M.B.C.
Westminster City Council	The Bow Group
Kensington M.B.C.	Institute of Sewage Purification

necessarily share a common interest with each other. For example, there is little point in one authority exercising stringent purification control if a neighbour does not, and there are at least five separate sewage authorities discharging directly into the Thames with varying standards of purity.*

11. In addition, sewage authorities have a common responsibility to all river users, water users, and river conservancy authorities in the area. This is because, in addition to the dangers of pollution,† the demands made on the river by industrial users (for the discharge of effluent and cooling purposes) render it even less capable of absorbing large quantities of sewage.

12. A further complication in the London area, which underlines the common interests of all water users already noted, is the tidal nature of the Thames. The effect of this tide (which reaches as far up as Teddington, that is to say for almost the whole of the Thames in the review area) is to impede the continuous flow of obnoxious elements out of the built up area, and, as in the case of industrial activity, to undermine the absorption potential of the river.

13. It is this common interest based on unchanging natural factors among the different sewage authorities, and between them and all other bodies directly concerned with water courses, that makes the establishment of a metropolitan authority so necessary.

14. Some of the defects of the present state of sewage disposal in the London area cannot be attributed solely to the existing administrative pattern. They may also be due to a rising standard of public amenity, if not public health, which has temporarily outrun the financial resources available for the modernisation of existing plant. Notwithstanding this proviso, however, the following advantages of a metropolitan authority may be briefly stated.

15. (i) A metropolitan authority would make possible the establishment of a long-term building programme and provide the requisite resources to back such a programme with a much needed comprehensive research department. Its size would also make it practicable for the operation and design of plant to be under unified control.

(ii) The size, scope and resources of the regional authority would attract specialised technical and managerial staff and ensure that experienced and qualified management be given to all works at the lowest cost.

The need for highly qualified managerial staff is imperative in the day-to-day administration of sewage plant because of continual variation in operating conditions which involve the handling of material potentially dangerous to public health. But the more favourable opportunities and salaries offered by private industry in comparison to those available in the smaller sewage authority has led to a consequent decline in the number of properly qualified personnel manning sewage plants.*

---

* It should be noted that the London area is specifically excluded from the provisions of the 1948 and 1951 Acts which provide for the supervision and control of effluent discharge into rivers and watercourses. The largest authority in the area—the London Main Drainage Scheme—in common with most authorities in the area, operates a combined sewer system carrying surface water and sewage. It is said that in times of heavy rain undiluted sewage is, as a result, discharged into the Thames.

† Pollution is a serious and growing problem in the Thames. When it is published Part IV of the Report of the Thames Survey Committee may be iluminating in this respect. A survey carried out by the Water Pollution Research Board between 1948 and 1955 in the Thames Estuary showed that a major source of pollution was the Northern Outfall of the L.C.C. main drainage scheme. See also Annual Report of Scientific Advisor, L.C.C. 1957. Similar pollution problems arising from overloading occur in the River Lea.

(iii) As a result of the passing of the Public Health (Drainage of Trade Premises) Act, 1937, local authorities have had to accept into their sewers for treatment at sewage works increasing quantities of industrial effluent. The continued dispersal of industry has meant that almost all authorities are now faced with the problem of receiving industrial effluent although many are too small to provide the requisite technical staff, particularly chemists, to deal with it adequately. Indeed, in some areas the trade effluent can reach such proportions as to immobilise a small sewerage scheme. A metropolitan body would be better equipped both administratively and technically to tackle this new and growing problem.

(iv) A further advantage to be derived from the establishment of a metropolitan body would be the possibility it would offer to even out costs. Any comparison of costs between different authorities must of course be examined with caution, primarily because there is considerable variation in the degree of purity of the effluent produced, and therefore in the cost of producing it;† secondly because there is a considerable difference in the age, and therefore the efficiency, of the sewage systems operated by the different authorities in the area. However, not all differences in costs are due to differences in treatment; some are derived from geographical position and the cost of capital installation. There is little justification for these differences since it is inequitable in a modern metropolis that a citizen, merely by virtue of living in a particular part of it, should be faced with such a wide difference in the charges made on him for this basic necessity. Nor should he, having perhaps contributed to the capital cost of one scheme, be forced again to contribute should he need to move his residence elsewhere.

16. An example of the variation in costs is given in the following table which lists six local government authorities, of similar population and rateable value, each in a different sewage authority within the review area. In the last columns are shown the rate so levied expressed as a cost per head.

17. Any scheme for the re-equipment and reconstruction of present main drainage arrangements are likely to be of long term effect, and they will be costly. It is therefore very desirable that such changes should not be carried out piecemeal, but, rather, within the framework of an overall policy and by an authority covering the whole metropolis.

---

* "Since the Second World War, in common with all local government service, there has been a great shortage of recruits into the drainage services, and very noticeably of engineers and chemists. Virtually no university graduates have been recruited since 1939, and the position in staffing in most cases is serious"—Extract from a private memorandum of the Institute of Sewage Purification.

† See Report of Working Party for Treatment and Disposal of Sewage Sludge—Ministry of Housing and Local Government, 1954.

Local Authority	*Sewage Authority*	*Population*	*Rateable Value*	*Rate levied for Sewage*		*Rate Borne Cost Per Head*	
			£	*s.*	*d.*	*s.*	*d.*
Poplar	London Main Drainage Scheme	68,620	996,534		11.0	13	3
Hayes and Harlington	West Middlesex Main Drainage Undertaking	66,460	1,045,795	1	4.0	20	11
Wanstead and Woodford	Own Sewage Authority	61,130	984,475	1	0.64	17	5
Watford ...	Colne Valley Sewerage Board	72,520	1,381,926	2	4.36	45	1
Orpington ...	West Kent Main Sewerage Board	70,410	1,070,649		8.92	11	4
Merton and Morden	Wandle Valley Joint Sewerage Board	71,590	1,186,755	1	4.6	13	0

G. Administration

I—FINANCE

1. In Greater London, finance is dealt with authority by authority on a piecemeal basis in the same way as are other services. In the area of the L.C.C. the London Equalisation Scheme* recognises "the interdependence between its parts" but no such scheme operates throughout Greater London.

2. Counties and county boroughs are dependent principally on their rate resources and the General Grant (replacing the Education, Health Service and some minor grants from 1st April, 1959) for income. The metropolitan boroughs and county districts are dependent on their rate resources and specific grants, the most important of which are Housing and Highways.

3. The Greater London area is, however, in terms of rate resources, a wealthy area. Table I indicates how few authorities qualify for rate deficiency grant† and, therefore, how few "poor" authorities there are in the area. It does not indicate the predominantly wealthy nature of the area. The 1d. rate product per head of population for the L.C.C. is 32d. and may be compared with an average of 15d. for county boroughs and boroughs outside the L.C.C. The 1d. rate product per head for Middlesex is 19d. The other four home counties, with the exception of Essex, are above the national average but the metropolitan parts are more wealthy than the rest of the county. The overall county averages, which do not reflect the wealth of the Metropolitan areas, are

Essex	14d.
Hertford	16d.
Kent	15d.
Surrey	18d.

Rate Deficiency Grant

4. This grant replaced the former Exchequer Equalisation Grant from 1st April, 1959. In any local authority area where the product of a 1d. rate per head of population is below the national average, the grant will be an amount sufficient to bring the rate income plus the grant up to the national average. There is a formula built into the grant, relating expenditure ranking for grant to the national average expenditure for the same class of local authorities, and designed to prevent extravagant spending. As the exact grant can only be calculated some years in arrear and no authority will know whether or not any level of expenditure will be above or below its limit until 2, 3 or even 4 years after it has been incurred, the value of the device seems dubious. The authorities eligible for this grant are counties, county boroughs, boroughs, metropolitan boroughs and urban and rural district councils.

---

* See paragraph 16.

† See paragraph 11.

5. The Rate Deficiency Grant payable in the Greater London Area is illustrated by the following table:

Table I

Rate Deficiency Grants, Greater London

1959-60

	No. of authorities receiving grant			*Total Amount of Grant (£m.)*		
	*C**	*B**	*U.D.**	*C**	*B**	*U.D.**
L.C.C.	—	6	—	—	.42	—
Croydon	—	—	—	—	—	—
East Ham	1	—	—	.27	—	—
West Ham	—	—	—	—	—	—
Essex	1	3	1	.73‡	.15	.05
Hertfordshire† ...	—	—	1	—	—	.01
Kent	—	1	2	—	.03	.03
Middlesex	—	—	—	—	—	—
Surrey	—	—	2	—	—	.03
	2	9	6	1.00	.60	.09

* Abbreviations: C County or County Borough
B Metropolitan Borough or Non-County Borough
UD Urban District

† In Hertfordshire a Rural District Council, partly within Greater London, receives a grant of £16,000 which cannot be allocated between its parts within and without Greater London.

‡ This is the total amount for the county and cannot be allocated to those parts within and without Greater London.

Any merger of authorities in Greater London on the lines of Scheme A or Scheme B (outlined in our memorandum of evidence) would result in reduction of this Grant, probably wholly. The amount of the loss would not be substantial in relation to the area as a whole. The affect of the loss could be spread over the area by a rate equalisation scheme (see below).

6. One important affect of the Rate Deficiency Grant is that, in terms of rateable resources, no authority will be a "poor authority." No authority can have a 1d. rate product per head of population (after taking into account its grant) below the national average. Those authorities whose 1d. rate products are above the national average will not receive the Rate Deficiency Grant. As Table I shows, only 17 authorities in Greater London receive grants. There is considerable variation in 1d. rate product per head in the area. In the L.C.C. area this is mitigated by the London Equalisation Scheme. Elsewhere no scheme exists.

Rate Equalisation

7. Within any county the expenditure of the county is charged equally throughout the county as a rate in the £ but this is not true of the expenditure of the county districts. Except in the L.C.C. there is no system of equalisation

for the expenditure of the county districts except the limited degree introduced where Rate Deficiency Grant is paid. In Middlesex, where no authority receives Rate Deficiency Grant, 1d. rate product per head of population ranges from ¼ (Friern Barnet) to 2/10 (Yiewsley and West Drayton). This latter authority benefits by having within its boundaries London Airport which makes only a slight demand on rate fund services. Without the rateable value attributable to the Airport the 1d. rate product per head in Yiewsley and West Drayton would fall to about 1/6d. In the L.C.C. area only the City and 5 metropolitan boroughs have higher 1d. rate products per head than Yiewsley and West Drayton, and outside the L.C.C. area no authority, in Greater London or elsewhere, has such a high 1d. rate product.

8. The instance of Yiewsley and West Drayton is only one example of an area benefiting quite fortuitously from some particular type of property.

In most large towns it is found that certain areas are occupied principally for certain types of use—one part is a shopping centre, another mainly offices, and other parts are used for residential or industrial purposes. Naturally there are considerable variations in the rateable value in these areas but as they are all within a local authority's area this matters little. In Greater London one can see this type of concentration of facilities but here these concentrations tend to be within different local authorities' boundaries. Inevitably rate product per head of population varies greatly from one authority to another in Greater London. A large portion of the rate is levied for the provision of environmental and personal health and education services and these are required mainly for residential areas. These services are associated with residential areas but high rateable values are associated with commercial and shop premises. Reference has been made (in Part II paragraphs 192—3 of our memorandum of evidence) to the need for an equalisation scheme to operate over the whole area of Greater London, similar in concept to the scheme now in force in the L.C.C. area.

London Equalisation Scheme

9. A number of equalisation schemes have applied in the L.C.C. area in the past. In 1949 a scheme was introduced, similar in principle to the Exchequer Equalisation Grant which applied to local authorities outside the L.C.C. area. The present scheme replaced this as from 1st April, 1959. It follows the main recommendations of the Edwards Committee.* Its effect is to pool 70% of the expenditure of the City and the Metropolitan Boroughs. Of an additional £1 of expenditure in any authority 14/- will be borne by all ratepayers in the L.C.C. area and 6/- by the ratepayers of the authority concerned.

---

* Report of the Committee to Investigate the Operation of the Exchequer Equalisation Grant in England and Wales. H.M.S.O.

Table II illustrates the affect of the London Equalisation Schemes since 1945 :

Table II

Minimum and Maximum Rates Levied in L.C.C. area

	Rate in £ levied				
	1947-1948	1948-1949*	1956-1957†	1958-1959	1959-1960‡
	s. d.	s. d.	s. d.	s. d.	s. d.
Maximum Bethnal Green	23 0			20 4	20 0
Poplar ...		19 4	16 4		
Minimum Westminster ...	11 0	13 6	10 10	14 6	14 6
Range	12 0	5 10	5 6	5 10	5 6

* London Equalisation Scheme, 1948, operated from 1st April, 1948.

† General revaluation of property became effective on 1st April, 1956.

‡ London Equalisation Scheme 1959 operated from 1st April, 1959.
Industrial rating increased from 25% to 50% N.A.V.

11. In Bethnal Green in 1959-60 the income under the London Equalisation Scheme is equal to £5 6s. 9d. per head of population, in Westminster the London Equalisation Scheme requires a payment equal to £21 10s. 3d. per head of population.

12. An attempt has been made to estimate the effect of applying a scheme, similar to the London Equalisation Scheme, to the existing authorities in Greater London in the current year. In arriving at an "equalised rate" for each authority some problems have been encountered.

13. The County precepts for the counties of Essex, Hertfordshire, Kent and Surrey apply to both the metropolitan and extra metropolitan parts of the counties. It has been assumed that county expenditure can be divided between these two pro rata to rateable value in the two parts. It has also been assumed that the same county precept would apply over all of Greater London (including the county boroughs). A county precept of 11s. 9d. has been assumed in the rate after equalisation. Of each authority's expenditure above 11s. 9d. it is assumed that 70% is pooled and borne equally by all authorities and the remaining 30% is borne by the authority itself.

14. Column 3 of Table III illustrates the effect of such a scheme. An equalisation scheme based on "pooling" of expenditure must inevitably result in a degree of equalisation dependent on the degree of pooling. Even though the method of estimation used in arriving at Table III makes some large assumptions the distribution shown for the estimated equalised rate illustrates the pattern that would emerge from such a scheme.

Table III

Frequency Table of Rates in £ 1959-60

Rate in £	*Number of Authorities**	
	Actual	*After Equalisation*
(1)	(2)	(3)
14s. 6d. to 14s. 11d.	1	
15s. 0d. to 15s. 5d.	3	
15s. 6d. to 15s. 11d.	3	1
16s. 0d. to 16s. 5d.	7	3
16s. 6d. to 16s. 11d.	12	18
17s. 0d. to 17s. 5d.	20	45
17s. 6d. to 17s. 11d.	8	17
18s. 0d. to 18s. 5d.	8	13
18s. 6d. to 18s. 11d.	10	3
19s. 0d. to 19s. 5d.	10	1
19s. 6d. to 19s. 11d.	3	
20s. 0d. to 20s. 5d.	5	
20s. 6d. to 20s. 11d.	6	1
21s. 0d. to 21s. 5d.	2	
21s. 6d. to 21s. 11d.	1	
22s. 0d. to 22s. 5d.	1	
22s. 6d. to 22s. 11d.	1	
23s. 0d. to 23s. 5d.	1	

(* Two small authorities have been omitted, this ommission will have a negligible effect.)

15. The scheme would reduce the range of rates from 8/8 to 4/8 as shown in Table IV.

Table IV

Range of Rates

	Actual	*After Equalisation*
	s. d.	s. d.
Maximum	20 7	23 2
Minimum	15 11	14 6
Range	4 8	8 8

Housing and Housing Overspill

16. From 1919 to 1946 various Housing Acts enabled local authorities to provide housing for the working classes at subsidised rents. For this purpose the L.C.C., county boroughs and county districts are the responsible local authorities. In 1949 the field was widened and local authorities were enabled to provide housing for all classes. The housing provided from 1919 onwards was subsidised, partly by Exchequer Grant and partly by contributions from the

rates. Since the passing of the Housing Subsidies Act, 1956, local authorities have not been required to subsidise the rents of any of the houses they have provided, either before or after the passing of that Act. The Act did provide for the abolition of Exchequer Grant in respect of houses built to meet general needs after November, 1956, but Exchequer Grants for houses previously built are still paid. Exchequer Grants are still made for housing for slum clearance, overspill, new towns and the urgent needs of industry.

17. All of an authority's housing finances are dealt with in one statutory account, the Housing Revenue Account. Authorities do not need to distinguish between houses erected at different dates, under different grant provisions, or those houses for which a grant is received and those which do not qualify for a grant. An authority can fix the rents so that a profit is made on one type of housing and this surplus used to reduce the rents charged on another type. Local authority house rents are not subject to rent control and since 1945 many local authorities have made substantial increases in rents. Although it is not revealed by inspection of Housing Revenue Accounts and Local authority members may not always be fully aware of it, it is not uncommon for local authorities to charge rents high enough to create a surplus on their pre-1939 houses and use this to keep down the rents of post-war houses erected at much higher cost.

18. A number of local authorities in Greater London operate either differential or rent rebate schemes, all of which attempt in some degree, to relate the rent paid to the tenants' income.

19. Local authorities thus have a great deal of flexibility in their housing rent policies, the limiting factors being the need to charge rents that are reasonable for the type of house and its situation and the fact that any overall deficit on an authority's housing must be met from rates.

20. The London County Council, with a large number of houses in different estates and a large number of pre-1939 houses (nearly 50% of its total houses) thus has a much greater scope for rent fixing than a small authority, such as Deptford, 70% of whose houses have been built post-1945.

21. In Greater London the high cost of sites, especially in Central London, renders cottage type housing estates extremely expensive. Housing must either be provided in multi-storey flat-blocks or in estates some distance from Central London. The system of goverment grants has recognised the difficulties by making extra grants available for housing on expensive sites or in multi-storey flats.

Overspill

22. The housing of residents outside the area of the L.C.C. or of any other housing authority, can be dealt with in three ways, by the building of a new town, an out-county estate, or arrangement with another local authority.

23. The Government is not, at present, contemplating further new towns but the L.C.C. is proposing to build a new town and searching for a site. New town housing will attract Exchequer Grant at the rate of £24 per annum per house for 60 years. A new town is built on a purchased site and parts of the site can be leased for commercial, shopping and industrial purposes. There is thus the possibility of financial profit from the venture as a whole and the Government sponsored new towns already in existence show that this is a real possibility. However, a new town is a financial venture which only a major

local authority could contemplate. It requires heavy capital finance (say £20 million to £30 million) and in its initial stages will certainly operate at a loss.

24. Out county estates are a less ambitious venture; they are simply housing estates built in the area of another local authority. One local authority erects the houses, estate roads and drains but the authority for the area concerned becomes responsible for the provision of service—education, personal health, sewage disposal, etc. Out county estates can be a heavy burden to the receiving authority. An out county estate is under the complete control of the authority providing the houses. The Town Development Act, 1952, enables a local authority (the receiving authority) to build houses and provide services for the "overspill" population of another authority. The receiving authority may be assisted by special government grants and by special contributions from the authority from whom the overspill population is received. This latter Act is, of course, especially applicable to the position in Greater London and the L.C.C. have made some use of the provisions of the Acts.

25. From the point of view of housing finance, a large authority is to be preferred. It has larger resources for financing the heavy initial costs and if it controls a large range of houses has greater flexibility in fixing rents.

Highways Grant

26. This grant is expressed as a percentage grant of 75% for Class I roads, 60% for Class II roads and 50% for Class III roads. The grant is only payable in respect of expenditure receiving the prior approval of the Ministry of Transport. The Ministry, by granting or withholding approval, therefore decides which work is done on classified roads. The Grant is in reality an ad hoc grant given for specific works chosen at the Ministry's discretion. The Ministry thus has a large degree of control over work done on classified roads, and must bear responsibility for the amount of work which is and which is not done.

Revenue Expenditure

27. There are inevitably variations from authority to authority in the proportions which expenditure on various services bear to the total. In the case of counties and county boroughs education is always the largest service. The following table gives approximate percentage expenditure on services in general: it is not necessarily applicable in any single case.

Financial Administration

28. As financial administration to a greater or lesser degree may be centralised in a finance department or decentralised, it is difficult to give any precise figures of its cost but in the larger authorities it is probably about 5% of revenue expenditure. Large scale financial administration presents no technical difficulties. The banks, the National Coal Board and oil companies, for example, handle transactions both large in amount and number.

29. It is probable that county boroughs are the cheapest method of administration and that the larger authorities are cheaper to administer than the smaller. However, the cost of administration is a comparatively small part of expenditure and the optimum size for this purpose should not be allowed to influence the choice of the actual size of local government unit.

Table V

Percentage Expenditure on Services

Service†	*All Authorities*		*L.C.C.**
	Gross Expenditure	*Net Rate Borne Expenditure*	*Net Rate Borne Expenditure*
	(2) %	(3) %	(4) %
Education	55	43	49
Personal health	6	5	7
Welfare of aged and disabled ...	3	4	4
Child welfare	2	2	4
Environmental Health	10	20	4
Housing	8	4	11
Planning	1	—	3
Highways, street lighting, etc. ...	12	16	1
Fire Service	2	3	5
Other	1	3	12
	100	100	100

* The L.C.C. does not provide the full range of local government services and the percentages in cols. (3) and (4) are not comparable.

† Police is excluded from this table.

30. The Government White Paper "Local Government Finance" (Cmnd. 209) made it clear that the Government did not think it possible to make available new sources of finance to local authorities. The General Grant, which was forecast in that white paper and came into effect on 1st April, 1959, is of a nature which gives local authorities a fixed amount of grant each year, and limits the Government's liability for grant to that fixed amount.

31. It is clear that local authorities must rely on the rates if they wish to substantially increase their expenditure to expand or improve services. Greater London has, overall, a high rateable value per head. There are ample resources, by comparison with other areas in the country, but its problems are more severe and in many cases will be more expensive to solve, than elsewhere in the country. The solution of these problems will need authorities which are financially large by existing standards. A rate equalisation scheme, for the whole area, to enable the poorer areas to share in the overall value, will also assist the second-tier authorities.

GREATER LONDON GROUP

II DELEGATION

Introduction

1. Schemes of delegated powers have been developed in the field of local government so as to enable county district authorities to participate in the administration of services for which the counties are primarily responsible. Administration would thus be kept as local as possible while allowing certain questions to be dealt with at a higher level. A system of delegated powers represents however a departure from a basic tenet of local government administration, namely that the different types of authority, though varying in size and powers, should be independent within their own spheres. It gives a real meaning to the often used phrase, two-tier government, by placing one authority in a position of control over another.

2. Delegated powers are exercised either by the county districts themselves or by divisional committees, which are legally sub-committees of the county council. This appendix covers delegation with respect to town and country planning, health and education.

Town Planning

3. Before the second World War, only a few areas in the United Kingdom had development plans. Since 1929 local authorities had been permitted, but not compelled, to accept planning responsibilities. The Town and Country Planning Act of 1947 transferred the planning powers of local authorities from the districts to the counties and county boroughs. There was considerable evidence, notably in the Barlow Report, in favour of the removal of powers from the smaller local authorities. The 1947 Act enlarged as well as re-allocated powers. These powers now fall into three categories : (i) the framing of development plans, (ii) the promotion of development, (iii) the control of development. Powers may only be delegated under the third of these heads. Delegation is not compulsory, nor is there uniformity in the delegation schemes operating. The only uniformity (and even this does not apply in the L.C.C. area) is in regard to planning applications which must always be submitted in the first instance to the district council.

4. Each of the six counties in the Greater London area has different methods of administrating planning powers. None the less a certain broad distinction may be drawn between the five counties which have delegation schemes and the L.C.C. which does not.

5. The L.C.C. is the sole planning authority for the Administrative County (including the City), but certain powers are reserved to the City Corporation. Under the Town and Country Planning Delegation (London) Regulations, 1948, the power to grant planning permission in the City is exercised in the Council's name by the City Corporation subject to the concurrence of the Council. The L.C.C. is now promoting legislation to enable it to delegate to the Metropolitan Boroughs' control over development in a limited class of cases, mainly the alteration and conversion of dwelling houses.

6. In Hertfordshire the control of development is delegated direct to the District Councils with no intermediate area committees. " Four Divisional Planning Officers are provided by the County Council with offices in Watford,

St. Albans, Letchworth and Hertford. These officers are responsible for advising the County District Councils on all planning applications received and all proposals by County District Councils to exercise delegated powers. In the greater part of the applications dealt with, Divisional Planning Officers in making their recommendations to the County District Councils leave them free to adopt, modify or reject the advice tendered. Where matters of County planning policy are involved the recommendation may be marked "fundamental" by the Divisional Planning Officer and in this case the County District Council is not empowered to depart from this recommendation without either :

(a) converting the Divisional Planning Officer to their point of view, or

(b) submitting the matter to a Consultative Sub-Committee consisting of three members of the County Planning Committee and three members of the County District Council. In 1957, over the whole county, only twenty-seven Consultative Sub-Committee Meetings were called although nearly 7,000 applications were dealt with.

In the event of a Consultative Sub-Committee being unable to reach agreement on the action to be taken in any case, the case stands referred to the County Planning Committee for a decision. (Hertfordshire Evidence, p. 18). The County also maintains a central Planning Office which co-ordinates the work of the Divisional Offices and deals centrally with certain matters such as industrial location.

7. The other four counties each has a delegation scheme involving area sub-committees as an intermediate stage between the county and the districts. There is some variation in the constitution of these area sub-committees. In Middlesex and Essex sub-committees are composed of one representative from each of the districts and an equal number representing the county. In Surrey the county representatives are in a minority on the sub-committees, and these also send representatives to sit on the County Planning Committee.

8. Of the four counties with area sub-committees Surrey seems to be the most successful in avoiding major disputes between county and districts. Relations have been described as "co-operative and harmonious." The procedure on planning applications is as follows: "All planning applications and proposals are submitted to the County District Authorities in the first instance and are examined by the Area Planning Officer, who is required to schedule certain applications (i.e., those conflicting with the County Plan or raising some matter of general principle) for recommendation by the Area Sub-Committee. If the recommendation of the Area Sub-Committee is unacceptable to the County District Authority the matter is referred to the County Planning Committee for decision." (Memorandum of Evidence of the Surrey County Council to the present Royal Commission.)

9. The formal arrangements in Essex and Middlesex are broadly similar in all cases, the County, being the planning authority, retains ultimate power to intervene and make decisions on any specific application. In practice, however, much depends on the extent to which the County feels it necessary to exercise these powers of intervention. The extreme example is provided by Middlesex where the County Council takes the view that it cannot exercise proper overall control unless it sees all planning applications. It maintains that it "possesses complex and onerous duties the performance of which is not susceptible of easy decisions by any rule of thumb method. Decisions on small points are capable of creating very far-reaching precedents. Decisions on apparently simple principles may be of enormous consequence to the future of the whole of Middlesex."

10. It is conceded by the Ministry of Housing and Local Government (evidence to the Royal Commission, p. 118) that " the supervision by the county councils inherent in a system of delegation is inevitably apt to irritate the district councils " (p. 118). The Districts themselves have been more outspoken. They generally agree that the county is the obvious and proper authority to prepare the plan upon which all future development should take place, but they claim that once the plan has been drawn up and approved by the Ministry, the districts should be required to refer to the county only those proposals for development which are contrary to the principles of the plan.

11. If the county itself insists upon seeing all applications, as in Middlesex, delegation appears meaningless. The districts may take the effective decision in 80% of the cases, but the county reserves for itself those of any importance. The districts have a sense of wasted effort and of not being trusted.

12. Friction of this kind should however not always be accepted as a manifestation of excessive bureaucracy. There may be real differences of opinion over policy between the county and the districts. Local pride is often another factor making for difficulty .

Health

13. Under the National Health Service Act, 1946, the counties and county boroughs became responsible for nearly all health functions not entrusted to the Hospital Boards and the Local Executive Council (both entirely outside the structure of local government). Most counties were later required by the Minister to administer these health services through the agency of sub-comittees incorporating representatives of the district councils. A single district was to be the area for a sub-committee if thought large enough. Each sub-committee was to be in the charge of an assistant county medical officer (preferably the M.O.H. of a constituent district council).

14. These sub-committees may be regarded as agents of the county, but they must be given some powers of decision, if they are to serve any useful purpose, and at the same time attract the right sort of person.* All the counties in the area under review, except Hertfordshire where there are no area sub-committees, have in fact chosen to delegate their health powers to area sub-committees.

15. On all the area sub-committees representatives of the district authorities are in a majority. The area of a single district authority is that of a separate area sub-committee in seven cases (6 in Essex, 1 in Middlesex). It is usual for a medical officers employed by a district authority to serve part-time the area sub-committee, but in the case of Kent the county employs its own area medical officers. In most instances these arrangements are accepted as working satisfactorily, although some district authorities, especially the largest and those which once possessed health powers of their own, would prefer to be solely and individually responsible for certain services, on the grounds that they are local in nature and therefore require local attention.

Education

16. The L.C.C. uses divisions only for administration convenience and there are no divisional committees representative of the Metropolitan Boroughs. In the other counties powers have been delegated, and the larger district

---

* E. Cohen, Autonomy and Delegation in Local Government, p. 77.

authorities (those of 60,000 population in 1939) have been allowed to become Excepted Districts with power to draw up their own schemes of education.

17. Of the 44 Excepted Districts in England and Wales, 26 are in the Royal Commission area ; 16 are in Middlesex, 6 in Essex and 4 in Kent. (Surrey and Hertfordshire have none—those eligible having voluntarily foregone the right to claim such status.)

18. It is noticeable that the Divisional Executives tend to serve a larger population than the Excepted Districts. Thus where the counties have had some discretion in fixing the size of the authority to which powers were to be delegated, they have tended to prefer a population much above 60,000. Actually they have not always been able to act as they might have liked. Small Divisional Executives such as Penge in Kent and Wood Green in Middlesex are small areas cut off from the rest of the county by Excepted Districts. The large number of Excepted Districts in Middlesex also affected the manner in which the rest of the county was divided.

19. In practice the Counties exercise much the same authority over the Excepted Districts as over the Divisional Executives. Everywhere the County retains control of policy, the Schools Plan, siting and technical education. Delegated powers include the assessment of local needs, day-to-day management of schools, approval of requisitions, school attendance, school medical and welfare services, the use and repair of premises. The different County Schemes show little variation except in financial matters.

20. Relations between Counties and Divisional Committees vary widely from the tolerable (Surrey) to the insufferable (Middlesex). The following example of "friction" are taken mainly from the latter county.

21. Divisions submit annually, for the approval of the County Council, estimates for each of a list of sub-heads provided by the County. They are not subject to local adjustment in face of changed circumstance during the year and savings on one sub-head cannot be used elsewhere. It will therefore be apparent that the actual degree of local autonomy depends very much upon the number of heads. These can be so numerous as to leave the divisional executive almost no discretionary power at all. In this respect Surrey and Kent are much more generous than, say, Middlesex, in the matter. Complaint is made by Divisions of impotence, delay and duplication of effort. There would seem to be some substance in this, and certainly the examination of estimates at two levels, and financial control of expenditure, must result in more work than would otherwise be necessary. From the County's point of view, any but close control would result in the spending of public money being divorced from the responsibility of raising that money, since expenditure by districts is met from County funds.

22. The financial difficulties are real ones, and important. Under present arrangements, it is often difficult for the County to agree to a district carrying out work of an experimental nature—perhaps in a specific design for a desk, perhaps in some local clothing scheme—without having to consider the possibility that all district authorities concerned might follow suit. While the initial district's expenditure might well be small, the County total might be large, and other districts' claims hard to resist.

23. To overcome this difficulty, it has been suggested that districts should be allowed to supplement the county allowances from their own financial resources. There is much to be commended in such a scheme, but inequalities

between the qualities of the resulting service in neighbouring districts would be difficult for the county to sustain. Poorer districts would be in a most invidious position.

24. The local education officer is the employee of the County Council, although appointed by a joint committee of County Council and Division members. The officer concerned is in an anomalous position, since he must serve his divisional committee in the first instance, although looking to the County Education Officer as representing his county employers. Difficulties may also arise at a lower level when the district is the employer, but staffing matters (e.g. dismissal) are subject to appeal to the County Council. While in normal circumstances this need cause no difficulty, such issues can, where inter-authority feelings are running high, result in serious strife.

25. Siting, building and organisation of schools are subject to many pressures. While the County Council retains overall control, local feeling clearly makes itself felt. While this has much to commend it, the local pressures are not necessarily educationally desirable, or even representative of local opinions beyond those of the divisional executive. As regards organisation, for example, it is usually the County's intention to make reasonably available to every parent the choice of a mixed or single sex secondary school. Where a small district has strong views on one or the other, attempts have had to be made in a neighbouring division to provide reasonable parental choice. Similarly, there are strong district views (often mutually incompatible) on comprehensive schools. Siting of (secondary) technical schools can again cause difficulty. The siting of a new technical school caused months of dispute, serving as it would a wider area than that of the district authority, and therefore needing reconciliation of several interests.

26. As regards building and works control, this appears to be much more stringent in Middlesex than in Surrey, where officers of the County Architect's department are "seconded" to the divisions.

27. Difficulties might be summarised as arising from two main causes :

(a) Difficulties inherent in delegation arising basically from the friction between two tiers of authorities. This is an intangible item depending to a considerable extent on whether the second-tier authorities concerned had enjoyed independent education powers in the past and would, therefore, be restive under any form of control, and on the other side the attitude of the County Council officers—often established as a traditional attitude over a long period.

What is a little surprising is that antagonism should continue even when the two tiers have similar representatives elected through the same party machinery, and that a considerable number of county members are also local district members.

(b) Differences in the schemes themselves — the most noteworthy being finance. Where financial control is lightly exercised (as in Surrey), complaint is not serious.

Middlesex is at a disadvantage in each of these items to an extent greater than elsewhere in the R.C. area.

Conclusion

28. Schemes of delegation are ideally partnerships in responsibility. In practice they are likely to prove unnecessarily bureaucratic, an irritant having widespread repercussions.

29. Friction is likely whenever the service in question attracts strong public interest, aroused either by some controversial policy, as in the case of comprehensive schools, or by the need to apply some accepted policy with a firm hand as is often the case in town and country planning. The delegation of powers to divisional authorities, upon which the district authorities are strongly represented, involves them in the public controversy but they make none of the important decisions. Aware of the widespread public interest, opposed perhaps to the policies and decisions of the county, yet associated with the administration, the districts are naturally dissatisfied. Whenever a district council and the county council are controlled by different parties political overtones creep in but friction arises irrespective of party.

30. The larger authorities are doubly irritated. Many of them once exercised in their own right certain of the powers which the county now delegates to them or to divisional authorities. Some of them are of a comparable size to county boroughs and consequently consider themselves entitled to the same powers.

31. Friction is less likely to occur if the decisions, as to what needs to be done and what can be done by the local authorities in any particular field, are in practice the decisions of the professional workers engaged in that field. This has been to a large extent true of the local government health services. The policy followed by doctors and hospitals (e.g., whether to give domiciliary or hospital treatment) largely determines what local authorities should do. What local authorities can do is largely determined by the supply of trained workers available and hitherto this has been most inadequate. As a result local authorities have had little or no discretion. Both the county and district authorities have been governed by circumstances; hence the relative absence of friction, except for quarrels as to who officially should be responsible.

32. It may therefore be said that schemes of delegation are unlikely to be successful, when there is an element of discretion left to local authorities and the exercise of that discretion arouses strong public interest; when there is a previous history of independent action on the part of district authorities; when these are of a size thought to give them some claim to county borough status.

33. The chances of fruitful partnership are indeed slight. Delegation is an arrangement sometimes necessary but best avoided. In the past the delegation of powers has often been made necessary only by the pressure of second-tier authorities too small to exercise those powers as of right. The best way to avoid the delegation of powers, with its attendant friction, is to create authorities large enough to exercise independent powers.

Authorities to which Powers are Delegated

Education

	Administrative Divisions	*Divisional Executives*	*Excepted Districts*	*Districts Administered directly by County Council*
London	9	—	—	—
Middlesex	—	4	16	2
Essex (part) ...	—	2	6	—
Kent (part)	—	3	3	—
Surrey(part) ...	—	7	—	—
Herts (part) ...	—	2	—	1

Variation in size of population

(i) The two extremes are 521,000 (L.C.C. Division 2) and 18,910 (Potters Bar U.D.)

(ii) The Excepted Districts also show a wide range: from 216,200 in Harrow to 58,300 in Brentford and Chiswick.

(iii) Divisional Executives range from 25,540 (Penge to 270,000 (South Essex).

Health

	Administrative Divisions	*Area Sub-Committees*	*Executive Divisions*
London	9	—	—
Middlesex	—	10	—
Essex (part)	—	8	—
Kent (part)	—	2	—
Surrey (part)	—	7	—
Herts (part)	—	—	1

Variation in size of population

The two extremes are 521,000 (L.C.C. Division 2) and 75,560 (Essex Area 7: Barking).

Town Planning

	Area sub-committees	*Executive Divisions*
Middlesex	4	—
Essex (part)	3	—
Kent (part)	1	—
Surrey (part)	4	—
Herts (part)	—	3

Variations in size of population

The two extremes are 756,570 (S.W. Essex) and 80,080 (West Essex).

Note: The areas listed above are either wholly or partly in the Royal Commission area. Fuller detail is provided in an end-paper.

Health

	Population	*Area (acres)*
London		
Divisional Health Committees:		
Division 1: Chelsea, Fulham, Hammersmith, Kensington	450,270	6,943
Division 2: Hampstead, Paddington, St. Marylebone, Westminster, St. Pancras	521,000	10,292
Division 3: Finsbury, Holborn, Islington ...	285,810	4,085
Division 4: Hackney, Shoreditch, Stoke Newington	260,740	4,809
Division 5: Bethnal Green, City of London, Poplar, Stepney	224,240	5,534
Division 6: Deptford, Woolwich, Greenwich ...	308,120	13,704
Division 7: Camberwell, Lewisham	399,900	11,495

	Population	*Area (acres)*
Division 8 : Bermondsey, Lambeth, Southwark	372,400	6,718
Division 9 : Battersea, Wandsworth	450,500	11,270
Kent		
Area Sub-Committees :		
Area 7 : Penge, Beckenham, Bromley, Chislehurst, Sidcup, Orpington	323,690	43,021
+		
Area 6 : Erith, Bexley, Crayford, Dartford M.B., Dartford R.D.	249,630	—
(+ part in R.C. area—Erith, Bexley, Crayford, Dartford M.B.	205,690	15,506)
Herts. Not available.		
Essex		
Area Committees :		
+		
Area 4 : Brentwood, Hornchurch, Thurrock	256,030	—
(+ part in R.C. area—Hornchurch	113,600	19,788)
×		
Area 5 : Chingford, Chigwell, Wanstead and Woodford, Epping, Harlow, Waltham Holy Cross, Epping and Ongar R.D.	247,790	—
(× part in R.C. area—Chingford, Chigwell, Wanstead and Woodford, Waltham Holy Cross	177,740	26,639)
Area 6 : Romford	110,100	9,342
Area 7 : Barking	75,560	3,877
Area 8 : Dagenham	115,100	6,554
Area 9 : Ilford	180,600	8,425
Area 10 : Leyton	100,900	2,594
Area 11 : Walthamstow	116,700	4,342
Surrey		
Divisional Sub-Committees :		
Northern : Richmond, Barnes	82,560	6,628
North-Eastern : Wimbledon, Mitcham, Merton and Morden	194,400	9,381
Mid-Eastern : Carshalton, Beddington and Wallington	93,510	6,391
+		
South-Eastern : Coulsden and Purley, Caterham and Warlingham, Banstead (part)	107,370	—
(+ part in R.C. area—Coulsden and Purley, Caterham and Warlingham	99,860	19,376)
×		
Central : Sutton and Cheam, Epsom and Ewell, Leatherhead, Guildford R.D. (part), Banstead (part), Dorking and Horley R.D. (part)	220,730	—

	Population	*Area (acres)*
(× part in R.C. area—Sutton and Cheam, Epsom and Ewell	146,400	12,765)
North Central: Maldon and Coombe, Kingston, Surbiton, Esher	201,850	24,128
+		
North Western: Walton and Weybridge, Chertsey, Egham, Bagshot, Frimley and Camberley, Woking, Guildford R.D. (part)	216,360	—
(+ part in R.C. area—Walton and Weybridge	41,520	9,052)
Middlesex		
Local Area Committees:		
Area 1: Enfield, Edmonton	207,100	16,297
Area 2: Southgate, Wood Green, Potters Bar, Friern Barnet	169,250	12,839
Area 3: Tottenham, Hornsey	217,920	5,885
Area 4: Finchley, Hendon	223,000	13,848
Area 5: Harrow	216,200	12,559
Area 6: Wembley, Willesden	303,200	10,925
Area 7: Ealing, Acton	250,440	11,102
Area 8: Uxbridge, Ruislip-Northwood, Hayes and Harlington, Yiewsley and W. Drayton ...	223,100	27,258
Area 9: Brentford and Chiswick, Heston and Isleworth, Southall	216,650	12,157
Area 10: Twickenham, Staines, Feltham, Sunbury	224,130	25,818

Education

London (Same 9 Divisions as for Health, p 8).

Middlesex		
(a) *Divisional Executives*:		
Division 1: Ruislip, Northwood, Uxbridge, Yiewsley and West Drayton	156,640	22,099
Division 2: Staines, Feltham, Sunbury-on-Thames	120,130	18,805
Division 3: Wood Green	50,100	1,607
Division 4: Southall	53,220	2,606
(b) *Excepted Districts*:		
Acton	66,240	2,319
Brentford and Chiswick	58,330	2,333
Ealing	184,200	8,783
Edmonton	98,100	3,896
Enfield	109,000	12,401
Finchley	69,800	3,475
Harrow	216,200	12,559
Hendon	153,200	10,373
Heston and Isleworth	105,100	7,218
Hornsey	97,220	2,872
Southgate	71,670	3,763
Tottenham	120,700	3,013
Twickenham	104,000	7,013

	Population	*Area (acres)*
Wembley	128,300	6,290
Willesden	174,900	4,635
Hayes and Harlington	66,460	5,159
(c) *District Committees*		
Potters Bar	18,910	6,129
Friern Barnet	28,570	1,340
Essex		
(a) *Divisional Executives*		
Forest Division	255,020	
(Part in R.C. Area — Chingford, Chigwell, Waltham Holy Cross, Wanstead & Woodford	177,740	26,639)
South Division	260,130	—
(Part in R.C. area—Hornchurch	113,600	19,788)
(b) *Excepted Districts* :		
Barking	75,560	3,877
Dagenham	115,100	6,554
Ilford	180,600	8,425
Leyton	100,900	2,594
Walthamstow	116,700	4,342
Romford	110,100	9,342
Kent		
(a) *Divisional Executives* :		
Division 1 : Chislehurst and Sidcup, Orpington	156,710	29,801
Division 2 : Penge	25,540	770
Division 3 : N.W. Kent	161,720	—
(Part in R.C. area—Erith, Crayford, Dartford	116,390	10,637)
(b) *Excepted Districts* :		
Beckenham	75,340	5,937
Bexley	89,300	4,869
Bromley	65,100	6,513
Surrey		
Divisional Executives :		
Division 1 : Wimbledon, Mitcham, Morton and Morden	194,400	9,381
Division 2 : Carshalton, Beddington and Wallington	93,510	6,391
Division 3 : Barnes, Richmond	82,560	6,628
Division 4 : Kingston, Malden and Coombe, Surbiton, Esher	201,850	24,128
Division 5 : Coulsden and Purley, Caterham and Warlingham, Banstead (part)	100,000+	19,000+
Division 6 : Leatherhead, etc.	218,000+	
(Part in R.C. Area—Sutton and Cheam, Epsom and Ewell, Banstead (part)	185,000+	25,000+)
Division 7 : Woking, etc.	205,000+	
(Part in R.C. area—Walton and Weybridge)	41,520	9,052

	Population	Area (acres)
Hertfordshire		
(a) *Divisional Executives* :		
South Division : Elstree, Barnet, E. Barnet ...	91,850	15,273
South-West Division	177,470	
(Part in R.C. area—Watford, Bushey, Chorleywood, Rickmansworth, Watford Rural Ph., Aldenham Ph.)	151,974	29,657
Mid-Herts Division	70,684	
(Part in R.C. area—Northam Ph.)	3,214	3,305
(b) *Direct County Administration* :		
Cheshunt	27,000	8,480

Town Planning

	Population	Area (acres)
Middlesex		
Area Planning Committees :		
North : Potters Bar, Enfield, Southgate, Edmonton, Tottenham, Hornsey, Wood Green, Finchley, Friern Barnet	664,070	38,496
Central : Hendon, Harrow, Wembley, Willesden ...	672,600	33,857
West : Ruislip-Northwood, Uxbridge, Ealing, Acton, Southall, Hayes and Harlington, Yiewsley and West Drayton	526,760	40,966
South : Heston and Isleworth, Brentford and Chiswick, Feltham, Twickenham, Sunbury, Staines	387,560	35,369
Surrey		
Area Sub-Committee :		
Riverside : Barnes, Richmond, Esher, Kingston, Surbiton	238,660	27,592
North : Banstead, Epsom and Ewell, Maldon and Coombe, Merton and Morden, Mitcham, Sutton and Cheam, Wimbledon	424,770	38,131
North-East : Beddington and Wallington, Carshalton, Caterham and Warlingham, Coulsdon and Purley	193,370	25,767
+		
North-West : Bagshot, Chertsey, Egham, Frimley, Woking, Walton and Weybridge	199,240	—
(+ part in R.C. area—Walton and Weybridge	41,520	9,052)
Essex		
Area Planning Committees :		
South-West : Barking, Chingford, Dagenham, Ilford, Leyton, Walthamstow, Wanstead and Woodford, Chigwell	756,570	41,473
×		
South : Basildon, Brentwood, Hornchurch, Romford, Thurrock	425,690	—
(× part in R.C. area—Hornchurch, Romford ...	223,700	29,130)

	Population	*Area (acres)*
Kent		
Area Sub-Committee :		
Darrent : Part in R.C. area ; Beckenham, Bexley, Bromley, Erith, Dartford, Chislehurst and Sidcup, Crayford, Orpington and Penge ...	529,480	58,527

Evidence submitted by
the Centre for Urban Studies
at UNIVERSITY COLLEGE LONDON

Membership of Committee

Chairman :	J. M. MACKINTOSH, Emeritus Professor of Public Health, London School of Hygiene and Tropical Medicine, University of London.
Vice-Chairmen :	R. G. D. ALLEN, Professor of Statistics, London School of Economics and Political Science, University of London.
	Sir William HOLFORD, Professor of Town Planning, University College London, University of London.
Honorary Treasurer :	W. Gordon EAST, Professor of Geography, Birkbeck College, University of London.
Honorary Secretary and Director of Research :	Ruth GLASS, Honorary Research Associate, University College London, University of London.
	S. T. BINDOFF, Professor of History, Queen Mary College, University of London.
	Asa BRIGGS, Professor of History, University of Leeds.
	T. FERGUSON, Professor of Public Health and Social Medicine, University of Glasgow.
	C. Daryll FORDE, Professor of Anthropology, University College London, University of London.
	David GLASS, Professor of Sociology, London School of Economics and Political Science, Univerity of London.
	C. A. MOSER, Reader in Social Statistics, London School of Economics and Political Science, University of London.
	L. Dudley STAMP, Emeritus Professor of Social Geography, London School of Economics and Political Science, University of London.

STATEMENT OF EVIDENCE

CONTENTS

STATEMENT

APPENDIX : The Growth and Structure of Greater London

MAPS : The Greater London Review Area and its Surroundings

STATEMENT

TABLE OF CONTENTS

Para.

I INTRODUCTION 1

II ASPECTS OF "LOCAL DEMOCRACY"
- Some misconceptions 8
- Local elections 13
- Do councillors know their areas? 23
- Are councils representative? 29
- Socially heterogeneous local authority areas 35
- The "pool" of councillors 37
- Summary 40

III FIVE QUESTIONS
- London government: a specific or a national problem? 43
- London is too big and yet not big enough? 47
- An elected regional authority for Greater London? 64
- Appointed regional boards? 66
- Central government regional organisation? 71

IV THE LONDON COUNTY COUNCIL 77

V RECOMMENDATIONS 91

This statement is based on research carried out by the Centre for Urban Studies, and on discussions with members of our Committee, in particular with the following: Professors R. G. D. Allen, Asa Briggs, David Glass, Mrs. Ruth Glass, Professors Sir William Holford and L. Dudley Stamp.

Parts I, II and III were written by Ruth Glass, and Part IV by Asa Briggs, on behalf of all those mentioned. We are jointly responsible for our recommendations, stated in Part V.
4th December, 1959

I. Introduction

1. In view of the great volume of evidence that has already been submitted to the Royal Commission on Local Government in Greater London, a memorandum presented at this stage can hardly contain many new facts or views. As we have followed this evidence with considerable interest, we have, however, decided to submit our statement for three reasons:

(a) Statements from academic bodies, which are not directly or indirectly involved in local government, have been apparently rather rare. As an inter-university research organisation, we ourselves have "no axe to grind."

(b) So far as we can judge, several major questions have been pin-pointed in the evidence which has been submitted to the Royal Commission to-date. Some of these questions have been considered—on the basis of past and current research and of individual experience in particular fields—both by members of our Committee (which is the governing body of the Centre for Urban Studies) and by our research staff and research associates.

(c) We are concerned with these particular quesions (which are listed below, Part III) not only because they are within the sphere of our research interests, but also because they are of great practical importance to the condition and development of Greater London. We feel thus in a sense obliged to present our considerations, though they are inevitably limited and in some respects rather tentative.

2. The scope of our statement is determined by one main premise which can be most conveniently summarised in the words of the *Local Government* White Paper on *Areas and Status of Local Authorities in England and Wales* (Cmd. 9831, 1956, paras. 16, 17).

> "Since the present system of local government was established there have been far-reaching alterations in the distribution of population and industry, the scope and cost of services, the speed of communications, and the relationship between central and local government. But it does not necessarily follow that radical changes in organisation are needed. A fundamental alteration of the existing structure could be justified only if it had shown itself to be incapable of meeting present-day needs. That is not the situation. The present system has, over many years, stood up to the severest tests. It responded well to the abnormal demands made on it during the war and, despite certain weaknesses, has on the whole shown itself capable of adaptation to changing conditions. Moreover, the present system is firmly established and the local loyalties and civic pride which have grown up around it are a source of strength to local government which should not be under-estimated.
>
> There is, therefore, no convincing case for radically reshaping the existing form of local government in England and Wales. What is needed is to overhaul it and make such improvements as are necessary to bring it up to date."

3. We concur with that statement, and indeed we ourselves are not aware of any evidence to the contrary, bearing in mind also the evidence which has been

submitted to the Royal Commission with regard to the problems of local government in the Greater London Review Area.

4. No doubt, there are some shortcomings. But they are occasionally overemphasised. For there is a tendency to blame local government machinery as such for difficulties which are inherent in the terms of reference within which local authorities have to operate—that is, for difficulties (either avoidable or unavoidable) arising from central government policies and scarcity of resources. Most of the local authorities themselves, however, do not confuse the issues. For instance, as the Chairman of the Royal Commission said in hearing the oral evidence of the Kent County Council.

> " Chairman: ' Most of the road authorities we have seen so far—and I gather Kent is no exception—answer that by saying it is not any inadequacy of machinery of government which brought about this inadequacy of the roads, it is lack of money provided by the central government, for trunk roads for which they are wholly responsible, and lack of grants in respect of roads for which they are responsible in varying degrees. I gather your view, which we want to test further is this, that there has been no inadequacy in the machinery of government, it is an easy question to plan roads, you just have to screw the necessary money out of the Minister of Transport, he has screw it out of the Treasury, and the Treasury screws it out of the taxpayers —that is what you are trying to say ?
>
> Sir Leslie Doubleday: ' Thas is so.' " (*Minutes of Evidence* 30, p. 1191, para. 7003).

5. The assessment of specific faults in the distribution and exercise of local government functions (either in the London Review Area or elsewhere) is thus an exceedingly complex matter. It has to be based on the kind of thorough and prolonged enquiry which the Royal Commission itself is pursuing, and which is beyond the capacity of an academic body such as ours.

6. We have, therefore, not made a detailed study of the operation of local government functions by authorities at different levels (though we are acquainted with the exercise of certain functions, and in particular with that of town and country planning). Our own enquiries have been concerned with two other main aspects which have to be taken into account in examining questions of local government re-organisation. First, we have considered the background—the growth and structure of the London Region and its surroundings. (See Appendix.) Second, we have investigated " representational " aspects of local government (or of " local democracy," to use the term by which such aspects are usually categorised). Under this heading, we include matters such as the citizens' interest and participation in local authorities at different levels ; and the range and distribution of public activities of council members. We shall refer to these investigations subsequently in our memorandum in so far as their results are highly relevant to particular controversial matters.

7. In view of our main premise, and of the consequent restriction in the scope of our own enquiry, we are not making any specific recommendations for an overhaul of local government in the London Review Area. Instead, we are discussing particular aspects and criteria which have been, and might be, considered in assessing proposals for such an overhaul.

II. Aspects of Local Democracy

Some Misconceptions

8. At the outset, we should like to draw attention to several misconceptions which have been prominent in discussions of local government, in general, and of Greater London, in particular. We find no support for these misconceptions in our experience or in the facts at our disposal.

9. Two of these misconceptions have already been referred to. First, the view that there is something radically wrong with the existing local government structure of the country as a whole, and especially with that of Greater London. Second, the frequent confusion between general political, social and economic difficulties, on the one hand, and administrative faults, on the other. The idea that major socio-economic problems can be solved by new administrative blueprints *per se* need not, however, be taken seriously.

10. These two interrelated misconceptions are, in turn, tied up with another one—an idealised image of local government. The actual (or assumed) state of affairs in local government is frequently judged on the basis of unrealistic standards of perfection. Thus here and there, we are shown a model of the best of all possible local governments in the best of all possible worlds—a model that is hardly helpful in identifying serious faults, or in suggesting concrete possibilities of improvement.

11. The magic word " co-ordination " occurs frequently in this context; it is wedded to the rather nebulous concept of " regional " government. Apparently the idea of a regional authority is attractive to many people just because it is assumed *a priori* to be a " co-ordinating " authority. It is true that this sounds plausible, but it does not stand up to closer examination. It does not follow, judging from the experience of administrative processes, that the new problems of co-ordination, which would inevitably arise (both within the new large authority and between this authority and others) would be less significant than those which undoubtedly exist at present. On the contrary, the cure might well be worse than the disease. (As we regard this point as an important one, we shall return to it in the discussion of the specific question of a London Regional Authority, para. 65(d) below.)

12. Of course, complaints about the present structure of local government in the London Review Area are not only made on the grounds that there is a need for co-ordination and greater efficiency of local government services throughout the whole region, however defined. There is yet another set of arguments: for the sake of brevity, they can be referred to as the arguments for " grass-roots " democracy. These, too, have an utopian flavour. The facts on which they are based are rather sparse and ambiguous.

Local Elections

13. Thus it is frequently said (by the " regionalists " and by others) that local government must be brought " nearer to the people," especially in Greater London. The large top tier authorities—the councils of urban counties, in particular—are regarded as being too remote from the local citizens. The main index of " remoteness " used is that of participation in local elections. The relevant figures have been quoted repeatedly in the written and oral evidence submitted to the Royal Commission. But, so far as we know, they have never been quoted completely.

14. In presenting the figures, one significant element has invariably been omitted—the fact that considerable numbers of seats on local councils are not contested in local elections. Outside the Review Area, the proportions of uncontested seats are very high (as Table I below shows): in the most recent local elections they ranged from one-fifth of all seats on the councils of English county boroughs to over three-quarters of all those on the councils of English rural districts. In general, election contests are more frequent in the urban than in the rural authorities; and also in the large authorities (in terms of the population of their areas) than in the smaller ones; and this is the case both in top tier and second tier authorities. None, or hardly any, of the seats on the councils of the three largest English county boroughs — Birmingham, Liverpool and Manchester—were uncontested, though 50% to 90% of the seats on ten small, or fairly small, county boroughs were uncontested. Again, the only council of an English county for which all seats were contested in the local elections of 1958 was the London County Council; and the only others with low percentages of uncontested seats are three home counties—Middlesex, Essex and Kent. The other two counties in England which have populations of over a million—Lancashire and Yorkshire, West Riding—also have far better election records than the majority of smaller rural counties. In eighteen of these, over 70% of the council seats were uncontested at the last election. (Indeed, in three—Rutland, Lincolnshire, Holland and Westmorland—elections were held for only 4% to 9% of all the council seats.) And it should also be noted that in the past few years no elections were held at all for the councils of 69 rural districts, of 40 urban districts, and of five municipal boroughs in England. None of the seats on these councils—which are all outside the Review Area was contested.

15. It is not the level of the local authority, nor even its political complexion and the size of the majority party on the council, which is the main determinant of the proportion of contested seats, but the population size and socio-geographic characteristics of the area. Very few seats are uncontested anywhere in Greater London, whether they are on the councils of counties, county boroughs, municipal boroughs, urban districts or metropolitan boroughs—far fewer than in corresponding authorities elsewhere in the country. See Table 1, A and B.)

16. It is not a mere statistical exercise to consider both the extent of, and the variations in, uncontested local elections. The figures are important for they show that the usual image of "local democracy" is very far from reality. Can we really speak of "local democracy" when only just over one in three of all the members of county councils outside Greater London, and just over one in five of the members of rural district councils, have gained their seats through the verdict of the voters ?

17. Participation in local elections is, moreover, determined by the proportion of uncontested council seats. Yet the figures of turn-out which are usually presented do not take that aspect into account. They refer only to the total votes in contested divisions. On that basis, they show that the total turn-out at local elections is slightly lower for the London County Council than for other English county councils, and that, in general, more people vote in elections for second tier authorities, than in those for top tier authorities.

18. Of course, the picture changes radically if we look at the proportion of the total electorate in an area who are voting in a local election, and not—as is generally done—only at the proportion of those who have a chance to vote for the council seats which are in fact contested. (In the table below, column 2 shows the figures as they are usually quoted; column 3 shows the more accurate, and also more realistic, version.)

TABLE 1 LOCAL GOVERNMENT ELECTIONS IN THE LONDON REVIEW AREA AND ELSEWHERE IN ENGLAND

Authority	*Per Cent. of Uncontested Council seats*	*Per Cent. of Electorate Voting in Contested Divisions ONLY*	*Per Cent of TOTAL Electorate in L.A. Area Voting*	*No. of Authorities in Each Group*
A. **Local Authorities in the Greater London Review Area**				
London County Council	0	31.5	31.5	1
Other Home Counties	14.8	31.5	27.5	5
County Boroughs	3.1	32.4	31.7	3
Metropolitan Boroughs	6.3	30.9	29.8	28
Municipal Boroughs and Urban Districts	9.2	38.0	34.7	70
Rural Districts	18.0	47.5	42.5	3
B. **All Other Local Authorities in England**				
Counties	65.6	34.7	14.7	43
County Boroughs	20.3	39.5	33.2	76
Municipal Boroughs and Urban Districts	34.8	45.1	27.5	708
Rural Districts	76.1	43.3	11.3	411

Source: General Register Office, *Registrar General's Statistical Review of England and Wales* for the years 1956, 1957 and 1958 (1958 tables not yet published).

Note : The figures for the Counties and Rural Districts are those for the elections of 1958; the figures for the Municipal and County Boroughs and Urban Districts are for the "staggered" elections of 1956 to 1958. The figures for the Metropolitan Boroughs are for the elections of 1956.

TABLE II LOCAL GOVERNMENT ELECTIONS—ENGLAND

Authorities	*Per Cent. of Electorate Voting in Contested Divisions ONLY*	*Per Cent. of TOTAL Electorate in L.A. Area Voting*	*No. of Authorities in Each Group*
London County Council	31.5	31.5	1
All Other Counties	33.2	18.6	48
County Boroughs	39.1	33.1	79
Municipal and Metropolitan Boroughs and Urban Districts	41.6	31.4	806
Rural Districts	43.3	11.5	414

Note: Source and elections dates as for Table I

19. The contrast is striking. The pattern we see is the opposite of that which is usually drawn. While the apparently rather high participation in elections for the councils of second tier authorities, and in particular for those of rural districts, is so often regarded as a model, the "real" figures are considerably smaller; indeed, they are reduced most drastically in the case of rural district councils because so few seats on these councils are contested. It is true that over 40% of the electorate go to the polls in those civil parishes and divisions where they have the opportunity of voting, but even so the voters are a very small proportion of the total electorate: altogether only 11.5% of all the eligible voters in rural districts take part in the elections for their local councils.

20. Again, turn-out in elections for the London County Council is considerably greater (not smaller as is generally thought) than that of voters in elections for all other English county councils taken together. Almost 32% of the eligible voters in the L.C.C. area went to the polls in the 1958 election, as compared with just under 19% of those in the 48 other English counties. (In only one county—Middlesex—was the poll slightly higher than in London; in all the others, it was considerably lower.) In general, moreover, participation at local elections is greater throughout the Greater London Review Area than it is in the rest of England. (See Table I.)

21. What then is left of "grass-roots democracy" when we realise that there are far more contested seats, and that there is also far more participation in local elections, wherever there is asphalt than where there is grass? Is it "democracy" if only about one in four of the electorate in many municipal boroughs and urban districts, one in ten or even less in seventeen counties, and a similar proportion in all the rural districts vote for their council members in local elections—and when there are also so many rural and small urban districts in which no elections are held at all? The prevalent idea that the small rural authorities are close to, and representative of, the people by contrast to the urban giants, which are alleged to be so remote, is erroneous; it can certainly not be supported with reference to local elections. The position is the reverse. The large urban authorities may have their faults. But lack of adherence to the classic processes of democracy is not one of them. On the contrary, that is a feature of the smaller authorities—and mainly of those in rural or semi-rural areas.

22. It follows that the false images of the incidence and variations of "grass-roots" democracy are out of place in considerations of local government re-organisation in general, and in Greater London, in particular. If we use the yardstick of election statistics, there is no reason to complain about the lack of local democracy throughout Greater London, by comparison with the rest of the country. Local democracy is rather patchy and weak throughout England, but considerably less so in the Greater London Review Area than elsewhere.

Do Councillors Know their Areas?

23. Although voting statistics provide the only fairly definite index of a local authority's closeness to, or remoteness from, the electorate, other more subtle aspects can be taken into account as well. In particular, one might consider whether and to what extent, the local councillors are familiar with the territory and the population of their area. In this respect, too, some rather rash assumptions and assertions tend to be put forward.

24. Thus it is usually taken for granted that members of a small local authority are bound to be far better acquainted with local conditions than members of a large authority—just because the range of the former is so much more restricted that that of the latter. But this is rather like arguing that the builder who erects an individual house knows more about its pattern and components than the architect who has designed many houses; or that the Census enumerator who has collected a few hundred schedules knows more about vital statistics in the district than the demographer who studies the Census tables. Of course, the builder and the Census enumerator have their own craft; and they have become acquainted with some particular configurations of which the architect and demographer may not be aware. Nevertheless, it is the latter not the former who can see the wood for the trees; it is they who have acquired a system of analysis which enables them to observe it, to understand it, and to

make it understood. And this is precisely what the local councillor has to do (or should do). It is more important for him to see an odd corner or a particular case in relation to general policy and procedure, than simply to be familiar with all the individual circumstances. In other words, the argument that a "small council" knows *ipso facto* far more about local conditions than a larger one shows a disregard for the principles of systematic generalisation and abstraction on which science, technology, justice and democratic government are based.

25. On the "other side," so to speak, it is sometimes said that "remoteness" of the council of a large county or county borough from the general public (in terms of the council's lack of familiarity with all the individual details) is a virtue rather than a defect. This was explained by Councillor Prichard, in the London County Council's oral evidence to the Royal Commission. (*Minutes of Evidence* 11-12, para. 2485, p. 396.)

> "But on the point that in the local boroughs the members are closer to the actual questions being decided—as they all live in the district they will have more knowledge of the details—that sometimes is a disadvantage. It is sometimes a disadvantage because detail is not relevant."

We agree with that view, not only on the basis of general reasoning, but also on the basis of some case studies of local administration (particularly with reference to town and country planning) and of committee "behaviour" which were made by our research group a few years ago. It was then found, for example, that the council members of a predominantly rural county were indeed occasionally acquainted with all the specific features of a site, or with the character and circumstances of an applicant who asked for planning permission; and in such cases their decisions were influenced by their own personal knowledge. But as the members were, of course, not personally acquainted with every site and with every applicant, they made exceptions here and exceptions there; they did not treat all applicants alike. In a large urban authority, on the other hand, the committee never discussed the personalities of the applicants Mrs. Smith or Mr. Jones; they referred, in anonymous terms, only to the general characteristics of the application—including individual circumstances, in so far as they were relevant—in relation to general criteria of development control. Thus this committee did, in fact, observe the elementary rule of equity and decided, to the best of their ability, all applications on the basis of the same objective standards.

26. Surely, this is a considerable advantage, not only as a matter of principle (and particularly in a field such as development control where the specific features of each proposal are rather prominent, and where it is thus in any case exceptionally difficult to distinguish between subjective and objective judgments, and to avoid arbitrariness). It is also a great advantage from the point of view of the individual applicant, who knows that he is in the same boat as everyone else, irrespective of whether he happens to have met Councillor ffitch-ffiligree or not.

27. Our case studies also showed that, as might be expected, the councils of large authorities were, in general, less preoccupied with trifling details, and far more capable of distinguishing between important and unimportant matters than the smaller councils. It became evident, moreover, that the standards of objectivity which the authorities dealing with large areas and large populations are forced to acquire, because their problems are so numerous and so complex, are by no means necessarily identical with frigid bureaucratic aloofness. There is no lack of local knowledge on such councils, nor is the rather abstract form in which it often has to be expressed an indication of detachment from human every-day affairs.

28. A member of a local authority obtains his knowledge of local conditions in four main ways: through direct familiarity with his own "parish"; through election contests; through the exercise of local government functions, which demands a thorough understanding of particular areas and subjects; and thus in this context also through the reports of the council's officers. Through each of these methods, the member of a large all-purpose authority has the chance of learning more than his colleagues on smaller councils. The urban councillor (like any other urban man) has usually more than one "parish"; he is also (as we have seen) more likely to have stood for election than his colleagues in smaller, and especially in rural, places. And as his authority exercises a wide range of functions, and has a highly qualified staff, he has extensive sources of information. For the same reason, he is also bound to do his "home work"—reading at his desk; meeting his constituents; visiting all sorts of institutions and districts—on foot, by bicycle and by car. There are some well-known peripatetic councillors, and they are not exceptional. And although it is perhaps not possible to get to know London, Middlesex or Birmingham as intimately as Canterbury, Rutland and the Blyth Rural District, the councillor in the large urban area is able to see his territory on the ground, as well as in perspective.

Are Councils Representative?

29. There is yet onther index of a local council's "remoteness" from the electorate. Is it difficult for councillors to identify themselves with the people whom they serve? To what extent, are they, in other words, representative of the local population in terms of their main characteristics, such as age and social class? Although there are bound to be some differences—a local council can hardly be a "random sample" of the electorate—it is appropriate to consider how great the differences are in fact, and also to ask whether some councils are "closer" to the people in this respect than others.

30. Although we have collected the relevant details for only a limited range of local authorities—for the metropolitan boroughs, the London County Council and for several adjacent county and district councils—they provide some useful indications. First, they show, as might be expected, that in general the councillors are older than the adult population of their areas; and that this tendency is, on the whole, more marked among Conservative than among Labour members, and also on county councils than on the councils of second tier authorities. There are, however, variations in the age composition of councils on the same level. The members of the London County Council, for example, are considerably younger than those of adjacent county councils.

31. Second, while there is on the whole a preponderance of the older age groups on the councils, there is an even greater preponderance of the "upper classes." Indeed, the social class differences between the councillors and the electorate are still more striking than the age differences. County councillors, whether Labour or Conservative, belong mainly to social classes I and II (as defined by the Registrar General). From four-fifths to well over nine-tenths of the members of five county councils, which we included in our count—those of London, Middlesex, Surrey, Kent and Hertfordshire—are in these social groups. And thus the proportion of the "upper classes" on each of these councils is three to five times greater than it is in the population of their respective areas. On the other hand, hardly any members of these councils belong to the "lower" social classes (classes IV and V), though from 19% to 29% of the population of their areas are in these groups.

32. The political complexion of county councils plays only a marginal role

in influencing, and in varying, their class composition. But in other types of local authority—on the councils of top tier and second tier urban boroughs and districts—there is a close correlation between politics and class structure. This can be seen most clearly in the case of metropolitan borough councils. Their social composition differs greatly, far more than that of their respective electorates. The main distinction is between the class composition of metropolitan Labour and Conservative councils; and this distinction is maintained even between those Labour and Conservative Councils whose populations have very similar, or even identical, class structures. The proportion of upper class members on the Conservative councils, moreover, rises in accordance with the size of the Conservative majority. (The figures below for two pairs of metropolitan boroughs illustrates these points. There is a considerable difference between the class structure of the Conservative St. Pancras and that of the Labour Greenwich Council, although the social composition of the populations of the two areas is alike. Kensington and Chelsea, too, are socially matched, but the latter, with a higher Conservative majority, also has a higher proportion of councillors in classes I and II.)

CLASS STRUCTURE*

		POPULATION					COUNCIL (After May, 1959)					SUMMARY			
Metropolitan Borough	*Political Complexion of Council after May, 1959*	*Social Classes*					*Social Classes*					*Social Classes*			
		I	II	III	IV	V	I	II	III	IV	V	I and II		IV and V	
		%	%	%	%	%	%	%	%	%	%	*Popn.* %	*Council* %	*Popn.* %	*Council* %
Greenwich	Labour Majority =85%	3	11	54	13	19	13	29	29	13	16	14	42	32	29
St. Pancras	Conserv. Majority =55%	3	11	54	13	19	20	32	37	8	3	14	52	32	11
Kensington	Conserv. Majority =79%	13	20	44	10	13	55	21	24	—	—	33	76	23	—
Chelsea	Conserv. Majority =83%	14	19	44	11	12	50	38	8	4	—	33	88	23	4

* As shown and defined in the 1951 Census

33. In all but four of the eighteen Labour metropolitan councils only a small minority of the members belong to classes I and II but in all but one of the ten Conservative councils the dominent majority of members are in the top ranks of the social scale. (In five of these councils, the proportions of members in classes I and II range from 87% to 95% and are therefore as high as, or still higher than, in the five county councils listed in para. 31 above.) Again, several councils with Labour majorities, but none of those with Conservative majorities, have a considerable proportion of members belonging to classes IV and V. Thus the class structure of all the Conservative metropolitan borough councils is quite unlike that of their electorates; while six Labour boroughs are fairly "close," and another three very "close," in this respect to the populations of their areas.

34. As it is so rare to find a council that is, in fact, representative of the local population in terms of social class, the characteristics of these nine exceptional metropolitan boroughs are of some interest. They all have populations which are predominantly working class, and they are thus socially more

homogeneous than the majority of London boroughs or the County as a whole. Their councils have all for long been dominated by one party without opposition; (only on three of these councils are there any opposition members at all). Thus on the one hand, these boroughs and their councils have the very features against which political scientists warn strongly: a one class population and a one party council. On the other hand, these councils have achieved one of the ideals of political scientists: their class structure reflects that of the electorate.

Socially Heterogeneous Local Authority Areas

35. It is well worth while to note this paradox; it is symptomatic of the kind of contradictions to which pleas for local government re-organisation for the sake of strengthening local democracy are bound to lead. It would clearly be foolish to argue that local government boundaries should be re-drawn around socially homogeneous populations, following the model of the nine Labour metropolitan boroughs whose councils are representative of the electorate in terms of social class. But it is equally inappropriate to argue, as is in fact sometimes done, that boundaries should be re-drawn around socially heterogeneous areas, because (so it is assumed) the councils of such areas will not be monopolised by one party,and will, in general, reflect the social structure of their populations. In the real world, the criteria of representative local democracy conflict; it is not always possible even to identify the " lesser evil." Nor is it possible to develop simple formulae, on the basis of which the political complexion of a local council for a population of a given social structure can be predicted. All sorts of marginal factors can have, so to speak, " inflationary " political results. Thus (as shown in the two examples given in para. 32 above) populations which are alike socially, elect councils which are dissimilar both socially and politically. And the six metropolitan boroughs which are, in fact, socially heterogeneous (almost equal proportions of their populations are on the upper and on the lower ranks of the social ladder) have elected councils which differ greatly from one another. One of these boroughs has an all Labour council; the other five have councils with Conservative majorities ranging from 51% to 93%.

36. There is clearly no political or democratic virtue in social heterogeneity as such. Nor is it necessarily an advantage to have local councils in which there is a slender balance between the parties, and which the opposition is strong. This might well have the effect of overburdening the members of the majority party (especially on county councils), since it is they who hold most of the major posts—the chairmanships or vice-chairmanships of committees, which in turn involve *ex officio* co-options or appointments to other bodies. (For example, fewer members of the majority party are " free," without a time-consuming council post, at the Middlesex County Council, where the Labour Party has a majority of 55%, than at the London County Council, where the Labour party has a majority of 81%. Seven out of ten of the members of the majority party in Middlesex hold council posts, as compared with one out of two of those in London. And there are also, inevitably, more council posts per member in Middlesex than on the London County Council.) If the majority party is small, most of its members will have to give a great deal of their time to council work, and consequently the range of people who are able to join the council is severely restricted. It is mainly the wealthy people, housewives, the retired and the elderly who can afford to spend several days each week at County Hall. Thus a council with a weak majority and a strong opposition is not necessarily a representative, vigorous assembly. While there is no monopoly of a political party on a " balanced " council, there might well be instead a monopoly of a particular age group or social class.

The "Pool" of Councillors

37. The "pool" of potential members for local councils, and in particular for county councils, is already a rather small one, as is shown by our studies of the characteristics of council members, and of the distribution of membership at various tiers of local government and in related public posts. There are already far more posts of this kind—as members of councils, of their subsidiary agencies, of public boards and corporations, of government committees and as justices of the peace—than there are people who are able to occupy them. There is, therefore, already a species who might be described as the "Public Person" or as the "ubiquitous committee man" (or woman). For example, practically every member of the London, Middlesex and Surrey county councils holds other public posts; on the average, almost six public posts (excluding those inside the Council) are held by each member of the L.C.C., and almost seven by each county councillor in Middlesex and Surrey. (Indeed, the concentration of numerous public posts among a few individuals is even greater than is indicated by these averages: every fourth member of these three county councils has eight or more public posts; thus these people—a quarter of all members—occupy one half of the aggregate number of public posts held by the county councillors of London, Middlesex and Surrey.) And it should be noted that the council members hold a considerable number (and proportion) of their additional public positions in their capacity as individuals—not by virtue of being council members, and without representing the council in any way. As might be expected, moreover, it is mainly the older, the retired or the wealthy people who are the "Public Persons"; it is they who occupy the majority of the posts counted. They hold on the average ten public posts each.

38. There are, apparently, fewer ubiquitous committee men and women on the councils of metropolitan boroughs and districts than on county councils, but even there, the overlapping of public positions, and the concentration of such positions among an elderly "elite," is by no means negligible.

39. The rather restricted supply of potential recruits to elected, co-opted or appointed public positions—particularly at the upper tiers—clearly needs to be taken into account in assessing proposals for local government re-organisation. As at present the same people tend to serve at different levels of the local government hierarchy and in other public posts, it is unlikely that the range of participation in local government would be widened significantly by the delegation or decentralisation of functions or by the creation of new authorities. Plus ça change, plus c'est la même chose. A good deal that might be new in name if such re-shuffling were to occur, would not be new in personnel. Indeed, in some instances, the range of participation might even be narrowed. In particular, it appears that from the point of view of strengthening representative local government nothing would be gained, and a good deal might be lost, by the establishment of a new giant local authority whose purview extends over an area far larger than that of the present urban counties such as London and Middlesex. The responsibilities of such a new authority would be so heavy and so complex that its council would presumably have to consist of a highly selected group of "Public Persons"—an even more selected group than is found at present in the upper tier public posts. A man who becomes the chairman or vice-chairman of a regional council committee would in effect take up a new profession and it would be one which few people could possibly enter, unless such positions on an elected regional council were made into paid full-time posts.

Summary

40. It is the model of local government that a group of people, elected by, and representative of, the local community (however defined) should exercise the functions vested in the authority. We are not, it seems, achieving this ideal now; there are imperfections, some of which might be inevitable in British mid-twentieth century society. But the principle still has validity; and it can be recommended that we do not move away from it even further.

41. Our investigations, in general, have led us to the view that the usual image of "local democracy" tends to be an unrealistic one. Thus proposals for the re-organisation of local government on the grounds of strengthening local democracy are not necessarily sound; they might even have the opposite effect. The present inadequacies have to be recognised lest they are accentuated in any new arrangements which might be made.

42. At the same time, we have also become increasingly convinced of the need to safeguard the positive features of the present system. The great value of local authorities lies in the fact that they are working to a well-established code of procedures and relationships (as shown, in particular, in the division of functions between members and officers); and it is a code, the integrity of which is constantly confirmed. It is this aspect which has to be remembered when organisational changes, which deviate greatly from the existing pattern of institutions, are suggested.

III. Five Questions

London Government: A Special or A National Problem?

43. The first question which has to be answered in every discussion of local government machinery in the London region is this: are the problems of local government in Greater London national in character, or are they in a special category? Can they be separated from those which exist in other parts of the country; and should they be treated on the basis of the same set of principles?

44. The reply, with which we agree, is in part given in paras. 44 and 45 of the *Local Government* White Paper on *Areas and Status of Local Authorities in England and Wales* (Cmd. 9831): "The conurbation of Greater London is unique." The reply is also, of course, implicit in the establishment of the Royal Commission itself. And the answer to this question can perhaps be most simply re-phrased by saying that Greater London present a specific problem, which requires specific treatment, just because it is a national problem.

45. It is impossible to draw a line around Greater London, to divide it from the nation—in theory or in practice; conceptually, geographically or functionally. The boundaries of Greater London have become increasingly blurred, not only because of the continued expansion (in geographical terms) of the rather vague entity which we call the London "region," though we cannot define its changing limits; but also because of the growing interdependence of the component parts of England—in turn, the result of many different, mutually influential factors. It is this very expansion in the size and importance of Greater London which has been one of the main motives for the review of its local government structure. And for the same reason it has also been thought necessary, and is indeed necessary, to consider the problems of the region on their own merits, or demerits, so to speak. It is difficult and controversial enough to apply simple formulae to the re-organisation of local government anywhere in the country. But to apply the same formulae to as dominant, densely built-up, highly complex and flexible an area as Greater London—an area that is governed by the twin factors of tradition and change—that would be so plainly inappropriate that the point need not be argued.

46. In addition to Greater London's unique characteristics, significance and involvement with the nation, there is yet another aspect which sets its local government machinery in a category apart. In the County of London, the machinery has a specific pattern; throughout the Review Area, it has a specific positive quality. Presumbaly there are, and there will be, problems of co-ordination and adjustment to changing conditions; it cannot be easy for so complicated a structure of local authorities to keep in step with the re-distribution of population, land-uses, economic and social functions, and with the increasing responsibilities of government, in general. We ourselves are not able to weigh up the importance of such difficulties in relation to particular services and boundaries, nor can we suggest detailed remedies. We do know, however, as we described in part II above (paras. 14, 15, 20 and 22), that local government throughout Greater London has a distinct vitality. Judged by the available indices, " local democracy " in the Review Area is certainly not obsolete; indeed, it has outstanding features by comparison with the rest of England.

London is Too Big and Yet Not Big Enough?

47. All proposals for the re-organisation of London government—now and in the past—start from this question, or rather from this unresolved paradox, which is usually implicit as an assertion, without a question mark. The paradox is so familiar that it is by now taken for granted, though no scheme has as yet been devised through which it can be resolved. The more reason to examine it with some scepticism.

48. The first prong of the assertion—" London is too big "—has already been discussed (paras. 20, 21, 24-28). In the context of criticisms of London government, it usually means, specifically, that the London County Council is too big. This notion, in turn, is derived from a widesperad, deep-seated dislike, or mistrust, of " bigness " as such, be it a large city or a large organisation, both of which evoke images of inhuman, disorderly and oppressive monsters. And such prejudices are readily, even emphatically, transferred to the L.C.C.—a huge authority, governing a huge metropolis. Hence the idea that the L.C.C. is some kind of harsh machine, with the unlikable features of a humanoid robot—a remote, undemocratic and bureaucratic institution. We have examined these notions—in so far as they can be examined—and found that they are not justified. Indeed, as we shall explain at greater length in part IV below, we have come to the conclusion that the London County Council is a local authority of exceptional merit.

49. The second prong of the paradox—" and yet London is not big enough " —is also tied up with some misconceptions, though these are far more understandable than the prejudices to which we have just referred. Greater London's geographical expansion has been so great, and its structure is so intricate, that a few oversimplified, and even erroneous, ideas about its trend and patern have become firmly fixed in most people's minds. Systematic and thorough analyses of the available facts, have, moreover, been rare, and certainly hardly publicised. (It is for this reason that we have thought it necessary to undertake such an analysis, the results of which are given in the Appendix.)

50. When people say, or imply, that " London is not big enough," they mean that the boundary of the present County is no longer valid. In their view, the growth and unity of Greater London have become so significant that there is a need for a new type of authority, covering a far wider area, to deal with the common problems of the region; to co-ordinate its services accordingly; and

inter alia also to give expression to the "latent Greater London consciousness." (Why this new regional authority would be less "impersonal" and "remote" from the people than the present, far smaller, London County Council is supposed to be, is yet another question which can, however, be left aside.)

51. The argument "London is not big enough" thus rests on three rather simple propositions. First, the boundary of the London region can be clearly demarcated; second, it is appropriate as an administrative boundary because it is likely to be a static one; third, the region can be defined, and is suitable as a unit of local government, because the interdependence of its components is more marked than their differentiation. After an analysis of the relevant facts we have come to the conclusion that these propositions are not tenable.

52. We have already discussed the first (in para. 45). Of course, there has been, since the turn of the century, an increasing extension of a geographically linked, though not entirely contiguous, built-up area, stretching out from, and moving towards, London County; at some points already merging with the urban fringes of the Midlands. But at no time during the past sixty years has it been possible to say where Greater London ends and where the rest of South-East England begins: there have always been, and there still are, several different "Londons" for different purposes—residential London; the Londons of industry, commerce, entertainment and recreation, of Whitehall and the Stock Exchange, of Christmas and of August Bank Holiday. The spheres of influence of the various metropolitan functions extend near and far in several directions; they have not been, and they are not now, coincident. Moreover, Greater London has been, and still is, amorphous—just because the process of urban expansion has gone on for sixty years, and is likely to continue in the foreseeable future. Its only definite physical limit is the coast—south, south-east and east. Its time limit is unknown.

53. If the London conurbation is demarcated on the basis of certain indices —such as the extent of the built-up area and the employment pattern—we find that it is already considerably larger now than it was (according to the Census definition) in 1951. Ten years hence, it might well be larger still. The trend of further expansion is implicit in general socio-economic developments; in the previous history of Greater London's growth; and also—though perhaps rather surprisingly—in the policies which have so far been adopted to arrest further growth. (Hence it is now often said that the Abercrombie Plan for Greater London is out of date.)

54. There are two aspects of a city's (or region's) growth: increase of total population; and expansion of geographical area. These two aspects are not necessarily correlated, though it is usually assumed that they are, especially in the case of Greater London. In fact, however, London has spread out more and more just because the County, and also the adjacent older built-up areas, have had a steady population decline: there has been a voluntary and a planned exodus; and it is the intention of current planning policies that both should continue. And by and large, it is also the intention that the low density pattern of land-use development should be maintained. Thus the spontaneous and the deliberate prevention of further population and industrial growth in the metropolitan core have had, and are still likely to have, the effect of expanding the metropolitan territory.

55. It is not only migration from London County that has caused this expansion. Numerically far more important still has been the natural increase of population, of industry and of a good deal of commerce from south-eastern England, in general, all of which has been accommodated in ever widening, and

thus in coalescing, rings of suburbia, and in new employment centres. In other words, there has been no significant in-migration into Greater London or into the wider London and South-East England Region (as defined by the Census). On the contrary, there was out-migration from this Region between 1931 and 1951. In 1921, the South-East Region contained a quarter of the total population of England and Wales; since then this proportion has slightly declined. And (as Table III below shows) since 1931 both the population of Greater London and that of the larger South-East Region have grown at a lesser rate than that of England and Wales as a whole. In fact, since 1951, the population of Greater London has decreased (according to the estimates of the Registrar General). Thus the widely held assumption that Greater London, or the larger South-East Region, is overburdened with people, and has an "overspill" problem, is not correct.

TABLE III CHANGES IN POPULATION BETWEEN 1921 AND 1958

Comparison between the London Conurbation, the South-East England Region, and England and Wales

Year	*London Conurbation*	*London and S.E. England Region*	*England and Wales*
Population			
1921	7,488,382	9,486,107	37,886,699
1931	8,215,673	10,329,876	39,952,377
1951	8,348,023	10,905,853	43,757,888
1958*	8,222,340	11,006,000	45,109,000
Per Cent. Population Changes			
From 1921 to '31	9.7	9.0	5.5
From 1931 to '51	1.6	5.6	9.5
From 1951 to '58	—1.5	0.9	3.1

* Estimated Population

Sources: General Register Office, Census of England and Wales, 1951, General Tables.
General Register Office, Annual Estimates of the Population of England and Wales and of Local Authority Areas, 1958.

Note: The figures shown are those for the London Conurbation and the London and South-East England Region as defined in the 1951 Census.

56. The metropolitan area is expanding, not because (as is so often thought) it is such a powerful magnet, and is taking in an increasing share of the country's population. That is not so. The radius of the built-up area and its hinterlands is widening as a result of the re-distribution and re-settlement of the "native" population and industries, and of their descendants, at low densities; and also because changing modes of communication, the rise in the standard of living, and economic and technical progress in various fields, have resulted in an increasing demand for space for all sorts of activities. While the extension of the metropolitan territory could in part be restricted by the rational and ingenious use of land, it is also in many respects an inevitable, and indeed a healthy phenomenon. It would be unfortunate if it could, in fact, be assumed that the boundaries of Greater London will be definite and stable.

57. Greater London is also a rather vague and highly flexible entity because —contrary to the assumption of the "regionalists"—it is only rather loosely woven together. There is one common denominator—the central area of the County (which consists of the City, Westminster, Holborn, Finsbury and St.

Marylebone) to which people from many parts of the region go to work every morning. Indeed, but for the central area, one could hardly speak of a region at all; the daily journeys from homes in the suburbs to work in the Centre are the links which hold the agglomeration together, and through which its boundaries can at any one moment of time be roughly traced. There is no other definite index of interdependence within the conurbation.

58. But while the links with the Centre are important, their strength should not be exaggerated. The Centre exerts its influence throughout the conurbation and beyond; yet it does not bind the region together. It is true that already in 1951, when reconstruction had barely begun, 615,000 people from the more remote out-county districts (those not adjacent to the County) worked in the Centre; 122,000 of these commuters came from outside the conurbation. This total, already staggering eight years ago, has since then undoubtedly become larger still, and the Centre's catchment area has become further extended. This is inevitable so long as the number of jobs—that is, the demand for workers— in the Centre remains stable (as it has done between 1921 and 1951), or is further increased (as it appears to have done since 1951), while at the same time the supply of workers living in the vicinity is further decreased, as has in fact

TABLE IVA DAILY JOURNEYS TO WORK IN GREATER LONDON

All Journeys within the Conurbation and Across its Boundaries*

	Journeys *FROM*:							
	London A.C.		*Out-County Ring of Conurbation*		*Outside Conurbation*		*TOTAL*	
Journeys *TO*:	*No.*	*%*	*No.*	*%*	*No.*	*%*	*No.*	*%*
	'000		'000		'000		'000	
SHORT:								
TO: the Centre	299	17	3	0	—	—	302	7
Rest of London A.C.	861	48	75	3	—	—	936	21
Out-County Ring of Conurbation	50	3	1,381	57	28	12	1,459	33
Outside Conurbation	—	—	22	1	—	—	22	1
Sub-Total: *Short Journeys*	1,210	68	1,481	61	28	12	2,719	*61*
LONG:								
TO: the Centre	335	19	493	20	122	50	950	21
Rest of London A.C.	138	8	236	10	44	18	418	9
Out-County Ring of Conurbaton	78	4	174	7	48	20	300	7
Outside Conurbation	20	1	29	1	—	—	49	1
Sub-Total: *Long Journeys*	571	32	932	39	214	88	1,717	*39*
TOTAL JOURNEYS	1,781	100	2,413	100	242	100	4,436	100

* i.e., all journeys to work of people who both live and work in the Conurbation; or of those who live outside and work inside, or vice versa. (As we are not here concerned with the journeys to work of those people who live and work outside the London Conurbation, the respective boxes in the fourth column show a dash.)

Note: "Short" journeys have been defined as those within a local authority area, or to an adjacent area.

happened since 1951. (See Appendix, Map 1, *Population Changes in the Review Area and its Surroundings*.) It is known that since 1951 this gap between the demand for workers in the Centre and the supply of locally resident workers has widened, though we shall have to wait for the 1961 Census to obtain the exact figures. But although commuting has steadily become more widespread, and daily journeys to work to the Centre have become steadily longer, it has also to be remembered that long journey to work have been, and still are, the exception and not the rule for the people of Greater London. The majority, in fact, work very near to their homes.

59. In 1951, almost 70% of all the occupied men and women who were resident in London County (the " night population " for short), worked in the same borough in which they lived, or in an adjacent one; and as many as 62% of the night population outside the County, in the rest of the conurbation, worked locally. And it is chiefly the men who are the commuters: most of the occupied girls and women in the conurbation (just over a third of the total labour force) work locally.

TABLE IVB

SUMMARY

	All Daily Journeys *TO*:				
	The Centre	*Rest of London A.C.*	*Out-County Ring of Conurbation*	*Outside Conurbation*	*TOTAL*
	%	%	%	%	%
Short Journeys ...	24	69	83	31	61
Long Journeys ...	76	31	17	69	39
TOTAL % ...	100	100	100	100	100
No. ('000) ...	1,252	1,354	1,759	71	4,436
TOTAL % ...	28	31	40	1	100

60. In fact, it is mainly the central area, and the subsidiary employment centres in the County (the eastern and southern riverside boroughs) which generate the commuting problems of Greater London: these places were the destination of over four-fifths of all the long daily journeys which were made within the conurbation in 1951. Outside London County, in the remaining parts of the conurbation, there was very little " cross-country " daily travelling. As Table IVA (Col. 3) above shows, only 7% of the people who lived in the out-county ring of the conurbation had long daily journeys to another area within that ring. Thus the connections between the different parts of Greater London and of its hinterland are not only tenous, but also uneven. There are many local authority areas which are almost self-contained : hardly any, or few people who live there migrate daily either to jobs in Central London or to any other part of the conurbation. (See also Appendix, Maps 2 and 3: *Commuting to Central London;* and *Job Ratios.*)

61. The Centre has to draw its workers from considerable distances—a few here and there from all sorts of scattered places—just because it has to compete increasingly for its labour supply with other growing employment centres elsewhere in the conurbation and beyond. Between 1921 and 1951 the number of jobs in the out-county ring of the conurbation increased even more than that of

workers resident in this ring. Indeed, the net increase in the number of jobs in Greater London during that period—over three-quarters of a million jobs—occurred outside, and not inside, London County. In 1951, more than two-fifths of the occupied "night population" of the out-county ring lived in those areas adjacent to London County which were already then fairly self-sufficient in terms of jobs. Moreover, in the whole further belt bordering on Greater London, there was already eight years ago almost parity between the number of local jobs and the number of resident workers. Since 1951, these trends have undoubtedly continued: the growth of employment in the Centre itself, as a result of reconstruction, has not, it seems, been numerically more significant than commercial and industrial re-location and new development in the out-county areas of the conurbation and in its hinterland. Thus on the one hand, it can be said that Greater London is expanding: the Centre increasingly has to import labour from the more remote dormitory districts of the conurbation, and also from the few districts just beyond which can still spare workers. On the other hand, the ties which bind the various parts of the region together are becoming weaker; their interdependence is becoming less marked.

62. The different parts of the conurbation have not only maintained, but in many cases even accentuated, their individual identities. But for the central area, Greater London would in any case only be a series of barely interconnected villages and townships where the majority of people work very near to their homes. And increasingly the dormitory suburbs, too, are becoming more self-sufficient—either by acquiring industries themselves, or by establishing close links with new subsidiary employment centres nearby. The serious problems of traffic congestion created by a minority of commuters from long distances, who have to converge on Central London every morning, and the heavy economic and social costs arising from this daily migration, tend to overshadow the pleasant, convenient features in the traditional and in the developing pattern of Greater London. In particular, it tends to be forgotten that there is, in fact, a definite pattern: the present administrative boundaries are by no means all "unnatural." By and large, the local authority areas in the conurbation and beyond have distinct characteristics of their own—sometimes the same as those of one or two of their neighbours. Every map of Greater London shows a great deal of differentiation—whether it is a map of population changes, employment characteristics, daily links with central London, housing conditions, number of new dwellings built, the distribution of social classes, or any combination of these factors. And in every survey of the region, or of the nation, there is, moreover, one socio-geographical entity which stands out clearly—that of London County. its boundaries have, inevitably, become blurred at the fringes. But there is only a rather narrow band of uncertain frontier. (In Highgate one might not know whether one is still in London County or not, but there is no longer any doubt when one has reached Totteridge.) Indeed, while the conurbation as a whole has no clearly visible limits, the personality of the County is unmistakable.

63. Of course, the very fact that the areas of Greater London have been governed by separate authorities, and have been subject to variations in policy and administration, has emphasized their individual features. Thus while the complex local authority structure of the conurbation might in some respects be regarded as a disadvantage, it should be remembered—especially by those who wish to preserve local communities—that it has also had positive results. It has certainly had the effect of maintaining and enriching the lively differentiation of areas within Greater London. The region is not a coherent whole, but it is certainly not a monotonous expanse of settlements.

An Elected Regional Authority for Greater London ?

64. Should such an authority be established ? As we have referred to various aspects of this question—to those which appear to us most important—in the preceding parts of this memorandum, we can at this point summarise the reasons for our answer, which is a negative one.

65. Our reasons are as follows :

(a) We have not been convinced by the arguments which have been put forward in support of the first premise on which the proposal to establish an elected regional authority for Greater London is based—the premise that a radical re-organisation of local government in the London Review Area is essential at this time. Undoubtedly, there are defects, and there might also be a good case for certain adjustments and re-alignments, about the details of which we ourselves are not competent to speak. But there are no signs, so far as we can see, of a grave, all-pervasive crisis that would justify scrapping the existing local government machinery, and installing a brand new one. It seems to us that the defects which exist (or which are supposed to exist) are essentially of three kinds: those which could be remedied by the present system of central and local government, with the help of innovations which are nascent in the system itself ; defects which are not attributable to the administrative structure as such, but to general problems of policies and resources ; and finally defects which are more apparent than real ; they are shortcomings only from the point of view of an unrealistic standard of perfection—on the basis of a false image of " local democracy," or of incomplete (or misinterpreted) facts. Thus references to such alleged defects indicate faults in the assessment, rather than in the matter which is being assessed. Several of the complaints which have been made about local authorities in the Review Area, in general, and about the London County Council, in particular, are in this last category. Indeed, a review of some of the relevant aspects (as discussed in parts II and IV) has led us to the conclusion that local government in Greater London, including the government of the County, shows distinct positive features, by comparison with the rest of England.

(b) Greater London cannot be regarded as a potential unit of local government (as we said in paras. 51-63 above). The boundaries of the conurbation are not only indefinite and unstable, but Greater London also lacks the internal coherence, the " community of interests," which a local authority area should have. Greater London is a loosely interconnected, highly flexible and expanding conurbation which merges with south-eastern England, and indeed with the country as a whole. The region is just as closely tied to the rest of England as it is tied together internally. Even the " regionalists " themselves cannot define their " region." They speak of a region even wider than that of the present Review Area, and yet they also propose the establishment of an elected regional authority for the Review Area as such. If such an authority were established, its boundaries might well be out-of-date before the first council meeting were held.

(c) It seems to us that such an authority would create more problems than it would solve. The mere fact that the population of the " region " (however defined) is socially heterogeneous is not by any means a guarantee of the political " balance " and democratic vigour of a regional authority. A socially heterogeneous electorate does not necessarily vote for a politically balanced council, nor does political balance (that is, the existence of a strong opposition on the council) by itself ensure democratic and efficient local government. (See paras. 35, 36.) It is improbable that a regional authority would be " close " to the electorate ; on the contrary, its council is likely to be highly unrepresentative of the population of the area ; it might well consist largely of professional " Public Persons " (in particular, if it were, in fact, a politically balanced council). Thus one of the objects of the establishment of a new regional authority—the strengthening of local democracy—would certainly not be achieved. (See para. 39.)

(d) More important still, such a new authority would bring about new problems of co-ordination which might well be more serious than the present ones. While it is possible that such an authority could contribute to the co-ordination of services within the region, it is not certain to what exent it could do so, since the co-ordination of functions within a very large organisation—and in particular in one which has no established procedures for the division of labour—is not an easy matter. There are specific difficulties in the internal relationships of any giant organisation ; integration does not follow naturally from the fact that everybody is under the same umbrella. The very size of the area governed by a new regional authority, and its artificial, uncertain frontier could, moreover, create greater difficulties at the borders than have been known so far—problems of co-ordination with adjacent local authorities whose interests and services overlap with those of Greater London. If the status and areas of neighbouring authorities remained unchanged, they would be dwarfed by the new giant, and this in itself would be a cause of friction. And if regional councils for the other conurbations were set up, it could hardly be assumed that the relationships between such councils, which are bound to be of unequal size and importance, would always be amicable.

(e) Indeed, the more we consider the potential consequences of the establishment of a Greater London elected regional authority, the more we are convinced that an important principle of government is at stake. Such an authority would, in our view, introduce an alien element into the British governmental system—an element of federalism that is entirely unsuitable for this country. For would not a London regional authority, by virtue of its size and significance, resemble a powerful state, rather than a traditional local council, in its dealings with both local and central authorities ? And would not the other conurbations have to acquire similar regional councils simply in order to hold their own against the London colossus ? Even if they did not do so in the near future, any radical re-modelling of Greater London's local government machinery would have significant national repercussions. An elected regional council does not fit into the established system of government. It would be an erosive factor. And although the system might well need strengthening in some respects, it can hardly be said that it has become obsolete, and that its essential pattern should be disintegrated. Last, but by no means least, it is this question of principle which has led us to the conclusion that the creation of an elected regional authority for Greater London could not be contemplated with complacency.

Appointed Regional Boards ?

66. Should some functions, such as town and country planning and highways, be transferred to appointed regional boards ? This question is relevant for there are indeed some functions, in particular those named, which can be more efficiently performed if the domain of review and administration is wider than that of present local authority areas. It does, however, appear to us that several of the objections to the establishment of an elected regional authority apply also to such appointed boards, though not necessarily with equal force.

67. There would be the same difficulty in defining the boundary of the area for which an appointed regional board (or boards) would be responsible. And

although the boundary of an appointed *ad hoc* body is clearly more elastic, and more easily changeable, than that of an elected local authority, the vagueness in the demarcation of the " region " is quite a serious matter for an appointed board as well. It is likely to introduce uncertainty into the board's operations, and also into its relations with other governmental agencies—central and local.

68. While appointed boards are in our view suitable for certain public utility services—such as water and electricity supply and perhaps road administration—for services which operate with hard and fast technical terms of reference, it does not follow that such boards are also suitable for the performance of other functions (such as town and country planning) in which many rapidly changing aspects of policy are involved. A public utility service can be judged on the basis of fairly simple, objective standards of efficiency, but these do not exist in the field of town and country planning, nor is efficiency (however defined) the only criterion in the construction of an administrative model for a planning authority. It is thus in the latter field (and in similar ones) that the establishment of an appointed board needs to be considered with great caution.

69. There is the further problem that such a board, like a new regional elected authority, would—to begin with—have no counterparts elsewhere in the country; and thus it would be logical that the Greater London model of an appointed Regional Planning and Highways Board, for example, would be followed in due course by the other conurbations. But although such a board might be useful for a particular purpose, and in a particular area, it is doubtful whether it would, in fact, be appropriate as a precedent—as a new species of governmental agency. Indeed, there is in our view a considerable difference between the value of the singular and that of the plural of that species: there would be few objections to a single appointed regional board in a specific case, except that it is not likely to remain single, and can be expected to have offspring before long. And the disadvantages of a whole series of such boards—and in particular of a dual system of local government by elected and appointed authorities—are so plain that they need hardly be referred to. (They can be seen in any American metropolitan area at any time.) It can be anticipated that if several boards for different purposes were set up, there would then be a perennial need to co-ordinate the co-ordinators; to plan the planners; it would be a Parkinson's paradise for public relations officers; and all these jobs of tying up the fringes of loose ends would then be so time-consuming that it might well be difficult to get anything else done. In such circumstances, the virtues of our old, allegdly slow, but by comparison amazingly coherent and straightforward local government structure would also be very obvious.

70. An appointed regional planning board would be an outsider at the fringes of the present structure; and for that reason alone, it would not only be likely to acquire a family of its own, but it would also—in the singular or plural—be liable to be rather awkward. For it would not possess the code of procedure and relationships of an established institution; it would have to develop one of its own, and— judging from the history of other public corporations—this is a process which might well be difficult, and which certainly takes time. Thus for a variety of reasons, the transference of planning (or similar functions) to appointed regional boards appears to be inadvisable.

Central Government Regional Organisation?

71. Undoubtedly, Greater London needs continuous review and guidance of development over a territory wider than that of any of the existing top tier

authorities in the Review Area. Greater London needs integration, but not recasting, of its local government structure. In that sense, Greater London has common problems, although—or indeed just because—it is not a fixed "region." These problems cannot, in our view, be solved by the establishment of an elected regional authority, or by that of an appointed regional planning board. For both types of authority, and especially the former, would be unable to do what is required: they could not keep in step with the very changes which they would be asked to watch; new boundaries, more artificial and certainly more rigid—because they would be on a much larger scale—would be substituted for those which exist now; new and more powerful vested interests would be created; with all the difficulties attendant upon the disruption of the established system of government.

72. But cannot the problems of Greater London be solved from within the system rather than from without? Can they not be solved with regard for the flexibility of regional frontiers; in recognition of the interdependence between Greater London and the nation as a whole; with awareness of the relation between national policies and local administrative processes; and with due respect for the advantages of established governmental procedures? There is, it seems to us, a straightforward answer to this long, and apparently complicated, question; the need for the integration of development and services in Greater London and beyond can be met by a strengthening of central government regional organisation. Indeed, in our view, this need can only be met in that way, for there is no other administrative device which has all the essential attributes listed above.

73. The positive participation of central government in regional affairs could take various alternative organisational forms. As we realise that central government reform is not in the terms of reference of the Royal Commission, it would be inappropriate to refer to these alternatives, and to elaborate the details of our proposal. Nevertheless, we put it forward as a matter of principle, since questions of central and local government reform cannot in essence be divorced from one another; the latter is largely dependent on the former. In making our proposal, we do, however, wish to emphasise one reservation: there is one possible form of central government regional organisation which we do not have in mind; we do not recommend the establishment of a Ministry for Greater London.

74. From our own experience, we can give two instances of the need for a central government regional arm.

First: Local authorities in the London region—and in general in South-East England—are unable to deal adequately with the whole range of town and country planning problems for two main reasons: either because of differences of policy, administration and technique between departments, between statutory undertakers and between local authorities themselves—and this is partly a question of functional and territorial boundaries; or—and even more important — because of inadequacies of national planning (and particularly of finance) in one or more of the fields in which local authorities act as agents.

Second: A regional plan for transport (which must by the nature of London be the main feature of a national system) could in our view only be initiated by a central department. What appears to be missing at present are adequate terms of reference for the executive agents who would carry out such a plan. The existing counties cannot budget very far ahead in the absence of a comprehensive, firm pattern of transport expenditure, and without regular means of comparing the traffic, land-use and amenity components of any plan of improvements.

75. Both examples indicate that difficulties in the performance of local government functions arise at present mainly as a result of the inexplicit formulation of national policies in a regional context, rather than because of faults in the local government machinery as such. Thus a regional organisation of central government, which would be primarily concerned with the interpretation of national policies for the development of Greater London, could improve matters greatly.

76. Several local authorities have made the same point in their oral evidence to the Royal Commission; and thus they, too, have suggested that the regional organisation of central government should be strengthened. We can see no flaw in their arguments. There is, however, one objection to such a proposal which has frequently been mentioned (though not by the local authorities themselves). It has been said that as one Minister, the Minister of Housing and Local Government, performs dual functions—he formulates policies and also acts in a quasi-judicial capacity—and as these functions might be regarded as incompatible, the positive participation of central government in regional affairs is, in principle, severely limited. We do not agree that this is a serious difficulty, for in our view these two types of ministerial function are not incompatible; we regard them as complementary. The element of policy is implicit in the quasi-judicial functions. Moreover, safeguards in the exercise of the latter have already been introduced in legislation following the report of the Franks Committee (the Committee on Administrative Tribunals and Enquiries) in whose hearings these matters were discussed at length. There can thus be no objection on principle to an active regional arm of central government, nor does such an organisation necessarily have to be a branch of the Ministry of Housing and Local Government.

IV. The London County Council

77. In the course of its history, the London County Council has established itself both as an instrument of effective local government and as a focal point of service and loyalty. The second achievement has been as important as the first. Indeed, it has been the pre-condition of the first. In any re-arrangement, therefore, care should be taken not to disturb (for the sake of hypothetical advantages) the strong sense of " self-governing community " in London.

78. The debate leading up to the foundation of the L.C.C. was concerned with the fundamental question of " whether London shall really become a self-governing community, and take the management of its own collective life into its own hands." (Sidney Webb, *The Reform of London,* 1892, p. 3). Despite the many difficulties placed in the path of the L.C.C. at the start, it succeeded in providing a positive answer to this question. For the pre-existing " anarchy of London " there was substituted the sense of a genuine " self-governing community." The consequential political and social gains have been remarkable, and it is possible to underestimate them if emphasis is placed on administration alone.

79. The London County Council has achieved this sense of a " self-governing community " without external trappings of a civic kind. The deliberate unconcern for civic ritual gave the Council its initial ethos, and throughout its later history there has always been more emphasis on service than on display.

80. The Council has always been able to draw upon the services of a large number of people who might not have been as anxious or willing to serve in smaller authorities. The large amount of time and energy involved in being a member of the Council has been commensurate with the administrative responsibilities. Partly for this reason women have been among the most active

members of the L.C.C. From the start the question of the admission of women was made a matter of principle, and throughout the inter-war years and since 1945 women have continued to play an important part. The sense of participating in a large enterprise and of having exceptional opportunities to initiate policy has drawn in a number of people of considerable ability.

81. The quality of service (both voluntary and official) has always been outstanding, so much so that the point hardly needs to be made; it can be taken for granted. As Gibbon and Bell put it in their *History of the L.C.C.*: "the high level of service has won notable recognition in this country and abroad." From the start the service has been associated with a strongly developed political sense. Indeed, the three most important themes in the history of the L.C.C. have been (i) the growth of party government; (ii) the recognition of the importance of civic policy; and (iii) a sense of rivalry with Parliament in Westminster. Each of these three themes has given point and piquancy to London politics.

82. Whereas before the formation of the L.C.C. the political horizons of Londoners were often far narrower than those of people living in the provinces, since the 1890s the position has changed. Whereas in the days of the Metropolitan Board of Works, political issues centred on small matters primarily concerned with jobs and vested interests, since the formation of the L.C.C., London politics have centred on big issues ,including major issues of policy. The emphasis on policy (as distinct from technical matters of administration) can be traced back to the first big speech that Lord Rosebery, as Chairman, made to the Council when he talked of the necessity of a city as great as London having a "policy," that is, a deliberate sense of direction in which to move. Questions of policy have stirred Londoners ever since in a way that would have been impossible had local government powers been concentrated in small units or in *ad hoc* bodies operating largely in secret.

83. The strength of party government in London has been a pre-condition of the particular kind of civic responsibility which has been involved. It should be regarded, therefore, as a strength and not as a weakness in relation to the organised life of a great city. Methods that would be appropriate in small places are quite inappropriate for an area and population of London's size. Both at County Hall and in the metropolitan boroughs there is a high degree of party organisation. The "Progressive Party" was highly organised from the start, and party feeling ran high even in the first debates of the Council. Since the early days the existence of well-organised parties has clarified the issues of local government and stimulated public interest. The organisation of the Council (for example, the early formal recognition of the role of "Leader of the Opposition") has registered the distinctive approach to party, which can be noted also at election times when there is a relatively high degree of participation (see Part II) and considerable public interest in the result even outside London.

84. As far as policy is concerned, the L.C.C. has acted as a pioneer in many branches of policy making. Housing policy provides a good example. In the early years of the century many schemes were started which were far in advance of schemes in most parts of the country. Although in the 1920's London tended to lag behind, there was another greater burst of building after 1934; while since the Second World War housing policy has been favourably commented on by experts from all parts of the world. Two features of the Council's recent housing policy have been particularly prominent — first, the refusal to regard large-scale public housing as merely an inferior service for the poor; and second, the concern for architectural as well as economic considerations. The very recent record of the L.C.C. during the past two or three years should be taken into account in assessing its housing performance,

for it is in the latest phase that some of the most significant achievements have taken shape.

85. Associated with housing policy and other branches of social policy, there has been a very marked improvement in health standards in London. The administrative County of London has a lower mortality than the other conurbations and urban areas. Indeed, the County's mortality is only slightly greater than that of the more openly developed outer ring of Greater London. For this distinction, which clearly rests on environmental factors, the L.C.C. can legitimately take a considerable share of the credit. The position contrasts sharply with that in the days of the Metropolitan Board of Works. Discussions on policy are eventually expressed in services performed, and without the initial incentive, which has been effectively provided by the L.C.C., substantial results could not have been achieved.

86. Many arguments which on occasion have been used against the L.C.C. —that it is too remote, for example—do not stand up to careful examination. (See Part II.) The Council has been able to tackle some environmental and social problems more effectively than would otherwise have been the case because it has escaped the persistent pressure of small vested interests, and has been able to concern itself with policy based on principle. This is clear from the Council's record, on the basis of both historical and contemporary data.

87. In the evolution of policy, momentum has certainly been increased as a result of rivalry with the Parliament at Westminster. Situated in the same city as Parliament, the L.C.C. is one of the few local authorities in the country which is strong enough to hold its own against Westminster. It is significant that on more than one critical occasion in its history, the political complexion of the L.C.C. has been different from that of Parliament. Thus while Unionist governments were in control at Westminster for most of the first 17 years of the L.C.C.'s existence, it was the Progressives who controlled the Council. After the Liberal victory at the General Election of 1906, however, the Progressives lost their majority on the L.C.C. at the election of 1907, and the Municipal Reformers took over. During the 1930's the Labour Party captured the L.C.C. at a time when the National Government had a very large majority at Westminster. Labour Party control was re-affirmed in 1937—two years after the General Election had returned the National Government again.

88. The strength and purposefulness of the London County Council have served as an example for local government in the country as a whole. Battles waged in London, for example, over poor law in the 1920's and housing in the 1930's, have echoed in other local authorities, and decisions reached in London have influenced the tactics and policies of other bodies.

89. The difference in political complexion between London and Westminster has been a source of energy in London politics themselves. It has inspired public interest and vitalised discussions on policy. Three major elections in the history of the L.C.C. stand out. The election of 1907 was probably the most stirring election which has taken place in the history of British local government. It inspired the writing of Graham Wallas's *Human Nature in Politics,* which for the first time described realistically the problems of electioneering. The election of 1934 in a different kind of social setting stimulated equal excitement. The same was true of the election of 1937 when far more resources were devoted to the election than had ever been devoted to a previous one, and the Labour Party was again successful. Herbert Morrison's comment on the result is significant in that it goes far beyond straight party questions. "The government

let it be known," he said, "that they wanted to decide what kind of a county council our citizens should choose. It was another of a long line of attempts to turn the capital into a Crown colony."

90. The success of the L.C.C., not only in providing what is recognised to be efficient local government, but also in stimulating and maintaining public interest should be taken into account in considering any proposals for change. It is most unlikely that a new authority concerned with a wider area, would be able to continue with equal strength the traditions which have been developed by the L.C.C. This historical record of the Council, including its recent one, suggests that no new authority would be able, within the framework of local government powers and finance, to inspire such a strong sense of commitment, service and genuine public interest.

V. Recommendations

91. Our recommendations—negative and positive—are as follows :

(a) We are not aware of any necessity for a radical re-organisation of the local government structure of Greater London.

(b) We are convinced that the status, functions and boundaries of the London County Council, in particular, should be maintained.

(c) We do not recommend the establishment either of an elected regional authority for Greater London, or of an appointed regional planning board.

(d) We recommend that the regional organisation of central government should be designed so that, in its application to Greater London, it would exercise the following functions : to keep the conditions and needs of Greater London under close review; to guide and assist local authorities accordingly in the recognition of their common problems and in the integration of their services; and to do so on the basis of the explicit formulation and interpretation of national policies for the development of Greater London. It is this last function, in particular, which we wish to emphasise. The efficient performance of the others is dependent upon it. We propose that a central government regional office for Greater London with such functions be developed as a result of the strengthening of the existing machinery, and thus as a part of the general regional organisation of central government for the country as a whole. We do not suggest the creation of a Ministry for Greater London.

(e) We recommend the establishment of a regional research and information agency which would be responsible for the collection and analysis of relevant data from all the appropriate sources, and for the periodic, preferably bi-annual, publication of such material. Full and accessible information on the conditions of Greater London, as indeed on those of any other conurbation, is one of the prerequisites for the planning of development, and the co-ordination of services. This agency might be set up as a part of the regional organisation of central government; or as a secretariat, sponsored by a joint committee of local authorities in Greater London; or as a co-operative enterprise of central and local government.

APPENDIX

The Growth and Structure of Greater London

Table of Contents

		Para
I	INTRODUCTION	1
II	THE GROWTH AND EXTENT OF GREATER LONDON	14
III	SOCIO-ECONOMIC ZONES	19
IV	JOURNEYS TO WORK	29
V	HOUSING	42
VI	THE DEMOGRAPHIC MAP OF GREATER LONDON	47
VII	VOTING AT LOCAL AND GENERAL ELECTIONS	55

List of Illustrations of the Greater London Review Area

Four Graphs: AGE PROFILES

MAP No.	TITLE
1	*Population Changes*: Per cent population change 1951-58.
2	*Commuting to Central London*: Per cent of occupied night population of each local authority area working in Central London in 1951.
3	*Job Ratios* 1951 (occupied day population per hundred occupied night population).
4	*Social Class*: Per cent of occupied and retired males in Social Classes I and II, 1951.
5	*Index of Housing Conditions in* 1951.
6	*Total New Dwellings built from* 1951 *to* 1958 *in relation to stock of dwellings in* 1951

NOTE: Maps 4 and 5 cover the Greater London Review Area; maps 1, 2, 3 and 6 an even wider area.

This Appendix was prepared by Mr. John Westerguaard, with the co-operation of the research staff of the Centre for Urban Studies, and in particular with that of Mr. Wolf Scott. Miss E. U. Chesterton designed the maps.

The Growth and Structure of Greater London

I. INTRODUCTION

1. The purpose of this appendix is to describe the growth and contemporary socio-geographic structure of Greater London. This may seem an unnecessary task. For there is, of course, already a great deal of relevant information available in the reports of the Population Censuses and other easily accessible sources. But information of this kind has still to be assembled and analysed, to obtain a coherent picture of the social geography of the metropolitan area as a whole. The memorandum is based on such an analysis. The need for a systematic examination of the available material has been confirmed by the results, since these throw light on a number of points about which misconceptions are common.*

2. Local authority areas are the basic units for an analysis of this sort. For they are the smallest districts for which a fairly full range of statistical data is published. We first examined rates of population growth and the volume of daily travel to workplaces in Central London† in detail for a region covering eight counties in South-Eastern England. This was done in order to establish the present limits of Greater London and the directions of further expansion. The main analysis, however, was confined to the Conurbation of Greater London, as defined in the Census of 1951. This definition of Greater London was accepted for the purposes of the study, because it was still, in 1951, a fairly realistic definition of the metropolitan area.‡ In this main part of the analysis, the lines of economic and social differentiation within the Conurbation were examined in terms of employment and industrial structure; daily journeys to work; social class; housing; demographic structure; and voting behaviour.§

---

* Charles Booth's famous survey of the "Life and Labour of the People in London" in the 1890's and the "New Survey" of the inter-war years of this century gave a detailed picture of the metropolis of their times. This picture has not been brought up to date. Sir Patrick Abercrombie's Greater London Plan 1944 is of outstanding importance in its field; but the empirical material which it contains is limited in character and scope. The 1951 Census "Report on Greater London and Five Other Conurbations" provides a great deal of information, especially on housing and population, for the eighteen divisions and sub-divisions which are distinguished within the London Conurbation. But the boundaries of these eighteen areas fail, in several important respects, to coincide with the real lines of social and economic differentiation, as revealed by a detailed examination of the characteristics of individual local authority areas. The Census divisions and sub-divisions appear to have been defined primarily in such a way as to show differences in the age and character of housing development within the Conurbation; and such differences are well brought out in the Report. But this classification obscures some of the major territorial variations in social class composition and employment, especially in the suburbs. Moreover, no data are given for the eighteen divisions and sub-divisions on such matters as journeys to work and industrial structure. A comprehensive analysis must therefore start afresh from the smaller, individual local authority areas.

† "Central London" in our definition comprises the City of London, Westminster, Holborn, St. Marylebone, St. Pancras and Finsbury. These boroughs are grouped together because each has a very large excess of employment over resident labour.

‡ The main part of the analysis—which was well under way when the Royal Commission was appointed—thus did not cover the Greater London Review Area in its entirety. With the exception of the map of socio-geographic zones, however, the attached maps cover the entire Review Area (except Northaw Civil Parish in Hatfield); and several cover a still wider area.

§ The main sources used were the various reports of the 1951 Census; the Registrar General's Annual Estimates of Population; the Housing Returns of the Ministry of Housing and Local Government; the London County Council's London Housing Statistics; and, for voting in local and Parliamentary elections, the Registrar-General's Statistical Review, the London County Council's publications on the results of L.C.C. elections, data on county council elections outside London A.C. obtained from the local returning officers, and The Times' House of Commons.

Conclusions

3. The detailed results of the analysis are presented mainly as a background description of the area the local government structure of which the Royal Commission is reviewing. It seems worth while to call attention at the outset, however, to certain broad conclusions which are relevant to local government, in general, and to planning, in particular. These general findings may at the same time help to correct some of the misconceptions encountered in current discussions of such subjects.

4. Proposals for the establishment of a new local authority covering "all Greater London" must inevitably come up against the difficulty that the boundaries of Greater London are fluid. The different parts of the metropolitan area are by no means as interdependent as is often assumed. In many respects, they can be seen as a conglomeration of separate communities. Yet in so far as these local communities belong to one large, continuously built-up area, and in so far as they share a common link with Central London as an important source of employment and services, one may justifiably use the term "Greater London" to describe them collectively. The limits of Greater London, so defined, are impermanent and constantly widening. A line drawn in 1921 around the effective metropolitan area of that time would have excluded a number of districts which form part of the present Census Conurbation. By 1951, the real limits of Greater London could be seen as coinciding roughly with the boundaries of the Census Conurbation or the Review Area. Even then, however, the metropolitan sphere of influence, as indicated by the volume of daily commuting to the Centre, reached well out beyond these boundaries at certain points. (See paragraphs 17-18.)

5. Subsequent developments have made earlier definitions of Greater London obsolete. Substantial population increases have been recorded during the 1950's in a wide region around the Conurbation. The "Green Belt," moreover, does not form a rural dividing line between the old Conurbation and its recent extensions : new housing development has taken place in the "Green Belt" on a large scale, as it has also further out. The pre-war pattern of continuous peripheral expansion is thus being repeated. The boundaries of any Greater London authority would become as quickly outdated in the future as the previous boundaries, defined in Censuses and elsewhere, have been in the past.

6. The continued geographical spread of Greater London is not the result of any substantial increase in population. (See paragraphs 14-16.) There are thus no inherent pressures of population making for "overspill" on a large scale. But there is a steady redistribution of the existing population from the inner areas to the expanding fringe. Indeed, much of the suburban ring of the Conurbation is now also losing population through further "planned" and "voluntary" decentralisation.

7. The continuation of these trends reinforces the case for a critical re-appraisal of current planning policy in the region. Recent housing development in the outer areas has been accompanied by an expansion of local employment in these areas. The same was true in the case of the suburban growth of the inter-war years. Yet, now as then, the economic vitality of the Central Area of London has remained unimpaired : the Centre's position as a magnet attracting vast numbers of commuters to work every day from all over the region is unchallenged. Employment in Central London is still increasing. And as ever wider parts of the Conurbation lose population to the outer districts, both the volume of long-distance commuting to the Centre and

the length of the journeys involved must still be growing. Current planning policy presupposes for its success a large-scale reduction and dispersal of Central Area employment. The reduction of employment elsewhere in the inner parts of the Conurbation—a process that has in fact been going on throughout much of this century, as manufacturing industry has moved out to more suitable sites —is largely irrelevant. For only the Centre generates long-distance commuting on a large scale. Recent development underline the impracticability of breaking up the complex of economic activities that are located in, and tied to, Central London. If the burden of long journeys to work is to be reduced, the only feasible alternative is to arrest and reverse the outward shift of population. This can only be achieved by raising residential density standard throughout the inner and inner-suburban areas of Greater London. The solution of the main planning problems of the region, therefore, requires a major change in current policy. Alterations in the existing machinery for planning would by themselves make no contribution to the solution of these problems. (See paragraphs 37-38.)

8. The different areas of the metropolitan region are much less closely tied to each other than is generally realised. Greater London does in some ways form one economic unit. But its unity in terms of everyday movements of labour derives very largely from the special position of the Central Area. Were it not for the Centre, the Conurbation would be little more than a loosely knit conglomeration of local communities. Only Central London draws its labour force over great distances and from all parts of the region. Daily journeys to work are otherwise short and local in character. Contrary to assumptions which are still sometimes made, long journeys to work between widely separated districts of the Conurbation are thus rare, except for those to the Central Area and a few other inner boroughs. Indeed, if the pattern of workplace movements were not so simple, the problems of planning would be almost insuperable. (See paragraphs 29-31 and Map 2.)

9. Moreover, although the commuters who converged daily on Central London in aggregate numbered more than a million people already in 1951, far larger numbers of workers stayed behind to go to jobs fairly close to their homes. Of course, the County of London generally depends rather more on employment in the Centre than do the outer areas of the Conurbation. There are many predominantly working class suburbs with a sufficient number of jobs available locally to absorb the vast majority of their resident labour force : those of West Middlesex, in particular, form an industrial zone which is practically as "self-contained" as the New Towns are planned to be. But the non-industrial suburbs, too, have a great deal of local employment, especially in service trades : Central London draws away only a minor part of their labour force. In fact, there is a much greater degree of local economic autonomy than is usually assumed; and while suburbs are of diverse types, the "pure dormitory" suburb does not exist. The use of the term "dormitory" to describe the non-industrial suburbs of the Conurbation is justified only in order to contrast them with the still more "self-contained" industrial suburbs. (See paragraphs 32-33 and Map 3.)

10. There are thus very clear lines of social and economic division between the different parts of Greater London. Individual local authority boundaries may be to some extent "artificial"; but whole clusters of boroughs and districts are found side by side, whose socio-economic "make-up" is similar. The Conurbation is not a chaotic patchwork of parts lacking all individual identity, but a structure of distinct local communities. And the general pattern of

socio-geographic differentiation is in no way obscured by the "accidents" of administrative boundary lines.

11. The County of London, in particular, has a distinct social identity as the metropolitan core of the conurbation. Whatever index one uses, the County stands out fairly sharply from the surrounding areas : housing conditions, the social composition of the population ,the diversity of employment opportunities in the Centre, the West End and the East End—all give it a character of its own. The differences between the County of London and the suburban districts to the north are especially marked; in the south, the transition to suburbia is more gradual, the line of division more blurred. Of course, there is no perfect congruence of administration and socio-economic boundaries. But there is sufficient coincidence to suggest that it would be difficult to justify a radical re-organisation of local government, merely on the grounds that existing administrative boundaries are "artificial." (See paragraphs 19-22.)

12. It has sometimes been suggested that local government in the Greater London area should be re-organised in order to reduce or eliminate the number of authorities with "permanent" majorities of one or the other political party. It is doubtful whether this is a generally desirable aim. (See paragraphs 34-36 of the *Statement of Evidence* submitted by the Centre for Urban Studies). It is in any case difficult to reconcile proposals of this kind with the view—sometimes expressed at the same time— that local authority areas should be "real" communities. It is the socially homogeneous districts, such as the End End boroughs, which are "real" local communities; and it is these which have also some of the largest and most stable political majorities recorded at elections throughout the Greater London Review Area. But even if the aim to establish socially heterogeneous local authority areas were accepted as desirable, there would be little scope for achieving it in practice. Voting—in recent years, at least—has closely followed class lines; this has been the case both at Parliamentary and at local elections. The much lower poll at local elections has made no difference to the broad division of votes between parties. It is true that an elected council for the whole of Greater London might be politically "balanced." The division of votes between the two major party groups at County Council elections within the Conurbation area as a whole has fluctuated around the 50% mark during the 1950's—though the balance of votes for, and of seats on, a Greater London council would, of course, depend in part on the ways in which electoral division boundaries were drawn. But provided that present class alignments in politics are maintained, the second tier authorities envisaged in various schemes of reform would presumably include many with "permanent" majorities of one or the other party (See paragraphs 55-56.)

13. The evidence for these general points will be found in the following parts of the memorandum, in which the growth and structure of Greater London are described in detail.

II. THE GROWTH AND EXTENT OF GREATER LONDON

The Shift of Population

14. The main features in the growth of Greater London are well known. They are summarised in Table 1 below. The old metropolitan core, the County of London, has been losing population throughout this century. The heaviest

losses were those of the period 1931-51, when wartime bombing and evacuation reinforced the continuous pre-war trend of depopulation : populations were halved in the eastern parts of the metropolitan centre, in the East End and the southern dockside boroughs; they were reduced by about a quarter in many other innter boroughs. Some industrial districts immediately outside the County also lost population. But there was rapid expansion in the suburbs beyond this inner zone. Large population increases were recorded even well outside the boundaries of the Census Conurbation. The bulk of new suburban development, however, was still taking place inside the Conurbation in this period. Many of the outer areas there doubled or even trebled their population between 1931 and 1951, while increases of such magnitude were rare in districts beyond the Conurbation boundary.

Table 1 : Population Changes in and around Greater London, 1921-1958

	Population in 000's				*Percentage Population Changes*		
	1921	1931	1951	1958†	1921/31	1931/51	1951/58
London A.C.	4,485	4,397	3,348	3,225	— 2.0	—23.9	— 3.7
Rest of Conurbation ...	3,003	3,819	5,000	4,997	+27.2	+31.0	— 0.1
Total Conurbation ...	*7,488*	*8,216*	*8,348*	*8,222*	+ *9.7*	+ *1.6*	— *1.5*
"New Greater London Region"	*	10,673	11,605	11,990	*	+ 8.7	+ 3.3
London and South East Region	9,486	10,330	10,906	11,006	+ 9.0	+ 5.6	+ 0.9
London & S.E., Southern and Eastern Regions ...	13,663	14,898	16,653	17,420	+ 9.0	+11.8	+ 4.6
England and Wales ...	*37,887*	*39,952*	*43,758*	*45,109*	+ *5.5*	+ *9.5*	+ *3.1*

NOTE : The definitions of the London and South East, the Southern and the Eastern Regions, as of the Conurbation, are those given in the 1951 Census. The "New Greater London Region" is the area suggested by Mr. A. G. Powell of the Ministry of Housing and Local Government in a so far unpublished paper read to the British Association in 1959. The population figures shown for this area have been kindly made available to us by the London Technical Branch (Research Section) of the Ministry. They show the estimated *civilian* population only.

† Registrar General's mid-year estimates.

* Not available.

15. The steady shift of population from inner to outer areas has continued during the 1950's. The zone of depopulation now extends over much of the Conurbation; indeed many suburban districts have experienced losses as great as those of the inner boroughs—sometimes greater. (See Map 1.) At the same time, areas near the official limits of the Conurbation, and far out beyond them, have been growing steadily. New Towns and "expanded towns" have generally shown the most striking increases in population. But the detailed figures give a picture of continuous suburban and peripheral expansion, from the fringes of the Census Conurbation, as far out as Maidenhead in Berkshire, Wycombe in Buckinghamshire, Chelmsford and Benfleet in Essex, Gillingham and Strood in Kent, throughout most of Hertfordshire and Surrey, and across the borders of Bedfordshire, Sussex and Hampshire. According to the plans for the region,

a ring of districts on and around the boundary of the Conurbation was to have been kept free from new large-scale housing development. But the districts in this " Green Belt " have in fact experienced population increases from 1951 to 1958 as rapid as those recorded further out, except in the New Towns: increases of between 10% and 30% have been the rule in the " Green Belt " in this period, with figures still higher in some parts of it.

16. Thus the present growth of Greater London is taking place in a wide zone beyond the limits of the Conurbation and the Review Area. In this zone, the New Towns and " expanded towns " are merely points of particular concentration. A realistic definition of the Greater London region of today was suggested by Mr. A. G. Powell, in a valuable, so far unpublished, paper read to the British Association in 1959. Any definition, however, is liable to become outdated. It is important to note that the continual geographical expansion of Greater London is not to any significant extent the result of an overall increase in population, exerting a pressure which must produce " overspill." As Table 1 shows, the population of the entire metropolitan region—however defined—has been growing only slowly in recent years.* The continual outward spread of Greater London is in the main the product of a large-scale shift of existing population to new public and private housing in the expanding peripheral zone.

The Metropolitan Sphere of Influence

17. Examination of the changing patterns of employment and workplace movements gives the same picture of continual outward growth. Indeed, it is these patterns which, together with the trends of population distribution, provide the definition of " Greater London " as a region. In 1921, a number of outer districts of the Census Conurbation were still largely beyond the " daily sphere of influence " of the Central Area of London, in the sense that less than 10-15% of their occupied night populations† travelled to work in the Centre every morning. Thirty years later, many of these districts—Orpington, Bexley, Chislehurst and Sidcup in Kent, Banstead, Epsom and Esher in Surrey, for instance, and others in Hertfordshire, Middlesex and Essex—were well within the effective daily range of the Centre, to which a quarter or more of their night populations travelled to work every day. (See Map 2.) In 1951, in fact, the boundary of the Conurbation or of the Greater London Review Area could be seen as marking very roughly the limits of Central London's main " daily

---

* The rate of natural increase is low, as the country generally. The Conurbation has been losing population by net out-migration. And even the extensive " New Greater London Region " as a whole has had only a small net inward balance of migration. Unpublished data used by Mr. Powell for his paper to the British Association, and very kindly made available to us, show that at least 75% of the overall increase in population in the " New Greater London Region " in the 1950's can be attributed to natural increase.

† By the " night population " of any area, we mean all the occupied people living in that area, regardless of where they work. The " day population " includes everybody working in the area, regardless of where they live. In both cases we exclude unoccupied people. (The small number of people recorded in the Census as having no fixed or no stated workplace are counted as working in their boroughs of residence.) The " job ratio " of the area is defined as the number of people in the day population for every hundred in the night population. Thus areas with job ratios of over 100 have a net inward balance of daily migration of labour, those with job ratios of under 100 a net outward balance.

catchment area."* In most directions beyond those limits, one came into a ring of areas that were fairly self-contained in terms of employment and only loosely tied to the Centre. (See also Map 3.)

18. Yet even in 1951, the coincidence of the "official" and the "real" Conurbation boundaries was only very rough. At that time already, a whole wedge of districts in Essex outside the Conurbation, stretching as far out as Southend, depended on Central London for the employment of an eighth or more of their occupied night-time populations. No later data of a comprehensive kind are as yet available on the extent of commuting. But there can be no doubt that Central London's "daily sphere of influence" has spread still more. Employment in the new zone of expansion outside the Conurbation has increased side by side with the growth of population. But while steady losses of population have been recorded within most of the Conurbation, the volume of employment there—especially in the Central Area and in the existing suburban industrial concentrations—has been growing.† This further widening of the gap between homes and jobs can only have resulted in still more, and still longer, journeys to inner London from the peripheral areas of the region and beyond.‡

III. SOCIO-ECONOMIC ZONES OF THE CONURBATION

The Analysis of the Conurbation's Structure

19. The need to base the analysis of the patterns of socio-geographic differentiation in Greater London on statistics for local authority areas raises certain problems. Local authority areas are the smallest units for which a full range of Census data is published. But they vary greatly in size; and they are, on the whole, so large that there will often be considerable socio-

---

* It will be seen from Map 2 that, by the criterion of daily commuting to the Central Area, the Greater London Review Area is more "realistic" than the Census Conurbation. But by the same criterion, Leatherhead, and quite possibly also Sevenoaks, Benfleet, Rayleigh and Amersham, should qualify for inclusion in "Greater London," while the case for the inclusion of Dartford, on the other hand, is not so obvious. The difficulties of defining the "real" limits of Greater London, even at one point of time, are further emphasised in the case of the relatively "self-contained" industrial suburbs: if Hayes and other districts of industrial West Middlesex are included, why not Slough, for instance?

† These statements about the growth of employment since 1951 are based on unpublished data made available by Mr. A. G. Powell, and collected by the Research Section of the London Technical Branch of the Ministry of Housing and Local Government. The detailed figures are not fully comparable, in terms of areas and period, with the data on population changes presented here, and are therefore not shown. But the trends which they reveal are clear.

‡ The number of passengers arriving in "Central London" by public transport alone, between 7 and 10 a.m. every morning, rose from 1,093,000 in 1949 to 1,110,000 in 1953, and 1,142,000 in 1955. Ministry of Transport, Committee for Staggering of Workings Hours in Central London, Crush Hour Travel in Central London 1958, p.6. (The definition of Central London is not exactly the same as that used in our study.)

economic differences within the boundaries of individual authorities.* Such difficulties cannot be avoided in the absence of data for small, homogeneous districts (such as the census tracts of American Census statistics). Yet the problems of demarcation in fact prove to be far less important than might be thought. The main lines of differentiation in the Conurbation emerge fairly sharply, even on the basis of the relatively crude material which it has been necessary to use. The internal composition of many local authority areas is "mixed" in social and economic terms; but the mixture itself follows distinct, repetitive patterns: whole clusters of local authority areas are found side by side, which have clearly similar features. The Conurbation thus shows a definite structure of internal socio-economic differentiation; it is not a chaotic patchwork.

20. It has therefore been possible, on the basis of a detailed analysis, to divide the Conurbation into sixteen socio-geographical zones; and these in turn can be grouped into a small number of major types of zone, each of which has distinct social and economic characteristics. The main criteria on which this classification was based were—in the first instance—class composition, the net daily balance of inward and outward movements to work, and the degree of dependence on employment in Central London. But other characteristics, such as industrial structure and the extent of employment among married women, are closely related to these factors. A classification of this kind must inevitably conceal minor local variations; and in a few cases there was doubt about the allocation of a "borderline" local authority to one or the other of two adjoining zones.

21. These zones are shown in the Map on page 679, and some of their basic characteristics are summarised in Table 2. (Details of their composition are given in the attached List of Local Authority Areas.) A small group of boroughs in Central London forms the main employment zone of the Conurbation, and has a dense concentration of jobs: the occupied night population is less than a quarter million, but the occupied day population is over one and a quarter million. (Zone A.) Adjoining the Centre on its western side is a zone of very mixed social character, in which high-class residential districts mingle with lodging house areas and long-established pockets of poverty, and into parts of which the retail stores and offices of the Centre have spread. (Zone E.) On all other sides, the Centre is surrounded by working class zones, radial extensions of which have thrust outwards to the north-east, the east and

---

* The range of population sizes for the 95 local authority areas of the Census Conurbation, to which the analysis is confined, was as follows in 1951:

Enumerated Population, 1951	*No. of Local Authority Areas*
5,000- 25,000	9
25,000- 50,000	18
50,000- 75,000	26
75,000-100,000	12
100,000-125,000	11
125,000-150,000	5
150,000-200,000	8
200,000-330,000	6
Total Areas	95

The internal heterogeneity of many areas is illustrated by the fact that, while there are boroughs which can clearly be described as "solidly working class"—those of the East End, for instance—there are none which are equally "solidly middle class": the local authority area with the highest proportion of occupied and retired men in social classes I and II in the Conurbation is Coulsdon and Purley, with just over 45%. (Chorleywood in the Greater London Review Area, but outside the Census Conurbation, has 52%.) It is obvious that if data were available for smaller districts, it would be possible to identify many far more "solidly middle class" localities.

the west. These working class areas generally show a good deal of industrial development, or are otherwise close to the main centres of employment. They form a broad axial belt, running from edge to edge along the east-west diameter of the Conurbation, and fanning out to the north-east up the valley of the River Lea. (Zonal Groups B and C.) This belt divides the main middle class zones of Greater London from each other. The extensive middle class zones in the southern and northern parts of the Conurbation are residential rather than industrial in character, and relatively large numbers of commuters travel from them into Central London every day. (Zonal Group D.)

22. The boundaries of the zones are "natural" social boundaries, and have not been drawn to coincide with the boundaries of the administrative counties. Even so, the administrative boundaries do to a considerable extent follow important "real" lines of division. The County of London, in particular, stands out as having a distinct social identity. The zones of Groups A, B and E form the old metropolitan core of the Conurbation; together they make up the major part of the County of London, and are clearly distinct, for example, from the suburbs of North Middlesex (DIII). To the south, however, the inner areas shade more gradually into the suburbs; and Zones CII and DI, like CV to the west, include some boroughs of an intermediate character, which are part of the Administrative County of London. The Broad outer belt of southern suburbs (Zones DIV and V) is, of course, quite different in character from the inner metropolitan zones of the County of London.

Table 2: Conurbation Zones, 1951. Social Class, Job Ratios and Commuting to Central London

	Enumerated Population (000's)	*Percentage of Occupied and Retired Males in Social Classes I and II*	*Job Ratios*	*Percentage of Occupied Night Population Working in Central London*
A. CENTRAL LONDON	379	22	556	80
B. INNER WORKING CLASS ZONES				
BI: East End/South Bank	375	8	159	23
BII: North-East London	465	10	78	34
BIII: Inner South Lodon	725	14	75	29
C. MIDDLE AND OUTER ZONES OF RELATIVELY LOW SOCIAL STATUS				
CI: Northern Thamesside	484	9	89	15
CII: Southern Thamesside	312	16	99	14
CIII: Lea Valley	569	15	77	17
CIV: Outer West Middlesex	413	18	87	9
CV: Industrial West London	426	16	117	19
CVI: Northern Fringe	61	19	93	7
D. MIDDLE AND OUTER ZONES OF RELATIVELY HIGH SOCIAL STATUS				
DI: Southern "Intermediate Zone	1,135	22	57	26
DII: North-East Suburbs	346	27	51	24
DIII: North-West Suburbs	1,217	29	62	26
DIV: Southern Suburbs	701	34	61	28
DV: South-Western Suburbs	300	30	80	17
E. WEST END AND HAMPSTEAD	440	31	80	39
ALL CONURBATION	8,348	21	104	27

NOTE: The occupied night population of a zone includes all occupied people living in the zone. The job ratio is defined as the number of people working in the zone, for every 100 of the occupied night population. Zones with job ratios, say, between 80 and 119 thus have an approximate balance of night-time and day-time population. (Zones BII and III, the zones of Group C, and Zones DV and E belong to this category, or very nearly so.) Those with higher job ratios are employment zones, which have a relatively large net daily import of labour. (Zones A and BI; Zone CV is the only other zone with a job ratio of over 100.) Those with lower job ratios are residential zones, with a relatively large net daily export of labour. (Only Zones DI-IV belong clearly to this category.)

Zone DI is both geographically and socially intermediate between the working class zones of inner London and the outer middle class zones to the south.

23. The following sections describe the various features of this pattern in greater detail.

The Class Map of Greater London

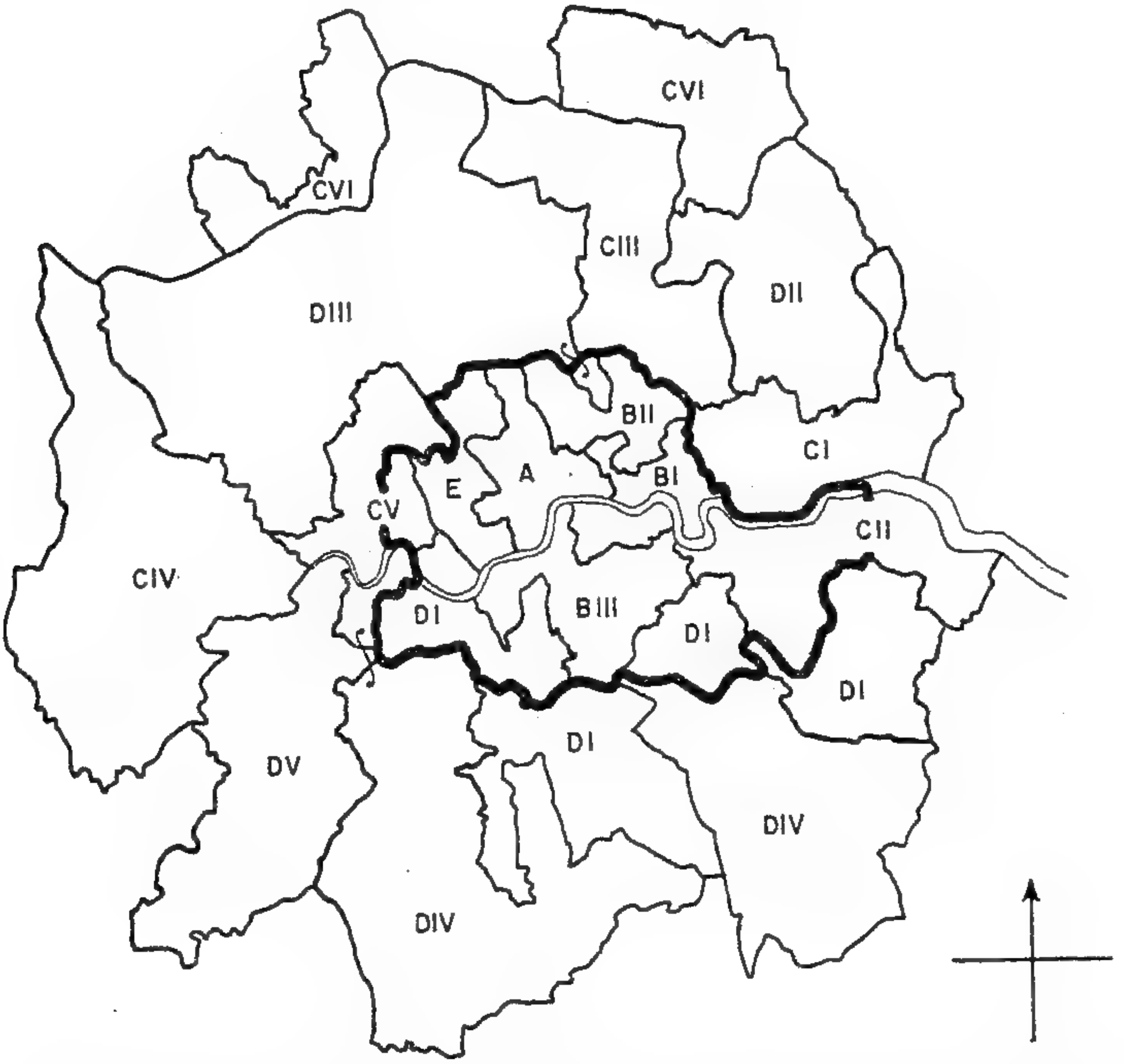
24. The structure of many cities in Europe and America reveals the historical pattern of the process of suburban-ward migration, with ring beyond ring of successively higher social status as the distance from the centre increases.* The outline of such a series of concentric zones can also be seen in Greater London today, especially south of the Thames. (See Map 4.) But private and municipal housing development has extended the East End far out into the suburbs to the east and north, and turned West Middlesex into a more or less continuous band of working class or socially intermediate districts, reaching right to the Conurbation boundary. Even so, many of these suburban areas have a higher proportion of skilled workers, and a rather larger middle class element, than the inner working class boroughs.† New public housing built on the outskirts of the Conurbation in the 1950's has clearly pushed the frontiers of working class suburban development still further out, often in the directions previously established. Thus the London County Council has opened large new estates beyond the Conurbation boundary in Essex—but also in parts of Surrey, for example, where there has previously been relatively little working class housing development.

---

* Cf. for this country, for instance, Engels' classic description of Manchester in "The Condition of the Working Class in England" (1845); Booth's comments on South London: "This huge population . . . is found to be poorer ring by ring as the centre is approached . . . While at its very heart . . . there exists a very impenetrable mass of poverty" ("Labour and Life of the People, 1889-91, Vol. II, Pt. III, p.406); Ruth Glass's analysis of Middlesborough, "The Social Background of a Plan" (1948); and other urban surveys. The most famous and detailed documentation of a "concentric zone" pattern was in the series of studies of Chicago by R. E. Park and his collaborators: see, e.g. "The City" (1925). The applicability of this scheme to other cities was challenged, among others, by H. Hoyt ("The Structure and Growth of Residential Neighbourhoods in American Cities, 1939") and W. Firey ("Land Use in Central Boston, 1947). It will be seen that the three "rival" patterns described by the Chicago School and their critics seem to co-exist in the Greater London of today—concentric zones, wedge-like sectors along the outward radii, and a firmly maintained inner enclave of relatively high social status. Translated into modern terms, Booth's description of South London is still applicable there.

† See page 679.

Conurbation Zones



For zone numbers, see Table 2 *County of London Boundary*

---

† The proportion of occupied and retired males in social classes I and II of the Census (that is, broadly speaking, of professional, administrative, executive, managerial and higher clerical status) is, of course, only one possible measure of social status. Various others were also used in the initial stages of this study, and gave results that, on the whole, were fairly similar. To strike a balance between the main alternative measures, a combined index (based on the proportions in classes I and II and the reciprocals of the proportions in classes IV and V, each expressed as a percentage of the corresponding average for all Greater London) was also constructed; but the results, though technically perhaps rather more satisfactory, are not presented here, since the differences between them and those based on the proportions in classes I and II alone were generally too small to justify the use of a measure which was a mathematical construct with no immediate, everyday meaning. However, considerable discrepancies between the various indices were apparent in the case of two types of area: in parts of the Northern Fringe (Zone CVI) where exceptionally high proportions in class IV were found, without doubt accounted for by agricultural workers in this semi-rural zone; and in the western boroughs of the Centre and in the West End, whose peculiarities are discussed in the text. It should be noted that the descriptions " working class," " intermediate " and " middle class " are used as shorthand terms for areas below, around and above the Conurbation average respectively in terms of social status. As pointed out earlier, there are no local authority areas in the Conurbation in which classes I and II form more than half the adult male population.

25. The western districts of the Centre and the boroughs of the West End and Hampstead Zone are the only parts of inner London in whose population one finds a large upper and middle class element. In fact, however, no single index of status is by itself sufficient to describe their unusual social composition: if their status is assessed instead by the proportion of semi-skilled and unskilled workers in their population, these boroughs rank much lower on the social scale. They are districts in which there are marked social contrasts of a long-established kind. Fashionable houses are often found nearby to working class houses; districts of high prestige are adjacent to localities that would be shaded blue or black on any contemporary "poverty map" of London. Social frontiers are fluid. Thus today, the edges of working class pockets there are often being whittled away by the building of luxury flats and the conversion of old houses, cottages and mews for middle class occupation.

The Distribution of Employment*

26. Th distribution of employment in Greater London follows a simple pattern. (See Map 4 and Table 3.) Nearly 29% of all the jobs in the Conurbation are concentrated in the Central Area, while only 5% of the night population live there. The boroughs of the adjacent East End and South Bank Zone form a subsidiary employment centre, with many more jobs than there are local people to fill them. A few other districts also show "job ratios" of well over 100, and thus have a net shortage of resident labour. Acton, Brentford and Hayes in Middlesex are the most important of these smaller centres of employment; they are the focal points of a whole group of industrial boroughs, stretching westwards from the County of London to the Conurbation boundary, in which the volume of employment as a whole roughly balances the size of the local labour force. In the eastern half of the Conurbation, too, a wedge of such "balanced" boroughs extends down-river from the East End and South Bank employment centre; and another runs northwards up the Lea Valley.

27. The rest of the Conurbation is predominantly residential in character. The net surplus of resident labour is greatest in two wide arcs that sweep through the northern and southern suburbs: most districts there have sufficient local employment for no more than two thirds of their night population—often much less.

---

* Much of the material for the following sections on employment and journeys to work was collected in an earlier analysis undertaken by the Social Research Unit, Department of Town Planning, University College London, the forerunner of the Centre for Urban Studies. The results of that study were published in two articles in *The Times*, June 18th-19th, 1956, by Ruth Glass, who initiated and directed the enquiry; and in a subsequent article in the *Town Planning Review*, April, 1957, by J. H. Westergaard. These articles dealt in detail with changes in the patterns of employment and workplace movements between 1921 and 1951, and with the implications of the results of the analysis for planning policy—both aspects which are only lightly touched on here. The earlier material has, however, been supplemented in various respects; the new data are incorporated in the present report.

Table 3: Conurbation, 1951—Night and Day Populations of Local Authority Areas of Different Type; and Local Recruitment of Labour

Types of Local Authority Areas	*Occupied Night Population*		*Occupied Day Population*		*Average Job Ratio*	*Per Cent. of Day Population living close to Workplace (in same or adjacent L.A. area)*
	000's	%	000's	%		
EMPLOYMENT AREAS						
Central London	225	5.4	1,252	28.6	556	24
E. End/S'th Bank	204	4.9	324	7.5	160	50
Other Employment Boroughs	127	3.0	186	4.3	146	72
BALANCED AREAS	1,133	26.9	1,053	24.1	93	78
RESIDENTIAL AREAS	2,505	59.8	1,550	35.5	62	83
ALL CONURBATION	4,194	100.0	4,365	100.0	104	61

Note: Central London and the East End/South Bank groups are Zones A and BI of the zonal classification. "Employment areas" are local authority areas with job ratios of over 120—i.e., with 120 or more people employed by day for every 100 occupied people who live there by night; "balanced areas" those with job ratios from 80 to 119; and "residential areas" those with job ratios below 80.

28. The employment distribution or "job ratio" map corresponds closely to the "class map" of the Conurbation. (See also Table 2.) Except for the western boroughs of the Central Area, the main centre of employment and the "balanced" districts which form their extensions are almost all of working class or intermediate social composition. Such "residential" working class boroughs as one finds, moreover, are generally close to areas in which a good deal of employment is available. In contrast, most middle class districts are suburbs of a relatively marked "dormitory" character.

IV. JOURNEYS TO WORK

Daily Links with the Centre

29. The Central Area draws its labour from all over Greater London and from many districts beyond the officially recognised boundary of the Conurbation. Already in 1921, a third of the people working in Central London travelled in every day from homes in the suburbs outside the County of London. While the population of the inner areas fell sharply during the next thirty years, employment in the Centre expanded. By 1951, the Central boroughs were drawing half their day-time labour force from outside the County of London: indeed, a third then came from the outer suburban ring of the Conurbation and from areas even further away, as compared with a sixth in 1921. (See Tables 4 and 5.) Today, still larger numbers of people are travelling long distances to jobs in Central London. A smaller stream of commuters converges on the adjacent employment boroughs of the East End and the South Bank: the "daily catchment area" of this subsidiary centre is much narrower than that of the Central Area, but it extends well out to the north-east and south-east, with much of suburban Essex falling clearly within its range.

Table 4: Night and Day Populations of Different Geographical Rings of Conurbation, 1921 and 1951

Geographical Rings of Conurbation	*Occupied Night Population*			*Occupied Day Population*			*Job Ratios*	
	1921 (000's)	1951 (000's)	*Per Cent. Change*	1921 (000's)	1951 (000's)	*Per Cent. Change*	1921	1951
LONDON A.C.								
Central London	325	225	— 31%	1,175	1,252	+ 7%	361	556
Rest of London A.C.	1,849	1,556	— 16%	1,510	1,354	— 10%	82	87
All London A.C.	*2,174*	*1,781*	*— 18%*	*2,685*	*2,606*	— 3%	*123*	*146*
CONURBATION OUTSIDE LONDON A.C.								
Inner Ring	853	1,099	+ 29%	579	855	+ 48%	68	78
Outer Ring	481	1,314	+174%	357	904	+154%	74	69
Both Out-County Rings	*1,334*	*2,413*	+ *81%*	*936*	*1,759*	+ *88%*	*70*	*73*
Total Conurbation	3,508	4,194	+ 20%	3,621	4,365	+ 21%	104	104

Table 5: Origin of Occupied Day Population of Central London, 1921 and 1951

Coming from Homes in	1921 000's	1921 %	1951 000's	1951 %
London A.C.	777	66	634	50
Conurbation outside London A.C.: Inner Ring	205	17	239	19
Conurbation outside London A.C.: Outer Ring	100	9	257	21
Areas beyond Conurbation	93	8	122	10
TOTAL DAY POPULATION OF CENTRAL LONDON	1,175	100	1,252	100

Note: In both tables, the "Inner Ring" of the Conurbation outside the County of London is defined as the ring of local authority areas adjacent to the County, while the "Outer Ring" comprises the rest of the Conurbation.

30. The dense concentration of jobs in the inner boroughs thus generates long-distance commuting on a massive scale. But journeys to work are otherwise mainly short and local in character. Even employment boroughs, outside the Central Area and the East End/South Bank group, draw nearly three quarters of their labour from within their own boundaries or from adjoining districts; and the degree of local labour recruitment is, of course, still higher in the case of balanced and residential boroughs. (Table 3, final column.)* Detailed examination, moreover, shows that even "non-local" labour in these cases comes mainly from areas that are nearby, though not immediately adjacent, to the borough of work.

---

* Since local authority areas are not closed communities, there is, of course, a good deal of daily movement in both directions across borough boundaries. Even the "residential" districts meet, on average, only about 60% of their labour requirements from within their own boundaries; and even the Central boroughs retain only a similar proportion of their night population within their own boundaries during the day.

31. There are thus two main types of journey to work—local and centripetal. Almost four and a half million people travelled to work every morning in 1951, within the Conurbation or across its boundaries in either direction. But over six in every ten of them went to jobs inside their home boroughs or in adjacent areas. Of the remainder, well over half—a total of nearly one million commuters—travelled to workplaces in the Central Area; another 160,000 or so went to jobs in the East End and the South Bank Zone, and some 260,000 more to other parts of the County of London. There were very few long daily journeys to destinations outside the County.* (See Table IV of the main *Statement of Evidence*.)

32. It is therefore the Central Area which binds the different parts of Greater London together, But some districts are far more closely tied to the Centre than others. Distance from Central London accounts for only part of such local variations. More important are differences in employment capacity and social composition between the individual areas. Thus the working class and socially intermediate suburban zones of Group C (Table 2) have much local employment available, and send no more than 7% to 17% of their night populations to work in the Central Area. But the middle class suburbs of Group D—with the exception of Zone DV in the southwest, where there is a fair amount of local employment centred on Kingston—have a considerable surplus of resident labour; they depend on Central London for the employment of a quarter or more of their night populations.

33. The suburbs of Greater London, therefore, take a variety of forms. None is fully " dormitory " in the extreme sense of the term; but the stereotype clearly fits the middle class suburbs best—and in fact only those. The working class suburbs of Essex, for example, are more nearly self-contained, though they do send considerable numbers of people to work every day in the Centre and the East End. Outer West Middlesex (Zone CIV), on the other hand, has only the most tenuous daily links with inner London. Its relative isolation is accentuated by the fact that the underground railway network only barely touches the fringes of this zone. In other ways, too, West Middlesex seems distinct from other parts of the Conurbation: its rapid growth since World War I does not appear to have been due primarily to the settlement of people moving out from inner London. Less than a quarter of the 1951 population of Hayes, for example, was born in the County of London. By contrast, in an area like Dagenham in Essex, which grew rapidly in the same period through the rehousing of East End families on the Becontree estate, more than 40% of the population in 1951 was London-born.

34. The Conurbation's middle class population lives mainly in suburbs which have less local employment to offer than other areas; and the professional, administrative and executive jobs on which this population depends remain strongly concentrated in inner London—far more so than other types of employ-

---

* The pattern of commuting is thus simpler, and the planning problems involved are more clear-cut, than it has often been thought. Writing in his *Greater London Plan* 1944 about the distribution of industry and population in the new suburban areas of the region, for example, Sir Patrick Abercrombie said: " Unfortunately, whilst industry has, in the main, developed on the west side of London . . . the principal labour supply has remained in the east and south-east . . . giving rise to a deplorable divorce between place of work and residence and an excessive daily journey to work." (p.44). In fact, the main industrial boroughs in West Middlesex to which he was referring recruited the vast bulk of their " outside " labour in 1951 from districts in the vicinity: long-distance commuters from the eastern and south-eastern areas in Essex and Kent in no case numbered more than some hundreds. Statements of a similar kind are still made in the discussion of London's planning problems. (Sir Patrick Abercrombie does not appear to have used the Census data on journeys to work in 1921 for his report; contemporary discussions often fail to take account of the more extensive and up-to-date statistics now available.)

ment. Over 40% of the Conurbation's jobs for men of social classes I and II (as defined in the Census) are located in the Central Area, but less than 25% of the jobs for men of other classes. Middle class people thus account for a high proportion of the long-distance commuters who travel to Central London every morning. And as they stream in, the social composition of the Central boroughs is transformed: social classes I and II account for just over a fifth of the Central Area's male night-time population—but for more than a third of its male day-time population. In the working class boroughs of the East End and South Bank, this kind of daily social transformation is still more striking: the share of classes I and II in the occupied male population doubles from night to day, as business men and professionals come in to work. The same is true of many other working class areas. In the middle class zones of the Conurbation, in contrast, the process is reversed: there is a shortage of local employment opportunities for men of all classes; but the shortage is especially marked for men of social classes I and II.

Industrial Structure

35. Examination of the Conurbation's industrial structure throws more light on the local variations in employment opportunities. Two main groups of economic activities can be distinguished, which together account for just over four-fifths of total employment in Greater London: service industries—distribution, finance, administration, and professional and personal services of all kinds—in which no less than 50% of the day-time labour force is engaged; and manufacturing industries, with 31% of the total. In addition, building, public utilities, transport and communications together account for a little under a fifth of all employment. Transport is strongly represented in the main dockside boroughs, some central and near-central boroughs and a few suburban districts. But the local variations in the importance of these smaller groups otherwise show no features of general interest; particular suburban concentrations of building employment in 1951, for example, were no doubt of a temporary nature. Variations in the relative size of service and manufacturing industries, on the other hand, are marked, and coincide closely with the general pattern of socio-economic differentiation in the Conurbation. Agriculture is of no significance, except in the semi-rural eastern corner of the " Northern Fringe " Zone.

36. Outside the Central Area and the West End, the share of service industries in total employment is greatest in the middle class " residential " suburbs of Zonal Group D. (See Table 6.) Between 50% and 60% of the jobs available there are in service trades, only a quarter to a third in manufacturing. These proportions are almost reversed in most of the working class and socially intermediate zones. There are, however, no consistent differences in the volume of local service employment per thousand of the resident population, as between the middle class suburbs of Group D and the working class and " intermediate " suburbs of Group C: the ratios range from 112 to 222 per 1,000 in Group D and from 126 to 214 per 1,000 in Group C. In fact, new residential development of all kinds inevitably brings with it a substantial growth of employment in local services.* But in the middle class suburbs, employment of other kinds has failed

---

* It is perhaps surprising that middle class suburbs, with their greater wealth, have not actually generated more local service employment per head of population than working class suburbs; and that—as shown by other data which are not presented here—the value of retail sales per head of population is not substantially greater in the former than in the latter. But it seems likely that middle class " suburbanites " use the services concentrated in the Central Area and the West End more extensively than do working class " suburbanites "; indeed, this is virtually certain to be the case, if only because middle class people far more often have their jobs in the Centre.

to expand at a commensurate rate. (None of the Group D zones employs as many as 100 people in manufacture per 1,000 of the resident population, while the corresponding ratios for Group C vary between 150 and nearly 300.) Working class suburban housing, on the other hand, has grown up around industrial concentrations, or has attracted manufacturing industry at a later stage.

Table 6: Conurbation, 1951—Employment in Service and Manufacturing Industries

Conurbation Zones	*Percentage of Day Population Engaged in*	
	Services	*Manufacture*
A: Central London	65	19
BI: East End/South Bank	36	41
BII: North-East London	38	45
BIII: Inner South London	48	26
CI: Northern Thamesside	29	46
CII: Southern Thamesside	37	47
CIII: Lea Valley	34	54
CIV: Outer West Middlesex	36	44
CV: Industrial West London	35	48
CVI: Northern Fringe†	32	36
DI: Southern " Intermediate " Zone	51	28
DII: North-East Suburbs	49	30
DIII: North-West Suburbs	50	33
DIV: Southern Suburbs	54	26
DV: South-Western Suburbs	60	23
E: West End and Hampstead	68	13
ALL CONURBATION	50	31

† Semi-rural zone, with 17% of day population employed in agriculture and related activities.

Services: Orders XX to XXIV of the Census industrial classification, plus VII, 81; XII, 149; and XV, 186, 189.

Manufacture: Orders III to XVI, minus sub-groups added to Services above.

Apart from a negligible proportion engaged in agriculture and related activities, the remainder of the Conurbation's day population work in building, public utilities, transport and communications.

The Central Area and Greater London's Planning Problems

37. As has already been shown, middle class jobs remain strongly concentrated in Central London. And this is not surprising. Only 19% of the total volume of employment in the Centre is recorded under the heading of "manufacture"; the real proportion is considerably lower than this, since the figures include under that heading the head offices of manufacturing firms, so many of which are located in Central London. Thus the vast bulk of employment in the Centre is in services of all kinds: government departments and business offices, financial organisations, wholesale concerns and retail stores, institutions of law and learning, professional bodies and the headquarters of associations and societies. All these are generally tied by their very functions to central locations, and to proximity to each other. Certain routine activities can no doubt be split off and moved out: the cost of central sites, traffic congestion and difficulties in recruiting clerical labour act as incentives to such voluntary decentralisation. But as fast as this happens, employment expands in activities that cannot be decentralised. Such growth is inevitable in a generally expanding and increasingly specialised economy. From 1921 to 1951, the number of jobs in the Central Area increased by 7%—and this despite a heavy reduction of employment in the eastern districts through bombing during World War II. (See Table 4.) The growth of central employment has continued since then.

38. Side by side with this, there has been a steady outward movement of non-central employment to suburban sites that are cheaper and less confined than those available in the inner areas. (See Table 4 for the period 1921-51.) Post-war planning measures have guided a certain amount of this movement to New Towns and "expanded towns"; but the movement itself is not new, and even in recent years much of the expansion of suburban and peripheral employment has taken place in or near those areas in which there were already large concentrations of industry: the existing patterns of economic differentiation are thus apparently being reinforced. Yet this outward movement of manufacturing industry, whether planned or unplanned, does nothing to solve the basic problems of the region. These problems arise from the continued and inevitable expansion of employment in the metropolitan centre—the only zone of Greater London that generates long-distance commuting on a really large scale—while the people who work there move further and further out. The problems will become more acute, unless the outward shift of population is checked and reversed.

The Employment of Women

39. The price of suburbanisation must be counted not only in terms of the cost of long journeys to work, but also in terms of a restriction of employment opportunities and a waste of potential labour. This waste is most obvious in the case of married women. There are considerable variations within the Conurbation in the extent to which married women go to work outside their homes;* and these variations again closely follow the general pattern of socio-economic differentiation already described. In the inner zones of Groups A, B and E, some 35% to 40% of all married women are employed; in the suburban working class and socially intermediate zones of Group C, the proportion varies from about 25% to 35%; and in the middle class "dormitories," it falls to between 15% and 25% approximately.

40. Local variations in the ages of married women, and in the extent to which they may be tied to their homes by small children, play only a small part in explaining these differences. For such demographic variations between the zones are generally slight, except in the case of the Centre and the West End.† It is possible that, irrespective of the employment opportunities available, working class wives are more inclined to look for jobs outside their homes than are middle class wives: this can probably account for some of the differences found. But far more married women in the East End and other inner working class zones are at work than is the case in the suburban and semi-suburban working class districts of the Thamesside zones, for example. And far more married women in the West End have jobs than is the case among those who live in the suburban middle class zones of the Conurbation: the difference here is so large that it seems

---

* No analysis is presented of the extent of employment among unmarried women. For most unmarried women, are, in fact, occupied. The number of single women, divorced women and widows living in the Conurbation who had jobs in 1951 was equivalent to 90% of the total unmarried female population aged 15-59; for married women, the corresponding figure was 34% (or 29% of all married women regardless of age).

† Unfortunately, no data are available on the age composition of occupied married women in individual areas, so that no precise analysis of this point is possible. This does not affect the general conclusion, however. Differences in age structure may nevertheless help to explain some of the detailed variations in the employment of married women as between particular local authority areas: thus when only 18% of the married women in Chigwell were occupied in 1951, this may well have been due in part to the fact that the population there—where a large new London County Council housing estate was opened a few years before—was an exceptionally young one with a high proportion of small children.

doubtful whether the unusual age structure of the West End can account for more than part of it. No doubt the inner areas tend to attract families and married couples in which the wife is particularly anxious to take a job. This cannot change the general conclusion that differences in local employment opportunities are of major importance in explaining the striking variations found in the extent of employment among married women. It is true that a relatively high proportion of the jobs available in the service trades of the middle class suburbs are jobs for women. Nevertheless, the total volume of local employment in these districts is low, for women as for men; it is generally larger in the working class and socially intermediate suburbs; but both the diversity and the volume of employment are, of course, greatest in the inner zones.

41. Women, in general, work nearer their homes than do men. The daily mass movement of long-distance commuters into Central London and nearby inner boroughs is thus overwhelmingly a movement of men. Though no separate figures are available, married women must be especially dependent on local employment ,if they are to go to work at all. For domestic ties as well as low pay prevent them from travelling far every day. Since local employment opportunities are more limited in the outer areas than in inner London, a move to the suburbs therefore often means that the housewife is unable to take a job. A calculation of the cost of the continued outward spread of Greater London must take into account, not only the wastage of potential labour involved for the economy as a whole, but also the financial loss and the frustration involved for the housewives themselves and their families.

V. HOUSING

42. It is not within the scope of this memorandum to present a detailed analysis of the housing situation in the Greater London area. It is, however, worthwhile to draw attention to a few general points about housing conditions, as revealed by the Census of 1951, and about the progress made since then through reconstruction and new development.

43. Housing conditions in 1951 differed markedly as between the old inner areas and the new outer areas. Indeed, the differences between inner London as a whole, and the outlying suburban disstricts of all kinds, were so striking and clear-cut that a detailed description of the variations in housing conditions between the socio-geographic zones hitherto distinguished in the analysis would be neither necessary nor entirely successful in revealing the full range of contrasts in housing within Greater London. A special analysis was therefore made, in which the individual local authority areas—in the entire Greater London Review Area—were classified solely according to their housing conditions in 1951. Two indices were used in combination for this classification: the proportion of households living in dwellings which they had to share with one or more other households; and the proportion of households who, although living in separate dwellings on their own, nevertheless did not have exclusive use of one or more of the main facilities about which information is available in the Census reports—piped water, a w.c., a kitchen sink, a cooking stove or a fixed bath.*

---

* The analysis of housing conditions and housing progress was carried out in its entirety by Mr. Wolf Scott, of the Centre for Urban Studies. The classification of areas in terms of housing conditions was made visually by inspection of a " scatter diagram," in which the local authority areas were grouped according to the two indices. Clusters of areas with broadly similar conditions were thus identified, and subsequently combined to form the four major groups distinguished in the analysis. Five small districts were not readily classifiable, since they had an unusual combination of housing conditions; they have been included with the groups they most closely resembled. (A " structurally separate " dwelling according to the Census definition is a room or set of rooms with separate public access.)

44. The results of this analysis are shown in Map 5. The districts with the poorest housing conditions in 1951 were those of Group 1, those with the best Group 4. Though there are local variations, on average about half the households in Group 1 were living in shared dwellings; and about half the remaining households, living on their own, nevertheless shared, or were entirely without, at least one of the five facilities described above—usually a fixed bath. The corresponding proportions in the districts of Group 4, by contrast, were about 10% and 5% respectively. Group 1 covers the greater part of the County of London and a few districts immediately outside the County boundary, though a small cluster of boroughs in the West End, and some semi-suburban districts in the southern part of the County, were slightly better off on the whole. While these inner areas with very poor housing conditions were predominantly working class in composition, they included also some boroughs of higher social status. They were districts which had generally been losing population heavily—and are still generally doing so. The stock of housing was a good deal more varied in size than that of the new outer areas: the proportions both of large and of small dwellings were usually fairly high, though the total number of separate dwellings was much lower than the total number of households, many of whom, therefore, had to share. In contrast, the districts of Group 4, with good housing conditions, are outlying suburban areas, most of which had been growing rapidly in the preceding inter-censal period. They include both middle class suburbs and others—such as Dagenham and many districts in West Middlesex—of a working class or socially intermediate character.*

45. New housing developments since 1951 have not, in general, modified the contrast between the inner and outer areas of Greater London. The growing suburban districts on the fringes of the Conurbation have received the lion's share of the new dwellings built. Over 40% of the new dwellings built in the Review Area between 1951 and 1958 are in districts in Group4, while the poor housing areas of Group 1 received only a little more than 20% of the total—a smaller proportion than their share of the mere numerical volume of housing in the Conurbation in 1951 would justify, let alone their share of the Region's housing problems. (See Table 7: third column as compared with second column.) Of course, the concentration of new housing in the outer districts is associated with the continued outward movement of population, planned and voluntary. But in this process, the urgent need to improve the physical environment of the old inner parts of Greater London has tended to take second place: for every 1,000 dwellings in 1951 in the districts of Group 1, only 87 new ones were built there between 1951 and 1958; the ratios were similar in Group 2 and 3, but for Group 4 the corresponding figure was 162. (See also Map 6).

---

* We have defined "overcrowded" households as households of 2 or 3 persons with more than 1 person per room, and households of 4 or more persons with more than 1.5 persons per room. In general, overcrowding so defined tends to be more common in the inner, poor housing areas than in the new outer areas, though the working class districts in the suburbs often have more overcrowding than the middle class suburbs.

Table 7: Greater London Review Area—Distribution of Dwellings, 1951; and of New Dwellings, 1951-58

1	2	3	4	5	6
Groups of Local Authority Areas according to Housing Conditions in 1951 (See Map 6)	*Distribution of Dwellings in 1951*	*Disribution of All New Dwellings Built 1951-58†*	*Distributon of Dwellings built 1951-58† by*		
			Private Developers and Housing Associations	*London County Council‡*	*Other Local Authorities*
	%	%	%	%	%
Group 1 worst	28	22	6	45	28
Group 2 ↓	23	18	12	27	20
Group 3	20	18	20	—	21
Group 4 best	29	42	62	28	31
Greater London Review Area: %	100	100	100	100	100
No.	2,304,483	252,762	96,819	40,771	115,172

† For private housing and local authorities other than the London County Council, between 1.4.1951 and 30.9.1958 (Ministry of Housing and Local Government, *Housing Returns*). For London County Council, between 1.4.1951 and 31.3.1958: no later figures had been published by the L.C.C. at the time of analysis (L.C.C., *London Housing Statistics*). The relative achievement of the L.C.C. is thus underestimated in the table.

‡ The London County Council also built 11,057 dwellings outside the Review Area, making a total of 51,828 dwellings altogether during this period.

46. Were it not for new public housing, the problems of the inner areas would indeed be very severe. Less than a fifth of the new dwellings built by private developers in the Review Area during the 1950's are in districts in the two Groups with the worst housing conditions: 12% are in Group 2 and only 6% in Group 1. (Table 7, fourth column.) Local authorities, by contrast, have provided new housing far more equally spread throughout Greater London. Almost a third of all new public housing in the Review Area in this period was in fact built in the inner districts of Group 1. (Table 7, columns five and six.) Indeed, 90% of the total of post-1951 dwellings in Group 1 were put up by the London County Council and the metropolitan borough councils. The housing achievement of the local authorities of inner, metropolitan London has, indeed, been considerable. When we include the dwellings built for Londoners by the London County Council outside its own boundaries, we find that the L.C.C. and the metropolitan boroughs together have provided 27 new dwellings during the period for every 1,000 Londoners resident in the County in 1951, as compared with only about 15 built by other local authorities in Greater London for every 1,000 people living in their areas in 1951. The housing record of the London County Council and the metropolitan boroughs in recent years can thus hardly be quoted to support proposals for the abolition of these established urban local authorities.

VI. THE DEMOGRAPHIC MAP OF GREATER LONDON

Age Structure

47. There are fairly considerable differences in age structure between the different parts of Greater London. It is true that these variations are rarely quite as striking as those found in respect to class composition, industry and employment. Yet to some extent they follow the same territorial patterns. For with their rather higher rates of fertility and mortality, the working class areas of the Conurbation on the whole have younger populations than the

middle class areas. But there are also noticeable differences, in general, between the inner and outer districts of Greater London, irrespective of their social composition. These differences reveal certain patterns of selective migration: the newer suburbs attract a steady stream of young families with children; and some of the inner districts set up a contrary inward movement of young people, for whom the metropolitan centre offers special opportunities.

48. The proportion of children under 15 years old thus ranges from less than 12% in St. Marylebone and only a few percentage points more in some of the other boroughs of the Centre and the West End, to 25% and more in a number of fairly recently developed, outlying suburbs: indeed Chigwell, where a large London County Council estate had been opened shortly before the Census, had 30% of its population under 15 years old in 1951. In such suburbs the proportion of old people aged 65 years or more is sometimes as low as 5%. But the highest proportions of old people are found, not on the whole in the innermost areas, but in some of the established "middle ring" suburbs of predominantly middle class composition, where in a few cases nearly 15% of the population is 65 years or older.

49. The overall pattern of variations in age structure is too complex to be described in terms of the zones distinguished in earlier parts of the analysis. The individual local authority areas have instead been classified for this purpose solely according to the age composition of their populations in 1951. On this basis, over a third of all the local authority areas in the Conurbation show so little deviation in age structure from the average that no further description or classification of them is necessary. These districts generally occupy a wide, but irregular, middle belt of territory between the inner and outer areas of Greater London. The remainder fall into a number of distinct types, whose characteristics are illustrated in the four "age profile" diagrams. The diagrams have been constructed to show the differences in age structure between these various types and the Conurbation as a whole: the proportions of the population of the areas selected as examples, in each particular age group, are therefore given as percentages of the corresponding proportions in the population of all Greater London.*

---

* The following local authority areas are included in the different "age structure types":

Type 1 (*Central and West End Type*):
- (a) City, Holborn, Westminster, St. Marylebone.
- (b) Chelsea, Kensington, Hampstead, Paddington, St. Pancras.

Type 2 ("*Established*" *Middle Ring Suburbs of Intermediate or Higher Social Status*):
- Southgate, Hornsey, Finchley, Wood Green, Wandsworth, Barnes, Wimbledon, Richmond, Kingston.

Type 3 (*East End Type*):
- (a) Finsbury, Shoreditch, Bethnal Green, Stepney, Poplar, Bermondsey, Southwark.
- (b) Greenwich, West Ham.

Type 4 ("*New*" *Outer Suburbs of Intermediate or Higher Social Status*):
- (a) Ruislip-Northwood, Chingford, Orpington.
- (b) Surbiton, Malden & Coombe, Bexley, Potter's Bar, East Barnet, Harrow.
- (c) Wanstead & Woodford, Banstead, Esher, Epsom & Ewell, Coulsdon & Purley, Beckenham.

Type 5 ("*New*" *Outer Suburbs of Intermediate or Lower Social Status*):
- (a) Chigwell, Erith, Cheshunt, Crayford.
- (b) Carshalton, Heston & Isleworth.
- (c) Dagenham, Barking, Feltham, Yiewsley & West Drayton, Uxbridge.
- (d) Hayes & Harlington, Sunbury, Staines, Enfield, Chislehurst & Sidcup.

Note that the classification is based solely on examination of the age structure of the different areas: the areas grouped together as being of the same type do not necessarily form geographical zones. The remaining 37 local authority areas in the Conurbation have not been classified: they closely resemble the Conurbation as a whole in age structure.

50. The Central and West End boroughs of *Type* 1 show an extreme and highly specialised demographic structure, which is most pronounced in the case of sub-group (a): the attraction of large numbers of young people to these districts is strongly evident, as is the very low proportion of children found here. Such specialisation is exceptional. The districts of *Type* 2 are fairly old-established "middle-ring" suburbs, the relatively low fertility and low mortality of whose predominantly middle class populations account for the rather small number of children and large number of elderly people; these areas are concentrated to the north and south-west of the County of London, though others nearby show traces of the same features. *Type* 3 includes most of the solidly working class boroughs of Inner East London: they appear generally to attract a slight excess of young adults (sub-group a), and otherwise show the fairly high proportion of children to be expected in populations with relatively high fertility and mortality; a small rise of the curves in the older age groups suggests the effects of an outward movement of young families, in which the elderly do not take part to the same extent.

51. Common to all the districts of *Age Types* 4 and 5, on the other hand, is the fact that they are young suburbs of recent growth on the outskirts of the Conurbation. They have high proportions of children or adolescents, comparatively few young people in the next age group, and fairly large numbers again in the main parental age groups. Those of *Type* 4 are middle class rather than working class in composition; and this presumably accounts for the fact that their "excess" of children is rather small—most noticeably in the somewhat less recently developed districts of sub-groups (b) and (c). The working class or socially intermediate suburbs of *Type* 5 show deviations from the Conurbation average in the same directions, but with the effects of their higher fertility and mortality superimposed on their age profiles. Chigwell (sub-group a) is an extreme case of a new suburban housing area: a large estate opened by the London County Council shortly before 1951 accounts for its exceptionally marked "double bulge" of children and parents—one that is a good deal more striking than in the case of the other districts with which Chigwell has been grouped. Carshalton (sub-group b) appears to represent the second stage of residential settlement, when the original "bulge" of children has become one of adolescents. Dagenham and others in sub-group (c) show similar features in a less pronounced way. But only the mildest traces of the "unbalanced" age structure of new residential areas are to be seen in the suburbs of sub-group (d), which otherwise closely resemble the boroughs of the inner East End.

52. The particular patterns shown here are thus not stable. As suburban areas "settle down," their age profiles approximate to the average, while new districts still further out assume for a time the features of their predecessors on the moving frontier of the metropolitan region. But the highly abnormal age structure of the Centre and the West End is no doubt a permanent characteristic of an inner zone that offers exceptional opportunities for the young and the unmarried.

Sex Ratios and Marital Status: The Metropolitan Centre

53. More light can be thrown on the interchange of population between different parts of the Conurbation through a detailed analysis, age group by age group, of the territorial variations in the ratios of females to males and of married to unmarried people. In part, of course, such variations reflect differences in social composition. The earlier average age of marriage among manual workers, for example, accounts for the relatively high proportions of

married people generally found in the working class boroughs of Greater London up to the age of 35-44; thereafter the effect of social differences in marriage habits is no longer noticeable. In other cases, differences are seen between middle class and working class areas which appear to be the result, not of class differentials in the modes and risks of life, but of the relative "pull" of such areas of different socio-economic character. The middle class districts of the Conurbation, whether inner or suburban, often tend to attract women from the working class boroughs. The detailed patterns of variations, and thus the movements which they indicate, are very complex and cannot be summarised here. But they suggest the effect of differences in the structure of employment, as between the service trades of the middle class areas, where the proportion of women in the labour force is usually high; and on the other hand, the manufacturing and transport industries of the working class areas, whose demand for male labour is often especially great.

54. More striking, however, are the general differences between the inner and the outer parts of the Conurbation. There is a steady movement of married couples to the suburbs, where the proportion of married people in the adult population sometimes reaches very high levels. The opposing inward movement of young people is one especially of unmarried girls and women. It is a movement directed very largely to the Central Area and the West End, where the concentration of shops and offices, of hotels and boarding houses, of hospitals and other institutions, offers a variety of employment opportunities, to which there is no parallel elsewhere in the Conurbation—or for that matter in the country as as whole. These central and inner western boroughs are indeed unique, not only demographically but also in other respects. They are characterised by marked internal social contrasts. They are the rooming house districts of the Conurbation, with the highest proportions of single people living on their own, or in hotels, boarding houses and institutions. They are the main areas of foreign immigrants, and of visitors from abroad. They form the chief centre of employment and entertainment, to which hundreds of thousands of people travel every day. These inner boroughs represent, in a concentrated form, the diversity and cosmopolitan nature of metropolitan life—its opportunities as well as its pathologies.*

VII. VOTING AT LOCAL AND GENERAL ELECTIONS

55. The average turnout of voters at local elections in Greater London in the 1950's has been only about half as high as that in Parliamentary elections. But the difference in turnout between local and general elections seems to have made rather little difference to their actual results. The County Council and Parliamentary elections of 1955 provide the best opportunities for a comparison, since they were held within two months of each other.† The former gave Labour some 45½% of the total votes cast in the Conurbation, while at the

---

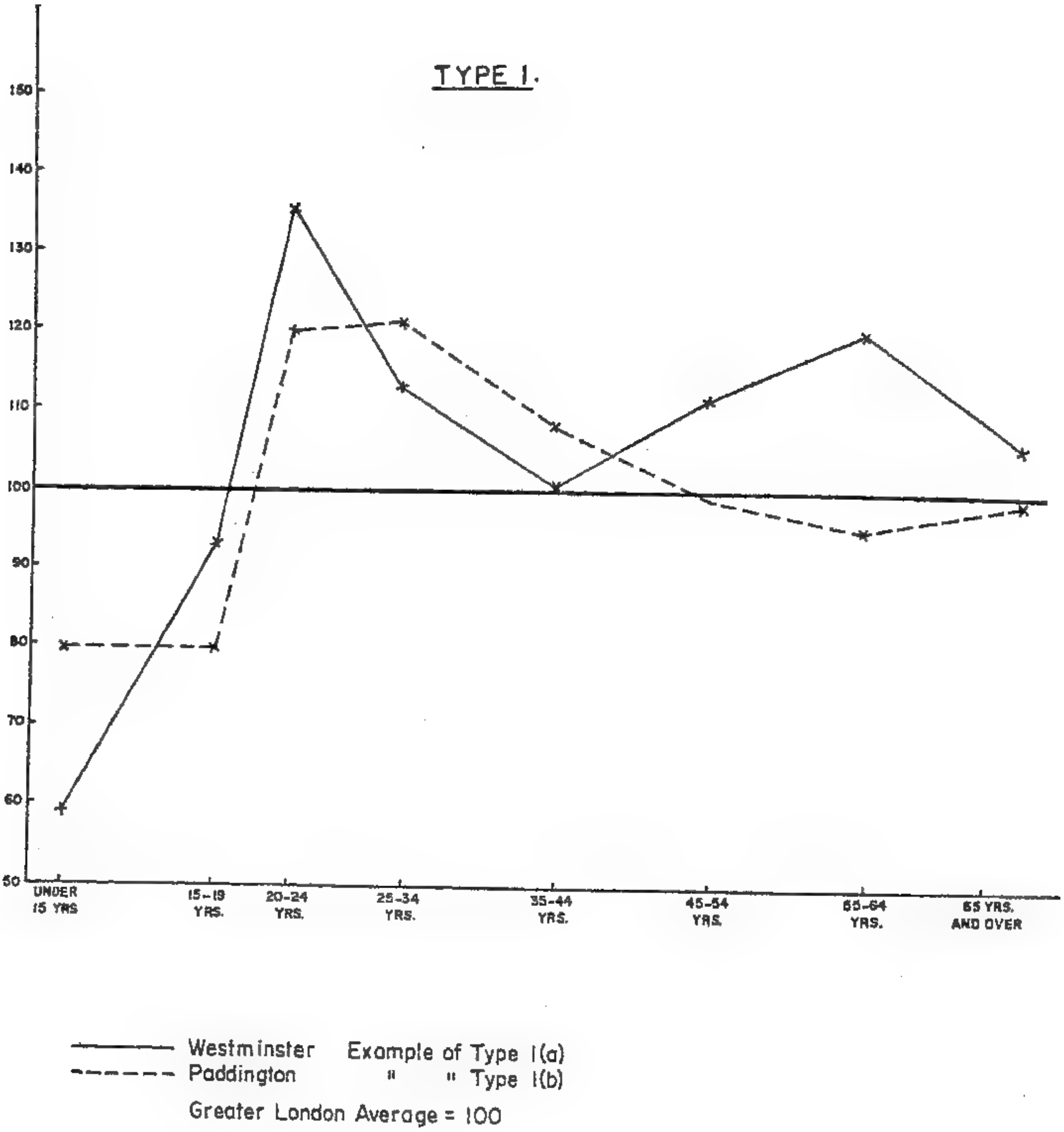
* Suicide rates, for example, are high in the Central and West End boroughs: see P. Sainsbury, *Suicide in London*, 1955.

† Data were obtained on the division of votes between parties at the County Council and County Borough elections, in the Conurbation, of 1952, 1955 and 1958; and at the Parliamentary elections of 1951, 1955 and 1959. The detailed results of the 1959 general election have not yet been analysed, however, except to show the distribution of votes in the Conurbation taken as a whole. No material was collected on party voting in borough and district elections, except in the case of the County Boroughs of West Ham, East Ham and Croydon, whose election results are included with the results of County elections.

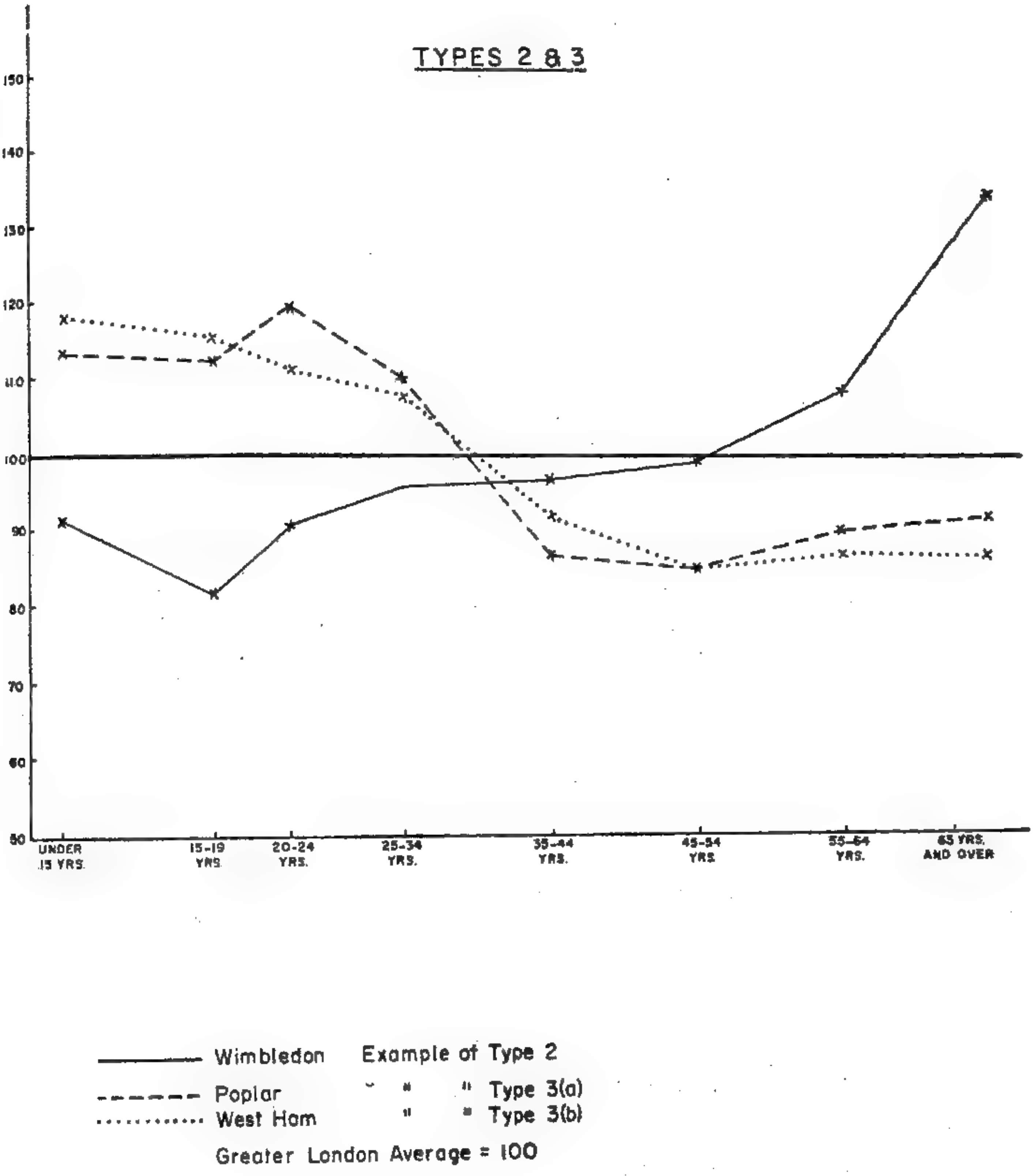
latter Labour's share was about 47%. The difference between the Conservative vote at one election and the other—53% at the County Council elections and 50% at the Parliamentary elections—was equally small, when allowance is made for the virtual absence of Liberal candidates in the local elections. In each individual area, moreover, the distribution of votes between the parties was much the same on both occasions. Only those areas with the most solid and unchallengeable majorities — whether Labour or Conservative — in some cases formed exceptions. In such areas, the majority vote might be still more overwhelming at the local, than at the Parliamentary, election : supporters of the minority party in such districts may consider it less important to register a mere "protest" vote at a County Council election, than to do so at a general election; and their party organisation may not be strong enough to waste its resources on a local election.

56. In recent years, the Conurbation as a whole has been poised between left and right. The Labour vote in the 1950's has ranged from nearly 54% at the County and County Borough elections of 1958, to under 43% at the Parliamentary election of 1959. The votes cast for the Conservatives and their allies have similarly fluctuated between less than 44% and more than 53%—though the latter was reached, not in 1959, but at the local elections of 1955. In the absence of any long-term major shifts in political opinion, an elected authority for all Greater London might therefore be roughly balanced in the political sense. But the actual composition of such a council, and the detailed patterns of voting for it, could not be predicted precisely. For both would depend on the manner in which the boundaries of electoral divisions were drawn : on the ratio of "safe" to "marginal" seats; and on the social composition of "safe" divisions, in which votes for one party or another could "pile up" uselessly, and many potential votes might not be cast at all. Even so, the clear-cut pattern of social differentiation in the Conurbation sets fairly narrow limits to the possibilities of redrawing electoral boundaries in such a way as to alter voting patterns to any substantial extent. For in the early 1950's at least, the political map of Greater London has, in fact, been identical with the social class map. Both at local and general elections, voting closely followed class lines : and it is for this reason that the distribution of votes between parties was so similar in the two cases. It is uncertain how far these earlier class alignments in politics are being maintained today. (As the latest information available on the social composition of the different areas of the Conurbation is that in the 1951 Census, it cannot be used for an analysis, in terms of social class, of the 1959 parliamentary election results.) The geographical pattern of recent changes in voting behaviour in Greater London is not a simple and consistent one. It is, therefore, impossible to predict the political complexion of any new local authorities which might be established in the Greater London area.

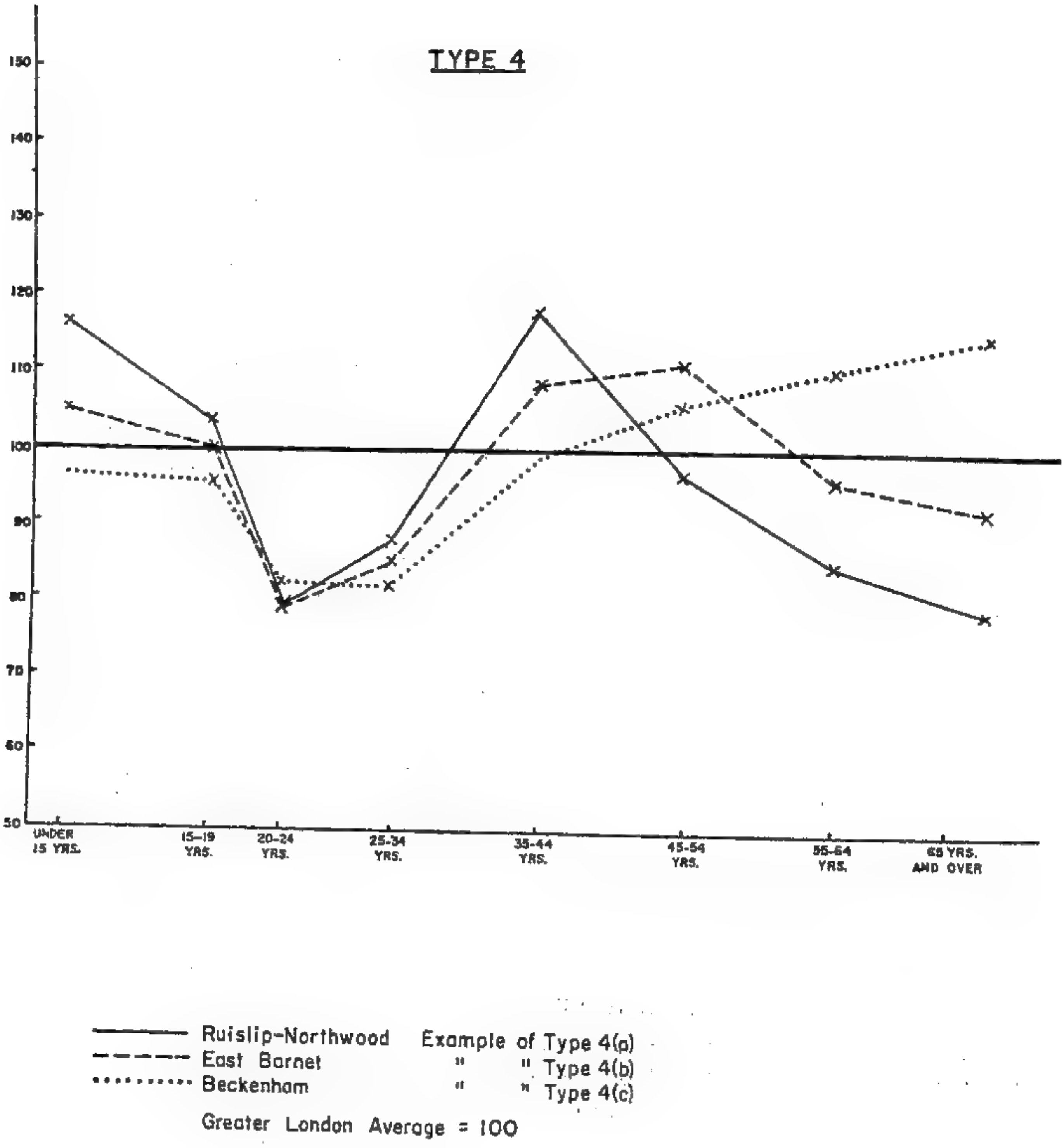
GREATER LONDON CONURBATION, 1951
AGE PROFILES:



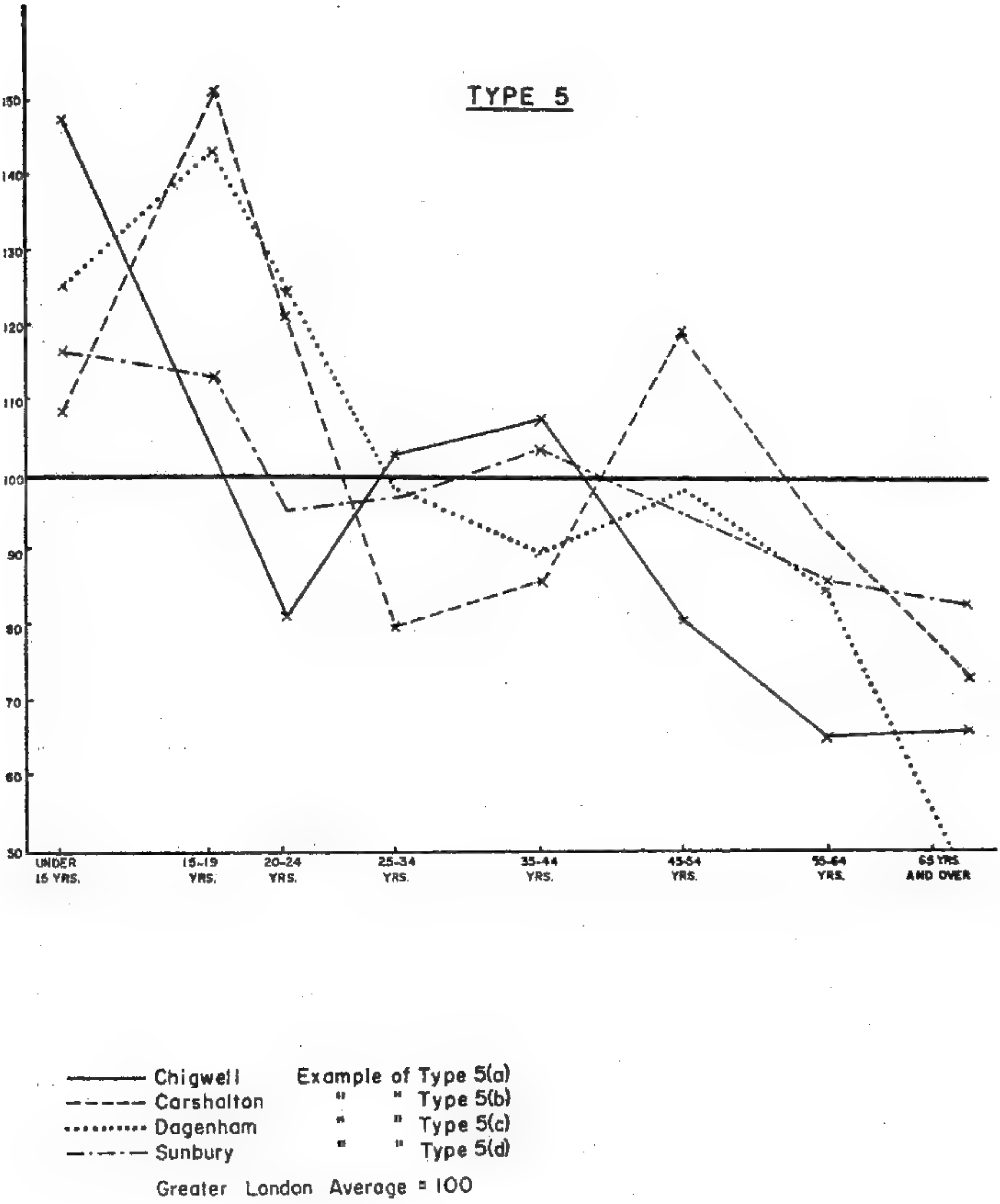
GREATER LONDON CONURBATION, 1951
AGE PROFILES:



GREATER LONDON CONURBATION, 1951
AGE PROFILES:



GREATER LONDON CONURBATION, 1951
AGE PROFILES:



LIST OF LOCAL AUTHORITY AREAS IN AND AROUND CONURBATION OF GREATER LONDON

Local Authority Areas within the Census Conurbation are listed in order of the socio-geographic zones distinguished in the analysis. The numbers are those shown on the maps.

The Counties in which the areas are located are indicated as follows :

L = London
M = Middlesex
E = Essex
H = Herts
K = Kent
S = Surrey
Be = Berks
Bu = Bucks

ZONE A : CENTRAL LONDON

1.	City of London	L
2.	Holborn	L
3.	Westminster	L
4.	St. Marylebone	L
5.	St. Pancras	L
6.	Finsbury	L

ZONE BI : EAST END/SOUTH BANK

7.	Shoreditch	L
8.	Stepney	L
9.	Poplar	L
10.	Bermondsey	L
11.	Southwark	L

ZONE BII : NORTH-EAST LONDON

12.	Bethnal Green	L
13.	Hackney	L
14.	Islington	L

ZONE BIII : INNER SOUTH LONDON

15.	Deptford	L
16.	Camberwell	L
17.	Lambeth	L
18.	Battersea	L
19.	Fulham	L

ZONE CI : NORTHERN THAMESSIDE

20.	West Ham C.B.	(E)
21.	East Ham C.B.	(E)
22.	Barking	E
23.	Dagenham	E

ZONE CII : SOUTHERN THAMESSIDE

24.	Greenwich	L
25.	Woolwich	L
26.	Erith	K
27.	Crayford	K

ZONE CIII : LEA VALLEY

28.	Leyton	E
29.	Walthamstow	E
30.	Tottenham	M
31.	Edmonton	M
32.	Enfield	M

ZONE CIV : OUTER WEST MIDDLESEX

33.	Hayes & Harlington	M
34.	Southall	M
35.	Heston & Isleworth	M
36.	Feltham	M
37.	Sunbury	M
38.	Staines	M
39.	Yiewsley & West Drayton	M
40.	Uxbridge	M

ZONE CV : INDUSTRIAL WEST LONDON

41.	Acton	M
42.	Brentford & Chiswick	M
43.	Hammersmith	L
44.	Willesden	M

ZONE CVI : NORTHERN FRINGE

45.	Waltham Holy Cross	E
46.	Cheshunt	H
47.	Elstree	H
48.	Bushey	H

ZONE DI : SOUTHERN "INTERMEDIATE"

49.	Wandsworth	L
50.	Lewisham	L
51.	Penge	K
52.	Chislehurst & Sidcup	K
53.	Bexley	K
54.	Mitcham	S
55.	Croydon C.B.	(S)
56.	Carshalton	S

ZONE DII : NORTH-EAST SUBURBS

57.	Wanstead & Woodford	E
58.	Chingford	E
59.	Ilford	E
60.	Chigwell	E

ZONE DIII : NORTH-WEST SUBURBS

61.	Stoke Newington	L
62.	Wood Green	M
63.	Hornsey	M
64.	Finchley	M
65.	Hendon	M
66.	Southgate	M
67.	Friern Barnet	M
68.	East Barnet	H
69.	Barnet	H
70.	Potters Bar	M
71.	Ruislip-Northwood	M
72.	Wembley	M
73.	Harrow	M
74.	Ealing	M

ZONE DIV : SOUTHERN SUBURBS

75.	Orpington	K
76.	Bromley	K
77.	Beckenham	K
78.	Coulsdon & Purley	S
79.	Beddington & Wallington	S
80.	Banstead	S

ZONE DIV, continued

81.	Epsom and Ewell	S
82.	Sutton & Cheam	S
83.	Merton & Morden	S
84.	Malden & Coombe	S
85.	Wimbledon	S
86.	Barnes	S

ZONE DV : SOUTH-WEST SUBURBS

87.	Surbiton	S
88.	Esher	S
89.	Twickenham	M
90.	Richmond	S
91.	Kingston	S

ZONE E : WEST END & HAMPSTEAD

92.	Chelsea	L
93.	Kensington	L
94.	Paddington	L
95.	Hampstead	L

AREAS OUTSIDE CENSUS CONURBATION BUT INCLUDED IN ROYAL COMMISSION REVUE AREA

96.	Dartford M.B.	K
97.	Hornchurch	E
98.	Romford	E
99.	Watford M.B.	H
100.	Watford R.D.	H
101.	Rickmansworth	H
102.	Chorleywood	H
103.	Walton & Weybridge	S
104.	Caterham & Warlingham	S

OTHER AREAS AROUND CENSUS CONURBATION (ADJACENT OR NEARBY)

105.	Godstone	S
106.	Reigate	S
107.	Dorking & Horley R.D.	S
108.	Dorking U.D.	S
109.	Leatherhead	S
110.	Guildford R.D.	S
111.	Guildford M.B.	S
112.	Woking	S
113.	Chertsey	S
114.	Egham	S
115.	Windsor R.D.	Be
116.	New Windsor M.B.	Be
117.	Eton R.D.	Bu
118.	Eton U.D.	Bu
119.	Slough	Bu
120.	Beaconsfield	Bu
121.	Amersham	Bu
122.	Chesham	Bu
123.	St. Albans R.D.	H
124.	St. Albans M.B.	H
125.	Hatfield	H
126.	Hertford R.D.	H
127.	Hertford M.B.	H
128.	Hoddesdon	H
129.	Epping R.D.	E
130.	Epping U.D.	E
131.	Ongar	E
132.	Brentwood	E
133.	Thurrock	E
134.	Dartford R.D.	K
135.	Sevenoaks R.D.	K
136.	Sevenoaks U.D.	K

Evidence submitted by

Dr. Peter G. Richards

The University of Southampton

Delegation in London Government

Delegation and local government reform

1. This memorandum is concerned with the distribution of powers between upper and lower tiers of local authorities, and in particular with the system of delegation now in widespread use, with a view to seeing what place, if any, delegation should have in a revised system of government in the Greater London area. The technique of delegation is a major feature in the administrative arrangements of the larger county council—except the L.C.C. It is not a new device. In relation to highways it has been used since the inception of county councils in 1888. But the scale of delegation has grown considerably since the end of the war through the provisions of the Education Act, 1944, the Town and Country Planning Act, 1947, and the Civil Defence Act, 1948. The possibility of still wider delegation has been suggested by the joint report **Local Government Re-organisation** issued in 1954 by the County Councils Association, the Urban District Councils Association, the Rural District Councils Association and the National Association of Parish Councils. Many of its proposals were adopted as Government policy in the White Paper (Cmnd. 161) on the distribution of functions between counties and county districts. More recently some planned extensions of delegable powers have been abandoned or postponed, but the Local Government Act, 1958, added health and welfare services to the range of functions that counties may delegate to the larger non-county boroughs and urban districts.

2. The growth of delegation has been due to a blend of political and administrative convenience. When education and town and country planning were reshaped the need for unified responsibility in the hands of county authorities was accepted and objections from the larger district councils to the loss of functions were met with the compromise of delegation. The partnership that delegation implies has permitted the joint use of the separate qualities of larger and small authorities : backed by their financial resources, the counties undertake the overall planning of delegated services, while detailed administration can be left to district councils, which have a fuller knowledge of local conditions and are more accessible for the general public. These advantages are considerable. Large counties are enabled to shed a great amount of routine while retaining ultimate control of delegated services. County districts are allowed to participate in services that otherwise would be beyond their scope. For Government Departments it has provided an element of flexibility in local government by permitting the organisation of a number of major services to be adjusted to suit local conditions. This flexibility has had the further effect of reducing the urgency of a more general re-organisation of local government structure.

3. In the L.C.C. area the amount of delegation is far less than in the

surrounding counties. Essentially this is because the Metropolitan Boroughs have never had the powers or prestige of urban county districts in other parts of England and Wales. As a result there has not been the same need to compensate them for loss of functions to the County Council.

Operation of Delegation arrangements

4. It is not intended here to describe county powers of delegation in detail.* The essential features of delegation arrangements will be noted. The particular circumstances of each function capable of delegation by counties make it impossible to develop many generalisation about the nature of this process. The legal position, the financial implications and the nature of the co-ordination between district and county officials vary with each case. But two basic conditions are observed. First, the county retains the right to decide major questions of policy. Second, the county retains control of expenditure through the approval of estimates submitted annually by district councils. An agreements between a county and a district to share the administration of a function is embodied in a delegation scheme which is submitted for approval to the appropriate Minister. A similar document governs the work of divisional committees for education. Any dispute over the extent of delegated powers should be soluable by reference to the scheme of delegation. The actual wording of delegation schemes has a degree of importance that may not always have been appreciated when these documents were first drafted. In the case of education the delegation schemes allow counties to issue regulations to determine the way in which delegated functions are to be administered. This power is open to abuse. It is true that such regulations cannot change the extent of delegated functions, but they can have a serious effect on the degree of discretion permitted. On occasion, county regulations have been a source of friction, especially where detailed returns of administrative minutiae have been demanded. Our system of public administration has got into a habit of check and counter-check, admirable in intention, but which can easily be taken to unnecessary lengths. But this problem is not peculiar to delegation.

5. There is, of course, room for dispute on how much discretion should be allowed to those exercising delegated powers. But there is now general agreement that delegation should be as unfettered as possible : the Minister of Housing and Local Government has emphasised this view in the debates on the Local Government Bill of 1958. Of greater significance, perhaps, is that the County Councils Association appear to accept the criticism that some counties have been overgrudging in the measure of freedom allowed (Report of Standing Commitee D on the Local Government Bill col. 102).

6. Two main reasons exist for the watchful attitude of the counties : the need to control expenditure and a desire for uniformity throughout the county. These two factors may, or may not, be related. Uniformity, as such, can be inimicable to the purposes of delegation by frustrating local opinion. Thus in the preparation of the Middlesex development plan for education, the County over-rode the desire of Heston and Isleworth, Tottenham, Twickenham and the divisional executive for South West Middlesex to have secondary technical schools; the desire of Hayes and Harlington to have four-form entry primary schools; the desire of Southgate to have co-education in secondary schools.

---

* These are described and commented upon in Peter G. Richards, "Delegation in Local Government" (Alen and Unwin), J. R. Sampson, "Delegation of Services within Counties" (I.M.T.A.) is largely a statistical survey of the position in 38 counties.

Another example is provided by the attempt of the Kent County Council to insist on detailed standards of architectural control of new buildings under its scheme of delegated planning powers. The evidence recently submitted by the County Councils Association to the Departmental Committee on the public library service shows unfortunately that some county opinion does not yet fully appreciate the need for delegated responsibility to be free and unfettered.

7. Any matter beyond the competence of an authority exercising delegated powers may be subject to consideration by committee(s) at both county and district level. When things go smoothly, little extra difficulty may be caused: when differences emerge, negotiations may be long and tiresome. In the case of new buildings, notably schools, delay is especially vexatious; yet here the range of consultation is wide, for financial, architectural and planning considerations can become acute. On planning applications the views of county and district authorities have sometimes been diametrically opposed, and this has led, on occasion, to two local authorities presenting conflicting evidence at a ministerial enquiry. But a large part of the value of the partnership between counties and districts would be lost if districts were not enabled to express local opinion on policy questions related to, but outside their delegated powers. It is arguable that a late decision is better than a bad decision. Yet does fuller consultation always produce a better decision? The multiplication of committee discussions can remove the sharpness of the sense of responsibility of all concerned.

Financial effects

8. Of necessity, through increasing participation in local affairs, delegation adds to the demands made on the time of elected representatives. It also consumes the time of local government officials and adds to the total of office work. Thus delegation costs time and money. The additional financial cost cannot be assessed precisely. If delegation of a service ends and powers are concentrated at county level, certain administrative expenses will be terminated automatically while others will increase. The same would be true, although the pattern of change will be quite different, if delegation were ended by transferring powers to the lower-tier authority. The effect on costs of hypothetical changes cannot be forecast, but it should not be assumed that the latter alternative would produce economies.

9. How far delegation increases the total expenditure of local authorities is a much wider issue. It involves consideration not merely of administrative cost, but also the effect of delegation on policy. If a public body has the opportunity to spend money without itself having the onus of raising the necessary funds, economy may be a less dominant consideration. Counties are sometimes said to be less conscious of the agonies of ratepaying than are the county districts which have to levy the rate. Divisionsal executives for education and, in a sense, other bodies exercising county powers, are twice removed from the harsh necessity of rate collection. They may also be swayed by specialist enthusiasm. The desire of committee members to maintain high standards of service in their own sector of a county is quite natural. But this tendency can, and does, lead to friction over estimates of future expenditure.

10. An important financial consequence of concentrating powers in the hands of county councils is that a greater degree of rate equalisation is achieved. If the towns outside the L.C.C. area with a population above 60,000 were to have conferred directly upon them those powers they now operate under

delegation schemes, considerable repercussions on county finances would be inevitable. Thus counties have a strong financial inducement to oppose the transfer of powers to urban areas which have a higher rateable value per head than the remainder of the county. Delegation can therefore be represented as some consolation to medium-size towns for being caught up in the financial net of county councils. Assuming that rate equalisation is a desirable object, surely it should take place on a national and not a county basis. It is reasonable to argue that authorities below a population figure X cannot provide particular services economically and efficiently : it is not right to deny those services to authorities greater than X merely because of financial consideration that could be obviated by a recasting of the national grant system.

Delegation and the public

11. What is the impact of delegation upon the public ? This problem is best answered by reference to the degrees to which individuals are at all conscious of local government. For those who are but vaguely aware of the existence of the Town Hall or County Hall, delegation will mean nothing. Those who come into contact with delegation only when they are affected by its operation may easily regard it as a further obstruction and source of frustration : but they will also find that delegation makes it easier to lodge complaints. Solely the minority activity interested in local affairs have any appreciation of the nature of delegation and their knowledge is subject to varying limitations. Anything that makes government more complex tends to limit public understanding of government : a citizen will not take a serious interest in a system he cannot comprehend. It is significant that there has been no popular demand for extensions of delegation : in the case of swiftly growing communities—for example, the New Town—this is somewhat remarkable.

Cause of disputes

12. When a delegation scheme fails to work smoothly it is not necessarily through defects in procedure. The root cause is often a clash of interest between the parties concerned. If a county and a district are controlled by opposed political parties, friction between them can easily arise. Alternatively, where a large non-county borough is anxious to obtain county borough status, the county may keep a jealous eye on the claims of the former to exercise authority and attract more powers. In circumstances such as these some conflict is inevitable : delegation merely provides a more complicated institutional framework in which negotiations can take place. Experience in the London region substantiates these generalisations. Delegation in Surrey has worked far more harmoniously than in Middlesex. In Surrey the political divisions between the County and the districts have been less acute than in Middlesex. In Middlesex there are a number of authorities populous enough to have a strong, if not certain, claim to county borough status were they situated elsewhere in the country : not a single district in Surrey falls into this category.

Delegation an administrative convenience

13. Two principles of local government law have greatly helped the growth of delegation. In the first place it is assumed, with minor exceptions, that all local authorities of the same type must be given equal statutory rights in respect of the conferment of functions. Secondly, it is held that services may not be sub-divided ; if an authority has to be given part of a local authority function, it has to be allocated the whole. An example of this is education. The county

must be responsible for further education, as only the county can provide a catchment area adequate to justify the provision of specialist and advanced courses; therefore the county must control primary education. Whether these principles, especially the second, should be sacrosanct is open to serious doubt. They have the advantage of convenience, political and administrative. They also remove ultimate control of services from smaller to larger authorities, increase the sense of remoteness in administration and reduce the impact of local opinion on the services provided. As long as the application of these principles prevents authorities from being charged initially with functions they could reasonably undertake, demands for delegated powers will remain.

14. It is not possible to judge the value of delegation from the history of contraction and growth of the use of this device. The inclusion of delegation provisions in a Bill has never been preceded by an official enquiry into its merits as a means of carrying out executive functions. Our experience of delegation is oldest in the case of highways: in this field of local government it has long been regarded as unsatisfactory and its use has been reduced. In the case of education delegation is about to be extended to fast-growing authorities that have reached the population requirements established in 1944. But the Government has also proposed to abolish all divisional executives for education: the fact that this plan has been dropped for the moment is due to the capacity of divisional executives to organise self-defence on a national basis through the medium of their own association. Delegation schemes once established tend to continue unchanged, for any attempt to amend them involves disturbing established relationships. Delecate issues of prestige are raised so, unless the advantages of change are both clear and overwhelming the status quo is unquestioned and ill feelings are avoided. Delegation has grown from pressures that cross the normal lines of party politics. Similar pressures keep it in being and have helped to impede the reconstruction of local government. Thus the factors that have led to the introduction of delegation and ensure its continuance have no connection with its qualities judged solely as an administrative device.

Delegation not needed in London

15. The arguments in favour of delegation vary in strength as between different services. They are most impressive in the case of social services, including education. In these matters it is important that help and advice are available locally; human relationships and local opinion are of great moment; a sense of community interest and responsibility should be encouraged. The case for delegation is weakest where technological considerations are paramount, e.g. highways. Here the major necessity is to have an administrative unit large enough to be able to utilise economically specialised staff and equipment.

16. The desirability of delegation also depends upon the size of the administrative unit, both in terms of population and acreage. Lancashire and the West Riding as at present constituted have an undoubted need to decentralise social services. But the factor of distance is much more important than that of population. In a small but densely populated area—such as those which surround the L.C.C.—there is no geographical difficulty about creating authorities, small in terms of territory but rich enough in financial resources to be able to provide for themselves services now subject to delegation.

17. The preceding paragraphs have outlined the drawbacks of delegation. Delay, duplication, added expenditure and a complexity which confuses the public are features that should be eliminated, where possible, from our system

of local government. Other criticisms of delegation are those put forward in the evidence submitted to the Ullswater Commission on London Government by the Westminster City Council. In discussing various means of redistributing some L.C.C. functions, Westminster argued, "Transfer implies the competence and independence of Borough Councils which are essential if the best men are to be attracted to take a real and active interest in local government; whereas delegation savours of subordination and mistrust, inconsistent with the status of Boroughs." (Mins. of e. Pt. vii Westminster City Council Section 9(4)). Admittedly, delegation offers countervailing benefits. Yet these serve mainly to soften tensions caused by the present structure of local government and its concomitant pressures.

Recommendations

18. (i) Direct conferment of powers is far preferable to delegation and, granted a *tabula rasa,* it should be capable of achievement, especially in an area of continuous urban development. If local government is not to be over-centralised and remote, the need is for a two-tier system in which the lesser authorities are of a size suitable for the provision of social and public health services. What that size should be, in the particular circumstances of Metropolitan area, is a problem beyond the scope of this memorandum.

(ii) Functions should be regarded as divisible between the two tiers of authorities where necessary. For the metropolitan area it is an urgent requirement that a single body shall frame the development plan; clearly no single authority should deal with all development applications. It may also be agreed that some aspects of further education demand centralised provision: that should be no barrier to giving second-tier authorities full control and financial responsibility for schools.

(iii) These suggestions envisage a single upper-tier authority for the London region which would be relieved of many of the present tasks of county councils, notably those that they share with county districts through the medium of delegation. This pattern would have the inestimable advantage of enabling the regional authority to concentrate its energies on the relatively few, but highly important and complex functions allocated to it.

PETER G. RICHARDS

University of Southampton

18th July, 1958

Evidence submitted by
The Violet Melchett Infant Welfare Centre

1. Brief History

The present Infant Welfare Services have their origin in the appointment by the Borough Council of a lady Sanitary Inspector in 1904. With the aid of voluntary helpers she visited a number of young babies particularly those delivered at St. George's Hospital.

In 1909 the adoption in Chelsea of the Notification of Births Act made the visiting more effective.

In 1911 the need for a more definite scheme of action was felt and there was founded the Chelsea Health Society whose aims were : "The improvement in the health conditions in the homes in Chelsea, especially those conditions which affect the health and growth of young children."

In 1913 the Society whose small income had previously been entirely dependent on private subscriptions—received a grant from the Board of Education, and in 1916 the Borough Council started financial support.

In 1918 the Maternity and Child Welfare Act was passed and the Borough Council were able to increase the grant substantially.

In 1923 the somewhat inconvenient premises were replaced by more suitable accommodation through a scheme of the Charity Commissioners. It was now possible to start a very small home for nursing mothers with their babies when difficulty in breast feeding had occurred.

Within the next seven or eight years the work grew under the Chairmanship of Lady Melchett, and more accommodation was required. The difficulty of finding better premises led in 1930 to the gift by the first Lord Melchett of a site and the erection of the present building. Here Clinics and offices could be satisfactorily housed and the nursing mothers' rooms were expanded into the Mothercraft home. Accommodation was also provided for the Chelsea Day Nursery which had been in inadequate premises since 1915.

2. War Years

From 1939 to 1945 the work of the Welfare Centre continued to be carried out although the residential side was closed, and the Day Nursery evacuated.

During 1946 the resident home re-opened and a Day Nursery was housed on the premises.

3. Important Legislation and consequent administrative changes

On July 5th, 1948, the National Health Act transferred all Maternity and Child Welfare institutions from the responsibility of the Borough Councils to that of the London County Council. An agreement was made between the Violet Melchett and the London County Council for the Centre to continue on a voluntary basis with generous financial assistance from the London County Council. The Council assisted not only the Welfare Centre and the Day Nursery, but also the non-statutory residential Mothercraft Home which had by this time established a Training College for Nursery Nurses. Certain financial modifications have taken place but the general agreement with the Council has not been changed in spirit from its inception in 1948 up to the present time.

Under the present arrangement the London County Council finances the Centre on a deficiency basis, that is to say the voluntary organisation makes use of all subscriptions, all rents received, all interest on investments, all fees from students, mothers and babies, and from the Day Nursery. The Council bears the remaining expense.

4. The present uncertain position

The position arising from the possibility that in future the work of Maternity and Child Welfare may be carried out by the Borough Councils instead of by the London County Council presents a problem only of transference of responsibility. The case of the Mothercraft Home is essentially different because the Home is filled by children coming from the whole of the London County Council area and the County Council make themselves responsible for their financial support. If this is beyond their parents' means they are assessed. The Home could not be filled by children resident in Chelsea, and the Chelsea Borough Council could not finance children resident outside their own borough.

For the past ten years the scheme of co-operation has worked very satisfactorily but the organisation is now very apprehensive as to what may be their future if the London County Council hand Maternity and Child Welfare work back to Chelsea Borough and they wonder what plans may be under consideration for voluntary schemes such as their own.

The Committee would be glad to discuss the matter at a future appropriate date if desired.

(Sgd.) EVA READING

Note on the Mothercraft Home and Nursery Training College

This is a very flourishing branch, training 25 young students ages 17½-19 as Nursery Nurses for which training there is a great demand, more applications are received than can be accepted and the College has no vacancies for the next two years. All students sit for the N.N.E.B. official examination, and take a 20 months course. There are 20 resident babies and accommodation as well for six mothers.

E. R.

Evidence submitted by The Watford and District Manufacturers' Association

Secretary's Office
Leet Court
King Street
Watford
Herts

May, 1958

The Secretary
Royal Commission on Local Government
in Greater London

Dear Sir,

This Association's Members would be affected by any plan of, or changes in, local government for Watford and district.

It therefore welcomes the opportunity of making representations to your Commission, respectfully submits the following case and asks that your Commission will consider it.

General

This Association is of practically all manufacturing undertakings in the district comprising the Watford Borough, the Urban Districts of Chorleywood, Rickmansworth and Bushey, and the Rural Districts of Watford and, in part, of Hemel Hempstead.

Membership of the Association is confined to manufacturing undertakings (as distinct from commercial, i.e., retail and distributive businesses). There are at present 91 Members employing roughly 30,000 people.

The manufacturers of the various Members are highly varied and have a world wide market.

Our Members are, of course, closely affected by local government within their area. A feature of this Association is that it forms a convenient unit for liaison between local industry generally and Local Authorities, and liaison between it and the Watford Borough Council in particular has been close and cordial with mutual benefit, advantage and economy.

The decentralisation of National Government, which operates through the Regions, places this area, with the exception of a small part of Bushey, within the Eastern Region, with headquarters in Cambridge.

Liaison with the National Government departments is effected by direct contact between local manufacturers and departments of the Eastern Region at Cambridge, and also through the medium of the Eastern Regional Board for Industry (at Cambridge) through its Watford District Committee.

Leading Members of this Association have seats both on the District Committee and on the Eastern Regional Board. In addition our membership of the Federation of British Industries places us within its Eastern Region and we enjoy representation on the Federation's Eastern Regional Council, also operating at Cambridge.

This system has worked well and, it is understood, with satisfaction on all sides, i.e., for this Association, the Local Government Authorities, and the National Government Regional Offices.

During the recent war this system of liaison and control worked very satisfactorily, with no dislocation at all due to enemy action, a result which could not have been achieved had control been exercised from a London Local Authority with this area inside a London Region.

Many local industrialists would view with grave concern the application of London Industrial conditions which might follow integration of this District into a Greater London Area.

For all these reasons, this Association would oppose very strongly any plan for incorporating this district within any enlarged Greater London Area.

Suggestion Submitted

The Association would, however, like to see a change in the organisation of local government in the district so long as it is not one which would place it within an enlarged Greater London area or remove it from the present ambit of Eastern Regional control operating from Cambridge.

CHANGES SUGGESTED BY THE ASSOCIATION

We would premise that the present satisfactory history of liaison between it and the various Local Authorities in whose areas our Members operate would be vastly improved by unification of the Local Authorities in some form or another. The change which we should most like to see would be the formation of an area with County Borough status amalgamating the following Districts :

Watford Borough District
Bushey Urban District
Rickmansworth Urban District
Chorleywood Urban District
Watford Rural District

This Association feels convinced, from its experience hitherto of Local Government through these various Authorities in this area, that such " piecemeal " local government is an anachronism. It was well suited to more pastoral days but the normal trend of industrialisation has in this District been accelerated, and vastly multiplied, since 1940 by the removal of industry to this District from the Northern parts of Greater London (Willesden, etc.). The numbers of different Manufacturers in this Association, and the numbers of workpeople whom they employ testify to these facts.

This process of industrialisation continues. There will be an additional large industrial area soon on Watford's Holywell Estate.

All the foregoing makes for a large but well-knit industrial area. It is felt strongly that the whole should be within one Local Authority District to achieve ease of control and greatest economy.

ADVANTAGES OF COUNTY BOROUGH STATUS IN THIS DISTRICT

The Association dislikes the distant control of matters of local concern which at present operates from Hertford which is distant and inaccessible from Watford. This would apply with even greater force to control exercised from London. They urge that the following advantages would be secured by the grant of County Borough status to an authority formed from the amalgamation of Watford Borough with the Urban Districts of Rickmansworth, Bushey and Chorleywood and the Rural District of Watford :

(i) There would be one Authority in an accessible place governing the residential area containing all employees (save isolated individuals)

The Commission will appreciate that management is increasingly concerned with the domestic arrangements and domestic welfare of its employees, and frequently intermediates for and assists employees with their Local Authorities.

(ii) There would be local control of Educational Policy

The manufacturers are very closely concerned with education; in particular, technical and technological education. In this district they have a part in the formation of such Policy and are represented on governing bodies ,particularly of the Watford Technical College. There is close and frequent liaison between this Association on the one hand and the Headmaster and departmental heads of the Technical College on the other. The College's development in the difficult stages since it began, has been assisted and influenced by the needs and thoughts of local manufacturers; particularly in print and engineering. But there has been no direct access to the Policy-forming Body, i.e., the County Council.

(iii) There would be unified Planning Control

At the present time industry's Planning control is exercised through the five present Local Authorities (enjoying delegated powers from the Herts County Council). This results in unwelcome delays. Whilst this Association has enjoyed assistance from the County Planning Department and can only speak highly of its understanding and co-operation, delay from the distant control at Hertford is inevitable. Control, and informal contacts with the Planning Authority, would be greatly assisted by a more localised Authority, to the benefit of local industry and therefore of trade generally, with commensurate benefit to the nation as a whole in view of the almost universal ambit of industry's operations.

(iv) Motor Taxation

This is governed from Hertford. It would be more convenient for this control to operate locally, particularly in times of crisis such as war or petrol shortage.

(v) Roads

This Association has quite often, from time to time, felt compelled to take action in connection with the construction and the traffic supervision on roads. The present control is diverse since it operates not only through the five existing Local Authorities but also through the Herts County Council and the Ministry of Transport. A single Local Authority would, it is urged, simplify the construction and control of major roads and traffic routes and would make for greater economy and expedition.

(vi) Health and Welfare Services

County Control is super-imposed on that of the five Local Authorities. To unify control would again work for economy, expedition, and ease of liaison.

Manufacturers as such are closely connected with this problem through their concern for the welfare and health of employees.

(vii) **Liaison**

The suggested local County Borough Authority would greatly improve the convenience of manufacturers in liaison and co-operation over public services.

(viii) **Economy**

This Association is convinced that the greatest economy and simplification of working can be achieved by wise de-centralisation on the one hand, and the reduction of diverse control by several small Local Authorities on the other. The Association suggests that one Authority operating locally through the amalgamation already suggested would steer a wise middle course between two extremes.

(ix) **Service on Local Authorities**

The Royal Commission may feel that people engaged in the control of manufacture in a successful industrial district have much to offer in experience and wisdom to municipal affairs. At present, very few are to be found upon local Councils, and this is very largely due to a feeling that such service is ineffective since, in so many of the most important services, the responsibility rests, not in the local Council, but in the County Council. Busy people in this District in general are not able to afford the time required for service on the Herts County Council, whose meetings are held in distant Hertford, usually during the daytime. The formation of a new County Authority locally would facilitate membership of such an Authority and would provide an incentive to such service, in the knowledge that they were contributing to general policy and control of matters of vital importance to the welfare of the district.

(x) **Administration of Justice**

The great bulk of superior Criminal Trials (as distinct from Petty Sessions cases) are tried by Quarter Sessions. Of this, by far the greater part necessarily flows from this district where the bulk of the population and the largest block of industry is sited. Yet Quarter Sessions are held in St. Albans and Hertford involving much travelling and loss of time for witnesses and jurors. County Borough status here would, it is hoped, include its separate Commission and Court of Quarter Sessions. Much time and expense would be saved and the administration of justice improved.

Summary

This Association would be greately perturbed if its district were thrown into an enlarged Greater London.

The change which it respectfully urges (in favour of unifying control) is by granting County Borough status to a new Authority formed by the amalgamation of Watford Borough with the Urban Districts of Rickmansworth, Bushey and Chorleywood and the Watford Rural area.

If the Commission decided against such recommendation, then this Association would prefer the status quo to control from London.

The Association is, however, convinced that a new local County Borough (such as is suggested above) would be a most desirable change and of benefit nationally as well as to all local manufacture, and residents and the Association respectfully urge the Commission to have account of the Association's views when deciding upon its Report.

Yours faithfully

CLIFFORD G. WHITE
Secretary

Evidence submitted by
The West Kent Main Sewerage Board

CONTENTS

Paragraph		Page
1	Introduction	713
2	Constitution	713
8	Sewerage	713
13	Sewage Disposal	714
20	Royal Commission 1921-23	715
23	Greater London Drainage	715
25	Finance	716
32	Administration	716
35	Conclusion	717
Appendix		
*I	Local Acts, Confirmation Acts and Orders	—
II	Authorities, Districts, Acreage, Population, Rateable Values and Representation	718
III	Long Reach Sewage Disposal Works	720
IV	Financial Statistics	721
*V	Rates levied by constituent authorities for sewerage and sewage disposal in 1957-58	—
*VI	Map	—

1958

* Not reproduced in this publication

Introduction

1. The West Kent Main Sewerage Board understands that the Royal Commission on Local Government in Greater London is particularly interested to know how various local authority functions are being discharged in different areas of Greater London. This Memorandum gives evidence about the services of main sewerage and sewage disposal in the West Kent Main Sewerage District and other areas for which the Board has accepted responsibility.

Constitution

2. The West Kent Main Sewerage Board has been in existence for over eighty years. It was established in 1875, by Act of Parliament, for "the effectual sewerage of parts of the western portion of the county of Kent." The Board is believed to be the oldest joint sewerage authority in England and Wales.

3. The local Acts and Orders under which the Board operates are listed in Appendix I to this Memorandum.

4. There are eleven local authorities who together appoint twenty-six representatives to form the Board. The area of the West Kent Main Sewerage District is 106,658 acres (166.65 square miles), the aggregate rateable value on 1st April, 1957, was £8,445,198 and the population is estimated to be 565,150. Detailed information is contained in Appendix II. Some forty-five per cent. of the District is outside the Greater London area as defined in the Commission's terms of reference.

5. Appendix II also gives information about areas outside the District which drain to the Board's system. These areas have been admitted under agreements made in pursuance of the Board's statutory powers.* The additions bring the total area at present dealt with by the Board to 110,392 acres (172.48 square miles), having an aggregate rateable value of £8,828,978 and an estimated population of 596,330.

6. Particulars are also given in Appendix II of further areas which, as the result of negotiations which have been concluded or are in progress, are likely to be joined to the Board's system in the near future.

7. The Board possesses all the sewerage and sewage disposal powers of local authorities under the Public Health Acts, but its responsibilities are confined to the reception and treatment of foul sewage. To carry out these responsibilities the Board has constructed main sewers passing through or up to the boundary of each constituent district. Sewage disposal works have been constructed near the River Thames.

Sewerage

8. The Board's main sewers have a total length of about 65 miles. They consist of an intercepting sewer, running across the valleys, extending from Long Reach to Beckenham, and other sewers which follow the valleys of the rivers Cray, Darenth and Ravensbourne and the Kid brook. There are branches extending to Erith and Kent Gate. The Board has statutory power to use the Dartford Sewer (a public sewer vested in the Dartford Corporation) for the passage of sewage from the Darenth Valley area of the Board's District. The

---

* West Kent Main Sewerage Act, 1875, sections 48, 52 and 53.

system of sewers is a separate one; that is, separate sewers are provided for foul sewage and for surface water. The latter are the responsibility of the local authorities. The Board's sewerage system is wholly gravitational. The sewers are shown on the map which forms Appendix VI of this Memorandum.

9. At present the Board is engaged on the duplication of certain lengths of sewers, to provide capacity equivalent to 240 gallons per head per day throughout the system. This work is almost completed along four miles of the West Kent Main Sewer and is well advanced on the Cray Valley Sewer. It is intended to extend the Main Sewer from Beckenham to South Norwood, to take the flow from that part of the County Borough of Croydon (see Part III of Appendix II).

10. The public sewers which communicate with the Board's system are the responsibility of the local authorities concerned. The Board has not found it necessary to have any powers over local sewers other than control of the position and mode of communication.* No restriction is imposed on the volume of sewage which may be discharged by constituent authorities, except control over the volume which may be discharged into the Darenth Valley Sewer.†

11. The constituent authorities of the Board are "entitled as of right to have a communication of any sewer of that authority made by the Board at the expense of that authority into a sewer of the Board."‡ The Board has power to enter into agreements "with any person other than a constituent authority for the making by the Board for the use or benefit of that person of a communication with or an opening or drain into a sewer of the Board."§ This power has been exercised to permit the direct connection of private sewers and house drains to the Board's sewers, where a public sewer is not conveniently available.

12. The Board is required to admit trade effluent into its sewers and is empowered to levy a main sewer rate on the occupier of premises from which trade effluent is so discharged. In practice, discharges of trade effluents are effected by agreement, provision being made for regulation of the quality of the effluent, measurement of its volume, and payment on the basis of the volume discharged.

Sewage Disposal

13. The Board's sewage disposal works consist of the Long Reach Works discharging to the River Thames and the Dartford Creek Works discharging to Dartford Creek. Long Reach is the principal works and receives flows up to 50 m.g.d. The Dartford Creek Works which is adjacent to the Main Sewer, 1¼ miles upstream from Long Reach Works, comes into operation when the rate of flow in the Main Sewer exceeds 40 m.g.d.

14. At Long Reach the sewage is screened, passed through a detritus tank and given a minimum of 2½ hours settlement. The liquor from the settlement tanks is discharged to the River Thames. Sludge is digested, mechanically dewatered and sold as a fertiliser. A power plant, workshops, stores, laboratory and offices support the operation, maintenance and control of this plant.

15. The statistics in Appendix III illustrate the capacity and performance of the works at Long Reach.

---

* West Kent Main Sewerage Act, 1875, section 50.

† Darenth Valley Main Sewerage Order, 1878, article XXIV.

‡ West Kent Main Sewerage Act, 1875, section 50.

§ West Kent Main Sewerage Act, 1875, section 53.

16. At Dartford Creek the sewage is given settlement only, after which it discharges gravitationally or is pumped to the tidal waters of Dartford Creek. The sludge which settles out is pumped back into the Main Sewer, when conditions permit, and is carried to the Long Reach Works in the crude sewage.

17. The situation of the works at Dartford Creek and Long Reach can be seen on the map (Appendix VI).

18. The Board has under construction the first stage of a scheme which provides for a completely new purification plant at Long Reach which will deal with flows having rates up to 88 m.g.d., the closing down of the Dartford Creek Works and the treatment of rates of flows above 88 m.g.d. in the existing settlement plant at Long Reach.

19. The new works under construction comprise comminutors and grit channels, primary settlement tanks and effluent outfall, with the associated pumping plant and site works. Subsequent stages of the scheme will provide secondary treatment plant consisting of aeration channels and final separating tanks, air compressing equipment and a new power house. There will be no need to extend the existing sludge disposal plant at Long Reach.

Royal Commission 1921-23

20. The Board gave evidence to the Royal Commission on the Local Government of Greater London which reported in 1923.

21. In their report the Commission found that:

> " . . . The general effect of the evidence was that the London County Council had not proved that any advantage could result from placing in the hands of a Central Authority the administration of main drainage over an area wider than the present administrative county."*
>
> " Such a system as that of the West Kent Main Sewerage Board, which takes the sewage of an area larger than the administrative county of London, could not be physically united with the London system unless one or other of the two were fundamentally altered."†

22. A Minority report said:

> " We need only point to the example of the West Kent Main Sewerage Board, in whose very wide area there are no separate disposal works at all, but the whole of the sewage is taken to one point and there treated; a result due entirely to the provision of a properly considered scheme . . . "‡

Greater London Drainage

23. The Ministry of Health Report on Greater London Drainage, published in 1935, recommended that an area of 25 miles radius from Charing Cross should be served by about ten centralised sewage disposal works, and that one of these centralised works should be that of the Board, at Long Reach.

24. The report said:

> " . . . in the area dealt with by the West Kent Main Sewerage Board . . . difficulties are conspicuous by their absence . . . "§

---

* Cmd. 1830, p. 28, para. 105.

† Cmd. 1830, p. 64, para. 238.

‡ Cmd. 1830, p. 143, para. 24.

§ Ministry of Health Report on Greater London Drainage, 1935, p. 112.

Finance

25. The Board makes annually estimates of its expenditure and income on capital and revenue accounts for the forthcoming year, and of the amounts required from the constitutent authorities to meet the estimated net expenditure. These requirements are notified to the constituent authorities in the form of a determination and declaration of " the degree in which the respective districts of the Constituent Authorities are or will be benefited by the execution and maintenance of the sewers and sewage disposal works of the Sewerage Board."* In practice the degree of benefit has always been declared to be equivalent to the sum which would be produced by a rate of " X " pence in the £ on the rateable value of the respective districts as at the 1st April.

26. Particulars of the equivalent rate required by the Board, and other relevant financial statistics, are contained in Appendix IV.

27. The constitutent authorities are required to " make and levy or require to be levied proper and sufficient rates, not exceeding in any case as regards any parish or part of a parish a rate of two-shillings-and-fourpence in the pound in any year for payment of their respective contribution . . ."† In Appendix V the rates levied by the constitutent authorities for sewerage and sewage disposal in 1957/58 are compared graphically with the national average rates for these purposes.

28. From time to time the Board makes calls of money on the constituent authorities on account of their contributions.

29. The Board's miscellaneous income, mainly from charges for the treatment of trade effluents and the sale of digested and dewatered sewage sludge as a fertiliser, serves to reduce the calls of money on the constituent authorities.

30. The agreements made with local authorities outside the Board's District (see paragraph 5) provide for payments to be made to the Board by those authorities calculated in the same manner as the payments made by the constituent authorities.

31. The Board's accounts are subject to district audit and a copy of the statutory financial statement and the auditor's report is supplied to each constituent authority.

Administration

32. All the representatives of the constituent authorities of the Board are Members of those authorities. The representatives are appointed annually. Each constituent authority is directly represented on the Board by one or more members.

33. The Board meets each month, excepting August, and considers reports and recommendations from its committees (Finance—which meets monthly, and Works—which meets when required) and officers. The meetings of the Board are open to the press. Copies of the Board's minutes are supplied to the constituent authorities.

34. The Board's work is conducted under whole-time chief officers, the Secretary of the Board and the Engineer to the Board. Whole-time technical,

---

* West Kent Main Sewerage Order, 1894, Article I.

† West Kent Main Sewerage Act, 1875, section 60.

administrative and clerical assistance is provided. A works engineer, chemists and some clerical staff are stationed at Long Reach Works. The remainder are accommodated in offices owned by the Board at Bromley.

Conclusion

35. There are sixty-two administrative counties in England and Wales. Only fourteen of these have a population in excess of that in the Board's District and only nine have a greater rateable value. Of the eighty-three county boroughs only three exceed the District in terms of population and rateable value.*

36. The District contains over 36% of the population and 39% of the rateable value of the administrative county of Kent.

37. The area served by the Board's sewers and works has been extended from time to time† and further extensions are planned. The extensions have taken place at the request of the local authorities concerned, who have thus evinced satisfaction with the services provided by the Board. The Board has been able to afford facilities for adjoining areas in the counties of London and Surrey.

38. The Board is confident that its existing sewers and works and those under construction and in preparation, together with the engineering, financial and administrative resources at its command, are sufficient to ensure that the sewage from the West Kent Main Sewerage District and other areas draining or proposed to drain to it, can be dealt with efficiently and economically.

39. It would be disadvantageous to divide the administration of the services of sewerage and sewage disposal in the Board's District as between the part in the area under examination by the Commission and the remainder of the District. Indeed, to do so would reverse a step taken as recently as 1955 when the Darenth Valley Main Sewerage District was abolished and the Board's District correspondingly extended.‡ Neither does it appear that any advantage would be gained by centralised administration of the services over an area larger than that which can be served by one system of main sewers and a single disposal works.

40. On the facts stated in this Memorandum and the experience of over eighty years in West Kent, it is clear that a joint board constituted of representatives of local authorities, can provide effective and convenient local government for services such as main sewerage and sewage disposal, which are best administered over areas having natural boundaries not co-extensive with those likely to be favoured for other local government purposes.

A. J. W. JEFFERY
Secretary of the Board

Offices of the Board
20 Blyth Road
Bromley, Kent

14th April, 1958

---

* Based on information in " The Municipal Year, Book, 1958."

† Notably in 1930, 1933 and 1955.

‡ West Kent Main Sewerage Order, 1955.

Appendix II

AUTHORITIES, DISTRICTS, ACREAGE, POPULATION, RATEABLE VALUES AND REPRESENTATION

Part I—Constituent Authorities

Name of authority	*Description of district*	*Area (acres)*	*Population (mid-1957)*	*R.V. at 1/4/57*	*No. of representatives*
The Beckenham Borough Council	The borough of Beckenham, except the Beckenham Sewerage Area defined by the Beckenham Sewerage Act, 1873	5,346	66,390	1,185,610	4
The Bexley Borough Council	The borough of Bexley	4,869	90,020	1,207,341	3
The Bromley Borough Council	The borough of Bromley	6,519	65,220	1,240,164	4
The Urban District Council of Chislehurst and Sidcup	The urban district of Chislehurst and Sidcup	8,957	87,790	1,203,777	3
The Urban District Council of Crayford	The urban district of Crayford	2,698	29,980	380,581	1
The Dartford Borough Council	The borough of Dartford	4,292	42,460	598,863	3
The Rural District Council of Dartford	The parishes of Eynesford Farningham Horton Kirby Lullingstone Sutton-at-Hone and Wilmington, and parts of the parishes of Darenth Fawkham Longfield and West Kingsdown, within the rural district of Dartford	18,300	28,240	291,561	1
The Erith Borough Council	The borough of Erith	4,607	46,010	704,951	2
The Urban District Council of Orpington	The urban district of Orpington	20,842	72,170	1,073,899	3
The Rural District Council of Sevenoaks	The parishes of Dunton Green Halstead Kemsing and Otford and parts of the parishes of Brasted Chevening Riverhead Seal Sevenoaks Weald Shoreham Sundridge and Westerham within the rural district of Sevenoaks	26,500	20,300	266,044	1
The Urban District Council of Sevenoaks	The urban district of Sevenoaks	3,728	16,570	292,407	1
Totals for constituent authorities		106,658	565,150	8,445,198	26

Part II—Out-District Authorities

Name of authority	*Description of district*	*Area (acres)*	*Population*	*R.V. at 1/4/57*
The Urban District Council of Caterham and Warlingham	The Hamsey Green areas of the urban district of Caterham and Warlingham	219	1,000	16,719
The Urban District Council of Coulsdon and Purley	The Sanderstead area of the urban district of Coulsdon and Purley	1,001	6,610	123,743
The Croydon County Borough Council	The Addington area of the county borough of Croydon (see note in Part III of this Schedule)	2,200	23,000	230,754
The Rural District Council of Godstone	Part of the parish of Tatsfield in the rural district of Godstone	314	500	10,438
The Lewisham Metropolitan Borough Council	A few properties in the metropolitan borough of of Lewisham	—	20	662
The Woolwich Metropolitan Borough Council	A few properties in the metropolitan borough of Woolwich	—	50	1,464
Totals for Out-District authorities		3,734	31,180	383,780
GRAND TOTALS		110,392	596,330*	8,828,978†

* In evidence to the Select Committee of the House of Lords on the West Kent Main Drainage Bill, 1875, Sir Joseph Bazalgette said that the population of the area affected by the proposed scheme (of which he was the engineer), was "About 70,000."

† The rateable value has increased from £187,736 at 1st April, 1877, to an estimated £9,015,646 at 1st April, 1958.

Part III—Proposed Extensions

Name of authority	*Description of district*	*Area (acres)*	*Population*
The Croydon County Borough Council	The South Norwood area of the County Borough of Croydon (Note: It is intended that this area and the Addington area —see part II of this Schedule —should be incorporated in the West Kent Main Sewerage District, and that the Croydon County Borough Council should become a constituent authority of the Board with representation in the same proportion as other constituent authorities.)	3,590	68,060
The Rural District Council of Dartford	Parts of the parishes of Hartley, Longfield and Stone within the rural district of Dartford	900	3,000
The Rural District Council of Godstone	Parts of the parishes of Tatsfield and Titsey within the rural district of Godstone	475	100
The Urban District Council of Penge	Six properties in the urban district of Penge (Note: These few properties at present drain to the South Norwood works of the Croydon County Borough Council—see above)	—	10
Totals for proposed extensions		4,965	71,170

Appendix III

LONG REACH SEWAGE DISPOSAL WORKS

Details	*Year ended 31st March*				
	1954	1955	1956	1957	1958
Sewage flow ... ... (million gallons)	8,178	8,748	8,760	8,777	8,738
Sludge digested ... ... (thousand gallons)	57,589	57,973	54,205	65,917	70,874
Gas produced ... ... (million cubic feet)	102.3	140.8	127.5	157.85	148.27
Electricity generated ... ... (units)	1,287,941	1,455,044	1,588,368	1,578,811	1,957,632
W.K. natural fertiliser produced (tons)	6,939	5,248	7,110	5,873	6,483
W.K. natural fertiliser sold (tons)	6,437	4,877	7,134	5,587	5,808

Appendix IV

FINANCIAL STATISTICS

Details	*Year ended 31st March*				
	1954	1955	1956	1957	1958†
Rateable Value	£5,076,831	£5,194,923	£5,341,306	£9,060,360	£8,828,613
Equivalent rate in the £* ...	6d.	6d.	6d.	4½d.	4½d.
Gross expenditure on revenue account	£150,073	£136,968	£133,362	£124,677	£175,000
Net (rate-borne) cost per head of population	4.66/-	4.33/-	4.11/-	3.26/-	5/-
Net (rate-borne) cost per million gallons of sewage	£16.05	£13.98	£13.27	£10.95	£16.5
External loan debt	£86,036	£70,476	£59,685	£494,279	£526,024
Unit running costs (shillings):					
Sewerage—per m.g. of sewage			38.8	12.70	16.50
Sewage purification—per m.g. of sewage			18.1	23.51	22.25
Sludge digestion—per thou. cu. ft. of gas produced			1.45	1.4	1.25
Sludge dewatering—per ton of fertiliser produced			59.4	41.9	30.50
Electrical supply—per unit generated			0.07	0.07	0.07

* The highest equivalent rate in the £ levied by the Board was 1s. 5d., in 1884. The lowest level reached since that year was 3¾d. in 1936.

† Provisional.

Evidence submitted by The Weybridge and District Young Liberal Association

17 Crutchfield Lane
Walton-on-Thames
Surrey
June, 1959

Dear Sirs

At a recent meeting of the above association the following resolution was suggested by Mr. Al Thornton, and was subsequently passed unanimously.

> "That Aldermen should be elected by the people to represent the whole area and should be elected by ballot at the time of the Council Elections. That the present system of election of Aldermen be reviewed in order to eliminate the possibility of abuse by political parties. We consider that their election should be democratic."

In seconding, Miss Joan Groves hoped that in nominating Aldermen for the council, consideration would be given to services they had rendered to the district.

Yours faithfully

J. THORNTON (Mrs.)
Secretary

Evidence submitted by The Weybridge Residents' Association

The Weybridge Residents' Association represents residents in four Wards, Weybridge 1, Weybridge 2, St. George's Hill and Oatlands Park. It was formed eighteen months ago with the primary object of endeavouring to preserve the character of the district, which as present is sufficiently distinctive to make it an area with an individuality of its own, and to enhance the amenities in keeping with that character.

The whole of the Urban District is within the Metropolitan Green Belt, and its southern boundary is outside the limits of development. Whilst Weybridge, Walton and Hersham are small, and individual towns, a great deal of the area is of a nature which may be described as rural residential, there being many houses but nowhere at a very high density, and interspersed with gardens and spaces containing trees, hedges and both cultivated and wild growths of the nature found in the country. In the southern parts it is pure country, including common and farm land and the northern boundary is the River Thames, the banks of which are not built up to any significant extent.

The population may be divided into those whose living is made in the neighbourhood or who are retired, and those, a high proportion, who travel daily to London for work. This Association, speaking particularly for the inhabitants of Weybridge, is convinced that the former, and especially those who were born in the district, feel strongly that their roots are in a small town of character in rural surroundings, that they do not wish to see those rural surroundings spoilt, and the small town absorbed into a large district of purely urban character and outlook. Those who travel daily to London tend to have entered the district within the last fifty years, and they did so because of its rural nature, because they did not want to live in a large town, and because they were willing to accept the disadvantages of the daily journeys in order to live in the country.

In the last few years development in the district has not always been of a character in keeping with the amenities which have been described, and there is considerable local concern in the matter. The people of Weybridge do not want to keep it static, they do not want to keep other people out, but they do want to see development in the right direction, and they do want to see its character enriched and enhanced, not spoilt; and this character is not urban and cannot be made so. The people of Weybridge have no wish for a closer integration with the Greater London area, they see no advantage to be gained by it, and they fear many disadvantages, foremost of which would be destruction of the individual character of the area.

In regard to the form of Local Government in the area, this Association considers that the present form of two-tier government is satisfactory, and the officers of the Association have had no difficulty in negotiation with either the Local Council or the County Council.

R. H. TIZARD
Hon. Sec.

28th June, 1958

Evidence submitted by
The Women Public Health Officers Association

1. The Women Public Health Officers' Association welcomes the opportunity to present evidence to the Royal Commission on Local Government in Greater London.

> The membership of the Women Public Health Officers' Association consists of professional women who are employed by local health and education authorities in England and Wales. The majority of the members are qualified health visitors who are employed as health visitors, health visitor/school nurses and school nurses. They are engaged in the promotion of physical and mental health, the prevention and early recognition of breakdown in either field, and the overall care for the welfare of the family.

2. The Association has given careful consideration to the present system and working of local government in the Greater London area. The Association's opinion is based on the experience of members working for local authorities of different types and sizes including those in the areas under review by the Royal Commission.

This experience shows that there are certain disadvantages which appear to be inseparable from the organisation of a very large authority. It is the opinion of the Association that in such authorities:

(a) the system as operated at present is uneconomic in the use of manpower and of time and adds considerably to the cost of administration through the duplication of certain functions and records ;

(b) control is remote and policy is formed too far away to be sensitive to local needs or to be readily adaptable to changing conditions ;

(c) the magnitude of the administration tends to limit the opportunity for experimentation and to discourage civic pride and voluntary effort.

3. It is the opinion of the Association that the Maternity and Child Welfare and other services under Part III of the National Health Service Act, the School Health Service, the housing of evicted families under Part III of the National Assistance Act and the work of the Children's Department should be closely linked under one authority. These services, together with the welfare of the handicapped, seek to preserve an overall service of responsibility for the promotion and maintenance of mental and physical well-being of the family: the integration of their administration would reduce to a minimum the possibility of divided responsibility and break in the continuity of such services.

4. While it is appreciated that the responsibility for the control and co-ordination of these services could not be entrusted to authorities as small as the existing Metropolitan Borough Councils, it is the view of this Association that they should be the responsibility of much smaller authorities than the present County Councils of London and Middlesex or that there should be really effective decentralisation of administration.

May, 1958

Supplementary Evidence submitted by The Women Public Health Officers' Association

WOMEN PUBLIC HEALTH OFFICERS' ASSOCIATION

2nd July, 1958

Dear Mr. Niven,

I am sorry that we have kept you waiting for a reply to your letter of the 12th May in which you asked the Association to expand a little on parts of our memorandum to the Commission.

We are glad to have the opportunity to correct the somewhat misleading phrase " as small as the existing Metropolitan Borough Council " as we, of course, do realise the very significant variation in size between the various boroughs.

The Association has been considering whether we could define more closely the size of local authority unit which we would like to see in the Metropolitan Area. We are conscious that a figure which might be ideal for the personal health services would be too small for welfare, or child care purposes. In the consideration of this problem, my Committee has found it helpful to examine the present divisionalisation in the London County Council area and they have noted that very valuable experience has been gained in co-ordination and co-operation between the health, school health and children's departments by virtue of the fact that for all three purposes the nine divisions coincide.

We would like therefore to suggest that the maximum population for a unit with the powers which we envisage should be 500,000 and the minimum 200,000. (In this connection, it is noted with interest that only one Division—Division 2—a densely populated area, is greater than this maximum figure). My Committee felt it necessary to suggest such a wide range in the size of units because it is their view that in determining the boundaries, account must be taken of the varying density of population and also barriers created by topography.

We would like to take this opportunity to express our strong opposition to the proposal which we understand still has the support of the London County Council and the Metropolitan Boroughs, that the personal health services should be transferred to the Boroughs. When this proposal was made in 1955, the Association made representations to the London County Council expressing concern that the health service would in this way become fragmented and be separated from the other social services. We would like now to reiterate our view that although we consider the creation of a new set of authorities capable of undertaking responsibility for all the closely related social services is desirable, if the Commission decides against this solution, we would prefer that the local health, welfare, child care and education services should continue to be the responsibility of the County Council with possibly greater and more real delegation of powers to the Division.

May I thank you again for giving us the opportunity to amplify our views in this way.

Yours sincerely

(Sgd.) NORAH K. ROSS

General Secretary

Evidence submitted by Mr. D. P. Adkins

207 Mortlake Road
Kew Gardens
Richmond, Surrey

27th October, 1959

Dear Sir

I enclose for your attention my own personal plan for the reform of local government in London. I am a member of Nalgo, a Local Government official, a former student of London University, and I have lived in London since 1951.

I am sure you must have received ideas and opinions from all quarters, and the various vested interests concerned (County Councils, and Borough Councils who wish to become County Boroughs, etc., etc.).

My sole object in view is that the best possible solution should be chosen, and that some (overdue) and radical alteration/development of the system should take place.

The best solution so far put forward is that suggested (according to the Press) by the Greater London Group at the London School of Economics. But unfortunately the principles and proposals suggested by them are too drastic in their present form, and have not been adapted so that they may be incorporated in the current system with the greatest efficiency and speed and the least inconvenience.

The proposals I have framed in the accompanying schedule are very similar to their proposals, but differ in that they could be superimposed on to the current system. I will quote two or three of the problems to emphasise my point.

(1) L.S.E. suggest (a) 25 new Greater London Boroughs. How would they relate to the present metropolitan boroughs? I would suggest that if you consider larger areas are required, then this could be accomplished by merging two Metropolitan Boroughs, e.g. Hammersmith/Kensington, etc.

N.B. Any new units should be based mainly on present Borough areas.

(2) The problem of County Council v. Local Borough Council would best be solved by giving the local councils considerably extended powers (those of a County Borough without the title) but still allowing the County Council to retain a co-ordinating function in most of these matters, i.e. they would plan and supervise the Housing or Education policy of the whole county area, and control the more important aspects of the programme.

The result should be co-operation between the two authorities, and not the present conflict and tug-of-war.

(3) The main objection to a Greater London Council is that it would be top-heavy and unwieldy, and would rapidly become bureaucratic and full of red tape. One remedy to this would be to set up six regional centres based on county halls such as the Guildhall, County Hall, Wembley, Kingston, Greenwich, Poplar (Town Halls), etc.

The counties affected (Essex, Kent and Surrey) would then establish the rest of the county administration at Chelmsford, Guildford and Canterbury.

To sum up, I am quite certain that the ideas in the accompanying schedule are possible and reasonable, and right (1) on limits of present Greater London Area; (2) on regional County areas; (3) on division of functions between county and district authorities.

But I have not sufficient experience to fill in the details on (5) the best composition of a Greater London Council; or whether it would be wise to split Surrey, Kent, Essex, etc., into Rural and Urban County Councils. I know the need is obvious, but would it be beneficial ?

I leave you with these ideas and wish you the greatest success in your onerous task.

Yours faithfully

DAVID P. ADKINS

Reform of Local Government in London

Introduction: There has been no really radical alteration in the shape of Local Government in London since 1929, or earlier. The result has been a monopoly of power by the socialist group on the London County Council, and a multiplicity of overlapping areas outside the L.C.C. area. It is now high time that there should be one co-ordinating authority for the whole area, especially in the realms of road transport, bridges and overall (Town) planning.

N.B. The new structure should be superimposed on the present one.

A Plan for Reform

(1) The limit of the Area should be defined as the Metropolitan Police District (see back of booklet on Rent Act, 1957). This runs from Potters Bar to Coulsdon and Purley, or from Staines to Chigwell, or Orpington.

(2) This new Greater London Council Area should be sub-divided into SIX County Council Areas, and superimposed on the present system. The six areas are:

(a) Metropolitan Kent plus Greenwich and Woolwich.

(b) Metropolitan Surrey and Croydon C.B.

(c) Rest of L.C.C. (split Wandsworth with Putney and Barnes).

(d) S.W. Middlesex (South of Hendon M.B.).

(e) N. Middlesex (to include all of Barnet U.D.C.).

(f) Metropolitan Essex, plus East Ham and West Ham C.B.s (and Romford).

(3) County Councils should retain some of the wider county services, e.g. Fire, Ambulances, Civil Defence, etc., and assume general co-ordinating powers over the rest, e.g. Education. They should control grammar schools, high schools and technical colleges, also school building programmes and scholarship schemes; but the day to day provision of normal education should be run at the LOCAL DISTRICT LEVEL—by local councils.

(4) All major local services should be run by the local district council and co-ordinated at county level, e.g. schools, housing, roads, drainage, and sewage, etc.

N.B. The county councils should be able to undertake the larger housing schemes such as the Barbican scheme, the L.C.C. Roehampton scheme, the Brentford/Ealing development, etc., etc. There should be much more of this overall planning.

(5) A new Grand Council for London should be elected—probably by indirect representation of the various bodies involved.

Two possible schemes are:

(a) A Parliament of the Aldermen of Metropolitan Boroughs plus County Councillors, or

(b) A Grand Council of 18, or more, 2 from each County Area, and representatives of gas, electricty, water, etc.

Evidence submitted by
Miss C. E. M. Cates

9 Gilston Road
S.W.10
7th June, 1958

Dear Sir

Thank you for your letter of April 21st. I am primarily interested in the subject as a social worker, that is to say in the impact on human lives and welfare of local authority thinking, planning and action.

I have been a hospital almoner for twenty years and find it impossible to avoid the conclusion that the greater the centralisation of power and authority, the farther removed are the planners from the fundamental needs of human beings. There have been recently some interesting broadcasts on slum clearance and, consequently, re-housing in Bethnal Green. The central scheme has been one that social workers in that area have long had in mind—the destructive result of breaking up communities because they are each looked upon as small portions of an enormous whole which has to be bulldozed into uniformity. In addition to undermining much that is important in the development and fundamental needs of humanity, for example, family responsibility, this method of dealing with re-housing actually throws more burden on state finances. When there are fewer relatives to help the old people, or to stand by in family crises, more state help in the way of home helps, nurseries, etc., is needed. One feels that if a smaller authority had been dealing with the situation, it could have been handled differently.

On the whole, too, smaller units seem more capable of active co-operation with voluntary bodies to the enrichment of both sides. The voluntary bodies often have a deeper understanding of human needs but, of course, less experience in extensive planning and finance.

It is interesting to note that that department of the L.C.C. most in touch with and understanding of human needs is the Health Visitors Department. The Health Visitors were originally part of the borough set-up—the smaller unit and were taken over by the L.C.C. when the Health Act came into being. Admittedly decentralisation of authority in spheres affecting the whole county would necessitate a great deal of co-operative discussion and some slowing down of action. But speedy action following the more meagre thinking of the one group at the head of a centralised authority is not necessarily more sound than the slower action following the more enriched thinking of many groups. The argument for speedy action and limited obstruction is usually the one put forward to justify dictatorship. Actually obstruction and delay need not necessarily follow a wider field of discussion if the sensory method, already adopted by some organisations, were used.

Even from the point of view of economy the larger unit does not always show the best results. It is far easier for the smaller unit to keep in close contact with work going forward for the community than the larger one.

It is possible that if there could be close contact between the authority and those undertaking work, the cost of replacing roofs and dealing with floods on housing estates might be avoided.

A very disturbing aspect in both borough and county authorities at the moment is the emphasis on politics. It is obvious that both the thinking and the work of local authorities has been impoverished as a result. It might be better for the community if matters dealing specifically with human welfare, for example, housing, old people's homes, etc., were first explored and discussed by sensory groups, attached to the local authority, whose findings could be reported to the local press as well as to the local authority. Election of such groups should be, of course, on a strictly non-political basis.

This is a rather sketchy comment on so vast a subject but I could not quite make up my mind as to how far the limits of your enquiry would extend.

Yours faithfully

(Sgd.) C. E. M. CATES

Evidence submitted by Mr. M. P. Collins, B.A

23 Montem Road
Forest Hill, S.E.23

A STUDY OF URBAN COMPLEXES WITHIN THE SOUTHERN HALF OF THE GREATER LONDON AREA

It has been found that the rapid expansion of London, which has engulfed the surrounding towns within a radius of 15 miles from Charing Cross, has not effected a sublimation of the minor town centre. A hierarchy of service centres has evolved which clearly indicates that the amorphous urban mass of Greater London, has suffered a process of service devolution. In other words the engulfed towns made the suburban growth possible. They acted as the foci for the inter and post war suburban spread, which then became dependant upon these centres for urban amenities, shopping, entertainment, etc. This urban spread was purely residential, and due to the lack of employment within these existing town centres, the journey to work into the Central Area became inevitable.

A survey has been conducted throughout every shopping centre in South London, between the Thames and the Green Belt, and the following conclusions have been reached. It has been found that certain of the larger shopping centres are rapidly expanding, offering a greater range of goods, more competitive prices, and better entertainment facilities, and in fact successfully competing with Central London. On Saturdays the movement of people into the larger Suburban Centres equals the Monday to Friday commuting into Central London. The main basis for this Saturday movement of population is the availability of Public Transportation. The suburban bus services play a large part in determining the economic popularity of a shopping centre. Centres such as Woolwich, Lewisham, Peckham, Brixton, Putney, Bromley, Croydon, Richmond, Sutton and Kingston are all the foci of numerous bus routes and hence are readily accessible to the surrounding residential areas. Maps have been made showing isochromes centred on the afore-mentioned shopping centres, and it would seem that the 20 minute isochrome is a pertinent one in determining the tribute shopping regions. The 20 minute isochromes delimit the zones in which the shopping centres are the natural foci for organised urban activity. The zones beyond the 20 minute isochromes are areas of "divided loyalty" in which the whims and fancies of individuals play a large part in determining the centre of their choice for shopping and other purposes. It has also been found that the railways play a minor part in influencing the shopping habits of the inhabitants of South London. This is due in part to the focussing of the railways upon Central London. It is virtually impossible to effect an East-West journey across suburban South London without numerous interchanging of trains. The suburban bus services act as a compensating means of travel for this type of journey. One form of transport being essentially complementary to the other, viz. the journey to work pattern in which thousands of people travel by bus to their nearest railway station before commuting by rail into Central London.

The growth of specific centres has already been noted, and interviews with several of the larger chain stores, etc., have confirmed this. An analysis of their sales trends suggests that the larger suburban shopping centre is becoming more popular at the expense of the Central Shopping Area. Board of Trade statistics have also shown that sales are increasing faster in the suburban centres than in the West End and Central London centres. Chain stores are remodelling their branch stores in the suburbs in a further effort to attract and efficiently serve this ever-expanding consumer market. The towns with over 250 shops have tended to expand and become regional centres. It has also been established that the shopping centres within Central South London are tending to decline, e.g., Walworth Road, Clapham Common, Wandsworth, Old Kent Road, etc. This is in part due to the fact that the original urban pattern in South London was related to foot and horse transportation which necessitated a closer spacing of these older centres. Once London developed an efficient system of public transport and it became possible to effect a journey in 30 minutes which had previously taken a day on foot, certain centres became less important as service centres. Tribute shopping and service regions grew larger with the improvement in public transport systems, and this had an adverse effect upon the importance of the centres which were established in the late 19th Century. Many of the centres in Central South London are too near to the West End and each other to flourish. The converse is true in the suburbs where the shopping centres were spaced more widely apart, due mainly to the fact that they expanded at the same time as the improved system of public transportation.

Another factor which has contributed to the downfall of some of the Central Shopping Centres is the nature of the residential property which surrounds them. Over 90% of this property is more than 75 years old, structurally sound but lacking the residential amenities to be found in suburbia. Hence it has ceased to attract the middle and higher income groups with the inevitable result that the average purchasing power per capita has decreased. This has been verified by several large combines who state that many of their branches in Central London barely pay their way and do not warrant renovation, etc. When this state of affairs is reached the shopping centre suffers a further set back, because once the shops become old fashioned and drab looking, they cease to attract "window shoppers" who form the bulk of would be purchasers. Finally the large combines close down their branch stores and the process of economic decline is further accentuated, e.g. at Clapham Common where Messrs. Marks and Spencers have closed down their retail store.

One of the main features of urban life in South London is the journey to work pattern which emphasises the form of control exerted by Central London upon the surrounding towns. The peripheral growth of London has been based upon the increase of employment in the Central Area. The erection of offices in the Central Area has progressed at such a rate that it will provide employment for at least another 150,000 office workers by 1961. It is estimated that at present there are nearly 600,000 office workers in the Central Area, although some estimates put the figure much higher at just over 1.15 millions. It is this dependence upon employment in the Central Area which has led to the dormitory nature of suburbia. The suburban growth was completely unnatural in as much as it was not promoted by the expansion of local employment. This absence of local employment has made it virtually impossible for the office worker to find well-paid employment in the suburbs. An analysis of the 1951 Census showing the proportion of workers in office occupation to the total number occupied by place of residence shows that suburbia provides the higher percentage of office workers per total population occupied.

Table 1

Percentage of Office Workers to Total Occupied

Coulsdon & Purley	34.2%
Beckenham	34.1%
Banstead	29.8%
Malden & Coombe	29.7%
Beddington & Wallington	29.3%
Bromley	27.0%
Sutton & Cheam	27.1%
Surbiton	26.9%
Merton & Morden	26.0%
Orpington	25.4%

Table 2

Percentage of Office Workers to Total Occupied in the Administrative County of London

Wandsworth	24.2%
Lewisham	24.0%
Woolwich	19.2%
Lambeth	17.8%
Battersea	17.6%
Camberwell	16.9%
Deptford	16.0%
Greenwich	15.2%
Bermondsey	10.6%
Southwark	10.1%

It is perfectly true to argue that the total occupied population is far greater in the London Boroughs, but a study of the occupational tables has shown that there is a large surplus of office workers who are dependent upon the "city" for employment.

The suburban centres have not developed an administrative function in terms of total persons occupied in an administrative capacity. Small branch offices of The Ministry of Labour, Inland Revenue, etc., are located in most of the suburban centres, but these offices do not meet the local demand for office employment. Despite the policy of regional decentralisation of Local Government Headquarters, e.g. Ministry of Pensions at Blackpool, the Ministry of Labour at Newcastle, little attempt has been made to effect the decentralisation of private firms. The suburban centres have always been overshadowed by the "city," and have never been able to offer the specalist services necessary for large scale administration. The centralisation of administration in Central London has facilitated many forms of economic endeavour by making it possible for the heads of large combines to effect a nation-wide control of their syndicates. This is in part due to the fact that London is the seat of the Legislative and all its executive bodies, and also to the fact that it is the centre of the national system of communication. Accessibility, nodality, and the juxta-position of one of the world's largest ports have all led to the selection of Central London as headquarters for the nation's commerce and all its latent forms of administration. The suburban centres have not been able to compete financially with the "city" for clerical labour; and the higher rates of pay obtainable in the "city" plus the added benefits and excitement of metropolitan life, have made the financial outlay necessary for the journey into London acceptable if not profitable. The following table gives a brief analysis of the Passenger Statistics relating to the journey to work into Central London. The following figures relate to the persons entering Central London between 7 a.m.-10 a.m.

Table 3

	Road Services	*Railways*	*Tubes*	*Total*
1948 ...	288,659	348,675	452,250	1,089,584
1955 ...	270,600	399,900	472,000	1,142,500
Difference	—18,059	+51,225	+19,750	+52,916

It is true that the net increase over this period 1948-1955 is only 52,916, but this is made all the more remarkable when it is remembered that the Planned Decentralisation of Industry and Employment has been instituted since 1948. Despite the growth of the New Towns, Planned Satellites and expanded towns, all housing "overspill" population, etc., the overall result is still an increase in the number of persons working in Central London. The higher incomes earned by those working in the city enables this specialist labour force to afford the expense of the journey to work, even if they are moved outside the immediate environs of Greater London. A large number of people resident in the New Towns of Crawley, Basildon and Harlow still travel daily into London to seek employment. Desire to escape the "city" smog has resulted in further residential development in or near the Green Belt. The system of public transportation is such as to make the journey from Brighton, for example, take little longer than a journey from just outside the Green Belt. This also applies in respect of the Green Belt, average journey of 40 minutes from the City and the County of London. Hence it is becoming just as convenient to live 15-50 miles away from the city as to live only 5-15 miles distant. This has resulted in the further separation of residence and work place.

The increase in the provision of office accommodation in the Central London Area has resulted in the depopulation of the Central Metropolitan Boroughs, i.e. those which logically should be providing residential accommodation for the city workers. The seemingly unsatiable demand for office accommodation in Central London has seen land values rise to a phenomenal all time peak, and some sites have an estimated value of up to £10,000,000 per acre if they could be capitalised. It is therefore no wonder that the redevelopment of Central London has seen the gradual exclusion of purely residential zones. No private developer will build residential accommodation when it is far more profitable to build office blocks. The new concept of a mixed zone, i.e. shop frontage, surmounted by offices and finally flats, is possibly one way of curbing the depopulation of Central London. But as yet it has not been implemented in the city. The following table shows the extent to which the Central Metropolitan Boroughs are being depopulated.

Table 4

	1911	1921	1931	1951	1956 (Estimated)
City	19,657	13,709	10,999	5,324	5,180
Finsbury	87,923	75,995	69,888	35,370	34,870
Holborn	49,357	43,192	38,860	24,810	22,640
Westminster	160,261	141,578	129,579	100,000	96,100
St. Pancras (South) ...	45,255	42,090	38,732	23,430	20,974
St. Marylebone (South) ...	61,594	51,636	48,053	35,985	33,419
Total	424,047	368,200	336,111	224,919	213,183

This table clearly shows the extent to which the Central Metropolitan Boroughs have suffered a loss of residential population since 1911. Should this trend continue, as it seems to be at present, then the congestion caused by the journey to work into London will reach unmanageable proportions in the next twenty-five years. Existing public transport facilities are already working at full capacity, viz. the travel conditions in the South Eastern Region during peak period travel. Even the use of 10-coach trains between Dartford and London has failed to relieve the congestion. Although it sounds melodramatic it can be stated that large scale office redevelopment is reducing the Central Area to a lifeless shell, lacking the resident population to maintain a thriving community. The sociological implications of this trend have not been fully evaluated. One noticeable factor is the absence of shops, in the Temple area, which sell basic foodstuff. Mid-day shoppers have to walk nearly 15 minutes before reaching fishmongers, butchers and greengrocer shops, etc., clothing, cafes, tobacconists, confectionery and stationers are predominant shops to be found in the Temple and Fleet Street area. This generalisation excludes the larger departmental stores which carry a wider range of basic foodstuff, but at prices far above those prevailing in residential areas. Large scale mid-day shopping which should be the natural result of the influx of commutors, is hardly noticeable in the "city." It is this absence of shops selling basic foodstuff which accounts for the flourishing yet unhygenic street markets, e.g. High Holborn, Lower Marsh, etc. The flourishing complex of basic foodstuff shops to be seen around the approaches to the suburban railway stations is further evidence of the inability of Central London to satisfy daily shopping needs. Hence the final result of all this is that a greater amount of shopping has to be carried out on Saturdays, accounting for the large crowds of people to be seen in any of the larger suburban centres. The increase in weekend sales is a trend which the larger combines have confirmed after an analysis of their sales statistics. The fact that a large number of people are not paid until Friday must influence these sales statistics, but it doesn't account fully for the popularity of Saturday shopping in the suburbs.

Further research is being conducted into the pattern of urban life in Greater London and an attempt is being made to define the urban field or sphere of influence of each of the suburban shopping centres. At present an analysis of the weekly or "local" newspaper is being carried out and it is hoped that the advertisements, private and commercial, news items, etc., will help to delimit the tribute regions. Various other factors are being correlated in the hope that a sufficient degree of conformity will result, and establish the patterns of urban life in the southern half of the Metropolis. A shopping survey has been made in each of the Metropolitan and Suburban centres and a basic analysis of the shopping structure is available. The location of Local Government offices, private offices and entertainment facilities have also been tabulated and a comparative analysis is now possible. The shops have been classified into groups, i.e. food, clothes, household goods, services and luxury goods. The occurence of each type has been expressed as a percentage of the total shops in the following tables.

Table 5

The Administrative County of London

CENTRES WITH MORE THAN 300 SHOPS

	Food	*Clothes*	*Services*	*Luxury*	*Household*	*Total*
Brixton	34%	34%	12%	8%	11%	390
Peckham	27%	32%	15%	10%	13%	339
Streatham	32%	23%	18%	18%	8%	348
Tooting	35%	23%	19%	13%	9%	427
Woolwich	29%	20%	13%	13%	10%	361

CENTRES WITH BETWEEN 200—300 SHOPS

	Food	*Clothes*	*Services*	*Luxury*	*Household*	*Total*
Balham	38%	15%	19%	13%	10%	250
Catford	31%	25%	17%	16%	6%	219
Clapham Junction	31%	27%	15%	15%	10%	243
Deptford	37%	26%	11%	10%	10%	271
Greenwich (plus Trafalgar Road)	47%	16%	17%	8%	9%	204
Lewisham	28%	22%	13%	17%	11%	276
Putney	33%	22%	19%	12%	10%	223
Walworth Road	24%	35%	19%	9%	8%	241

CENTRES WITH BETWEEN 100—200 SHOPS

	Food	*Clothes*	*Services*	*Luxury*	*Household*	*Total*
Blackheath	32%	13%	16%	9%	9%	116
Camberwell	38%	12%	29%	7%	11%	177
Clapham Common	40%	19%	22%	8%	11%	148
East Dulwich	42%	11%	16%	13%	11%	166
Eltham	30%	23%	20%	9%	9%	165
Forest Hill	34%	10%	16%	11%	8%	138
Herne Hill	38%	15%	22%	15%	6%	111
New Cross	38%	6%	19%	13%	10%	123
Plumstead	30%	12%	22%	9%	9%	143

	Food	*Clothes*	*Services*	*Luxury*	*Household*	*Total*
Sydenham	37%	9%	24%	13%	11%	169
Tower Bridge Road	35%	26%	19%	10%	10%	103
Wandsworth ...	48%	10%	18%	14%	6%	102
Crystal Palace ...	37%	13%	18%	13%	11%	195
Upper Norwood ...	46%	19%	19%	7%	7%	176

CENTRES WITH LESS THAN 100 SHOPS

	Food	*Clothes*	*Services*	*Luxury*	*Household*	*Total*
Lee	47%	7%	20%	9%	8%	85
Elephant & Castle ...	43%	17%	9%	10%	20%	93
Tulse Hill	46%	7%	26%	12%	3%	59

This study has been carried out in the relevant parts of Kent and Surrey, but the results have still to be correlated. It is hoped that when this analysis is related to the sales statistics as recorded in the Census it will help to determine the shopping habits of the residents in Greater London.

The above is a brief account of the field of research which is being undertaken by the author of this report. One aim of this research is to establish a reasoned policy for the decentralisation of office employment from the Central Area to selected suburban centres in South London. Part of this policy will be the promolgation of new administrative areas to recognise the increased status of these expanded suburban centres. The fact that some centres are expanding their spheres of influence should be recognised in the world of administration. A detailed breakdown of the journey to work structure is to be attempted in order that the policy of decentralisation can be related to the prevailing ecenomic conditions.

Evidence submitted by Mr. W. B. Deller

88 Beaconsfield Road
Mottingham, S.E.9
22nd June, 1958

The Secretary
Dear Sir

Alterations in the boundary between the Metropolitan Borough of Woolwich and the Chislehurst and Sidcup Urban District Council

I should like to bring to the attention of the Royal Commission the anomalies created by the present position of the boundaries between the Metropolitan Borough of Woolwich and the Chislehurst and Sidcup Urban District Council in the area of Mottingham.

The boundary in question runs in a westerly direction from New Eltham to White Horse Hill, Chislehurst, where, instead of carrying straight on to meet its continuation at the west side of Elmstead Woods, it turns in a northerly direction along Mottingham Lane for approximately one mile before turning back to resume its normal course.

The boundary thus forms a peninsular of Kent jutting into London, and a large number of people who would be included in the Boroughs of Woolwich or Lewisham if the boundary was drawn in a roughly straight line actually find themselves being administered by the Chislehurst and Sidcup Urban District Council. This would be understandable if the boundary followed some natural obstacle, such as a river, which caused the local residents to regard Chislehurst or Sidcup as their local centre. This is not the case however and the boundary appears to have been drawn quite arbitrarily.

There is no direct public transport from the Mottingham area in question to Sidcup ; there is no direct public transport from a large part of the area (the residential area around Jevington Way) to Chislehurst. The large majority of local residents rarely visit Chislehurst or Sidcup and do not share in the amenities these centres provide.

In contrast, there are three bus routes connecting the area to Eltham, the town which most residents regard as the centre of their local activities, and which is, in any case, only fifteen minutes walk from Mottingham Village.

The local electricity and gas services are administered by the showrooms in Eltham.

Thus the residents of the Mottingham area are not entitled to take part in local affairs in the area—Eltham—in which they are interested, and have no interest in the local affairs of that area—Sidcup—in which they are entitled to take part. The present arbitrary boundary thus distorts the natural development of local activities.

In addition the boundary produces artificial anomalies in the rating valuations in the area ; there is up to 20% variation in rateable value between similar houses on different sides of the boundary.

I would suggest, Sir, that any changes suggested by the Royal Commission of local government organisation in the area that I have mentioned should include an alteration of the present boundary such that the area of Mottingham is included with that of Eltham, whatever wider organisation both are a part of.

Yours faithfully

W. B. DELLER

Evidence submitted by Mr. P. E. Dimmock

(Formerly Clerk of the Urban District Council of Caterham and Warlingham)

6 Harestone Hill,
Caterham
Surrey

CATERHAM AND WARLINGHAM

Introduction

Whilst this Memorandum is submitted in my capacity as an ordinary elector, it will be appreciated that it was inevitable that, to a considerable extent, I should rely upon 44 years' experience as a Local Government Officer, 27 of these as Clerk of the Local Authority.

The Commission may feel that it is not inappropriate in examining the obvious factors which come to mind, and may consider it to be useful and perhaps constructive, to look, however briefly, at matters which lie beneath the surface; to ascertain whether the lessons of history may assist; and whether such matters may be regarded as of importance in suggesting a background inseparable from the more evident considerations; the latter being the aim to secure greater economy and efficiency by the redistribution of the municipal services in relation to the Rateable Values (apart from Government and rate deficiency grants) which in the end must pay for them.

1899

The Caterham Urban District was formed in 1899, seceding from the Rural District of Godstone within whose Area it had become the largest Parish contributor to the revenue of the Rural District Council. The Civil Parish of Caterham, which for 32 years was co-terminous with the boundaries of the Urban District, subsists today as a unit within the enlarged Urban District comprising four Civil Parishes.

The Godstone Rural District Council claimed payment by Caterham of a substantial sum to compensate for the loss. Litigation followed, and the judgment of the High Court was, that the Claim failed. Godstone appealed, and the Court of Appeal reversed the decision. Caterham appealed to the House of Lords and after a brief hearing the Lords restored the judgment of the Court below, holding in effect that it was unsound in principle and in law that one Authority should benefit financially at the expense of another, its neighbour, in such circumstances.

It was partly, and perhaps largely, as a result of that case, that the Local Authorities (Financial Adjustment) Act, 1913, was eventually passed, which etablished the position that, subject to agreement, a substantial loss of Rateable Value could be reflected in a successful claim for compensation by a losing Authority.

I have stated the prinicipal facts briefly. They could, of course be elaborated, should the Commission consider that to be useful.

1931

In that year the Urban District of Caterham was, by Order, extended by the addition of the Parish of Warlingham and by the adoption of certain consequential and minor " fringe " adjustments affecting the areas of the Coulsdon & Purley Urban District (to the North) and that of the Godstone Rural District (to the South). The Parish of Warlingham was formerly within the Godstone Rural District. In this case the situation was different and Godstone successfully claimed compensation for the loss of Rateable Value. The Urban District Council, after Arbitration, borrowed the sum necessary to meet their obligation.

By that union (creating the Urban District of Caterham and Warlingham), the ratepayers of Warlingham secured at the outset a reduction of rates of 7d. in the £ in the ensuing financial year. Godstone had long delayed a decision upon the increasingly urgent question of providing main (soil) drainage in Warlingham, previously drained to cesspools, whereas after union, the newly-constituted Council completed a scheme already in embryo, and without undue delay secured main drainage for a greater part of the Parish of Warlingham.

It is noteworthy that negotiations had previously taken place (Mr. Arthur Collins, Financial Adviser to Local Authorities, of Abingdon Street, Westminster, acting) for the addition of Warlingham to the Urban District of Coulsdon & Purley (the south boundary of Coulsdon & Purley adjoins, for its greater part, the north boundary of Caterham & Warlingham). But it became clear from the wishes of the inhabitants, vigorously and capably advocated, that a link with Caterham was desired.

Wishes of Inhabitants

Upon those two occasions (in 1899 and in 1931) much importance was attached to the wishes of the inhabitants.

1934

In this year—by the Surrey Review Order, 1933—made by the Surrey County Council under the provisions of the Local Government Act, 1929 (" Review of County Districts," every 10 years) the District was further extended by the addition of the Parish of Woldingham and a small part of the Parish of Chelsham, both formerly within the Rural District of Godstone. And by the addition of the greater part of the Parish of Chaldon adjoining part of the west boundary, formerly within the (abolished) Rural District of Reigate.

1958

Thus is the District constituted today, comprising 8,250 acres or approximately 13 square miles. About two-thirds of the area is within the " Metropolitan Green Belt " and potentially secure against further urban development. This is a decision of policy at Parliamentary level, but is not law. It can be over-ridden by the appropriate Minister, acting judicially in pursuance of planning principles.

In the last mentioned case, differing from the two previous alterations, the wishes of the inhbitants were not so visibly apparent. An instance of this is provided by the Memorandum of the Chelsham and Woldingham Association, recently submitted to the Commission, wherein they referred it is understood to the strong objection of Woldingham in 1933 to union with Caterham & Warlingham, and intimated in effect that, in the event of the Commission deciding to recommend a severance of the Urban District (whereby much of the urban parts of the area might become part of a "conurbation" of the Greater London Area combined with parts of extra-Metropolitan Surrey Authorities to the North), then they would submit and urge that Woldingham-cum-Chelsham should be returned to the area of the Godstone Rural District.

In the negotiations of that time, the Council urged upon the Surrey County Council that they did not desire any extension or alteration, beyond a few very minor fringe adjustments for better administration, inasmuch as it was considered that Caterham & Warlingham was a workable and not unwieldy unit of Local Government. They added, however, that if the County Council were of the opinion that the district should be enlarged, having regard to their review embracing wider areas of East Surrey, then (though disagreeing) the Urban District Council would do their best without further protest, to administer the enlarged Area with that efficiency and due regard for economy which had hitherto prevailed.

Parliamentary Electoral Divisions

It may be of interest—if not of use—to recall that the electoral areas within the Parliamentary Divisions have not been re-adjusted at equal pace with, or at the same time as, the alterations of Local Government boundaries. For example, the Eastern Parliamentary Division of Surrey, comprised until a few years ago—

The Urban District of Coulsdon & Purley

The Urban District of Caterham & Warlingham

The Rural District of Godstone (south to the Sussex boundary at East Grinstead), and

The Parish of Addington in the County Borough of Croydon.

Now, as a consequence of a statutory alteration of areas, the East Surrey Constituency comprises only the abovementioned two Urban Districts. The duties of Electoral Registration and the organisation of Parliamentary Elections have for many years, and still are, undertaken at Caterham, the full responsibility for the discharge of these duties having been delegated to Caterham by the Clerk for the time being, of the Surrey County Council. It may not be a true "delegation" in a legal sense, but the word suffices.

Civil Parishes and Wards

Although the District comprises the four Civil Parishes of Caterham, Warlingham, Woldingham and Chaldon, their constitution as Civil Parishes being still statute law, their significance and importance, as Civil Parishes, is negligible nowadays, and (it may be assumed generally) such may be the case with most *Civil* Parishes contained within the areas of Municipal Boroughs and Urban Districts. The creation of Wards for the convenient division of the electorate may have been a cause. It is debateable.

This Urban District has 10 wards.

Services

The services administered by the Urban District, whether by autonomy, or by delegation or agency on behalf of the County Council, will have been adequately dealt with by the evidence submitted on behalf of the Urban District Council, coupled with the effects of their transference to any newly-constituted Urban

Authority in this part of East Surrey, and it would be superfluous, therefore, to refer to them here.

Public Relations

Moreover, in considering the impact of revisions upon the social interests of the inhabitants, especially in regard to those organisations integrated to a greater or less degree with the civic life of the Local Authority and that of its elected representatives, it may be well, the Commission may think, to take into account the somewhat nebulous situation which in recent years has become known as "Public Relations."

The Chairman of the Council, by virtue of his (in the present instance, her) office, in the numerous engagements and visitations undertaken, may be termed an ambassador of goodwill in the maintenance of congenial relationships between the Council and such organisations—and, through them, an agent for creating a potent source of influence to sustain a well-informed electorate.

In the event of the abolition of the Area as at present constituted, the effect upon those bodies (Clubs, Societies, Ratepayers' Associations, and the like) whose constitutions derive from the title and size of the Urban District or of its Parishes, might be unfortunate, and might give rise to disintegration if union or affiliation with other bodies, whose constitutions might have differing aims and interests, occurred as an unavoidable result of a drastic revision of areas.

Consideration of the foregoing may usefully be joined with an examination of the wishes of the inhabitants. The Clerk of the Council would, I am sure, be glad to supply to the Commission an up to date list of all local organisations and branches of the political parties, if he has not already done so.

Boundary Anomalies

(a) The highway of Kingswood Lane at the North-East boundary of the Urban District, is in Caterham & Warlingham, although with the exception of six hereditaments, all properties on the North side are rated in Coulsdon & Purley. The road has not been made up and adopted as "a highway repairable by the inhabitants at large." (The quoted words are those of the Private Street Works Act, 1892.)

These factors, and the status of the road in relation to its continuance as Kingswood Way in Coulsdon & Purley, alleged to be in part an ancient highway, have caused, year after year, interminable argument as to the means for securing repair. The legal position is involved, and will not be clarified under existing law until either (a) a greater part of the highway is transferred to the Urban District of Coulsdon & Purley, or (b) the rateable value of most of the North side is included in Caterham & Warlingham.

(b) The premises forming the Warlingham Park Hospital, being Group No. 44 of the 53 Groups within the area of the S.W. Metropolitan Regional Hospital Board (and formerly belonging to the County Borough Council of Croydon) are disposed as follows:

The main hospital buildings are in the Parish of Chelsham in the Rural District of Godstone; its cemetery and part of the sewage disposal site are in the Urban District of Coulsdon & Purley; the isolation block and some hospital houses in Daniel Lane and Harrow Road, and the other part of the sewage Disposal Works, are in Caterham & Warlingham.

All these are adjoining, or adjacent to, the main buildings, although rated, as mentioned, in different districts.

These are cited as examples, but there are other equally absurd anomalies. Perhaps the Commission might think it well for its representatives to inspect these sites, upon the occasion of their proposed visit to the District.

Conclusion

In my view, when the Commission has weighed and collated, and reduced to reasonable and readable proportions the "evidence" tendered from local sources, the general concensus of opinion may show a desire (subject it may be to inconsiderable modification) that this District should remain as at present within the area of the Administrative County of Surrey. Albeit that in the fullness of time county administration may undergo revolutionary changes, in order to establish a less cumbersome and more realistic relationship with the electors; upon the formation of all-purpose Authorities, and the adoption of a system to secure wide co-ordination with neighbouring Authorities to preserve consistency; resulting in the abolition of the "County Rate" collected by the County District Authorities, in respect of which, because of detachment from local criticism and isolation at County Hall, the County Councils are in large measure immune from effective criticism.

Summary

The main points of this Memorandum, which is tendered with much respect and a deep regard for the great importance of the Commission's task of recommending the shape of things to come, with their manifold contacts and perplexities, may be summarised as suggesting a consideration of:

(a) The wishes of the inhabitants.

(b) The consequential financial adjustments.

(c) Public Relations and the interests of accredited local bodies.

(d) The structure of Parliamentary Registration Electoral Areas.

(e) Incidental "fringe" adjustments to ensure better administration, whether or not substantial alteration of the Area is recommended.

(f) The boundaries of ecclesiastical Parishes within the areas to be considered, or overlapping.

(g) The growth of shopping centres, and their relationship to residential development.

P. E. DIMMOCK

Retired, 1955.

Formerly:

Clerk of the Local Authority and Returning Officer.

Registrar of Local Land Charges.

Deputy Electoral Registration and Returning Officer, East Surrey Parliamentary Constituency.

The Secretary
Royal Commission on Local Government
in Greater London

Evidence submitted by Mr. J. Gardner

33 Braundton Avenue
Sidcup, Kent

30th January, 1960

Dear Sir

May I, as a comparatively junior local government officer who is nevertheless intensely interested in the problem of Greater London government, venture to mention one relevant fact which, so far as I can see after reading all the oral evidence submitted to the Royal Commission and published to date, does not seem to have been brought out? I refer to the decrease in the original status of the 28 metropolitan boroughs caused by the combined effect of loss of both functions and population—a situation which among all the 111 local authorities in the Royal Commission's area seems to be peculiar to them.

Since the metropolitan boroughs were created in 1900 there has not only been a considerable diminution of functions but in most cases the decline in population has been tremendous—the population of the Administrative County having approached the five million mark at the turn of the century whereas it is now under 3¼ millions.

I mention the point because I well recall that even before the last war when the original population had already declined one often heard it said in discussions among local government officers that there were far too many metropolitan boroughs and that there ought to be some grouping of them. If, therefore, the argument was valid then it would seem to have greater force today since not only have functions been reduced by post-war legislation but largely because of the war the population each of them serves—except for a few among those on the borders of the County—has very considerably declined still further.

If I may quote examples, the population of Finsbury and Holborn combined is now less than that of either of them in 1900; that of Bermondsey and Deptford combined is now about the same as that of Bermondsey alone in 1900, and a similar position applies as regards Westminster and St. Marylebone; and indeed the existing population of the four Boroughs of Bethnal Green, Poplar, Stepney and Shoreditch combined is some 40,000 less than that of Stepney alone when the metropolitan boroughs were created.

Yours faithfully

JAMES GARDNER

J. R. Niven, Esq., Secretary
Royal Commission on Local Government
in Greater London

Evidence submitted by Rev. Walter Gill

683 Holderness Road
Hull, E. Yorks
7th May, 1959

Dear Sirs

I am writing to support the representations already made to you by the M.P.s for Dagenham and South Ilford, urging that all L.C.C. Out-County Housing Estates should be transferred to the local councils ten years after construction, so that sons and daughters of tenants on marriage may have the opportunity (at present denied them) of filling vacant tenancies and thus ensuring the continuity of population essential to the true development of community life.

For the four years ended September, 1958, I was minister of the Becontree Methodist Central Hall, and so was able to observe for myself the evil effects of the L.C.C. policy in connection with this the largest and oldest of its Out-County Estates on the general life of Dagenham, the borough so largely overlapped by Becontree. In my 19 years of ministry in seven different areas of this country I have never come across one so weak in church and community life as this, mainly I would claim due to the policy of the L.C.C. forcing away the vast majority of young couples to find homes on marriage.

To take my own church there as the example (entirely typical of the rest), in my four years out of a membership of 100 we lost sixteen young couples by removal. The great majority of these 32 people were active members and included some of our best church workers. The youth work of the church which had brought these folk to us in childhood was being steadily crippled by their departure as the older remaining members grew unable to maintain it. We had plenty of grandparents in the church, but none of their grandchildren.

As I soon discovered, this was not merely a church problem: it found an equal parallel in every other community organisation in Dagenham dependent on recruitment from young people. And I was brought into intimate contact with many of these bodies when I joined with them to found the Dagenham Housing Applicants' Association, of which I became the first Hon. Secretary, to fight the issue with the L.C.C. I beg to submit a copy of the brochure* we published, and which gained widespread newspaper publicity at the time in our favour. The Association still exists and the present Hon. Sec. is the Rev. R. T. K. Griffin, Vicar of St. Thomas's, Becontree.

The keynote of Dagenham's general population, forty years after the beginning of the Becontree Estate, in relation to public responsibility is an apathy remarkable for its deadliness even in the London area. I once attended a meeting called to form a Dagenham Confederation of Tenants' Associations. Out of a population of 115,000 (mostly tenants) six people attended, in spite of all proper attempts at publicity.

This apathy is mainly due to the facts that: (a) Parents can find little enthusiasm for improvements in their town's life when there is little hope that their children will reap any benefit; (b) Young people can grow no local patriotism, knowing that there they have no abiding city; and (c) Churches and other good social organisations are too weak to provide a sufficient leaven of the spirit of public responsibility.

---

* "The Fight for Permanent Community Life," by the Rev. Walter Gill, Hon. Secretary, Dagenham Housing Applicants' Association—not reproduced in this publication.

All these facts must be laid at the door of the L.C.C.'s Out-County Estate policy, which has turned Dagenham into a one-generation transit camp. And the same problems are affecting and will increasingly affect the areas of the other and newer such Estates. The only solution seems to be for them all to be transferred to the local authorities on the spot within a reasonable time, such as the ten years after completion mentioned. Otherwise vast areas around the London perimeter will become a moral and social desert.

I am sincerely yours

(Sgd.) WALTER GILL

Evidence submitted by Professor J. A. G. Griffith, LL.M

(A member of the Greater London Group at The London School of Economics and Political Science (University of London))

A PERSONAL OPINION

1. I find myself out of sympathy with the approach adopted by most of my colleagues on the Group and since, I suppose, anything relevant is grist to the mill of the Royal Commission, I append this short opinion although there will perhaps be little in it of novelty.

2. My disagreement with the Group derives, I believe, from a fundamentally different approach. There are broadly two attitudes which can be adopted when looking at the problem of local government re-organisation, in London or elsewhere. One is the "democratic" attitude; the other is the administrative attitude. The democratic attitude has primary regard to socio-political grounds. It thinks in terms of political science, of government, of areas, of psephology, of the electorate. It is disturbed when it finds local government units which bear no particular relation to social groupings, to homogeneous communities. It assumes that the more the person affected is involved in the business of government, the better. It, therefore, for example, assumes that an elected council has inherent advantages and ought wherever possible to be preferred to appointed boards or Government Departments. It considers unfortunate the loss of local government functions to regional hospital boards and gas and electricity boards. If a local government unit is large, it warns of the dangers of remoteness. And so on. It thinks primarily in these terms.

3. I am not suggesting that this attitude is valueless. Men have died for it. And if we were a new community with no history this is the attitude we should adopt, as it is the attitude we should adopt if we lived under a dictorial system of government. If we had no freedom of discussion in the Press and through other forms of mass communication, if we had no Parliamentary system with Governments of limited life, if indeed we had no basic elective system in local government itself, then we should have, first of all, to fight for these things and all reforms and re-organisation would have to be directed to those ends.

4. But, given those things, reform and re-organisation can afford, and ought, to look primarily to administrative efficiency. The primary purpose of local government today is to provide services as efficient as they can be within the limits determined by the amount of money made available. The amount of money is, of course, to a large extent prescribed by the Government through the grant system, through direct administrative control and through Departmental pressures. The rate income is determined by the general level which at any time is regarded as proper. This level continuously changes over a period but it has a pattern which is universally adopted and even if a local authority decided to break the pattern and double its rate in one year, the number of important functions on which it could spend the increased income would be limited by the Governmental and Departmental controls referred to.

5. I am aware that to talk of administrative efficiency is to be in danger of begging a fundamental question. For, clearly, a good relationship between a local authority and its electorate and ratepayers makes for efficiency. A bad

relationship makes for conflicts, arguments and dissatisfaction and this immediately affects efficiency. But a distinction should be drawn between good relations and the socio-political considerations which lead to what I have called the democratic attitude. The responsiveness of a Governmental body to those who use its services is not necessarily, despite the political theories to the contrary, greater when that body is, to put it at its highest, a directly elected council in a defined and recognisable community. An area gas board can be more responsive than a small urban district council in a town of 10,000 people. Responsiveness depends far more on the attitude of officials than on the election of councillors for a three year term. Much too much emphasis is, in my view, placed on the electoral process, especially where, as in so many parts of London, the true election takes place at Party meetings where is determined who shall succeed to seats which are so often safe. And even where seats are not safe, the Party majority generally is. The principal reason for apathy at local elections is that it does not much matter who is elected. And no public feeling is likely to be aroused by a campaign to make the Metropolitan Water Board a directly elected body so long as a plentiful supply of clean water flows from the tap.

6. This argument does not lead me to suggest that local councils should be replaced by appointed boards but only that there is no inherent virtue in elected bodies over those not elected. Elected bodies have certain distinct advantages. They produce a small number of men of considerable ability who do not expect to be paid for their services. They often provide a smaller number of men who, being in Party political opposition, are ready to snap at the heels of their masters when the opportunity arises. They provide a channel of communication (not used so much as it might be) between the affected public and the official powers. The disadvantages of local councils are that they spend far more time in discussion than is necessary, that they employ many men for many hours preparing lengthy documents for their perusal, that issues are often decided on irrelevant and sometimes personal considerations—that they are, in a word, wasteful of time and money. The advantages and disadvantages of appointed boards are roughly the converse of those.

7. One who looks at the problem of London government from the democratic standpoint can easily and justifiably find fault. Much of the evidence submitted by the Group is to this effect. From this standpoint, considerable change of structure can properly be urged. But from the standpoint of administrative efficiency, different considerations arise.

8. Everyone who has worked in an administrative organisation of any size knows that the machinery for producing decisions and putting them into effect is complicated. It may be complicated in structure—with vertical departments and horizontal departments, co-ordinating groups and common services. But its principal complication is personal. The machinery runs smoothly or roughly to the extent that the individual men and women work together; and also to the extent that an individual in the organisation has learnt to know and understand other individuals outside the organisation with whom he has continual contact—his opposite numbers. During the ten years I have spent as a member of a small and a large local authority, I have been more and more impressed by the vital importance of the personal relationships of chairmen of committees with chief officers, chairmen and chief officers with other members, chief officers with junior officers, and chairmen and chief officers with those in other local authorities and in Government Departments. Because of the different functions of chairmen, officers and members, a local authority is in this sense more complex than most organisations. So far I have spoken only of internal relations. But when

account is taken of the work in "the field" the argument becomes even stronger. To a large extent the efficiency of the educational service depends on the relations between heads of schools, and governors or managers on the one side, and particular officers on the other. Similarly, in town and country planning where there is delegation to county district councils, the members and officers of those councils are involved.

9. It seems to me to follow from this that a very strong case is needed before existing units of local government, if they are working efficiently, should be disrupted.

10. The oldest of the probelms of modern local government in this country is the proper relation of function and area. In London, the major functions are vested in the six counties and the three county boroughs. Minor functions are vested in the metropolitan boroughs, the City and the county district councils. On my argument, it is necessary to show that functions are ill-administered by one or other of these groups of authorities, or that the areas are too small or too large for the function, before a case can begin to be made out for radical reorganisation.

11. For example, the London County Council is a very large education authority. There is no doubt that it could be divided into a number of education authorities, each large enough and rich enough to carry out educational functions. It might well be also that these smaller authorities would accord more closely to areas which had many social and political characteristics in common. But to my mind it is necessary to show much more than that before an education authority of the experience, high standards and efficiency of the London County Council is disrupted.

12. There are about 70 separate functions at present administered by local authorities in Greater London, of which the most important, within the Commission's terms of reference are education, housing, welfare, highways, planning, fire, public health and civil defence.

13. In my opinion, no strong case can be made out for disrupting the present administrative organisation of any of these services except highways and planning. These two functions are closely linked and ought to be administered over large areas—probably larger than the area of the Royal Commission. Ideally, highways ought to be regarded as an aspect of planning, but so to subordinate highways is not practical politics. Highways are now in a quite exceptional position, financially. Exchequer grants have always been high (up to 75% or 80% on major works) and central control, for this and other reasons, is considerable. Under the general grant system, highways are now peculiarly so controlled. Moreover, London highways are a national as much as a local problem; in this they are comparable to trunk roads outside the L.C.C. area, which are under Departmental control. The proper future planning and construction of London roads is a large scale and expensive project which can only be carried out with a very considerable amount of Departmental assistance.

14. Town and country planning has suffered because no authority has the clear responsibility of viewing the whole of the Greater London area. The Ministry sees individual development plans but this is far removed from comprehensive planning. Major highway development has suffered similarly.

15. There are three possible solutions (1) the vesting of planning and major highway functions in their respective Departments with power to delegate to local authorities (particularly for planning permissions and the execution of some

highway works); (2) the establishment of an elected Greater London Council to exercise these functions; (3) the establishment of a public board.

16. There is much to be said for solution (1), especially in view of the large amount of control through finance presently exercised over highway functions by the Ministry. But it has one very great defect. As has been said, highways and planning are closely linked and should be considered by one authority. Inter departmental committees are no substitute.

17. Solution (2) is that which has commended itself to my colleagues. I cannot accept it. A Council representing over 8 million people seems to me to have very few of the advantages connected with the representative democratic method and most of its disadvantages. If members were to represent less than 50,000 of the population, its strength would be 200 or more. For one member of an executive body to represent more than 50,000 makes a mockery of representation itself. Moreover the decisions to be taken would be bound to affect certain areas adversely and there would be a great danger of local groupings within the Council frustrating its work. To this complication would inevitably be added that of political party groupings. No representative *executive* body could function properly in these circumstances. It would approximate to an attempt to govern the country by Parliament.

18. If the great work of planning this vast metropolitan area is to be carried out with the drive and effectiveness which are so necessary, a small and powerful body is required. The solution seems to me to be to institutionalise certain Departmental and local authority functions.

19. There should be established a Planning and Highways Board for Greater London. The members should be nominated by the Ministers of Housing and Local Government and of Transport and Civil Aviation. The membership would be something like: Chairman, 2 Deputy Chairmen, 4 full-time and 4 part-time members. The Chairman, Deputy Chairmen and full-time members should be paid £6,000 p.a., £4,500 p.a. and £3,000 p.a. The part-time members should be paid £750 p.a.

20. The planning functions of the Board should consist primarily of:

(a) Preparation and continuous review of development plans for the area
(b) Planning and determination of comprehensive redevelopment
(c) Decisions of appeals on planning applications, with "call-in" powers.

21. The highways function of the Board should consist primarily of:

(a) Planning of major highway development
(b) Improvement of existing major highways
(c) Ancillary matters (e.g. parking and lighting) relating to these highways.

The actual execution of the work should be left in the hands of the highway enginering Department of the Ministry of Transport and Civil Aviation or any local authority, to whom the execution could be conveniently delegated.

22. The Board should be financed by the central Government. The Ministers should accept political responsibility for the Board's actions which should be regarded as exercised on behalf of the Ministers.

J. A. G. GRIFFITH

Evidence submitted by Mr. M. F. Hackett

Holmwood,
Hadley Green
Barnet, Herts

AN OUTLINE PLAN FOR LOCAL GOVERNMENT IN GREATER LONDON

The Present Position

1. (a) Geographically, the area consists of the Counties of London and Middlesex and parts of the Counties of Hertford, Essex, Kent and Surrey. There is no geographical feature which distinguishes one county from the other and no noticeable boundary line other than the River Thames (in part) and the River Lea (in part).

(b) Over eight million inhabitants of the area look naturally to Central London as the centre of cultural and entertainment activity and for a high proportion of them., for business and commercial occupation and higher or special education. There is no noticeable loyalty to, or indeed, interest, in Chelmsford, Hertford, Maidstone or Kingston as County Capitals. In Middlesex, very few families have county roots going back more than forty years. In general the citizens of the area regard themselves as Londoners and their interests are bound up in many ways with the Capital City.

(c) In addition to the six County Councils, there are four County Boroughs in the area (West Ham, East Ham, Croydon and the City of London) making ten all purpose authorities. In addition there are one hundred Municipal Boroughs, Metropolitan Boroughs, Urban and Rural District Councils.

(d) There is no distinctive boundary between any of these authorities and the one general feature marking out the whole area from the surrounding countryside is that it is, to all intents and purposes, completely built up. The first step, therefore, should be an acknowledgement of the areas' one distinctive feature and to establish it as:

The Geographical County of London

2. (a) The new County would have (as in Lancashire and Yorkshire) an Administrative County Council, 14 (Metropolitan) County Boroughs (including the City of London) and 28 Metropolitan Boroughs (as now) making 43 separate local authorities in place of 110 of which 15 would be " all purpose " authorities.

Metropolitan County Boroughs

(Appendix A)

3. Clearly an area of 8½ million people cannot be governed by one local authority and many criticise the present L.C.C. as being too big. The attached list shows 13 new M.C.B.s with full powers (other than police and water) and give to each an area comparative to Bradford or Bristol or Sheffield but with somewhat less population. None of the areas of population of any of the

proposed new authorities are out of line with many major County Boroughs in the country.

The Administrative County Council

4. (a) The London County Council should have an extended boundary to include a number of boroughs, of (physically) nondescript character, where most of the buildings, and dwellings in particular are of terrace type, and of Victorian and Edwardian vintage.

Much redevelopment of these areas will need to be done in the coming years, with new roads and vast rebuilding if they are not to develop into slum areas. The L.C.C. is well equipped and experienced in redevelopment, rehousing and slum clearance, and should therefore absorb the County Boroughs of West Ham and East Ham, Leyton, Walthamstow, Tottenham, Wood Green, Hornsey, Willesden, Acton, Brentford and Chiswick, Richmond, Barnes and Wimbledon.

They would be Metropolitan Boroughs within the County Council area.

(b) The attached list (Appendix B) shows how, with the new additions and some amalgamation of older Metropolitan Boroughs who have lost population owing to bombing and redevelopment, the number of Metropolitan Boroughs would remain at 28, each having a minimum population of 100,000.

The Powers of the London County Council

5. (a) The chief criticism of the London County Council is in its welfare services for old people and children. It is not possible in so vast an organisation to keep close personal touch with those persons in its care. The general trend of opinion in local government is now towards responsibility for the old and children to be in the hands of the smallest unit of local government and clearly this function should be transferred to the Town Hall and would be welcomed by Metropolitan Boroughs and would be discharged with greater personal contact between elected representatives and the people concerned.

A similar argument of greater personal interest and local contact can be advanced in favour of transferring local health services to the smaller authority.

(b) The power of the L.C.C. should be completely restricted on all matters to within its own boundaries and power to build outside the County transferred to a new planning authority mentioned in succeeding paragraphs. L.C.C. housing estates at present outside the L.C.C. boundary should be handed over to the Authorities of the area where they exist, with safeguards that vacancies, for a period of years, and on a sliding scale, should be filled from the L.C.C. list.

London Area Planning Authority

6. Clearly the whole area of Greater London needs to have a master plan which will indicate new roads, widened roads, restrict building and relate the master plan for London to a reasonable area beyond Greater London.

It is suggested that a London Area Planning Authority should have powers to initiate and/or approve all development proposals for built-up sites of ½ acre or more and on *all* virgin land and *all* redevelopment on main road frontages within 25 miles of Charing Cross. It should also take over the powers of the L.C.C. for establishment of new towns, or housing estates in existing towns beyond the new County necessary for relief of overcrowding in the County. Its funds would be raised by levy on all the authorities in the County, supplemented by National grant.

The Authority should have a full-time Chairman and Vice-Chairman appointed by the Minister of Housing and Local Government and the Board of the Planning Authority should consist of representatives of the thirteen County Boroughs and City of London and the L.C.C.

Summary

1. The whole area of Greater London should become the (geographical) County of London.

2. The Government of the County should be an outer ring of thirteen Metropolitan County Boroughs, with an extended London County Council area and, within the L.C.C. area, twenty-eight Metropolitan Boroughs.

3. The City of London should remain intact, as an acknowledgement of tradition and of the Lord Mayor's accepted position as titular Head of Local Government in the country.

4. A London Area Planning Board should govern replanning and all development in the County and beyond covering a radius of 25 miles from Charing Cross. The very able senior officers of the Middlesex County Council would be obvious candidates for chief officerships of this new authority.

M. F. HACKETT
Member, N.W. Metropolitan Regional Hospital Board
Chairman, Barnet Group Hospital Management Committee
Former Member, East Barnet U.D.C.

17th June, 1958

APPENDIX "A"

METROPOLITAN COUNTY BOROUGHS

	Population	*Area (acres)*	*Rateable Value*
Romford			
Hornchurch	113,600	20,308	1,526,060
Dagenham	115,100	6,728	1,320,960
Barking	75,560	4,174	1,002,550
Romford	110,100	9,432	1,409,983
	414,360	40,642	5,259,553
Ilford	180,600	8,411	2,856,079
Waltham Holy Cross	10,030	10,959	167,007
Chingford	46,840	2,868	704,202
Chigwell	59,740	8,972	805,825
Wanstead and Woodford	61,130	3,824	984,556
	358,340	35,034	5,517,669
Cheshunt	27,000	8,480	340,670
Enfield	109,000	12,401	1,726,917
Edmonton	98,110	3,895	1,444,394
Southgate	71,670	3,765	1,439,152
	305,780	28,541	4,951,133

	Population	*Area (acres)*	*Rateable Value*
Hendon			
Barnet	25,630	4,290	459,090
East Barnet	40,660	2,644	665,498
Hendon	153,200	10,371	3,176,959
Finchley	69,800	6,250	1,371,658
Friern Barnet	28,570	1,340	423,201
Potters Bar	18,910	6,129	319,522
	336,770	31,024	6,415,728
Watford	72,520	5,275	1,376,148
Bushey	18,260	3,866	279,826
Elstree	25,650	8,339	352,334
Watford Rural	15,000 (est.)	8,000	200,000
Chorley Wood	6,200	2,053	108,479
Rickmansworth	26,640	7,639	544,340
	164,270	35,172	2,861,127
Harrow	216,200	12,555	3,699,723
Wembley	128,300	6,300	2,676,879
Ruislip-Northwood	73,930	6,583	1,278,569
	418,430	25,438	8,655,171
Ealing	184,200	8,781	3,352,314
Southall	53,220	2,607	867,378
Hayes and Harlington	66,460	5,159	1,044,420
Yiewsley and West Drayton	23,070	5,276	641,365
Uxbridge	59,640	10,240	955,509
	386,590	32,063	6,860,986
Heston and Isleworth	105,100	7,261	1,953,098
Staines	44,200	8,274	776,712
Feltham	49,230	4,925	868,800
Twickenham	104,000	7,014	1,827,098
Sunbury	24,700	5,609	520,762
	327,230	33,083	5,946,470
Walton and Weybridge	41,520	9,052	775,828
Esher	54,700	14,847	1,198,838
Surbiton	62,610	4,709	1,082,588
Kingston	38,790	1,390	1,053,268
Malden and Coombe	45,700	3,162	774,324
Epsom and Ewell	67,580	8,427	1,237,629
	310,900	41,587	6,122,475
Merton and Morden	71,590	3,410	1,183,925
Mitcham	64,990	2,932	988,669
Sutton and Cheam	78,820	4,338	1,535,742
Carshalton	61,330	3,346	826,970
Beddington and Wallington	32,540	3,048	643,354
Banstead	38,220	12,821	711,181
	347,490	19,895	5,889,841
Croydon	249,300	12,600	4,334,799
Coulsdon and Purley	66,460	11,142	1,271,417
Caterham and Warlingham	33,400	8,250	451,350
	349,160	31,992	6,057,566

	Population	*Area (acres)*	*Rateable Value*
Bromley	65,100	6,519	1,240,164
Beckenham	75,340	5,935	1,372,108
Orpington	70,410	20,842	1,075,241
Chislehurst and Sidcup	87,300	8,957	1,183,935
Penge	25,540	770	330,750
	323,690	43,023	5,202,198
Erith	46,010	4,607	704,941
Bexley	89,300	4,869	1,207,341
Crayford	29,530	2,698	384,660
Dartford	40,850	4,292	597,436
	205,690	16,466	2,894,378

APPENDIX "B"

1. Woolwich
2. Lewisham
3. Greenwich and Deptford
4. Bermondsey and Southwark
5. Camberwell
6. Lambeth
7. Battersea (including S.E. Wandsworth)
8. Wandsworth and Wimbledon
9. Richmond and Barnes
10. Acton and Brentford
11. Fulham
12. Hammersmith
13. Kensington and Chelsea
14. Willesden
15. Paddington
16. Marylebone and Hampstead
17. Westminster
18. St. Pancras and Holborn
19. Hornsey and Wood Green
20. Islington and Finsbury
21. Tottenham
22. Hackney and Stoke Newington
23. Shoreditch and Bethnal Green
24. Stepney and Poplar
25. West Ham
26. East Ham
27. Walthamstow
28. Leyton

Evidence submitted by Mr. J. Harley

140 Camden High Street
London, N.W.1

MEMORANDUM REGARDING THE ESTABLISHMENT OF URBAN PARISH COUNCILS

Preliminary

1. In this paper the expression "Rural Parish Council" means a Parish Council as existing in 1957, and the expression "Urban Parish Council" means a local authority similar to a rural Parish Council but adapted to the administration of part of a borough. To those unacquainted with Parish Councils, it must be made clear at the outset that the term "Parish" has no necessary connection with any ecclesiastical area, and is used solely to describe a minor local authority area in which there is assumed to be a community interest.

2. This paper has been prepared by Mr. John Harley, of 15 Green Lane, Hendon, London, N.W.4, Chairman of the Hendon Ratepayers' Association, for the purpose of ascertaining the degree of support for a proposal to seek legislative authority for the creation of Urban Parish Councils, and is divided into four parts, as follows:

I. Summary of the Constitution and Powers of Rural Parish Councils.

II. General and Theoretical considerations.

III. Detailed suggestions for the creation, nature and dissolution of Urban Parish Councils.

IV. Personal Observations and Conclusions.

3. The Association of Municipal Corporations in its public statements has commended the introduction of the Parish Council concept into boroughs. The writer acknowledges his indebtedness to Mr. Charles Arnold-Baker, B.A., Barrister-at-Law, Secretary of the National Association of Parish Councils, for his assistance in providing the technical information contained in this Memorandum.

PART I—RURAL PARISH COUNCILS

Constitution and Powers

Literature

4. The most accessible summary of the Constitution and Powers of rural Parish Councils is to be found in "The Constitution and Powers of Parish Councils and Parish Meetings" published by the National Association of Parish Councils at 1s. 0d.

The "Parish Councillors Guide" by H. W. Cauthery and published by Shaw and Sons at 10s. 6d. is an excellent alphabetical "commonplace book."

"Dumsday's Parish Councils Handbook" by Desmond Neligan and P. M. Blomefield and published by Haddon Best & Co. at £1 10s. 0d. is the only extended legal text book in current use.

Constitution

5. A rural Parish Council is a corporation and consists of such number of councillors between five and twenty-one as may be ordered by the County Council and a chairman (who may be co-opted). After 1957 the term of office of its members will always coincide with the term of office of the rural district councillor for the parish. The councillors are initially elected by poll and the election is taken together with the election of the rural district councillor concerned. Casual vacancies are filled by co-option. The council may (but is not bound to) appoint committees which (other than a finance committee) have a limited power of co-option.

There is also in every parish a parish meeting consisting of all the electors presided over by the Chairman of the parish council.

Officials

6. A rural Parish Council may appoint and pay a clerk and other employees; the treasurer, however, may not be paid, neither may the clerk if (as often happens) he is a member of the Council. Only a few clerks are paid on a full-time basis and about 1,000 are unpaid volunteers.

Finance

7. The expenditure of a rural Parish Council is charged upon the ratepayers of the parish itself, but the rating authority is legally obliged to collect the rate as an additional item to the general rate. Differential rating is, therefore, the rule in rural districts but the rating authority acts only as a collector without responsibility for the way in which the money is spent.

8. The expenses of a rural parish council are divided into general and adoptive expenses. Adoptive expenses are defined in connection with the powers to which they relate in paras. 12 and 13. General expenses are expenses incurred in relation to powers which are not adoptive.

For financial purposes the distinction is fundamental for a Parish Council may incur general expenses up to a maximum of the product of a 4d. rate on its own responsibility; to exceed this figure it must obtain the consent of the Parish Meeting and to exceed 8d. it must also obtain the consent of the Minister. These figures are colloquially known as the "rate limits."

On the other hand, adoptive expenses are not subject to these rate limits nor taken into account for the purposes of calculating expenditure in relation to them.

9. A rural Parish Council may borrow, with the consent of the Parish Meeting, the County Council and the Minister.

Dealings in Property

10. A rural Parish Council may acquire land and there is a special procedure for compulsory purchase in which the County Council in effect acts on behalf of the rural Parish Council and eventually secures the conveyance to the latter.

11. A rural Parish Council may let its land for a year or less but (with two exceptions) longer leases require the consent of the Minister, Charity Commissioners or Minister of Education. Sales of property require the consent of the Parish Meeting as well.

Statutory Functions Generally

12. Most functions are directly conferred, but some (marked "adoptive functions") can only be exercised by the Parish Council if they have been adopted for the parish by the Parish Meeting. Some other powers are directly conferred but the expenditure upon them is treated as adoptive. (These are marked "adoptive expenditure.") A Rural District Council can delegate any of its functions to a rural Parish Council but in such a case the Rural District Council defrays the cost of the service.

Amenities and Utilities

13. Allotments (adoptive expenditure up to 2d. rate)
'Bus Shelters
Baths, Wash-houses and Bathing Places (adoptive expenditure without limit)
Burial Grounds (adoptive function)
Cleaning of watercourses and ponds
Closed Churchyards
Gymnasium and Holiday Camps
Maintenance of footpaths
Mortuaries
Open spaces
Parish Hall
Public walks and recreation grounds
Playing fields
Public lighting (adoptive function)
Safe custody of parish records
Subsidising postal facilities
Village greens
War memorials

Powers of Complaint and representation

14. Sewerage
Housing
Rights of way
(In practice) any parish affair
Charities

Powers of Appointment

15. Managers of primary schools
Trustees of parochial charities

Powers of Contribution

16. There are extensive powers to contribute to the expenses of other local authorities and voluntary bodies whose activities benefit the parish.

Non-Statutory Functions

17. Apart entirely from any formal action which may be taken by a rural parish council it is a valuable source of local information and contacts for any other public authority which cares to make use of it. A parish council can (and many do) help other bodies to do their work more effectively and cheaply.

In practice parish councils or their members acting as individuals do many things by persuasion and with voluntary funds where it is difficult to find justification in the words of a statute. These may include the organisation of a local festival, the repair of some landmark, the provision of a small museum or the satisfaction of some local social requirement such as the launching of a youth organisation.

PART II—GENERAL AND THEORETICAL CONSIDERATIONS

18. In the coming re-organisation of local government it is a reasonable certainty that some parishes at present in rural districts will be absorbed by neighbouring boroughs; the Association of Municipal Corporations has formally expressed the view that such parishes ought to retain their parish councils and, logically enough, that provision ought to be made for the optional extension of the parish council concept to other parts of boroughs as well. Some of the general advantages which may be expected from the creation of urban parish councils are summarised in the succeeding paragraphs but it may be as well to bear in mind at the outset that any machinery which may be devised should provide for the greatest possible elasticity and adaptability to the great variety of circumstances which exist.

Overcoming Public Apathy

19. Public ignorance and apparent lack of interest in Local Government have been matters of complaint for many years, and they constitute a dangerous threat to any system of popular local administration. This is a problem to which there is no single solution and it must be attacked from many directions at once. There is evidence that Local Government is better understood in the rural areas than amongst the urban populations and this has been attributed by many observers to the fact that there are more authorities and a higher ratio of elected members of Local Authorities per head of population in the rural districts than elsewhere. There are roughly 70,000 parish and rural district councillors members of about 8,000 councils in a population of about 7,000,000.

This is a far higher proportion than that which obtains in the boroughs. The establishment of urban Parish Councils would do something to correct the balance; it would increase the number of informed amateurs in the system and so the number of channels by which information and opinion passes between the public, the elected member and the administrative machine.

The small community

20. Wherever there is an identifiable community with a character of its own it should be possible to take advantage of its existence to direct some of its community spirit into active participation in local government. Representation upon an outside body is not enough; what is needed is an authority peculiar to that community and able by the exercise of responsible functions and initiative to encourage local pride.

Such communities do not, of course, exist ready made everywhere in urban areas, and it must be recognised that the creation of urban parish councils should proceed experimentally starting from experience.

21. As rural experience has shown some functions can be administered as easily by a parish council as by a larger authority, even though the difficulties created for large rural authorities by distance need not be taken into account in boroughs.

22. Urban parishes are of many kinds but for the purposes of this paper three types are probably the most important, viz:

(a) **Former rural parishes** recently absorbed or about to be absorbed by a borough. Such parishes are used to a parish council and resent its actual or impending abolition. As a result they oppose absorption when on technical and administrative grounds they might welcome it. If their parish councils were preserved these resentments would disappear and the merits of the transfer would be considered more dispassionately. Moreover the existing parish council could assist the borough council materially after the transfer especially in the early stages.

(b) **New self contained building estates.** The development of new housing estates into places which are not merely inhabitable but pleasant tends to be retarded by the lack of homogeneity of the first tenants and an initial difficulty in establishing a local civic spirit. The formation of community associations can go some way towards the solution of this problem but a community association without a local official body to support it is not a complete answer, as experience of voluntary village hall committees in rural parishes has shown. There ought to be an official body able to spend public funds and responsible to *all* the inhabitants.

(c) **Old "ward communities."** In most towns there are certain districts which have from ancient or more recent times had a settled population, a particular habit of life, a specialised function, or some other characteristic which mark them off as communities with a personality of their own. Such districts are obvious candidates for the creation of a parish council.

Adaptability

23. The code governing the establishment and functions of urban parish councils should be easy for laymen to understand and should embrace provisions for the preservation and functional adaptation of existing parish councils, and provisions for the creation of new parish councils and for endowing them with powers. The borough council should be able to play a predominant part in these processes and the purpose should in every case be to produce an institution suited to its environment.

PART III—DETAILED SUGGESTIONS FOR THE ESTABLISHMENT

Nature and Dissolution of Urban Parish Councils

Constitution

24. As had already been suggested it is desirable to proceed from experience and so to envisage an urban parish council which is not constitutionally different from its rural analogue and is established by similar processes. This will simplify the transfer of a parish from a rural to an urban area (or the reverse) and will prevent confusion which might occur in connection with transfers of property, funds, trusteeships and the like.

Similarly it is suggested that the parish meeting should be retained with its present constitution but (as will appear) with only consultative and debating powers.

25. In areas where no urban parish council exists, the electors ought to be given a limited right of initiative. This might be achieved by requiring the county or county borough council to hold an inquiry on receipt of a petition for a parish council signed by fifty electors. This would not affect that council's right to make or refuse the appropriate order except that in the case of a non-county borough the county council should have no option (save in matters of detail) if the petition is endorsed by the borough council.

Finance

26. The urban, like the rural, Parish Council should be entitled to levy a rate upon its own ratepayers but the lower (4d.) rate limit, controlled in rural areas by the parish meeting, should not be in force in a borough. Expenditure beyond an 8d. rate can be left to the control of the Minister as in rural areas.

27. In addition, the borough council should be entitled to make conditional or unconditional grants towards the cost of any service administered by an urban parish council but this power should be so enacted that the urban parish council is not precluded from supplementing the approved estimate from its own resources if it wishes to do so.

28. The urban (like the rural) parish council should also have power, subject to the Minister's consent, to borrow, but the control by the parish meeting of borrowing should be abolished.

Functions

29. It is suggested that an urban Parish Council should prima facie have the same functions as a rural Parish Council, but that the borough council should be entitled to confer upon it any of its own functions either directly or by way of delegation and with or without conditions or time limits, and likewise it should be able to withdraw functions from the urban Parish Council and confer them upon itself. Orders for conferment or withdrawal should be subject to an appeal to the Minister at the instance of an aggrieved party, but the Minister's consent to such an order should not otherwise be necessary. The making of such orders would supersede the present adoption procedure where it exists.

"Reserved Lists"

30. It may be thought that there are certain functions which a borough council ought not to be allowed to withdraw and certain others which it ought not to be allowed to confer. Reserved lists of this kind may possibly be necessary, but the longer they become the less flexible the system will be and it will probably be best to allow common sense rather than statute to settle the arrangements in all but a minority of cases, such as the powers of complaint, representation, appointment and contribution mentioned in paras. 14 and 15 above.

Boundaries

31. On the analogy of rural areas, urban parish boundaries in non-county boroughs might continue to be settled by the county council and confirmed by the Minister. In county boroughs the provisional order would be made by the County Borough Council. In most cases new boundaries will cause little controversy but there will be advantages in laying down exclusive and inclusive criteria, even if they are only contained in rules of practice:

(a) Save in extreme cases (say over 25,000 and under 100) population statistics are irrelevant.

(b) Attention ought to be paid to the claims of tradition and of existing organisations. An ancient parish ought not to be heedlessly broken up and similarly thought should be given to the reunion of the parts of an ancient parish divided in the recent past. By considering ancient boundaries it will be easier to take into account old parochial charities and often the ecclesiastical organisation. The trusts, rights of appointment to and location of an existing village hall or community centre may be all-important and it will be necessary to take into account the claims of voluntary organisations such as the sports and dramatic clubs and women's institutes. Issues of this type will crystallise most sharply in cases where a rural parish is about to be absorbed by a borough.

(c) An emergent community in a part of a borough which has never had a parish council may be recognised by reference to evidence similar to that mentioned in the preceding sub-paragraph. The actual or intended position of the community centre will usually be the nucleaus, but where there is difficulty in fixing the exact limits the opinion of heads of households in doubtful areas might be sought by means of a simple questionnaire.

Obsolescent and Obsolete Parish Councils

32. It must be recognised that occasionally a parish may cease to be a community with sufficient coherence to make an existing parish council relevant to local requirements. It should, therefore, be possible to alter boundaries of urban parishes and to alter the size of their membership and in extreme cases it should be possible to dissolve a parish council altogether.

Where a parish is being transferred from a rural district to a borough the continued existence and future constitution and powers (if any) of a parish council can be settled by the order making the transfer, and its more distant future will be settled by orders of the county or borough council as already suggested. Similar procedures would be followed in the case of a new urban parish council.

In order to prevent uncertainty, however, it may be desirable to provide that changes shall not be made within a fixed period (such as ten years) from the date of the original order without the consent of the urban parish council or the Minister.

Parish Meetings

33. Parish Meetings in urban parishes should continue to exist and should be entitled to call for the annual accounts of the Parish Council and the Parochial Charities. They should also be entitled to discuss any parish affairs in the same way as a rural parish meeting, but should have no other legally enforceable powers. The urban Parish Council should pay the expense of holding such meetings and should be entitled to make standing orders for the conduct of their proceedings.

Elections

34. The elections of an urban parish council should be held at the same time as and together with the election of borough councillors. Although borough wards are fixed mainly by numerical criteria irrelevant to the boundaries of parishes as such, it will probably be necessary to establish urban parish wards coinciding as far as possible with the boundaries of the borough polling districts. This is already common in rural districts. There will undoubtedly be difficulties but these should not be regarded as insoluble especially if the urban parish council elections are in principle held triennially, and if casual vacancies continue to be filled by co-option.

PART IV—PERSONAL OBSERVATIONS AND CONCLUSIONS

35. It would appear that the various Residents', Ratepayers', and Tenants' Associations which already exist in nearly every urban community are in effect filling the vacuum in public representation due to the lack of parish councils. They carry out many of the proposed functions of an Urban Parish Council, but lack statutory authority or official recognition.

36. A voluntary organisation of any kind, if it is to be successful, usually needs to grow from the bottom upwards. In other words there must be a demand from the residents of an area for a Parish Council ; it will be useless for Borough Councils to try to impose them from above, and to expect them to work smoothly.

37. The local residents' associations are normally unattached to any political party and if Urban Parish Councils are to be saved from joining the increasing number of local authorities, whose members are divided by national party politics, it seems that the residents' associations are the most desirable organisations to sponsor the formation of Urban Parish Councils in their areas. It should be possible to obtain the services as parish councillors of many eminent local residents who are unwilling to take part in politics.

38. In order to simplify elections the levying of parish rates, and the establishment of parochial committees (of Borough and Parish Councillors acting jointly), it seems essential that an Urban Parish should be coincident with the corresponding Borough Ward. A Parish Council, however, might be constituted to cover two (or more) Wards, or alternatively two (or more) Parish Councils might be established in one Borough Ward (with Polling Districts as their areas).

39. In order to help provide for uniformity in administration and to facilitate liaison with each other and with their Borough Councils, members of the staff of the Borough Councils might be permitted to act as Clerks to the Parish Councils.

40. In view of the pending legislation concerning Local Authority administration, it seems essential that the views of interested bodies should be ascertained as quickly as possible, and communicated to the Government through the commissions recently established. The writer will be prepared, on hearing from sufficient organisations, to approach the Association of Municipal Corporations, the Urban District Councils Association, and the National Association of Parish Councils with a view to convening a conference to discuss the whole concept. Alternatively, interested organisations are urged to make their own representations to these bodies.

November, 1957

Evidence submitted by Mr. O. B. Howell

Black Jack's Mill
Harefield, Middlesex

CASE FOR RECTIFICATION OF BOUNDARIES BRINGING HAREFIELD INTO RICKMANSWORTH AND HERTFORDSHIRE

Topography

HAREFIELD is an area that is predominantly rural, which would be better governed by a local authority which has large rural interests. The Borough of Uxbridge is (apart from Harefield Ward) largely a conurbation of houses and industry. The interests and amenities of the borough are centred on Uxbridge, which is readily accessible to the whole community other than Harefield.

Population

Uxbridge Council has for many years considered Harefield as the site for its overspill population without regard to the wishes of their tenants as to whether they wish to live " in the blue " or not. The result is that the population of the village is unbalanced and approximately 60% of the houses are Council houses, the majority of whose tenants do not wish to live in Harefield and do not appreciate the advantages of living within the Green Belt. They would prefer to return to the town and to the advantages that they feel that town life has to offer. It is too late to rectify the mistakes of the past, but a removal from the power of this local authority may prevent a repetition. Such development as is still permitted or desirable should be made by private enterprise in order to increase the proportion of property-owning residents. The number of Council houses will appreciably increase during 1960.

If we were governed by a local authority with more experience and interests in rural areas, there is hope that views of all sections of the population would be more readily understood.

Amenities

Harefield ratepayers pay for Uxbridge amenities and provide the local authority with its most paying enterprises—the rubbish tips in Harefield. With the exception of the normal maintenance services and open spaces, there are no amenities provided in Harefield by the borough. The nearest ones are in Uxbridge (5 miles away). The only amenities in the village are provided by the County Council which would continue, no matter in which County area we were. Therefore we have no local services to lose by transfer to another area.

Public Services

The administration of our public services are as follows:

Gas	Administered from Harrow
Water	„ „ Rickmansworth
Police	„ „ Northwood
Fire	„ „ Ruislip
Post	„ „ Uxbridge
Education	„ „ Uxbridge
Hospitals	„ „ Northwood
Buses	„ „ Garston (Herts)
Railway	Nearest stations are Denham and Northwood

Even now it would appear that Uxbridge is not the natural seat of control for all services in the village, thus there would not appear to be any strong historic reasons why this should continue.

Education

At present the only schools in the village are the Secondary Modern and the Primary Schools. Children attending Grammar Schools have to go to Northwood Hills or Hillingdon or farther afield. Technical School pupils travel to Southall, Acton or Willesden. All these journeys involve at least a change of buses on infrequent routes and can mean journeys of over 15 miles in each direction. The many secondary grammar and technical schools in Rickmansworth, Croxley Green, Watford and Oxhey areas can be reached without a change of bus and in most cases a much shorter journey. Harefield Secondary Modern School's Agricultural Course would be of value to students from rural areas of Hertfordshire near to Harefield rather than those from Urban Middlesex with which we are now linked. The percentage of available grammar school places in Hertfordshire compares very favourably with N.W. Middlesex.

Farming

At present, such agencies as The National Agricultural Advisory Service, The Agriculture Executive Committee and The Animal Health Division are all located in the Guildford, Surrey, area.

If our area were transferred to Hertfordshire, the executive offices of these organisations would be much more accessible for our farmers.

Police

At present we are in the Metropolitan Police Area. If the County Boundary was altered, we might find ourselves in a County Police area. There is a suggestion that the Metropolitan Police area is itself to be extended to include Watford, Windsor and Slough. If this is so, an alteration in County Boundary might not alter our police supervision. However, if we were to come under a county force, this could be an advantage. The high cost of policing Central London falls in part on " outer fringe " ratepayers. We get very little from the police at present. We have no local policeman and our nearest station closes at night (Northwood). If we were controlled by a local force, we might once again have a policeman officially resident in the village, whose very existence helps to preserve law and order. The nearest Herts constabulary station in Rickmansworth is our nearest police station.

Diocesan Boundaries

As diacesan boundaries are not now necessarily the same as political boundaries, these are probably not relevant to the general issue.

Move to Where?

As we are primarily interested in preventing further encroachment on to the Green Belt, we would urge the Royal Commission to transfer the ward of Harefield in the Borough of Uxbridge to a local authority which already has other similar areas to control. It would appear that Rickmansworth U.D. would fit this role. If Rickmansworth is itself to become part of a larger authority, that authority would still have large rural areas to govern and would appear more suited to control such an area as Harefield than any urban Borough or County Borough in Middlesex.

We have appended two plans* as follows:

(1) The present County Boundaries and the Ward Boundary of Harefield;

(2) The proposed County Boundaries with Harefield incorporated into the County of Hertfordshire.

It will be seen that our Green Belt in Harefield is an important barrier to the encroachment of London on to the Chilterns which adjoin this village across the Colne Valley. Its preservation is of paramount importance to nearby places of rural charm and interest such as Denham and the Chalfonts.

---

* Not reproduced in this publication.

Evidence submitted by Mr. Hugh Jenkins

25 Westmoreland Terrace
London, S.W.1

1. The Administrative County of London, like the Holy Roman Empire, is neither administrative, nor a County, nor London. The area is too large for some purposes and too small for others. It is not grounded on the reality of population distribution, of geography or ancient history. With the passing of the years and the spread of Greater London, the Administrative County has become an absurdity. Local Government in London must be changed to meet the facts of 1958 or it will go the way of all anachronisms.

2. The successes of the L.C.C., and they have been many, have been achieved in spite of its structure. But there are many ways in which the body is anything but a success. For example, it meets in the daytime, which with unpaid Councillors, means that the membership of the Council is drawn from a very narrow and occupationally unrepresentative section of the community, and within that narrow group, effective control is exercised by a handful of leading members who often spend most of their daytime hours at County Hall. The slight chance that fortune will continue to favour London with a small group of exceptionally capable people, able to control officials and devote almost all their time without pay to the efficient government of the Administrative County is one which it is not reasonable to take. Change is essential.

3. There must be a Greater London Authority which should continue to be based on County Hall. Its area should approximate to that of the Metropolitan Police which it might well control. The GLA should continue to exercise the protective, amenity and communication services of the L.C.C.—the licensing, town planning, the fire brigade—the regulations and registration. The amenities—the entertainments the parks and the Royal Festival Hall, the main drainage and historic buildings, the museums and the Green Belt. The communications—the Port of London, the airports and bridges, rivers, streets, subways and tunnels. Some similar services at present administered by Metropolitan Boroughs might well be added to the G.L.A. responsibilties. Such a body might also exercise responsibilities at present administered by non-elected boards.

4. Most of the welfare and social services at present administered by the L.C.C. (including Education and Housing within the area but excluding technological education and specialist services) should be relinquished by the Authority and the responsibility devolved upon newly-created authorities of not less than 100,000 inhabitants which would take the place of the present Metropolitan Boroughs, Municipal Boroughs, Urban and Rural Districts in the G.L.A. area.

5. These authorities should be "most purpose" bodies. None of the existing authorities is too big. Some are too small and would have to be administratively amalgamated with adjacent authorities, but there is no reason why such authorities should not retain a formal existence in those cases where a long history and tradition would militate against complete absorption. In a large number of cases the change would simply mean that the existing authorities would acquire important new powers and would surrender some minor ones.

6. The advantages which would accrue from these changes are too well-known to need repetition. It has long been an axiom of local government that

the welfare and social services should be administered by a body which is local in every sense of the word. On the other hand, in the G.L.A. we should have for the first time an Authority capable of planning on an all-London basis.

7. If these changes are to result as they should, not only in more efficient approachable and comprehensible local Government, but also in more democratic local Government, it will be necessary to write in to the legislation the obligation that all authorities must have the majority of their meetings in the evening. The only exception might be the Greater London Authority, but if that exception is made then it should only be permitted providing the members of the authority are paid. Daytime meetings of unpaid Councillors can no longer be justified for they deny the reality of democratic control.

8. It is not suggested that there is anything very new in these proposals nor that they do not present difficulties but to the writer the difficulties appear to be surmountable and preferable to the long term dangers involved in the easier course of mere tinkering.

HUGH JENKINS, L.C.C.

10th June, 1958

Supplementary Evidence submitted by Mr. Hugh Jenkins, L.C.C.

75 Kenilworth Court
Lower Richmond Road,
Putney, London, S.W.15

29th October, 1959

Dear Mr. Niven

I should like to add the following to what I said to the Royal Commission.

"The result of the General Election suggests that if the electorate were to be in a similar frame of mind at the next L.C.C. elections the Labour majority on the Council would be much reduced. There would be something like 23 Labour constituencies to 19 Conservative—or 69 to 57 at three councillors per seat.

If the Royal Commission accepts suggestions that there shall be an elected Greater London authority covering the whole area, they would be replacing a predominantly Labour authority by one which would be much more predominantly, and even permanently, Conservative, so far as can be foreseen. This substitution of the probability of Labour control for the certainty of Conservative control would be an impartial act, but it could not be seen to be so.

An additional argument in favour of an area similar to the London Postal area is that such an area would be very evenly balanced between the two parties. Each would have a chance of winning the election and neither would have a huge majority in any forseeable circumstances.

These arguments are not, of course, the only nor even the main points in favour of the London Postal Area, or an area similar to it, but I submit that they are valid; for the Royal Commission, while remaining impartial, will not wish to ignore the political consequences of its recommendations, nor would it be right to do so.

One point I would like to repeat. The London Postal area is recognisably London and known by all in it to be London. It would not be too large to be the authority responsible for all except primary education provided that it met in the evening or that its members were sufficiently remunerated to enable them to spend enough daytime hours to retain the reality of democratic control."

Yours sincerely

(Sgd.) HUGH JENKINS

Evidence submitted by
Mr. D. W. Lloyd, B.A., A.M.T.P.I

2 Vicars Close,
Chichester, Sussex

SUGGESTED BASIS FOR THE RE-ORGANISATION OF LONDON LOCAL GOVERNMENT

This suggested pattern is based on the historic county areas as they existed before the formation of the London County Council. These old divisions still have some meaning, but the L.C.C. boundary is wholly artificial, and, as a whole, does not correspond with any accepted notion of what is "London" as distinct from the outer suburbs.

The suggested areas each comprise 1—1½ million inhabitants, apart from the two smaller areas proposed for East and West London. All the historic county boundaries are retained (with one minor modification), but the L.C.C. boundary is largely abandoned as an administrative boundary (except for stretches in the East and North-West).

It is assumed that the present pattern of metropolitan boroughs and county districts will largely remain, but many modifications are desirable, and some are suggested in the following pages. Some of the very large districts should be sub-divided where practicable and some of the very small ones amalgamated. But coherence rather than size should be the main criterion in the delimitation of a borough or district. In theory each borough should correspond with a clearly defined suburban area, or a group of closely-related districts; in practice of course boundary lines are bound often to be arbitrary.

The suggested districts are:

		Population	
1.	East London	482,100	declining
2.	West London	785,400	declining
3.	West Middlesex	1,587,000	slightly increasing
4.	North London	1,338,500	declining
5.	London-Essex	1,257,000	slightly increasing
6.	London-Kent	1,016,800	increasing
7.	South London	1,255,800	declining
8.	Surrey	1,351,900	increasing

(Population figures are approximate, and based on the 1951 Census)

DAVID W. LLOYD

July, 1958

East London

1. Comprising the boroughs of Bethnal Green, Finsbury, Hackney, Poplar, Shoreditch and Stepney. Population 482,100.

East London is an obvious coherent unit, and its constitution as a separate "county" area is justified on social, economic and geographical grounds, despite its comparatively small and declining population. The Lea makes a clear break with inner Essex, though there are admittedly strong ties with districts such as West Ham.

Finsbury is a somewhat debatable area; possibly the western part (Clerkenwell) would be more appropriately grouped with West London.

West London

2. Comprising the City of Westminster, and the boroughs of Chelsea, Fulham, Hammersmith, Holborn, Kensington, Paddington and St. Marylebone. Population 785,400.

This area includes almost all of what might be called "metropolitan London" west of the City. London's centre of gravity has been moving westwards all through history, and Kensington and northern Chelsea, "suburban" till the beginning of this century, are in the process of becoming integral parts of the inner metropolis. Outer Fulham, Hammersmith and Paddington are better grouped with them than with a purely suburban area like West Middlesex.

West Middlesex

3. Comprising all that part of the present County of Middlesex west of Watling Street (A5). Population 1,587,000.

Ealing is the obvious administrative centre, conveniently accessible from most of the county districts. With such a focal point, the county should have a high degree of coherence.

Some rearrangement of the boroughs and districts is suggested, especially in the Harrow-Uxbridge-Ruislip area. They might be re-arranged as follows.

(1) Ruislip (without Northwood); including those districts in Uxbridge borough north of Western Avenue (Harefield and Ickenham).

(2) Pinner (now part of Harrow borough) combined with Northwood.

(3) The remainder of Harrow remaining as a single unit; though the possibility of creating a separate district at Stanmore might be investigated; also some revision of the boundary with Wembley.

(4) Uxbridge (the main part, south of Western Avenue) combined with Yiewsley and West Drayton. This should form a coherent unit.

Elsewhere in the county the following alterations are suggested:

(5) A new district of Greenford formed out of that part of Ealing borough North of Western Avenue.

(6) Hampton detached from Twickenham and amalagamated with Sunbury (the combined district to take the name of "Hampton and Sunbury").

North London

4. Comprising the Metropolitan Boroughs of Hampstead, Islington, St. Pancras and Stoke Newington, and all that part of Middlesex east of Watling Street (A5) except Potters Bar. Population 1,338,500.

Possibly a smaller county (North London) might be created, including the four Metropolitan boroughs and perhaps small additional areas to north and south, the rest forming a separate county (North Middlesex). But there is nowhere a firm dividing line, comparable with the River Lea, for instance, dividing inner from outer districts; instead there are strong north-south ties throughout the area, along the railways, tubes and main roads.

There is obviously a strong case for including Barnet in this area. But this town is historically, and in present sentiment, a Hertfordshire community, and has a small rural hinterland, and there is no compelling reason why it and East Barnet, together with Potters Bar, should not remain in Herts. The inclusion of the latter district (physically self-contained and still partly rural) in Herts would rationalise the present anomalous county boundary.

London—Essex

5. Comprising the county boroughs of East Ham and West Ham, and the districts of Barking, Chigwell, Chingford, Dagenham, Ilford, Leyton, Waltham Holy Cross, Walthamstow, and Wanstead & Woodford, together probably with Hornchurch and Romford. Population 1,257,000 (or 1,065,600 without Romford and Hornchurch).

This constitutes a solid, well-defined area whose outer fringes, for the most part, abut on to the Green Belt. The town of Romford is less completely suburban that, say, Ilford, and has a quite considerable hinterland in rural Essex. Hornchurch is more purely suburban. But the case against retaining these two in Essex would not be overwhelmingly strong, and the district would be quite coherent without them.

London—Kent

6. Comprising the metropolitan boroughs of Deptford, Greenwich, Lewisham and Woolwich, and the districts of Beckenham, Bromley, Chislehurst & Sidcup, Crayford, Erith, Orpington and probably Penge (but see South London). Population, with Penge, 1,016,800.

This area includes the four metropolitan boroughs which were orginally in Kent and which still, especially Greenwich and Woolwich, retain a certain distinct individuality. They have strong ties, specially Woolwich and to a lesser extent Lewisham, with the districts beyond the present county boundary, which is almost wholly artificial. Much more definite is the inner fringe of the Green Belt, with which the outer boundary of this area largely corresponds.

Dartford is considered still an essentially Kentish town rather than a London one, and has a large mainly rural hinterland in the Darenth valley from which it should not be separated. Although running through a closely built-up area the present boundary between Crayford and Dartford is probably the best that could be drawn between London-Kent and Kent proper.

The southern part of Orpington U.D. is still mainly rural, and is included in the Green Belt. The wards of Cudham, Knockholt and Biggin Hill might be reconstituted as parishes and added to the Sevenoaks R.D., in Kent proper. Downe, however, although rural must remain in the London area because of its geographical position, but its ties are with Bromley rather than Orpington.

Not all districts are very satisfactorily constituted, and there might be some subdivision (e.g. Eltham from Woolwich, Sidcup from Chiselhurst, West Wichham from Beckenham) and a new district might be formed in the Cray valley—possibly including St. Paul's and St. Mary Cray and Sidcup, leaving Chislehurst to be added to Bromley and Orpington as a reduced area.

South London

7. Comprising the metropolitan boroughs of Battersea, Camberwell, Bermondsey, Lambeth, Southwark and Wandsworth,* and the districts of Barnes, Merton & Morden, Mitcham and Wimbledon, together with the northern part of the county borough of Croydon. Population (without any part of the county borough of Croydon) 1,255,800.

This area comprises most of the solidly built-up Victorian districts of south London, apart from those included in London-Kent. Though the district is admittedly somewhat amorphous, there is a certain community of interest between all the districts south of the Thames. Any outer boundary for such an area is bound to be artificial; this one probably corresponds more or less with the arbitrary line between what is popularly considered as " London " proper and what is considered, especially by the inhabitants, as " Surrey."

Some of the existing district boundaries need modifying. The borough of Wandsworth in particular is a thoroughly unsatisfactory and over-large area; it consists still of five distinct main districts which were originally separate parishes. If they were all reconstituted separately, their avereage size would be too small; instead the following re-arrangement of the existing boroughs of Battersea and Wandsworth is suggested.

1. Borough of Putney, with central Wandsworth.
2. Borough of Battersea and Clapham.
3. Borough of Streatham, including Tooting and possibly a small part of Croydon county borough.

In addition a borough of Norwood should be formed, comprising the northern part of Croydon County Borough and appropriate parts of Lambeth (West Norwood), Camberwell and probably Lewisham, together perhaps with Penge Urban District. This district could be focused on the Crystal Palace.

Barnes, which closely adjoins Putney, is more appropriately included with this area than with the county of Surrey.

---

* An alternative proposal for the re-organisation of the Wandsworth area in South London is as follows:

(1) Borough of Putney and Barnes. This would be in effect a major extension of the existing borough of Barnes.

(2) Borough of Battersea and Wandsworth, with Central Wandsworth and Clapham. It would be possible in this borough to make use of the existing Wandsworth Town Hall.

(3) Borough of Streatham, with Tooting, as already suggested.

Surrey

8. Comprising all the present county except Barnes, Merton & Morden, Mitcham and Wimbledon, but including the southern and principal part of the county borough of Croydon. Population (including all Croydon county borough) 1,351,900.

There is no clear-marked division between suburban and outer Surrey as there is in Essex or Kent, and the whole county, less its innermost parts, makes a reasonably satisfactory unit. Any subdivision might be between east and west, rather than inner and outer, the dividing line running between Ewell and Cheam; Epsom and Banstead; Betchworth and Buckland. But there seems to be no call for such a division. An alternative possibility would be to retain Croydon county borough in its whole present extent, and add to it the districts of Coulsdon & Purley and Caterham & Warlingham (total population 349,700) as an entirely independent district. Croydon town proper should certainly not be added to South London (as distinct from the northern part of the county borough) it is a suburban town and the natural focus for a large hinterland, especially to the south.

Especially as Richmond would remain in Surrey (which it would certainly desire to—it would be incongruous in South London), Kingston could continue satisfactorily as the administrative centre.

General Note—Watford, though joined to London, is still to a large extent an individual community, and should best remain in Hertfordshire, together with Rickmansworth. The districts of Rickmansworth and Chorleywood could satisfactorily be united.

Evidence submitted by Mr. J. E. Miller

3M Peabody Buildings
Abbey Orchard Street
London, S.W.1
9th March, 1958

Dear Sirs

I have just read in the newspapers that the Royal Commission on Local Government in Greater London are welcoming the views of the general public on the matter.

In my view the reform of local government in Greater London is long overdue. London has lagged behind the other great cities of the world in extending it boundaries. The area of the L.C.C. is ridiculous, being the same as that of the Metropolitan Board of Works one hundred years ago.

This Commission should unite the true spirit of civic feeling in London.

The area of this New London should be the same as the area in the terms of reference.

This Greater London Council could be a model to the rest of the world. If the Commission fails to change the area of London to the size mentioned above they will be failing the public. Surely the need to extend the boundaries of London is obvious when you consider the ad hoc arrangements made in the question of police, transport, water supply, etc.

The boundaries of the L.C.C. could be extended to take in the Metropolitan Police District with the boroughs of Romford, Watford, Dartford, with the urban districts of Hornchurch, Walton and Weybridge, Rickmansworth, Chorleywood, with Watford Rural. The area of the new L.C.C. should be at least as large as this.

A Royal Commission was set up in 1919 to consider changes needed in the local government reform of Greater London; this Commission can succeed where the other one failed. Herbert Morrison, a great expert on London, says that this reform is *essential*.

Summing up, this Royal Commission has two jobs; first, definitely extend the boundaries of London to the area mentioned above; secondly, the power of the new London County Council should be reduced on certain matters.

Sir Edwin Herbert and the rest of his colleagues could earn the everlasting gratitude of the new generation of Londoners. I admire the Conservative Government for many things but in bringing in this Bill they have given real hope to all those who love London.

I am

Yours most faithfully

J. MILLER

Second Submission

25th August, 1958

Dear Sir

I have already written to you about the problems of local government in Greater London but I feel I must follow it up with some more criticisms of the present system.

Very often I go on trips to the coast and the thing that strikes me on the homeward journey is the difference in trunk road lighting. On the outskirts of London you find one form of lighting, usually a yellowy light, but once you enter the County of London it's different again. Again on the outskirts there are many spots with no lighting at all, where there should be. If there was a Greater London Council all these things like trunk road lighting could be co-ordinated.

I was reading the other day that Tokyo has a Council for the Metropolis of Tokyo. If that city considers it necessary, how much more should London? In my opinion London is and will be the greatest city in the world.

The most annoying thing about the present set-up is that the London County area accounts for only 3,500,000 people but the area of Greater London is about 8,500,000; that is, the combined population of Scotland and Wales; and yet no democratic government for the area has yet been formed.

The best solution I've heard yet is the setting up of County Boroughs of about half a million people each and elected members would sit on the Greater London Council. Local affairs would be run by the County Boroughs but things like road lighting, water supply, ambulance service, fire brigade, would come under the overall authority. And the whole area should be named the Metropolis of London.

I am a Londoner and proud of it, and I'd be more proud if these reforms, which are, to put it mildly, urgent, were put into being; then the wealth of London, Great Britain and the Commonwealth would be enormous. This might sound silly but unity in the capital on local government would set an example to the rest of the world. Well I will say no more but to hope that the panel of wise gentlemen sitting on the Royal Commission recommend these changes and rid London of this bureaucratic control of the L.C.C.

Yours sincerely

J. MILLER

Third Submission

25th September, 1958

Dear Sir

This is the third time I've written to you on the subject of government in Greater London. But ever since the establishment of this Royal Commission I've been looking on how other great cities of the world run their local government.

The first thing I find out is that New York City has a Metroploitan Region with a radius of fifty miles from the City Hall in Manhattan. That is what I call foresight, bearing in mind that in that area of something like 5,000 sq.

miles things like highways, dock schemes, housing, are brought together. Of course America is far larger than England but it does suggest why the growth of New York has been so tremendous. Also in America they have Metropolitan areas in about twenty cities.

As I pointed out in my last letter, it seems absurd why the present County of London is only 117 sq. miles with a population of 3¼ millions when the Outer Ring contains another 5¾ millions, the total population of Scotland and Wales together.

These American cities I've been writing about may in the course of time expand their boundaries to include the outer areas. The present area of London County is one of the smallest of the great cities of the world. London has a fine transport system, probably the best in the world, but its local government is a disgrace. This country lags far behind in foresight. The London Chamber of Trade had the solution. That is, to split the Greater London area as stated in the terms of reference into County Boroughs, each with a population of ½ million; let them conduct most of their local affairs but overhaul things like roads, water supply, etc., which would come under the Greater London Council.

The City of London should be left alone.

Since the war New Towns have been created, making thousands of people happy in new surroundings; now let's make London a city to be proud of by uniting its government.

Yours sincerely

J. MILLER

Fourth Submission

15th February, 1959

Dear Sir

This is the fourth time I've written to you on the subject of local government in Greater London. And Government Departments have just sent their evidence and I think their evidence shows the muddle of administration in the area.

The present County of London is a farce and can only be described as the centre of the metropolis. Here we have the combined populations of Scotland and Wales in an area of about 865 square miles, and under the present system only about a third of the people are governed by the L.C.C. Countries overseas, especially America, have Metropolitan Areas such as New York. And the time is not far distant when these areas will combine, forming the Metropolis of New York. We should be giving a lead in local government; instead we have been dilatory and only now have we woken up to the facts.

These nine million people who live in the Commission's area would benefit greatly with the combined wealth of London. The L.C.C. have been moving people out of London into the New Towns and some areas of London are becoming dead towns. Let's put a stop to this disgrace; if people want to live in London they should be able to.

The thing that impresses tourists in this country is London because of its size although I believe there should be a limit and this limit should be the

Commission's area. Also more developments should be allowed to take place within this area. The Green Belt policy is a good one but it is too near to the centre of London and should be extended to about 18 miles, but of course preserving such areas that are not suited for building such as commons, parks and beauty spots.

Well let's hope the Commission will create a County Council for Greater London and make it a city to really be proud of.

Yours faithfully

J. MILLER

Fifth Submission

14th September, 1959

Dear Sir

I am writing again on the subject of local government in Greater London.

The administration of London is now completely out of hand. The Labour controlled L.C.C. are still crying out for a New Town when the County of London has lost well over a million people since before the war. I admire the County Councils outside the Greater London area for rejecting the idea of spoiling more countryside. Surely the answer is for the setting up of a Greater London Council whose area should not be smaller than the area the Commission is reviewing. A good case in point is Croydon Airport. Here is about 300 acres of ground which could be used for the housing of Londoners. The trouble in my opinion is the plan about Green Belt areas. Some people would like to see Croydon Airport included in the Green Belt. My view is that the Green Belt area should be moved to, say, beyond the Commission's area, with of course retaining existing parks and similar open spaces.

The present Green Belt area has always been unrealistic. It seems almost unbelievable that this chaos was allowed to develop. London is lagging far behind other great cities as regards local government of metropolitan areas.

The present review may well be the last chance of reform for years to come.

New Towns have been built to house Londoners; now let's have drastic reform of London itself.

Yours truly

JOHN MILLER

Evidence submitted by Mr. D. W. Mountain

34 Harbury Road
Carshalton, Surrey
18th March, 1958

Dear Sir

RE CARSHALTON URBAN DISTRICT—SURREY

I live in the South West Ward of the above mentioned local authority area and I wish to submit the following evidence in support of a plea that the ward be included in an enlarged Sutton Municipal (or County) Borough.

1. About half the ward is in Sutton for postal purposes.
2. About half the ward is on Vigilant (Sutton) exchange for telephone purposes.
3. Bus route No. 213 which covers the ward from south-west to north-east does not go within ½-mile of the centre of Carshalton but turns westward to the centre of Sutton.
4. Because of (3) above nearly all residents in the Ward do their non-local shopping in Sutton.
5. For the same reason the Local Authority offices in Carshalton are rarely visited and provide no Community centre for this part of the district.
6. Carshalton U.D. is long and narrow (about 5 miles long by ¾-mile wide) and communications in the main run across, so that there is no mixing, no community of interest between residents of the northern wards and those of the southern wards.

Lastly, may I respectfully submit that you please do *not* give consideration to amalgamating Carshalton with Wallington Municipal Borough (as has been proposed in the past) as the South West Ward has very poor communications with that latter district and no community of interest.

Yours faithfully

D. W. MOUNTAIN

The Secretary
Royal Commission on Local Government
in Greater London

Evidence submitted by

E. J. and Jeanne Nickson

31 Lowfield Road
London, W.3

MEMORANDUM ON THE EVIDENCE SUBMITTED BY THE GREATER LONDON GROUP OF THE LONDON SCHOOL OF ECONOMICS AND POLITICAL SCIENCE

Contents

Paragraphs

Introduction ... ... 1—2
The Second Tier ... ... 3—18
The First Tier ... ... 19—33
Relationships between Authorities ... ... 34—52
Functions ... ... 53—56

Introduction

1. Limitations of time and opportunities for research in such a complex field as local government place severe restrictions on individual endeavour and it is not possible to compete with an organisation, backed by a full-time research staff, in formulating detailed and comprehensive proposals for reform. It is, however, possible to set out a few basic principles based on value judgements and general observation and to outline a general overall scheme by way of illustration. This has been attempted in this memorandum, which is occasioned by and is based almost entirely on the evidence submitted by the Greater London Group of the London School of Economics and Political Science, much of which is acceptable. The Group, in fact, put forward two alternative schemes; our proposals might well be regarded as a " Scheme C."

2. Local government must be strengthened if it is to survive. In so far as it can be accomplished by structural changes, we believe that this can only be achieved by a structure designed to intensify the feeling by the citizen of participation in his local government. This is intangible but nonetheless real; and it explains our emphasis on the need to harness civic loyalty and to focus civic consciousness, even, if necessary, to the possible slight detriment of absolute administrative efficiency.

The Second Tier

3. While the case for a Greater London authority is sound, the Group's proposals for the second tier must be contested. They appear to spring, in part, from three basic assumptions. Firstly, it is held that local government should be local, and therefore as many functions as possible should be given to the second-tier units. The second-tier units should therefore be large enough to undertake these functions efficiently and so to reduce the functions of the first-tier authority to a minimum. Secondly, it is held that the second-tier units should be quite independent authorities, fully competent to manage their own affairs, and not subservient to the Greater London authority. Thirdly can be deduced an implied belief in the advantages of the single-tier system (at least as far as urban areas are concerned), and that, because this is not practicable in the peculiar circumstances of London, any solution must be something of a compromise.

4. The result of this is to advocate a system of large (or very large), most-purpose and independent second-tier units very similar to county boroughs. Unfortunately, this largely defeats its own objects in that the units cease to become local in any real sense. The citizen of Willesden has really no more in common with the citizen of Wembley than he has with the citizen of, say, Fulham or Islington, and no greater interest in or loyalty towards the district in which the other lives. Nor is placing them under one local authority likely to engender a common civic sentiment to any marked extent as a product of that authority's own institutional existence, except perhaps in the very long run. It is true that the resident of Surbiton may have some vague feeling of sympathy towards Battersea if he travels through it each day on his way to his office in the West End or in Houghton Street, but this is hardly a common civic interest; and vice versa is most unlikely.

5. The Group (in Scheme A) are influenced in their choice of size for the second-tier authority by that of the administrative divisions for education and health in London, Essex and Surrey (but not Middlesex ?). These may be the most effective units for the administrative decentralisation of a single service, but an effective unit for a complex of services might well be smaller. In some directions and within limits the more functions an organisation has the smaller the population and/or area over which it can operate. The comparison with county boroughs too is interesting, but is it suggested that the four county boroughs larger than the size recommended are not among the best governed in Great Britain ? In any case it does not follow that because that is the optimum size for a single-tier structure it is necessarily the best for the second tier of a two-tier system.

6. The concept of local government is surely not so much that government should be conducted on the basis of some conveniently sized administrative unit, but that it should be government of the locality in which the citizen feels he lives. The average person in the area under review feels first and foremost that he is a Londoner, and, secondly, that he lives in Putney (not Wandsworth) or Harlesden (not Willesden) or Dulwich (not Camberwell). He may know he pays his rates to Wandsworth Borough Council or pays his motor-tax to Middlesex County Council, but his sentiments are more likely to stem from sporting than civic interests. The possibly slightly greater civic loyalty in the case of the L.C.C.'s area compared with other counties is probably more due to its association with the word "London" than to anything else.

7. The Group do in fact emphasise the importance of local communities. In Scheme A they recognise that the aim should be to base the second-tier units

on local centres of community loyalty and sentiment and to make them small enough to harness this loyalty and sentiment in a way that a larger unit cannot; and, in Scheme B, recognise them as units of local government by suggesting a system of quasi-parish councils. In neither case are they put forward as themselves suitable as second-tier units only because they are not considered sufficiently large for effective administration. The fact that the existing second-tier authorities do not always correspond to clearly defined local communities may, of course, only mean that the former are already too large or that boundaries need adjustment. Nor is there a case for making the units larger so that they may be balanced areas politically and socially. Financial resources apart, there is little point in merging, say, a Conservative middle-class area with a Labour working-class area; and the inhabitants of either are not likely to be much impressed by such an arrangement.

8. If it is therefore possible to make such small units effective areas for administration then these communities form the natural second tier in Greater London. The communities of course differ widely in area, in population, in cohesion, in the strength of their civic consciousness and in the clarity of their definition. There are obviously limits to how far one can go; to an extent it is a question of definition, and in any system of second-tier units some units must necessarily be an amalgam of local communities or contain sub-communities, so to speak, within them. In all the circumstances, the optimum second-tier unit would be one which has already some communal identity, with a more or less recognised area (on which local voluntary associations are in many cases already based), with a common centre (a single "High Street" area—a main shopping centre, town hall, central public library, parish church, etc.), and with, probably, a local newspaper of its own. It would be small enough for the members and officers of its local authority to have easy access to the public (and vice versa) but large enough in itself to send a Member to Parliament and a member to the Greater London authority (see paragraph 30). The political parties, which do much to focus local civic awareness, are organised on a constituency basis. Ideally it would already have a common civic tradition of its own.

9. There are already a number of existing second-tier authorities which conform more or less to this objective. Acton, Chelsea and Kingston-upon-Thames are examples. Other areas can be distinguished which would equally well fit this concept, but which are at present joined for purposes of municipal government with other areas. Then there are districts too small in themselves by any standards to form suitable units but which are already closely linked by local government and by Parliamentary representation with others similarly placed (e.g., Brentford and Chiswick). We propose that, generally, the second-tier unit should be based on the parliamentary constituency.

10. This does not mean that the constituencies as at present drawn are invariably suited for the purpose. All too often the local communities have been disregarded. But in many cases it would be quite feasible to redraw the constituencies to accord more closely with them without too great a sacrifice of the principle of equal electorates. In any case constituencies differ widely; community bonds are now taken into account. If necessary this could go even further in London, providing that the total number of M.P.s for Greater London was no greater than at present. With a unit of local government based on the same principles and on an equivalent population range, the second-tier unit and the constituency could easily be made co-terminous. This in itself would make a material contribution in focusing civic awareness.

11. It follows that, just as some of the smaller communities would need to share their local government, some of the larger local authorities would need to be split up. The present boundaries of Wandsworth and Lambeth, for example, cannot be defended even on geographical far less on social grounds. Wandsworth has four and Lambeth three parliamentary constituencies. These could easily be used (with marginal adjustment) as the basis of division into local government units each with a fair degree of community cohesion.

12. It may well be desirable not to push the practice quite so far as the theory, particularly where long-standing civic tradition and the disruption to no great avail of existing local services is involved. For example, Hammersmith and Fulham together constitute three constituencies. It may be best to leave these areas alone rather than force them into a preconceived pattern. Because we are dealing with living communities and not just convenient administrative units we must above all be flexible in implementing the general principle. Each case must be examined on its merits; some local government units will contain two constituencies and some constituencies two local government units. On the other hand the areas of the three constituencies, centred round Shepherds Bush, Hammersmith (Broadway) and Walham Green, do more nearly conform to the ideal set out in Paragraph 8 above. Moreover, constituencies consisting of one local authority and part of another (and vice versa) should be avoided wherever possible, as this must have a most unsatisfactory influence on the civic loyalties of the inhabitants of the overlapping area.

13. Even the above may not be altogether applicable to the districts on the periphery of Greater London where the population density is less and the natural communities smaller. It may be necessary for the second-tier units here to be rather smaller (in terms of population) and there may need to be rather more sharing of constituencies.

14. The exact boundaries need to be drawn with care. While civic tradition should be taken into account civic loyalty is weakest at the margin, and some of the existing boundaries could well be improved. They should follow railways, waterways, main highways and other natural demarcation lines, but not the centre of secondary roads (if avoidable); residents of one side of a road often have more in common with their fellows across the street than they do with their backgarden neighbours. Civic loyalty is also of course affected by factors which have nothing to do with local government. We believe that the practice of other public bodies in largely ignoring local government boundaries in determining their own local administrative areas must play a part in distracting the citizen's attention away from his local authority—nothing, for example, does more to demonstrate to a person where he lives than where the Post Office say he lives (and even post district numbers have become associated with the names of localities)! If the areas of postal districts, telephone-exchange areas and, perhaps, police divisions, etc., were drawn to take local government areas much more into account, and made co-terminous where possible, it would be an advantage.

15. It is envisaged then that the second-tier units would follow the lines of the existing pattern, except that some would be smaller and a few larger, and they would have greater civic cohesion. It is similarly envisaged that they would be governed by local councils on lines similar to the existing Metropolitan and Municipal Borough Councils, on the present voluntary part-time basis. The work undertaken by these councils would not be so onerous as to justify a change in a system which is generally successful in keeping the elected members

in touch with the public, and there is no shortage of candidates for local government election in London generally.

16. The present second-tier authorities in Greater London vary from county boroughs to rural districts. The constitution of all the new second-tier authorities should be on a uniform basis and all should have the style and dignity of boroughs. The outward signs of civic dignity should continue to remain varied however. Besides the City Corporation and the City of Westminster are two Royal Boroughs. Croydon, East Ham and West Ham might well be given some similar dignity in compensation for their loss of status. Westminster could have a Lord Mayor. The second-tier units might well be called Metropolitan Boroughs, or, possibly, London Boroughs.

17. The aldermanic system is defective in that it can in certain circumstances enable a political party to remain in power after it has lost the confidence of the electorate. On the other hand it can help the processes of government by converting a very small majority into a workable one (important when the next election is fixed for three years hence). If the aldermanic system is not to be abolished, all the aldermen should therefore be elected immediately after the election of councillors and serve for three years only. If the aldermanic system is to be abolished, the office might well be retained for honorific purposes (e.g. as is freedom of the borough).

18. It is one of the contraditions of democracy that the more frequent the election the less interest is taken in it by the electorate. It is at any rate true that civic consciousness is probably helped rather than hindered by restricting the occasions on which the citizen is required to cast his vote. Elections should therefore be held once every three years and should take place simultaneously with the election of the Greater London authority (the voter given two ballot papers).

The First Tier

19. The Group's case for a Greater London authority is sound and need not be repeated. No reason is however evinced why it is not possible for such an authority to carry out more functions than are actually proposed. They themselves point out that the notion of maximum size for effective local government does not stand close examination; that techniques of administration and the art of government are not static, and that very large administrative units are already operating. Other evidence submitted to the Royal Commission tends to the same conclusion. Viewed as a purely administrative unit, given modern techniques of administration and a reasonable system of decentalisation, a single-tier all-purpose authority for Greater London would certainly be quite as efficient as any alternative proposals; it is only the need to bring in the elected member at a lower level, to secure greater participation by the citizen in local self government and to safeguard the interests of the local community that make a two-tier structure desirable.

20. It will of course be suggested that such an authority would be far too remote and out of touch with the views and needs of the citizen. From the point of view of administration there is much evidence to suggest that this is not necessarily so, that size is not the deciding factor and that a large organisation can, if so organised, keep just as fully in touch with public needs as a small one. Neither from the point of view of representative government does remoteness vary proportionately with the size of the authority. To the

average citizen of Willesden his Middlesex County Councillor is just as close and just as accessible as his Willesden Borough Councillor—he is unlikely to be personally acquainted with either! In any case the proposals in this memorandum go some way towards meeting the point.

21. There are four reasons why the Greater London authority should undertake more functions. Firstly, the people of the Royal Commission's area regard themselves quite definitely as Londoners—this above all and only secondarily as inhabitants of some other local government unit, district, local community or "sector." There is now, as the Group point out, no democratic representative organ which can both express and develop the latent consciousness among Londoners, which lies beneath the surface, of belonging to a great metropolitan community, and this common civic consciousness would be greater if not frustrated by local government structure. The functions which the Group propose for the Greater London authority, however, do little to assist. It may be true that the two-tier system loses much of its point if the second tier has hardly any responsibility for the more socially sensitive services, but it is equally true that the first-tier authority loses much of its point if that authority is to have little locus over the socially sensitive services. To fully awake the latent civic consciousness we must ensure that the Greater London authority has jurisdiction (at least in part) over those functions with which the average citizen comes regularly in contact and which he considers important to him.

22. Secondly, there is the point made by the Group in Scheme B that the services need to be co-ordinated and integrated not only for the same service as between different administrative areas, but also as between one service and another. The size, density and mobility of population make it desirable for services to be administered on a fairly large scale and it would be retrograde if the authorities were too small to provide services of the range and quality which is possible and which many already have. Operation by the Greater London authority would meet this point and reduce further the need for co-ordination between the metropolitan counties envisaged in Scheme B.

23. Thirdly, we cannot accept the need for a number of authorities in order to offer variety and choice and competition between these authorities as expounded in Scheme B. This might be desirable if local authorities were not democratically elected and able to respond to the wishes of their inhabitants by that means, and it may be that healthy rivalry between authorities is good (although hardly apparent). To an extent it would be covered by our proposals for the second tier, but to base the structure on it seems hardly justified. It is surely not true that many Londoners are not rooted to any particular part of London and are quite willing to change residence for the sake of better amenities or better services, at least in the case of local government services (except possibly schools, and then not often local authority schools). Factors of transport, pleasant surroundings and availability and cost of housing are over-riding influences.

24. Fourthly, there may be some additional functions in which participation by the second-tier units, if they are to be kept small, would not be possible.

25. An authority of this size and range could easily take over functions not now administered by local government. Firstly this would do much to enhance the status and importance of the authority and with it the civic awareness of the Londoner; secondly it would ensure proper integration with other local government services; and thirdly some of these services are highly socially sensitive and should be subject to more direct public control than they

are. The administrative areas for water supply, public transport and electricity supply are already based on various concepts of the London area and the adjustments needed to bring these areas into line with that of the Greater London authority would not be unduly difficult. General (non-teaching) hospitals, London Airport, some of the Royal parks and, ultimately, gas supply might also be taken over.

26. Because the Greater London Authority would be something more than just a local authority and could justly bear responsibility quite out of scale with that for local government generally, it should be given wider permissive powers to provide any services not expressly forbidden by statute.

27. Although they are in our view essentially local government services (given a large enough authority), it may be held that the day-to-day management of public transport, electricity and gas supply is better left in the hands of public corporations. In that case the public corporations could be left intact (but with modified areas) but could be placed in essentially the same relationship to the Greater London authority, in regard to appointment of the boards and general direction, as at present exists between them and the central government. The appropriate Minister would, of course, continue to have ultimate jurisdiction.

28. The confusion in the concept of London, which cannot help but have a detrimental effect on the civic pride and civic consciousness of the Londoner, and which is so apparent in the case of local government, is increased in the case of services not appropriate to local government administration. Much could be done to unify the concept of London if the administrative areas for these services were brought wherever possible into line with that of the Greater London authority. For example, it would help if the system of postal addresses followed by letters and numbers (e.g. N.W.10) was extended throughout, and limited to, the whole of the authority's area ; and if, similarly, London telephone numbers (e.g. HOL 7686) applied.

29. The Metropolitan Police District should be co-terminous with the Greater London authority's area, but the unique status of the Metropolitan Police should be left unchanged. The Greater London authority should however take over certain functions relating to traffic regulation, for example, one-way streets and vehicle parking. A common judicial system should operate throughout the area. We favour the system of stipendiary magistrates. The local authority should however take over certain regulative functions such as licensing hours.

30. We support the conclusions of the Group (in Scheme A) that the Greater London authority should be elected on the basis of parliamentary constituencies (without aldermen) every three years. The functions proposed would make membership a full-time occupation for each member, and it is considered that a salary of not less than £1,000 a year would be appropriate, with perhaps an additional expenses allowance for the Chairman and chairmen of committees, etc. Co-opted members of committees should however be regarded as part-time and unpaid, except for expense allowances.

31. While the Chairman of this authority should indeed occupy a position of unprecedented importance in English local government, the title suggested of Lord Mayor of Greater London raises difficulties, particularly if, as tradition demands ,the office of Lord Mayor of London (the City Corporation) is to continue. It might be possible, however, to combine or link the offices in some way. For example, could not the Lord Mayor of London be (by convention) also appointed the representative of the Crown to the Greater London authority,

in place of a Lord-Lieutenant, and/or appointed the titular head of that authority(taking the chair for ceremonial occasions — an elected Chairman deputising for him for routine Council meetings, etc.) ?

32.—The term Greater London implies there are other areas called London; if our aim is to substitute but one, the term is hardly appropriate. Some importance attaches to the name—it should carry an atmosphere of dignity and majesty fittingly associated with the greatest (if not now the largest) municipality in the world. We propose for the area just the title by which it is known throughout the world—**London**; and for the authority—**The Council of London.**

33. We are in some difficulty in regard to Scheme B in that it is not clear exactly how seriously the proposals for the quasi-parish councils should be taken. If they are honestly intended to play a real and vital role in London government then a three-tier structure is being proposed. Local government is confusing enough already to the average citizen, but if a three-tier system is seriously considered then it might be that the principles outlined in this memorandum could be incorporated if Scheme B were suitably modified. In this case the same relationship we advocate between the Greater London authority and the lower-tier units could be applied as between the lower and the middle tiers (the metropolitan counties); but it would be less disruptive of existing services and help to encourage such county sentiment as does exist if the metropolitan counties were based on existing counties rather than on a tenuous sector principle. The Counties of London and Middlesex (with part of Hertfordshire) would then be retained and new counties created for metropolitan Essex (with East Ham and West Ham), Metropolitan Kent (with Croydon) and Metropolitan Surrey. That some such counties would be larger than others is not, we consider, of vital significance. If the membership of each of the councils of these counties were based on equal average electorates (e.g. parliamentary constituencies), the members of all five county councils together could themselves form the membership of the Greater London authority. Thus the need for more than two elections in a three-tier structure would be obviated.

Relationships between Authorities

34. Whereas the size of the second-tier authorities proposed by the Group is largely determined by the sort of functions which they consider are appropriate for that level, if for the reaesons given in this memorandum small authorities are desirable, how can they be made efficient units of local government in an administrative sense ? There are of course some functions which are unquestionably the province of the first tier, just as there are others which can be administered very efficiently by quite small units. It is the middle range of services that are a matter for dispute.

35. The relationship between local authorities is based (in theory, if not always in practice) on a federal system—i.e., all authorities are independent of each other, but there is a division of functions between the county and the borough. The Group would retain this system. But it does not follow that this system is appropriate for the special case of Greater London. If the second-tier units were subordinate to some extent to the Greater London authority, it would not only enable a system of administration to be devised in which the small second-tier authority would play an effective part but there would also be advantages in co-ordination and integration as between different districts and different services. We propose, then, that for the middle-range of services (and only for those services) the second-tier authorities should be subordinate

to the Greater London authority. These services are referred to below as joint services.

36. There are two over-riding factors which determine whether a local authority can effectively administer a service—whether the population and/or area are large enough and whether its financial resources are sufficient. But some aspects of a single service can be administered economically and efficiently over a much smaller population and/or area than can others. As an illustration : it is possible for a quite small independent authority (financial resources apart) to administer very efficiently, say, one secondary school in the sense of maintaining the building, employing the staff and governing the school. It may not be possible for the authority equally economically and efficiently to provide an education service—to provide the school in the first place and to provide a whole host of general, specialist and ancillary services—in the way that a much larger authority could do. The planning of schools ; provision of sites ; employment of suitable architectural and technical staff ; the provision of specialist courses in certain schools ; the maintenance of a highly qualified inspectorate are all functions where economy of scale applies.

37. It is therefore proposed that for the joint services there should be a division of functions between the first and second tier, each undertaking those aspects of a service for which its population and/or area is appropriate. It is envisaged that in the main the Greater London authority should be concerned with general policy and co-ordination together with certain specialist services but that day-to-day management should be the responsibility of the second-tier units. This however would be quite unworkable if the first and second-tier authorities were independent ; the administration of a service must be flexible, a water-tight division of functions to allow for all eventualities cannot be made, and by the very nature of the division suggested it would be necessary for the Greater London authority to have powers of direction over the second-tier units and for it to determine any dispute over the division of responsibility. It must also have power to act in default.

38. It is envisaged that the relationship between authorities for the joint services would be similar to that which exists between, say, the L.C.C. Health Committee and the Divisional Health Committees. The terms of reference to the second-tier units for each service could be modified as circumstances dictate by the Greater London authority, but only within limits laid down by statute. The power to create or abolish the second-tier authorities, to change their status or boundaries or to make major changes in their functions must remain the prerogative of Parliament. They would still be solely responsible for some functions and their civic dignity and status must remain unimpaired.

39. One of the second tier's major functions would be to advise the Greater London authority on local matters even in matters not directly the second tier's concern. We are anxious too that the local town hall should play a larger part in the life of the community and that it should be regarded not only as the headquarters of the borough in its own right but also as the local office of the authority for the whole of London—somewhere where the citizen can turn and know that he can get attention and advice without being referred from one authority to another. At present he does not know who is responsible for what : the aim should be for him not to need to know. Motor taxation can illustrate this in a small way : economies of scale require that the major authority be responsible for vehicle licensing. Licences can be renewed at the post office. Why cannot the local town hall handle at least renewals in the same way ? If other applications are received (as they will be) they

can be passed to the appropriate quarters without fuss and with negligible delay.

40. Similarly, a function of the Greater London authority would be to co-ordinate in an advisory capacity the general activities of the second-tier units. We see no call for an (enlarged) metropolitan boroughs' standing joint committee when its functions could be undertaken just as adequately by the first-tier authority.

41. Objection may be made to this scheme on a number of grounds. Firstly, delegation has not worked well in practice. This is not delegation in the sense of voluntary transfer of functions from one independent authority to another, but delegation of certain duties by one body to another body recognised by both as being subordinate for the purpose—the normal local government committee system which works extremely well. It is decentalisation rather than delegation. Again, it is suggested that the system of education divisional executives and excepted districts has not worked well, although there is conflicting evidence on this. We feel, however, that where difficulties have arisen because of the structure as such (and even here they are largely the result of historical or psychological factors), as distinct from the way the system is operated, it is because the system applies to only the one service and that the second-tier authorities are in other respects independent. If however all these middle range services are operated on a joint basis and this is regarded as the norm the difficulties could more easily be overcome. In any event much of the friction between local and county level is due to differences of opinion over policy and the feeling that local interests are not being taken sufficiently into account. Local opinion is not abolished, however, merely by suppressing the medium through which it operates.

42. Secondly, the authority responsible for general policy and co-ordination will not have control over the staff of the subordinate authorities which are to put their policies into effect. In practice this would not be a great obstacle; a high degree of co-operation between staffs can be expected once the changeover period has passed. In theory the chain of command is from council to council, not from officer to officer; and in any case the position is similar to that whereby a council committee has frequently no direct control over administrative staff administering its service who are the concern of a separate establishment committee. Nevertheless, the Greater London authority may need some general oversight over staffing—staff numbers (teaching staff numbers and ratios, certainly) and grading standards; and pay and conditions of service should be uniform over the whole of London.

43. Similarly, certain functions affecting staff may be best dealt with by the larger authority. A common organisation and methods unit and a common electronic computer service, maintained by the Greater London authority but at the disposal of the second-tier units, would obviously be more economical. For this reason it may be that staff salaries and wages might be better calculated centrally.

44. A third objection is that a system of shared responsibility could only be effective where the authorities of both tiers were of the same political complexion. But it is only over a very marginal field that party political controversy ranges (the party system's main function is as an essential part of the machinery of election), and over this field it is not altogether bad, in as much as it stimulates public interest, for the local community sometimes to disagree with the centre. It is in any case now possible in certain circumstances for, say, the Divisional Health Committees or managing bodies of schools to be politically

different from the L.C.C.; and, for that matter, the same might be said of local authorities generally vis-á-vis the central government!

45. Fourthly, the powers of the second tier will be diminished and those of the first tier increased. The functions of the second-tier units however will be widened as they would now participate in functions which they could not otherwise hope to enjoy. The functions of the present second tier are not extensive. To retain and extend their functions with slightly diminished powers in respect of some of them, to retain their existing civic status, and yet at the same time to derive some of the benefits of a single-tier structure does not seem an unreasonably high price to pay for their continued existence.

46. Fifthly, the Greater London authority would need to have oversight over a large number of second-tier authorities (say, about 100). We do not feel this should present difficulty—many organisations have a much larger number of sub-divisions, the L.C.C. for example deals directly with many more governing and managing bodies of schools.

47. An incidental advantage of these proposals is that during the change-over from the existing structure there need be little large-scale disruption of existing services. For the transitional period for example in education, where different systems operate in different counties, the relationship between the Greater London authority and that of the second-tier units could remain initially undisturbed: in the L.C.C. area that between the L.C.C. and the governing and managing bodies of schools which the second-tier units replace and in, say, Middlesex that between Middlesex County Council and the existing divisional executives and excepted districts. Over time the division of responsibility would become standardised throughout London and the necessary changes in administrative machinery made gradually.

48. The second-tier units will, of course, themselves finance the services for which they are solely responsible. Financial resources would however continue to be very unevenly distributed as between the second-tier units, as would be the calls on the services they administer. It will therefore be necessary for the joint services to be financed by the Greater London authority. Nevertheless, the second-tier authorities should be given quite a wide discretion over the exact use to which the money voted to them in respect of each service should be put, and they should have power to augment these amounts from their own local resources if they so wish.

49. A rate equalisation scheme on the lines of the present London equalisation scheme should be administered by the Greater London authority.

50. Specific government grants in respect of the second-tier services should be paid direct to those authorities. All other government grants should be calculated on the same basis as at present for the whole of the Greater London authority's area and a sum equal to the total of that amount paid to that authority as a general grant.

51. By far the major part of the ratepayers' contribution to local government services will be spent by the Greater London authority (as it is now by the county councils), yet the second-tier councils are the rating authorities. The average ratepayer tends to blame his local council for a high rate although that body has only little control over the rate levied. We think it would be fairer and less misleading if rating were made a joint function (with a redesigned rate remand giving equal prominence to both bodies), although the second-tier unit should remain the rate collecting authority.

52. We cannot support the proposal that town planning in the central area should be treated on a different basis on the grounds that it is of more than local significance. It is true that interest in the historic buildings, in new development, main thoroughfares, open spaces and the general aspect of the centre is not confined to its immediate inhabitants, but this concern is of national rather than of metropolitan application; and the central government has sufficient powers to safeguard the national interests. Secondly, it is equally true of some localities outside the central area. The Greater London authority must have oversight in all such important planning matters throughout the whole of London.

Functions

53. The functions listed below are not intended as exhaustive, but only as an illustration of how the foregoing principles might be applied. Some services are treated more intensively than others.

UPPER TIER

54.

Town Planning
- Development Plan
- Major redevelopment
- Industrial location
- Buildings of architectural and historic interest.

Highways
- Construction and maintenance of major highways, bridges, tunnels
- Car parks (concurrent)—" strategic " car parks.

Public Transport
- The Underground, with some existing B.R. suburban electric services; monopoly of bus services in G.L.A. area, with power to run services over remainder of present L.T.E. area.

Airports
- London Airport
- Helicopter ports

Housing
- Overspill
- Maintenance of extra-metropolitan housing estates and large estates not within area of any one metropolitan borough.
- Slum clearance and redevelopment
- Housing loans (concurrent).

Rivers and Drainage
- Main drainage
- Rivers.

Water supply

Electricity and Gas
- Electricity supply
- Gas supply.

Fire brigade

Education
- Further Education (part)
- Boarding schools (including boarding special schools)
- School bus service
- Voluntary-aided schools.

Health
- General hospitals
- Ambulances
- Port health
- Refuse disposal.

Parks and Open Spaces (concurrent)

Recreational and Cultural Facilities (concurrent)
- Public entertainments
- Amateur sports facilities
- Art galleries and museums
- Central library—" pool " service for local libraries only
- Royal Festival Hall.

Regulative and Registration Services
- Control of cinematograph exhibitions (appeals from British Board of Film Censors' refusal to grant certificate).
- Local land register
- Other regulative functions affecting Greater London as a whole.

Establishment

Central supplies organisation Electronic computer service Organisation and Methods unit	Providing service for metropolitan boroughs if required

Negotiations on staff pay and conditions of service.

Bye-laws
- Bye-laws and local legislation (also on behalf of metropolitan borough councils)

55.

Joint Services

	Council of London	*Metropoltan Borough Councils*
Town Planning		
Applications	Policy and oversight ; appeals from decisions of M.B.C.; power to " call in " applications otherwise dealt with by M.B.C.	Applications conforming with Development Plan.
Highways		
Main roads	Policy and co-ordination ; major works.	Maintenance and minor improvements.
Street lighting	Co-ordination ; standards ; design and research.	Maintenance.
Housing	Policy and planning ; major housing schemes ; erection of dwellings ; lettings and waiting list.	Administration of housing estates ; maintenance and minor improvements ; rent collection.

Education Primary and secondary schools; day special schools; nursery schools; further education (part); youth service; youth employment: school meals	Policy and co-ordination; schools planning, building and major improvements; supply of equipment; advice and inspectorate; appointment of secondary school heads and specialist staff; staffing standards and numbers; salaries; auxiliary services.	Government and management and day-to-day administration; maintenance of schools and minor improvements; staff appointments; children's care work. (N.B.—Admissions to secondary schools should not take account of borough boundaries)
Health Personal health; environmental health; school health; mental health; clean air	Policy and co-ordination; provision of health centres, clinics and day nurseries; specialist services; clean-air zoning.	Maintenance and management of health centres, clinics and day nurseries; detailed organisation of personal and environmental health functions; clean-air enforcement.
Welfare	Policy and co-ordination; provision of old people's homes; administration of other welfare services.	Maintenance and management of old people's homes; invalid meals.
Children's	Policy and co-ordination; advice and inspectorate; administration of children's homes.	Other child care functions (including boarding-out).
Civil Defence	Co-ordination	All other functions.
Regulative Services Motor taxation	All functions	Driving licences renewal (concurrent).
Rating	In respect of first-tier and joint services.	In respect of second-tier services; rate collection.

SECOND TIER

56.

Highways

Unclassified roads
Street cleansing (all roads)
Car parks (concurrent)—" local " car parks.

Housing

Local housing schemes (concurrent)
Housing loans (concurrent)
Housing improvement grants.

Drainage

Local drainage.

Health

- Refuse collection
- Baths and wash-houses
- Mortuaries, crematoria and cemeteries
- Slaughter houses
- Pests Acts
- Public conveniences.

Parks and Open Spaces (concurrent)

Recreational and Cultural Facilities

- Public libraries (with reciprocal agreement)
- Art galleries and museums (concurrent)
- Public entertainments (concurrent)

Information Centres and Citizens' Advice Bureaux

Allotments and Smallholdings

Markets

Regulative and Registration Services

- Registration of births- marriages and deaths
- Electoral registration
- Regulative services of only local effect.

E. J. & JEANNE NICKSON
31 Lowfield Road
London, W.3

March, 1960

Evidence submitted by Mr. M. J. O'Hagan

186 Mayplace Road E.
Barnehurst
Bexleyheath, Kent

19th March, 1958

J. R. Niven, Esq.
Royal Commission on Local Government
in Greater London

Dear Sir

I see from a newspaper report that the Commission wish to hear views of members of the public concerning the matters of its inquiry. May I then put before you a few observations of my own?

Firstly, it seems to me that bigness does not go in hand with efficiency. For many years I lived in Deptford Borough, a smallish one, then moved to Lewisham. On most matters I felt I got better value from Deptford; the streets were cleaner, better lit; the public libraries superb; the parks, small but neat and well stocked. The Council's housing also seemed better and the tenants more contented. Maybe a big borough, like a big firm, tends to get impersonal.

I should therefore dislike a merger of small boroughs and would even suggest the creation of new ones.

Secondly, could we not have more democracy in the form of public referendums on issues of purely local importance? I have in mind such things as smoke control zones. Maybe many people living in such areas designated have little use for the "Clean Air Act" and prefer to keep their old, smoky fires. It seems reasonable to me that the electors of the area concerned should be asked outright for their approval (or not) of a Council's action on the setting up of such an area, as, especially in London with three-year intervals in elections, it would be a fait accompli before the people concerned could speak. I know that one can lodge objections, but many people would not go to this trouble but might vote in a referendum.

Other fit subjects for a referendum might include such questions as whether to have Sunday cinemas or what hours public houses might open. With local politics now so enmeshed in national, the views of the people might be of value.

Thirdly, cannot there be a little more autonomy in education? While it may not be practicable to let each borough run its own schools, perhaps groups of boroughs could administer School Boards more to the liking of their electors than the L.C.C. I am thinking of course of the present Labour policy enforced on schools in predominantly Conservative areas and the possible reverse happening under a Conservative L.C.C. of the future.

It is of course regrettable that politics should have intruded into the field of education.

Fourthly, local authorities are now London's biggest landlord. I feel that they should be compelled to sell houses to sitting tenants at a fair market price and subject to any reasonable restrictions, else with the growing estates in some boroughs they (the Councils) will begin to assume the proportions of feudal overlords.

Tied to this is also the vexed question of compulsory purchase. This is entirely undemocratic and should be swept away. For the rare instances of a grasping landowner holding up public improvement for financial betterment, e.g., asking many times the market price for property needed to be demolished to make way for a road, a special Bill should be passed by Parliament. This would make Councils think twice about unnecessary "land grabs."

Fifthly, traffic. Adequate car parks should be provided near central London, and motorists told to use them. The car parks should be within walking distance of City and West End, using unwanted open space such as parts of Hyde Park, Regents Park, if necessary. Occupiers of property are entitled to park outside their own premises unless situate on a narrow main road. In my own case it is most inconvenient to visitors to my office not to be allowed to leave their cars outside for even a short while—it is a "no waiting" street—but to have to search for a spot some distance off, and then maybe "booked" by an overzealous policeman.

Much congestion seems to be caused by buses which might be re-routed to avoid the busiest streets. I am sure it would be no hardship to bus passengers to walk a little way from their shops or offices; often they can't get on a bus anyway in the rush hour.

The Victoria tube is a good plan and London Transport should be encouraged to go ahead, financed by the Ministry of Transport or a loan raised on the stock markets.

At the moment I walk over a mile each way between Charing Cross and my office as with traffic congestion in peak hours it is just as quick. I don't think this does me, or anyone else—save a cripple—any harm but wish to point out the fallacy of having buses congesting the road, in a vicious circle, running half empty because owing to congestion they are too slow and unreliable.

While still on the subject of transport, may it not be a good idea for local authorities to have seats on the L.T.E., running it like the Metropolitan Water Board? London Transport does quite a good job, but perhaps it would be more democratic to let the people's elected local councils run it. For instance, the L.C.C. does not see eye to eye with it on the subject of fares.

Lastly, I hope the L.C.C. area will not be still more extended; it is already too big and the home county local authorities are doing a good job. Perhaps certain U.D.C.'s could now be promoted to Borough status, better still county boroughs, giving greater local autonomy, but otherwise it seems best to leave well alone.

May I thank the Commission for its very democratic invitation of the public's views and hope that my own, and I readily admit they are my own with all their faults, might prove of some little assistance.

Yours faithfully

M. J. O'HAGAN

Evidence submitted by Mr. John Parker, M.P

House of Commons
London, S.W.1
26th November, 1958

Dear Sir

I do not wish in any way to oppose the desire for County Borough status put forward by Dagenham and other Metropolitan Essex authorities but should the Royal Commission advise against a ring of County Boroughs around the L.C.C. area I should like to make the following points :

(1) A Greater London County Council extending out to the Metropolitan Police Area or still further (for much of Metropolitan Essex is outside the Metropolitan Police area) with either the present powers of the L.C.C. or even with considerably reduced powers would create far too large a local government unit in size and population to fit satisfactorily into any local government structure for the country as a whole, too remote from local ratepayers to have a satisfactory democratic contact with the electors and too demanding on elected councillors for many to be able to serve save as full-time representatives. In fact it would be a provincial parliament rather than an English local authority and would have to be given the necessary powers (e.g. full-time payment of members, etc.) to enable it so to function.

(2) A partition of Essex between two county authorities, one for Metropolitan Essex and one for the rest of the county might have had something to be said for it twenty years or so ago but becomes increasingly undesirable as the years pass. For many of the Metropolitan boroughs in Essex are declining in population, such as Leyton and Walthamstow, and many others such as Barking, Ilford and Dagenham have very limited areas for further building and cannot greatly expand their population. To house their younger people and deal with slum clearance, the Metropolitan Essex boroughs have got to look outwards to other parts of the county. Dagenham has taken steps to build an estate at Canvey Island and other boroughs elsewhere further out. The new towns at Harlow and Basildon have already made a big contribution to the housing problems of Inner Essex. It seems likely that further new towns farther out in Essex, expansion of existing towns such as Colchester, Chelmsford, Maldon, Witham and creation of further new estates are all likely developments in the near future accompanied by the movement of old or creation of new industries in these areas to employ the population moving there. The population of Inner Essex is therefore likely to have a large and growing interest in the development of outer Essex. Planning problems and the building up of local government services should be easier to co-ordinate on an Essex county-wide basis than on the basis of two counties. The experience of the L.C.C. Becontree Estate in the pre-war years shows the difficulties of one local authority intruding into another's area and expecting it to provide a large number of the services for the incoming population. If the unity of Essex is maintained, the population of inner Essex will be able to have a large say in the future development of outer Essex whilst rightly helping to pay for the resultant necessary services, whilst outer Essex will have its say in maintaining reasonable amenities for the existing inhabitants and in saying where and what kind of development there shall be.

If the present county is maintained, then there is a very strong case for including West Ham and East Ham within it by making them municipal boroughs. For they are rapidly declining in population and are already building estates in different parts of the county. Both industry and population are likely to move out from them into the county area increasingly in the near future. Already Harlow and Basildon have contributed greatly to easing their housing problems. The arguments for not cutting off Metropolitan Essex as a separate county from Outer Essex apply with special force for including West and East Ham within the County for administrative purposes.

(3) If some kind of co-ordination between the various Greater London authorities is felt to be desirable for some services (e.g. perhaps for planning over the area as a whole) then I suggest some co-ordinating body nominated from membership of L.C.C. and surrounding County Councils might be set up with definite limited powers in such fields.

Having been an Essex M.P. now for 23 years, first for the wider Romford division (Romford, Hornchurch, Dagenham, Barking and part of Brentwood) and then for Dagenham, I thought you might find these remarks of some interest.

Yours sincerely

(Sgd.) JOHN PARKER

Second Submission

House of Commons
London, S.W.1
28th April, 1959

L.C.C. Out-County Estates, Becontree

Dear Sir

I should like to raise with the Royal Commission on London government the question of L.C.C. estates outside the County boundary—and in particular the large Becontree estate.

Becontree estate is partly in Barking and partly in Ilford but the larger part is in the borough of Dagenham which is my Parliamentary constituency. I have been M.P. for Dagenham since 1945 and was previously M.P. for Romford which then included Dagenham and Barking (1935-45). I have therefore 25 years knowledge of the Becontree estate and its problems (having been a Parliamentary candidate for some months for that area before being elected).

The Becontree estate was mainly built by the L.C.C. in the late 20's and was completed about 1932-3. The vast majority of the houses are therefore 30 years old or more. It has the faults of the period having inadequate and badly planned shopping centres and too few public halls. Above all it was divided between 3 different local authorities. A large measure of local loyalty to the 3 boroughs has since however grown up. The mistakes at Becontree have been used to avoid similar ones in the New Towns.

Important as the Becontree estate is in Ilford and especially in Barking it dominates the life of Dagenham where two-thirds of the houses belong to the L.C.C. There is also a small West Ham estate. Of the remaining houses a considerable number belong to the Dagenham Council which since the war has built up most of the remaining areas avalaible. Allowing for the green belt and playing fields which are to follow the extensive gravel winning now taking place, there is practically no room for further housing when the present schemes are completed.

Before 1939 there was a very considerable movement of population from and back to the L.C.C. area, as many East-enders disliked the new estate. The L.C.C. often found it difficult to get tenants for Becontree and allowed many Ford workers to settle there who came down from Manchester when the new Ford factory opened in Dagenham. War-time bombing and post-war shortage did much to settle the population as did the development work at Ford's.

Until about 5 years ago the L.C.C. allowed sons and daughters of Becontree tenants to go on the L.C.C. housing list and many were found houses especially in Becontree—for which they frequently expressed a preference—when there were vacancies.

The original tenants were mainly drawn from youngish parents with large families. Up to the war children growing up and marrying had no difficulty in getting a house on the estate and many did so after the war. The sudden L.C.C. refusal to allow children of their Becontree tenants to go on their housing list produced great discontent locally. Already the Dagenham Borough Council estates—both pre- and post-war—have largely been filled by children of L.C.C. tenants. The number of vacancies in Becontree yearly has grown as many of the original settlers die off. When these vacancies are filled with new immigrants from the L.C.C. area and local people have grown up in the district are told they must move elsewhere to get a house indignation is natural.

Great efforts have been made over the years to build up local consciousness and pride and to create local institutions like churches, clubs, etc. They cannot possibly flourish if there is no continuity and the younger generation must—willy-nilly—move on elsewhere.

In all other communities which have become established the larger part of the new generation find homes where they have grown up and have their roots. It has sensibly been arranged that this shall happen in the New Towns when completed and I understand the L.C.C. itself is making some such arrangement with the expanded towns like Ashford and Thetford for them to take over the estates there and fill vacancies in due course. Dagenham itself is co-operating with Walthamstow and Canvey Island Council to build an estate at Canvey. Here Dagenham is to fill all vacancies in the houses it builds for a number of years (I believe 10) and after that Canvey Island will do so. Appropriate financial arrangements have been made.

When a community grows up it wants to be master in its own house—and that is how Dagenham feels about the L.C.C. estate. There is an overwhelming case for all local authority estates outside their own boundaries to pass to the local authority on the spot so that further vacancies can be filled with local people growing up in the area and not with outsiders from the original exporting area. I would supggest that 10 or 15 years after the construction of a house would be a suitable period to hand over as the new generation will then be growing up and marrying. Few vacancies will however occur for some years after that. Given the desirability of carrying out such a transfer there should be no difficulty in reaching a firm financial arrangement between the authorities. If necessary it could go to arbitration.

Both the Dagenham and Barking Councils—and I personally—have discussed the matter with the L.C.C.—and I have raised the issue in the House on L.C.C. bills—but no real progress has been made. The L.C.C.—frightened by the local outcry—have given the two Councils a limited number of places yearly to fill from local housing lists—for which a large financial grant is demanded. This is nothing like the total number of houses now falling vacant locally on the Becontree estate and most of the vacancies granted are on the further-out L.C.C. estates like Aveley so that nothing is done to build up local continuity.

So far feeling on this issue seems largely limited to the Becontree estate. This is mainly due to the fact that few of the other L.C.C. estates before the war were outside L.C.C. borders and most of the large new one such as Harold Hill and Langley are still in their early stages as not many of the children there have grown up and there is still room locally for a good deal of further building. (Slough however is now built up I believe.) The problem will become acute on all of these in due course.

For Dagenham however there is a very special problem. For in no other local authority area do two-thirds of the houses belong to an outside local body and practically all building land is used up. It is never likely therefore to be as serious a question in any other borough.

To make the L.C.C. face up to this difficulty I suggest that it be recommended that all vacancies on out-county L.C.C. estates should be filled from the local housing lists ten years after construction and that if a satisfactory financial arrangement for handing over cannot be reached within the following year the Minister of Housing and Local Government should arrange for arbitration. This recommendation should also apply to other estates outside a local authority's own boundaries (there are others like West Ham). If necessary I should be pleased to give evidence on this issue—possibly in conjunction with local interested persons.

The L.C.C. often argue that Becontree is managed as one estate and that it would be harmed if its ownership were in future to be divided between the 3 local authorities in which it is situated. This is largely an excuse. Each of the 3 authorities already have their own housing departments, the estate is already broken up into smaller units for administration and local people are used to all other local government services—save those of Essex County Council—being provided by the 3 councils.

I should be much obliged if you could put these views before the Royal Commission.

Yours sincerely

(Sgd.) JOHN PARKER

M.P. Dagenham

Evidence submitted by Mr. J. Penney

Cranborne Cottage
Sevenoaks Road, Charmwood
Farnborough, Kent

Orpington Urban District Council

I beg to submit proposals for the transfer of the extensive rural area of Orpington Urban District to the area of Sevenoaks Rural District.

I have been a ratepayer for forty-five years and have studied local government in standard text books, in Halsbury's Laws of England, and in many of the individual Acts of Parliament relating to it.

The association of the twenty square miles of the sparsely populated rural area of Orpington U.D.C. with the few square miles of the thickly populated London dormitory urban area containing 65,000 people is contrary to the fundamental arrangement under which England is divided into rural and urban districts for the purpose of good local government.

This adverse association arose out of the abolition of the Bromley Rural District area in the 1930's. It was assumed that this extensive rural area would develop and become urban in character, but the Green Belt was authorised in the 1940's and the area has remained rural in character. Despite this it still remains under Orpington U.D.C. to its great disadvantage.

The urban portion of Orpington U.D.C. area consists of a few square miles of closely packed London dormitory with some factories on the St. Mary Cray side. The extensive rural portion consists of some twenty square miles of country stretching south of Orpington U.D.C. urban portion and Bromley Borough to the borders of the Sevenoaks Rural District Council area at Chevening Park, Brasted and Eynsford.

The proposal is to limit the Orpington U.D.C. area to the portion shown north of the blue ink line inserted on the enclosed Ordnance Survey maps TQ 46, 45 and 55.* This portion has a population of some 65,000. The extensive rural portion south of the black line which it is proposed to transfer to Sevenoaks R.D.C. has a population of only about 5,000. The majority of the councillors on the Orpington U.D.C. represent the urban area.

The extensive rural area is for the most part deeply rural in character, with some small settlements of London business men and workers in the villages. It is possible to walk miles in the area without meeting a soul or passing more than a dozen habitations. It is mainly farming country and much of it is well away from any bus route. It is entitled to be served by a Council which is familiar with the ways of rural life and which appreciates the limited means and requirements of the people who live in it. The Sevenoaks R.D.C. is such a Council for it serves a rural area stretching from Penshurst and Leigh, near Tonbridge and Tunbridge Wells, to Brasted and Eynsford, all small villages and farm land, and could without doubt take in the Orpington rural area without difficulty.

---

* Not reproduced in this publication.

The main places concerned in the Orpington rural area are Biggin Hill, Westerham Hill, Downe, Cudham, Knockholt, Farnborough, Green Street Green, Chelsfield Park, Old Chelsfield, Well Hill and Pratts Bottom. There is no community of interest between these places and Orpington dormitory suburb. Most of the places mentioned are on the Bromley-Sevenoaks Green Line bus and train routes. Orpington town is to the north-east mainly cross-country and out of line with these routes. There is no bus service or other public service at all direct from Biggin Hill, Westerham Hill, or Downe to Orpington. The bus fare from Knockholt to Orpington is 2/- return and from Cudham averages about 1/6d. return.

The public in this extensive rural area are deeply concerned at the continual steep rises in the Orpington Council rates. These rises are due in considerable measure to costly schemes from which the rural area does not benefit, because of Orpington's remoteness and inaccessibility. Such rises will continue because of further costly schemes in prospect at Orpington, e.g. Orpington Priory library building (£60,000), the proposed swimming bath, heavy expenditure for dealing with the flooding of Orpington High Street in times of heavy storm, and so on.

The Orpington area has high standards of road making and lighting, which are of no interest to the villages. Most of the educational facilities for the villages are provided for in the villages at small cost, or elsewhere than at inaccessible Orpington.

The Kent County Council functions to a considerable extent in rural district areas such as the Sevenoaks R.D.C. area, and as it has an income of over £30 millions per annum it can show some flexibility in expenditure when necessary to the advantage of the villages, while Orpington with its £¼ million income seems always hard pressed, and in consequence extracts the utmost income from the villages, and deprives them of benefits they would get if under a Rural District Council.

A good example of the deprivation of benefit is seen in the failure of the Orpington Council to apply the Private Street Works Act, 1892, in apportioning expenses among the frontagers when making up and adopting private streets which they do under the Public Health Act, 1875. Under the 1892 Act apportionment can be based on degree of benefit to the frontager as well as length of frontage, and the whole or a portion of the making up expenses of the road may be charged to the rates. Adoption of the Act is the only just procedure in rural districts for in such districts frontages vary in length for many reasons, and are not uniform in length as is usually the case in urban streets. The Act is compulsory in Rural District Council areas. In such areas the County Council makes up and apportions the expenses of private street works, as in Kent, and in its 1958 Act the Kent County Council has a special clause to ensure that premises with only a flank boundary on a private street to be made up may be absolved from the whole or part of the making up expenses. The Orpington Council have been endeavouring to obtain payment from owners with flank boundaries of making up expenses of as much as £1,000.

Another example of deprivation of benefit in the Orpington rural area arises from the failure of the Orpington Council to seek benefit for such area under the Rural Water and Sewerage Acts, 1944-55. The Government had authorised £75 millions under these Acts up to 1955. The Acts provide for contributions to sewerage schemes to be made out of Government funds where such schemes contribute to a pure water supply in rural areas, such as in the case of the closing down of cesspools which are numerous in this very sparsely populated rural area. No application appears to have been made by the Orpington Council in the past under these Acts. When a deputation from the Orpington Council recently visited the Ministry of Housing and Local Government in respect of the severing of the Biggin Hill area where there are numerous cesspools which the Metropolitan Water Board want closed down because they might affect the water at the adjacent Jewel Wood pumping station and where the sewering is costly because of the hilly nature of the area, the Ministry itself had to suggest to the Council that it should make application for financial aid under the Acts. The County Council must concur in all applications under these Acts. If Biggin Hill had been under the Sevenoaks R.D.C. whose sewerage schemes are dealt with by the County Council, consideration of application of the Acts to Biggin Hill would have been made years ago, when the problem first arose.

The removal of the twenty square miles of rural area from the control of Orpington U.D.C. would leave the remaining thickly populated urban area of a few square miles readily assimilable into a Borough covering several urban districts, if it is decided to deal with the problem of local government in Greater London by groupings of this kind.

J. PENNEY

22nd July, 1959

Second Submission

Orpington Urban District Council

Since my submission of 22nd July I have made considerable investigation in the Sevenoaks Rural District Council area and the Orpington Urban District Council area into the rates on residential property and find that they are threepence per square foot of accommodation, i.e. approximately one-third lower in the Sevenoaks R.D.C. area than in the Orpington U.D.C. area.

The comparison is between modern detached property in each area with main drainage and other main services on a made-up road, with good garden, and close to shops, travelling facilities and places of worship. Detailed measurements of property have been taken and rate demands examined.

The accuracy of this difference between rural and urban rating as one common to England and Wales as a whole is confirmed by an examination of Government statistics of the total rating income and population figures for rural and urban districts in England and Wales, population figures being in stable proportion to accommodation area totals.

From the foregoing it appears that the extensive rural area attached to Orpington U.D.C. area suffers considerably financially from the association.

J. PENNEY

14th August, 1959

Evidence submitted by Mr. I. D. Thomson

B.Sc., A.M.I.C.E., M.I.Mun.E.

41 Copse Wood Way
Northwood, Middlesex
17th December, 1959

Greater London Government

Dear Sir

I wish to draw the attention of the Royal Commission to my personal views on the re-organisation of Local Government in London.

I was born and brought up in Finchley, attended school in Hampstead, attended a three-year course in Kensington leading to a degree, and have spent 20 years of my life serving Local Authorities, among which are included Harrow (for over five years) and formerly Wembley. I have similar experience in provincial centres in the Midlands, and have served Local Authorities of the following types during that time—(a) County Boroughs, (b) Municipal Boroughs, (c) Urban Districts. I was engaged on preparing evidence for the boundary revisions at Wolverhampton in 1947-9.

It is desirable that a local authority should be autonomous so far as its resources in finance and manpower allow, but there are some aspects of local government in which co-ordination, planning, or executive responsibility must extend over the boundaries of several most purpose local authorities. At a higher level than this there are some functions in respect of which policy is best laid down at national level even though local authorities may be the executive agents.

So far as London is concerned, the problems of the Metropolitan area are quite different from those found in the outer suburban areas and I would therefore suggest that the upper tier authorities should be arranged in the following manner:

1. A central County Council covering the approximate area of the present L.C.C. but with the exception of Woolwich, Lewisham, part of Wandsworth, Hammersmith and Hampstead.
2. The remainder of the area within the terms of reference of the Commission to be divided into three, four or five suburban County Councils; it would be convenient to retain existing second tier authority boundaries wherever reasonable. It would appear that N.E. Middlesex should be linked with urban Essex and that urban Surrey might take over part of S.W. Middlesex to form convenient new units. Alternatively urban Surrey and Kent could be amalgamated.

At the lower tier level it appears desirable that each Authority should have an ultimate planned population of between 100,000 and 250,000 population. Amalgamations should be made to achieve this while retaining existing boundaries where possible. The suggested minimum figure is necessitated by the increasing powers being placed upon local authorities by legislation, and the increasing degree of specialisation becoming apparent in technology and administration. This has led to the employment of officers of Councils of more specialist skill, which is in greater need of co-ordination than in the era of the " Jack-of-all-trades."

Within this outer ring of new County Councils the County Offices should be placed conveniently for access by the populations in that area. This is a benefit only enjoyed so far by the inhabitants of urban Surrey.

Yours faithfully

IAN D. THOMSON

The Secretary
Royal Commission on Local Government
in Greater London

Evidence submitted by Mr. E. M. Wright

19 Patrick Road
Plaistow, London, E.13
13th March, 1958

Dear Sir

I am interested in the reform of Local Government in the Greater London area. Though not now working for a local authority, I have worked for three local authorities, one a County borough, one a Metropolitan borough, one a borough. I was in the Public Library Service at the time but I have also special interests in education.

Local Government areas

Though it might be thought that large urban areas of all-purpose type would be the logical arrangement in London, there are at least two objections to this. Firstly if the area is too large and there are no transport facilities to a central point then some residents will find it difficult to contact the various departments of a local authority; for instance the Metropolitan Borough of Wandsworth, Balham, Tooting and Streatham are a cross country journey from Putney and Wandsworth. Secondly there are some functions that serve a wider area than one local authority and these should be administered on a regional basis. Two such functions are the construction and maintenance of main roads and the provision of places of higher education—beyond the age of 18. If you were to examine the enrolments at any Technical College, e.g. at West Ham, you would find that the student body is drawn from a wide area and the more extensive or better known the courses provided the wider the area from which students come, e.g. Battersea Polytechnic with its courses in Chemical Engineering. It is right that this should be so as these courses are only justified if there are sufficient students who can reach a high level of attainment.

On the other hand the multiplication of small local authorities might lead to wasteful duplication of staff. I would suggest that the ideal population figure in a closely knit urban area is between 125 and 175,000, providing transport is good.

The boundaries of local government areas should be as clear cut and as easily understood as possible. There are natural boundaries such as rivers, parks and commons; e.g. River Lea and Roding, Epping Forest. There are artificial boundaries by railways and main roads.

Two other factors are the transport facilities and the natural flow of population. There should not be too standardised a way of working out at the local level the various functions. There must be a clear division between local authorities and those which are regional. In the London County Council area it is hard in some matters to draw the line between the responsibilities of the County Council and the Metropolitan Borough Council, e.g. in the matter of housing. And there are some services which are essentially personal services and which need for their full working the co-operation of voluntary and statutory bodies and this co-operation cannot be achieved where the authority is a regional one; e.g. in the matter of welfare of the disabled, the aged and the blind. I know of one small Midlands town, Kettering, where each year the local people at a carnival raise several hundred pounds to aid the blind. It would be impossible for a blind welfare organisation covering say the London County Council to do this.

In the field of education under the age of 18 I think the essential point is that the schools must have deep roots in the district and therefore the authority can be a relatively small one. This acts as a safeguard against unwise policies being spread over a large area (compare the approach to education in Secondary Modern Schools in East Ham and West Ham). In West Ham there are no extended course at these schools, there are few transfers at 13 and pupils are not encouraged to take even R.S.A. exams but in East Ham each Modern school has an extended course and each school has pattern and purpose. West Ham is the only education district in the Metro Essex area where there are no extended courses (I am not a teacher but I know the sense of frustration that teachers feel in such schools in West Ham and the sense of purpose teachers in such schools in East Ham feel.

Local Government Elections

The kind of question to be asked is how far does the local elected council represent or reflect the views and interest of the people it seeks to service. How far is minority opinion taken note of ; how far is the idea of co-option of expert or interested non-political persons used. I think that a radical change is needed here.

I think that elections should be held every three or four years for the whole council; that the area should be divided up into electoral districts, each electing one Councillor (this would mean each district might be one-third of the present wards) that a few seats equal to one-eighth of elected councillors should be allocated to those unsuccessful candidates who obtained most votes. (At the present time East Ham Council has 1 Conservative and 39 Labour but at the General Election there was quite a strong non Labour vote and from press comment this view is not expressed in council policy planning—there is little co-option in East Ham.

Local Government Reform

I think that it might be a wise move to allow that when there are three or more candidates for a seat on a council and no one person secures an overall majority and therefore under present rules would get in on a minority vote, then the two top candidates could be elected. This would make voters feel that their votes mattered and would mean that councils would reflect more accurately local opinion.

I think too that wherever possible the principle of co-option should be used—the numbers not to exceed one-third of the total of the committee, i.e. a committee of 15 could not have more than 5 co-opted members.

Functions

I think the following functions could be undertaken by local authorities with full powers to act and to negotiate with Government departments.

Finance ; rating and valuation, loan issues.

Education up to age of 18 including school medical and youth employment services ; encourage co-operation in setting up special schools in use of selection tests and in child guidance.

Libraries, lending, reference and local collections (museums and art galleries should be on regional basis.

Parks, open spaces, allotments, cemeteries.

Housing within the area of each local authority (this would mean that in each Metropolitan Borough all municipal housing, including that provided by L.C.C., would be under the Borough and in Dagenham and Barking the L.C.C. estates would be transferred to local councils. This is important for the reason that in some of these areas the population are ageing as young people move out—if the local council controlled these estates there could be a provision that a certain percentage of houses were for newly weds—otherwise you get a sterile community and in some areas, e.g. St. Helier, schools may become redundant.

Public Health and preventative medical services; maternity and child welfare clinics; district nursing service; homes for chronic sick and aged; preventative medicine clinics; home helps; sanitary, food, meat and drugs and weights and measures inspection.

Highways and street lighting, except main roads.

Local electricity and gas distribution (not generation). Here again the point of local contact and the possibility of local profit on these undertakings being run well is important.

Welfare Services; Care of disabled and welfare of blind and deaf with local voluntary co-operation; meals for the aged and sick; Health, National Assistance and Unemployment Benefit (in these fields the Ministry would only deal with special problems; e.g. Labour negotiations, special training course and as a court of appeal on questions of benefit. This would be called a Social Welfare department and the Central Authority would lay down general rules and possibly make grants.

Registration of births, marriages and deaths.

Fire Brigade and ambulance outside present L.C.C. area but with great inter-co-operation possibly better administered on regional basis.

I do not think that public transport, police or water should be under small local authorities in the London area but as these are precepting authorities on local authorities these local authorities should nominate some members of the Governing boards.

There might be a link between the size of local government districts and the size of an area for which a Member of Parliament is elected, and of course, each local government would prepare electoral lists.

I trust these notes will be of interest and use. I shall be pleased to add to them if this would help.

Yours sincerely

ERIC M. WRIGHT

The Secretary
Royal Commission on Local Government
in Greater London

Second Submission

24th April, 1958

Local Government in Greater London

The Functions of Regional Authorities

I submit herewith a further memorandum on Local Government in Greater London. In this, I have tried to deal with the possible functions of regional boards for specialised purposes basing the suggestions on an area well-known to me, personally.

I have tried to suggest a clear line of division between what may be decided at local level and what is better decided at regional level and to leave to certain units wide powers of decision and recommendation on planning.

I trust these notes will be of interest.

Thank you.

Yours sincerely

E. M. WRIGHT

The Secretary
The Royal Commission on Local Government
in Greater London

The Composition and Function of Regional Boards

Introduction

Whilst it is desirable that as many functions as possible should be undertaken by local authorities and decision taken by such bodies, there are some functions of a specialised or technical nature, often serving an area of several local authorities, where the most effective administration would be on a regional or area basis.

Let us take a possible regional area. We will call it eastminster. It is bounded on the west by the River Lea, on the south by the River Thames, on the West by the boundaries of the Boroughs of, or rather the eastern edge of the boroughs of, Romford, Hornchurch and possibly Dagenham, and on the north by the forests of Epping and Having and the northern edge of the Urban District of Chigwell—i.e. including Loughton but not Epping.

It might well be too that in the administration of justice, the second stage or intermediate Courts could be based at a Regional level; e.g. Magistrates Courts at local level and Quarter Sessions at regional level. At the moment West Ham has a Quarter Sessions but for the other districts the Quarter Sessions seems to be the Essex Quarter Sessions at Chelmsford.

Regional Education Board

1 Constitution

The Executive Council of the Board might well consist of:

(a) one-third members nominated or elected by local districts;

(b) one-third elected or nominated by bodies or groups specialising in or interested in education;

(c) one-third elected or selected by the Minister of Education from persons applying or persons nominated by interested groups in response to public advertisement.

2 Finance

The main sources of finance will be 75 per cent. from grants from government sources; 25 per cent. from local authorities in the area. There might be further specialised grants to special colleges from industry or research associations.

3 Functions

(a) Policy and planning of full and part-time education of students over 18 in the region. Each school or college would have its Board of Governors responsible for day to day administration and appointment of staff and framing policy recommendations and recommendations involving capital expenditure and new developments.

The region would decide which expenditure to recommend bearing in mind resources available; which new developments to sanction, bearing in mind possible demand. The region would also plan new colleges as needed.

One condition imposed on Colleges within the region would be that a major number of places be made available to students from the region if there were applicants.

(b) Making grants to colleges and schools serving students over 18 outside region; this might well be a conditional grant; on places being available for offering to students from region, i.e. at Queen Mary College.

(c) Acting as agent for the Ministry in supervising newly qualified teachers and new entrants to teaching in the region and in issuing recommendations to the Ministry that a Certificate of Competence be issued. This would also include courses for teachers newly entered who had technical or specialist qualifications but no training in teaching technique. Attendance at such courses would be voluntary but successful completion of such study courses plus practical competence would lead to full recognition by the Ministry, e.g. a graduate without a teaching diploma might be appointed in a local grammar school; he would be provisionally recognised but be under the supervision of a Director of Studies at regional level for education theory and teaching technique for say three years.

(d) To act as Agent for the Ministry in the regular inspection of schools in regard to buildings, facilities, curriculum and teaching competence (the present 5 year inspections).

(e) To arrange for special schools for special types of pupil under 18, e.g. blind, deaf and dumb, spastic, maladjusted, and possibly educationally subnormal.

(f) To arrange with the Regional Health Board for Child Guidance and Psychiatric Clinics and for other specialist medical clinics; i.e. the payment of fees of specialists to whom children could be referred and the arrangement for child clinics at hospitals in the region. The local School Medical Officer would know where to send the child on for special examination and report.

(g) The awarding of a certain number of regional grants and bursaries to students of 18 proceeding to places of specialised education.

(h) The provision of special facilities for educational testing; i.e. in cases of possible certification as low grade mentally defective or the determination of special skills.

NOTE: Local districts would retain; grants to youth clubs and leisure time activities up to age of say 22 and also youth employment services; but regional authorities could make grants to adult cultural organisations whose membership is mainly adult.

Regional Health Board

Constitution

The Executive Council might well consist of:

(i) members elected or nominated by local areas;

(ii) members nominated or elected by specialised interests, i.e. doctors, dentists, nurses, pharmacists, etc,.

(iii) other interested persons selected by the Minister of Health from response to advertisement in the region.

Finance

Mainly 75 per cent. direct grant from government or other sources; plus 25 per cent from local district levies.

Functions

(a) The general policy and planning regarding hospital services and preventitive medical services in the area but not the detailed day to day administration and not services relating to care of the elderly and chronic sick and non specialised maternity and child welfare, the latter would normally be referred to the Gynaecological Department at a local hospital.

(b) Here again each hospital would have its own Board of Governors responsible for day to day decisions and the appointment of all staff up to an agreed establishment. The local Board would again make recommendations for capital expenditure and new projects which the region would take decision on, bearing in mind resources and need. The idea here is to leave each hospital as free as possible to work out its own plans, whilst ensuring that there is co-operation in using specialised equipment, e.g. one hospital might have special equipment for electrocardiagrams and would either take patients from the others for this or loan the equipment; the latter in some respects being preferable.

(c) The arrangements for a regional ambulance service.

(d) The administration of weights and measures inspection, food and drugs and public health inspections and the provision of laboratory facilities for food analysis, etc.

(e) Note: Here the various inspectors would be allocated to districts and would work in close co-operation with local health departments, but their reports, e.g. on slum clearance would be as outside expert witnesses, not as servants of the local council. I have a feeling that at times a local authority decides to have an area cleared and the reports have to heighten the facts that damn rather than give an objective report; this idea is to relieve such persons in what might be a tricky situation. The local Inspector would report to the Local Authority breaches of the statutory requirements and the Local Authority would take the decision whether to prosecute or warn.

(f) General good health propaganda, exhibitions, and special courses.

(g) The provision of a regional blood transfusion bank.

Regional Roads and Planning Board

Constitution

The Executive Council might well consist of:

(i) members elected or nominated by local districts;

(ii) delegates of specialised interests;

(iii) a few persons with interest in this work nominated by government departments.

Finance

Mainly by government grant, plus a percentage from the Road Fund, plus a small levy on local districts.

Functions

(i) To maintain and improve present trunk roads and to prepare plans for others, but not to initiate new roads without a Government inquiry.

(ii) To make recommendations on transport facilities in the region.

(iii) To make recommendations on the adequacy of supplies of water, gas, electricity and oil in the region.

(iv) To act as agent of the Ministry in general planning policy and to arrange to hear appeals against local authorities' recommendations; not the final Court of Appeal; always the right to go to the Ministry or to Parliament.

(v) The preservation in general of countryside and of rights of access to it; here again the function of an interim court of appeal or rather intermediate Court of Appeal against Local Authority decisions or proposed decisions.

Regional Civil Protection Board

Constitution

Partly nominated or elected from local districts. Partly representing special interests.

Finance

According to service.

Functions

(i) The planning of Civil Defence in the region and the provision of training facilities.

(ii) The provision of fire protection, fire combatant and rescue and similar services.

(iii) The general supervision as a Watch Committee, but not the interference in day to day business of police services.

(iv) To maintain close links with the Services and to make grants to pre-service units of all kinds.

(v) To develop auxiliary services of all kinds.

(vi) To co-operate with Regional Health Board in the maintenance of ambulance service, i.e. possibly a Joint Ambulance Committee.

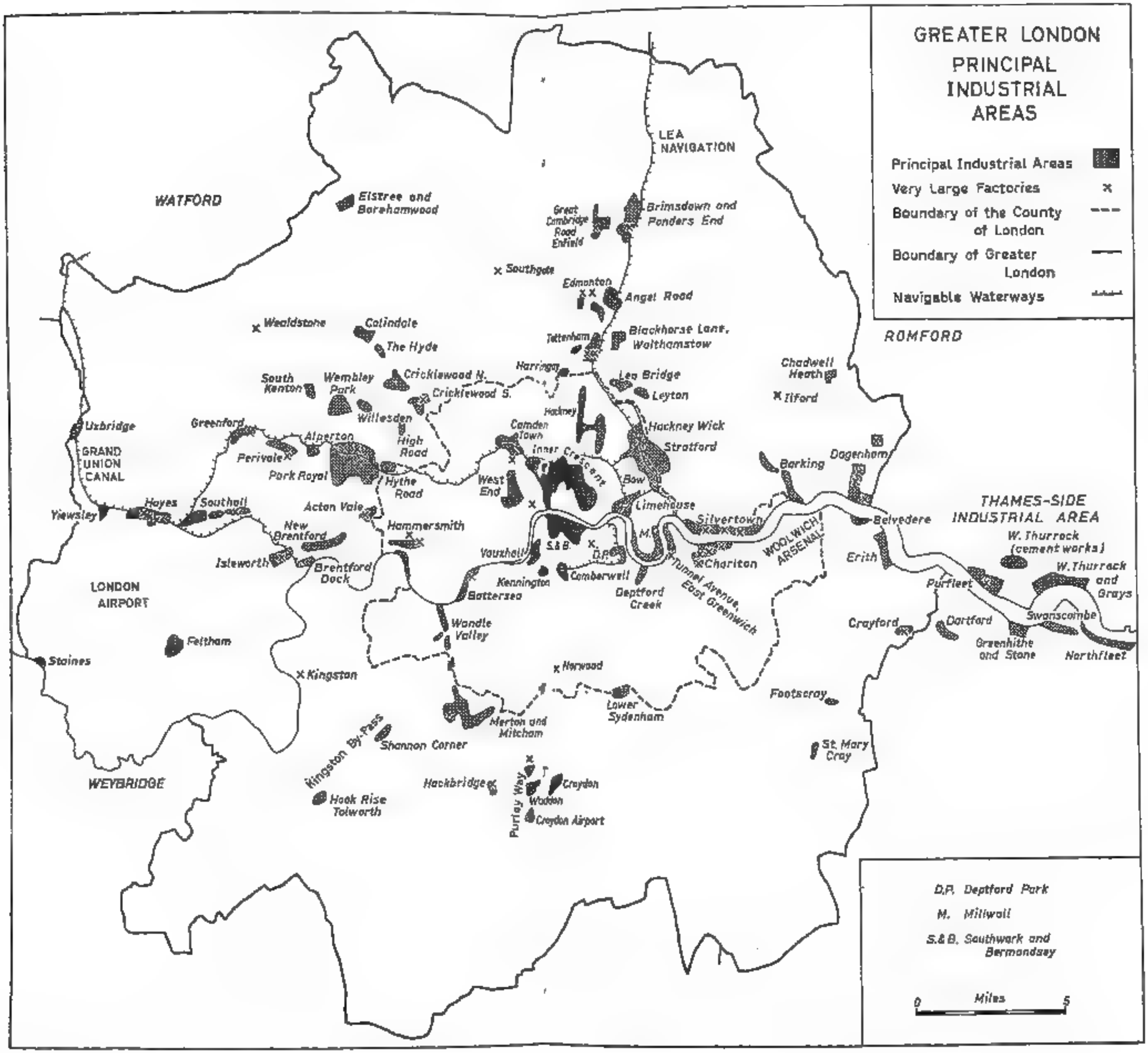
Printed in England under the authority of Her Majesty's Stationery Office by E. G. Ellis & Sons,
Willow Street, Chingford, E.4

EGE 12/61 Wt.1778 K6

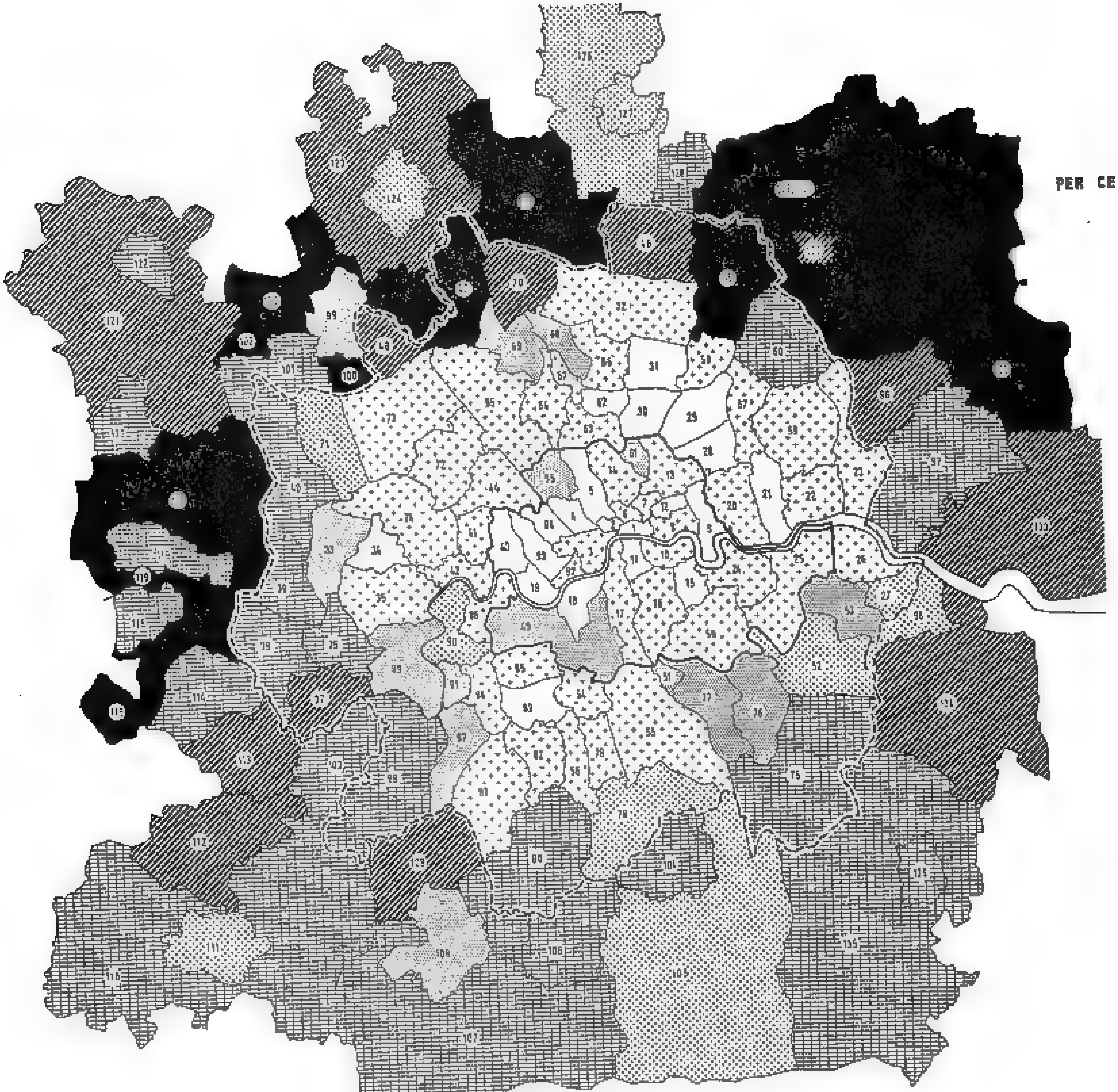
G.P. 3 AP 1962

GREATER LONDON
PRINCIPAL INDUSTRIAL AREAS

This map has been prepared by Mr. J. E. Martin. Considerable use has been made of unpublished maps and particular acknowledgment is due to Mr. Brian A. Bates, whose map of the major industrial areas of West and Central Middlesex has been adapted with minor modifications. Substantial help was also received from maps prepared by Dr. L. G. Wooder and kindly made available by him.



1



POPULATION CHANGES

GREATER LONDON REVIEW AREA AND
ITS SURROUNDINGS

PER CENT POPULATION CHANGE 1951-58

DECLINE of 5·0–14·9%	☐
" " less than 5·0%	⁘
RISE of less than 5·0%	▒
" " 5·0–9·9%	░
" " 10·0–19·9%	▦
" " 20·0–29·9%	▨
" " 30·0% or more	■

County of London boundary ———

Conurbation boundary —·—·—

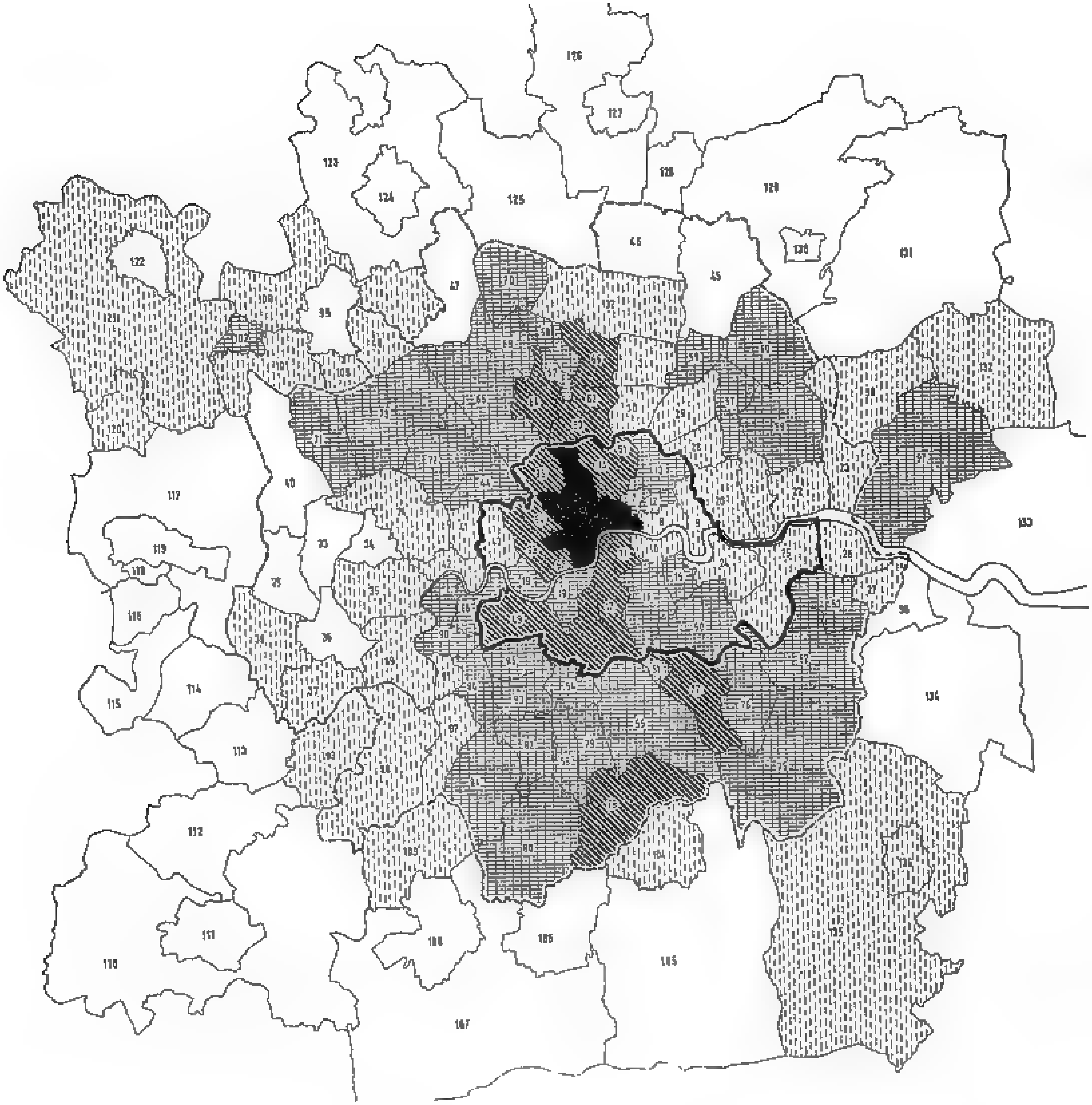
Number refers to name of L.A. area as shown on list (e.g. ⑭ = Islington).

SOURCES: Census 1951,
Registrar General's Annual Estimates of Population 1958.

Centre for Urban Studies
11.59

COMMUTING TO CENTRAL LONDON

GREATER LONDON REVIEW AREA AND
ITS SURROUNDINGS



Per Cent of occupied night population of each L.A. area working in Central London in 1951:—

0–9%	☐
10–19%	▥
20–29%	▦
30–44%	▨
CENTRAL LONDON	■

Note: 80 percent of the occupied people resident in Central London also work in Central London.

County of London boundary

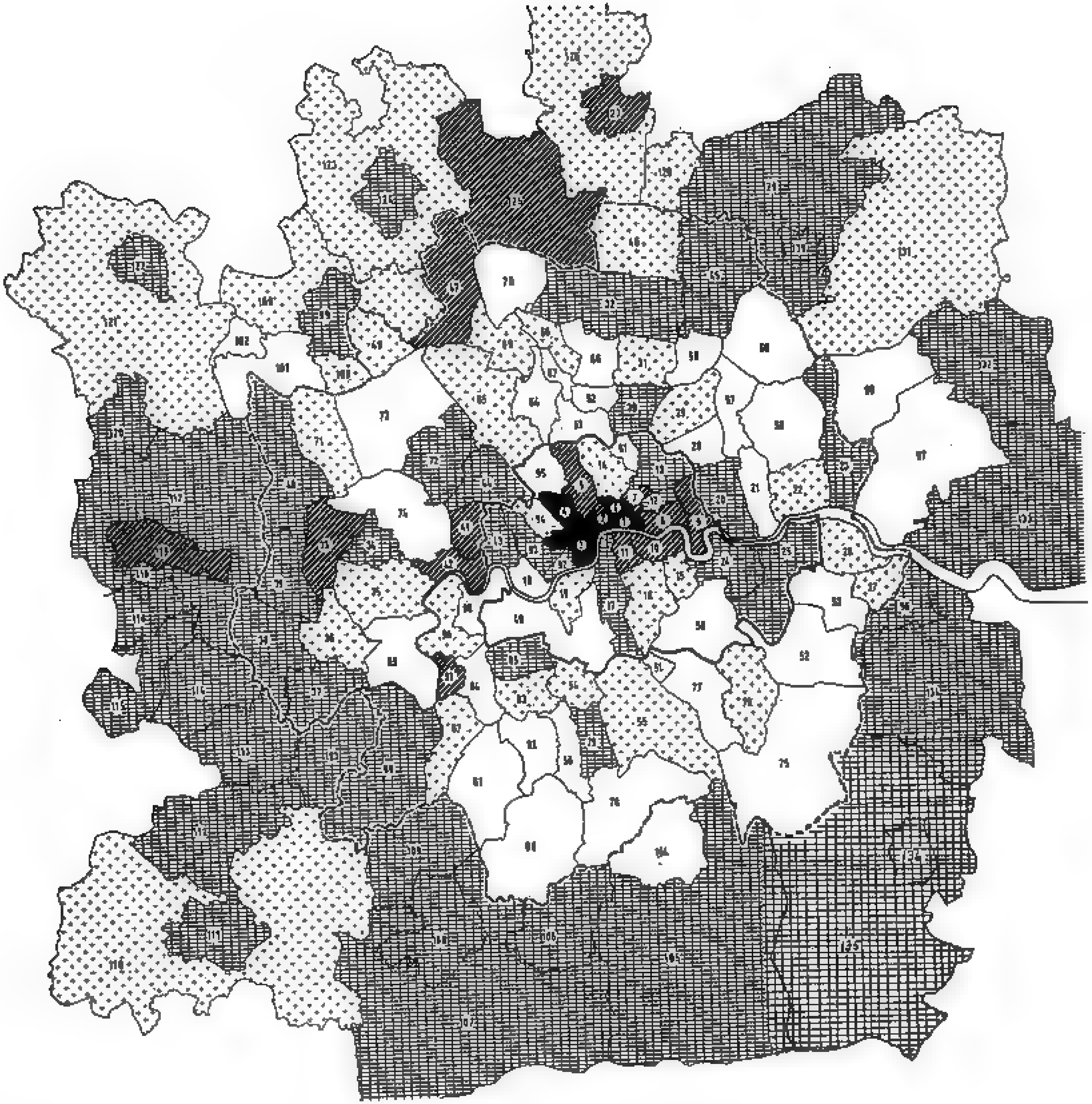
Conurbation boundary

Number refers to name of L.A. area as shown on list (e.g. ⑮ = Islington).

SOURCE: Census 1951, Report on Usual Residence and Workplace.

MILES 2 4 6 8 10 12 14 16

Centre for Urban Studies



JOB RATIOS 1951

GREATER LONDON REVIEW AREA AND
ITS SURROUNDINGS

LOCAL AUTHORITY AREAS WITH THE FOLLOWING JOB RATIOS (i.e., occupied day population per hundred occupied night population):-

	JOB RATIOS	
EMPLOYMENT AREAS:	200 or more	■
	120 to 200	▨
"BALANCED" AREAS:	80 to 119	▦
RESIDENTIAL AREAS:	65 to 79	⁘
	20 to 64	□

County of London boundary

Conurbation boundary

Number refers to name of L.A. area as shown in list (eg.⑭-Islington).

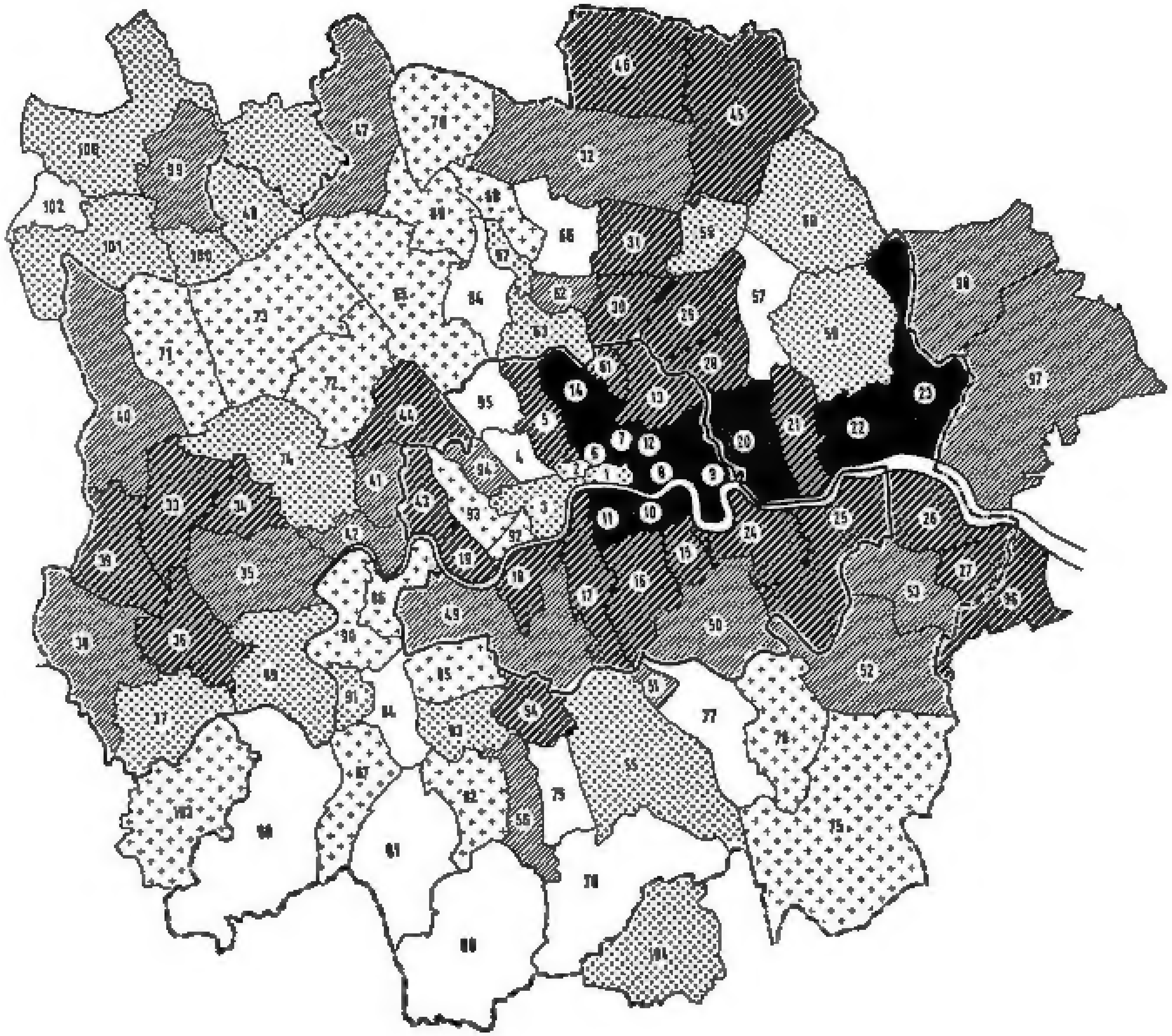
SOURCE: Census 1951, Report on Usual Residence and Workplace.

MILES 2 4 6 8 10 12 14 16

Centre for Urban Studies
11.59

SOCIAL CLASS

GREATER LONDON REVIEW AREA



PER CENT OF OCCUPIED AND RETIRED MALES IN SOCIAL CLASSES I AND II, 1951:-

- 5·5–10·4% ■
- 11·0–16·9% ▨
- 17·0–22·9% ▨
- 23·3–28·8% ▦
- 29·4–33·9% ⁺⁺
- 34·5–52·6% ☐

County of London boundary ——

Conurbation boundary ——

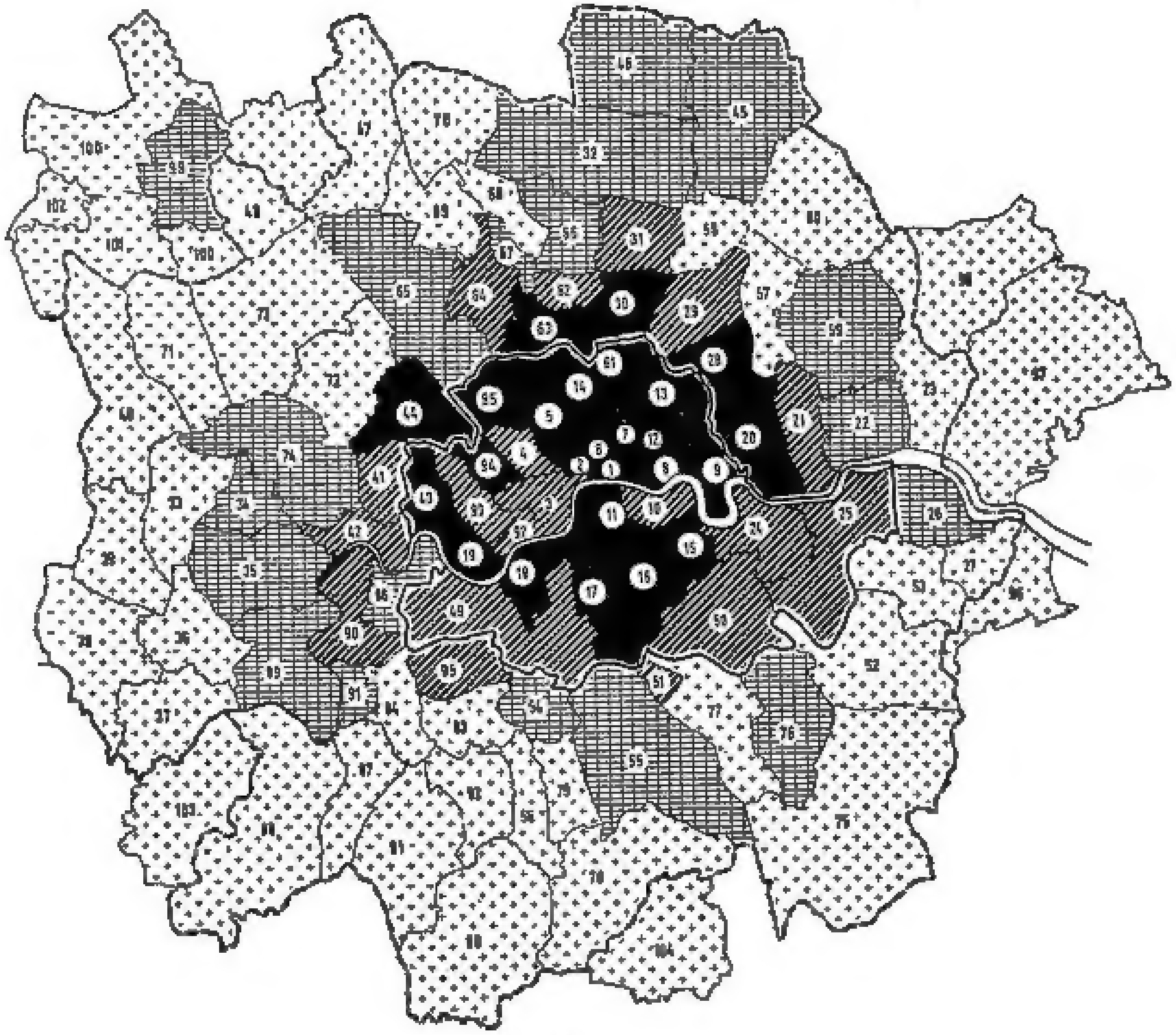
Number refers to name of L.A. area as shown on list (e.g. ⑯ = Islington).

SOURCE: Census 1951, County Reports.

MILES 2 4 6 8 10 12 14 16

INDEX OF HOUSING CONDITIONS IN 1951

GREATER LONDON REVIEW AREA



THE INDEX IS BASED ON:-

A: % of households in shared dwellings.

B: % of households in unshared dwellings without exclusive use of one or more of the following:- piped water, w.c., kitchen sink, cooking stove, fixed bath.

WORST HOUSING	1	A: from 33% to 73% B: " 28% " 69%	■
	2	A: " 22% " 46% B: " 16% " 55%	▨
	3	A: " 16% " 30% B: " 9% " 32%	▦
BEST HOUSING	4	A: " 3% " 21% B: " 4% " 27%	⁘

County of London boundary ———

Conurbation boundary ———

Number refers to name of LA area as shown on list (e.g. ⑭ = Islington).

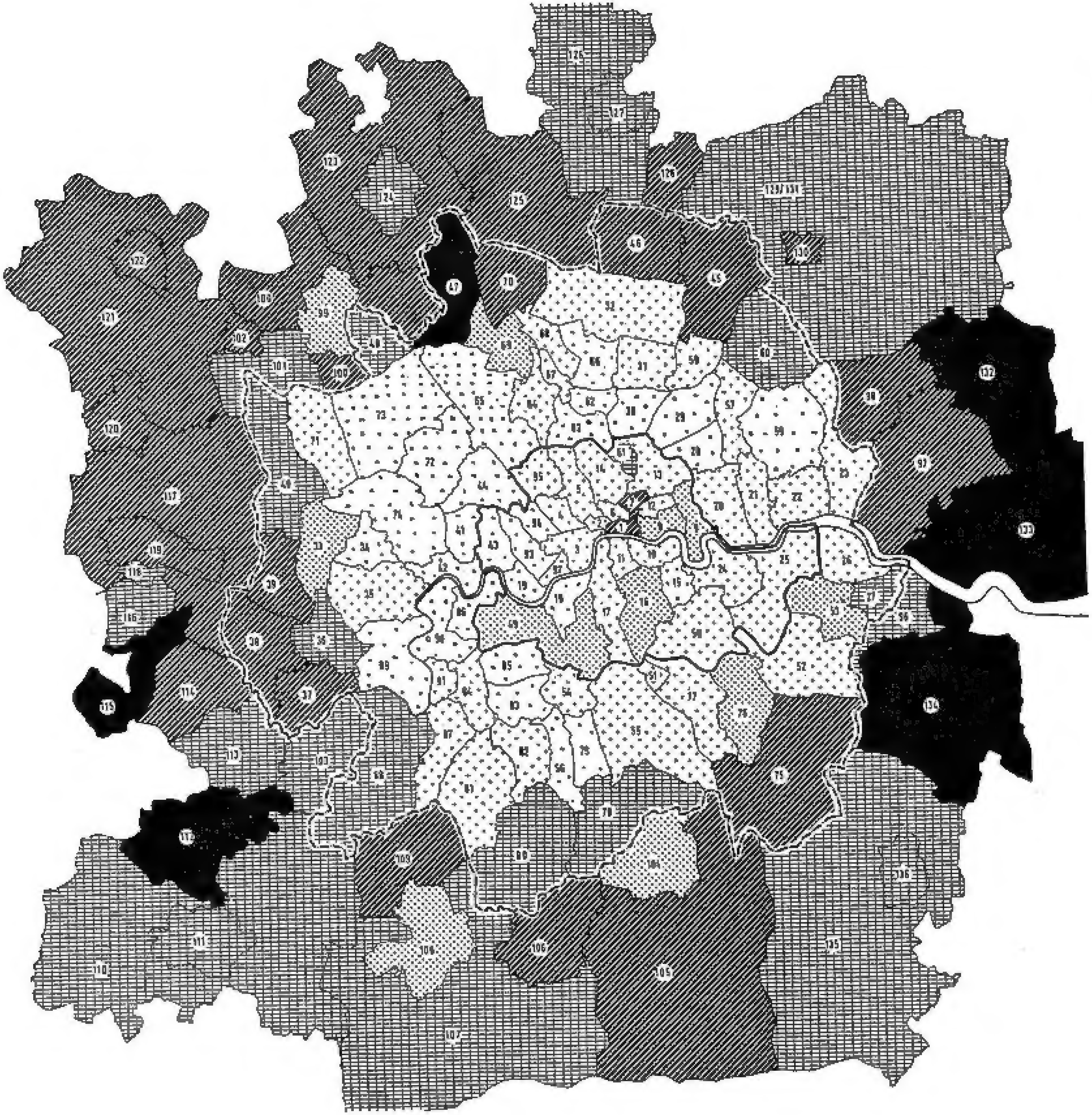
SOURCE: Census 1951.

MILES 2 4 6 8 10 12 14 16

Centre for Urban Studies
11.59

TOTAL NEW DWELLINGS BUILT FROM 1951 TO 1958 IN RELATION TO STOCK OF DWELLINGS IN 1951

GREATER LONDON REVIEW AREA AND ITS SURROUNDINGS



NEW DWELLINGS BUILT BETWEEN 31.3.1951 and 30.9.1958 BY LOCAL AUTHORITIES AND PRIVATE BUILDERS PER 1,000 DWELLINGS IN 1951 :—

up to 75 new dwellings per 1000 in 1951	⁘
76 to 125 ditto	⁘
126 to 175 "	▒
176 to 250 "	▦
251 to 400 "	▨
401 to 1,177 "	■

County of London boundary ———

Conurbation boundary - - - - -

NOTE: For L.C.C. housing the period is 31-3-51 to 31-12-58.

Number refers to name of L.A. area as shown on list (e.g. ⑭ =Islington).

SOURCES: Ministry of Housing and Local Government, Housing Returns, Appendix 8. L.C.C. Housing Statistics. Population Census 1951.

MILES 2 4 6 8 10 12 14 16

Centre for Urban Studies
11.59

ROYAL COMMISSION ON LOCAL GOVERNMENT IN GREATER LONDON

Written Evidence from Local Authorities, Miscellaneous Bodies and Private Individuals.

Volume V.

Miscellaneous Bodies and Private Individuals

CORRECTION

Evidence submitted by the Centre for Urban Studies, University College of London.

Maps 1 to 6 are incorrectly inserted opposite page 700 and should follow page 697.

UNIVERSITY LIBRARY
1962

LONDON: HER MAJESTY'S STATIONERY OFFICE: 1962

(84882) Wt. 3822/— K.7 2/62 Hw.